

**THE IMPACT OF CLIMATE CHANGE ON THE POOR
AND VULNERABLE CITIZENS AND SOCIAL
PROTECTION IN NIGERIA**

“...One day the poor will have nothing left to eat BUT THE RICH...”

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Contact: info@aneej.org

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Acronyms

ANEEJ	Africa Network for Environment and Economic Justice
CSOs	Civil Society Organisations
CCT	Conditional Cash Transfer
ESPPIN	Enhancing Social Protection In Nigeria
FMHDS	Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development
FG	Federal Government
GEEP	Government Enterprise Empowerment Programme
NHGSP	National Home Grown School Feeding Programme
IPCC	Intergovernmental Panel on Climate Change
MANTRA	Monitoring of Recovered Assets in Nigeria Through Transparency and Accountability
MDAs	Ministries, Departments and Agencies
NAFPP	National Accelerated Food Production Programme
NCTP	National Cash Transfer Programme
DFRRI	National Directorate of Food, Road, and Rural Infrastructure
NDCs	Nationally Determined Contributions
NSPP	National Social Protection Programmes
NSIP	National Social Investment Programme
SIP	Social Investment Programmes
SURE-P	Subsidy Reinvestment and Empowerment Programme
SDGs	Sustainable Development Goals
SWOT	Strengths, Weaknesses, Opportunities and Threats
UNFCCC	United Nations Framework Convention for Climate Change

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Rev. David Ugolor

Executive Director, ANEEJ.

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Executive Summary

Poverty is endemic in Nigeria and a major development problem. Hardly a day passes that there is no news of violent conflicts, insurgencies, kidnappings, banditry and other vices that have engulfed the nation. Historically, several factors account for this, including the lopsided federal government concentration of power at the centre with weak states, lack of inclusiveness in governance, widening gap of inequalities, corruption and underdevelopment. This blight is a serious indictment on the successive governments. It is not surprising that Nigeria is continuously sliding down poverty lane, and emerging as the global capital of the world with the most extreme poor people on earth.

The federal government has taken some initiatives including the shoot on sight order of armed bandits through a concerted military option yet the situation seems to be worsening. Perhaps, its National Social Investment Programme (NSIP) initiated since 2017 represents a most systematic approach to tackling poverty headlong, supporting SMEs for productive activities, and generating on employment for the 86.9 million Nigerians now living in extreme poverty.

Given its vast rich natural endowments and population, Nigeria has the potential of becoming one of the top 20 economics of the world. That said, Nigeria's economic fortunes based on oil revenue is declining. Nigeria is not a rich nation by many standards. Professing to be rich and being the Giant of Africa only masked the reality of a poor country with its GDP less than the state of California in the USA. Notwithstanding its rich endowment with natural resources and the associated advantages, its near total dependence on production of raw materials for export earnings is insufficient for today's reality that requires the circular economy model. This economic model is knowledge based through the elimination of waste in the production and consumption patterns.

This study examines the conventional causes of poverty in the context of Nigeria's growing poverty with millions in the poverty trap. Beyond this, it also deploys a political ecology perspective interested in the underlying factors giving rise to poverty and social actor's contestations over resource allocation.¹ Such in-depth knowledge is useful if a holistic approach to combating poverty is to be realized. The study explores how the federal government and the states Social Investment Programmes (SIPs) have been deployed to address poverty, analyses the feedback from social actors, beneficiaries and non-beneficiaries, to provide recommendations to strengthening the intervention. The study also argues for a post petroleum economy for Nigeria by seeking alternatives in the circular economy that will help reduce carbon emissions from the atmosphere and protect ecosystems services and livelihoods sources that the poor depends on.

The study is divided into six broad Chapters with sub-divisions. Chapter One introduces the subject of the study with a brief background on the dire situation of poverty. Chapter Two, provides the methodology of the study, key objectives and rationale while Chapter Three discusses the political economy of oil dependence, the conceptual discourse on climate change vulnerability and poverty in relation to SIPs.

It also discusses climate change as opportunity for development. It discusses the political economy of oil to underscore the relevance of energy transition to a post petroleum economy that addresses climate change vulnerabilities and poverty.

In contrast, Chapter Four presents some SIPs and field data to apply the SWOT analysis framework to explore SIPs strengths and weaknesses, and opportunities and threats. Chapter Five builds on the previous chapter to present field data on climate change vulnerabilities and poverty which relates to addressing risks and building resilience especially in relation to infrastructure and traditional livelihoods. Chapter Six discusses some strategies for addressing climate change vulnerability using conventional means and addressing underlying factors of poverty through rethinking of development and transition from fossil dependence to renewable energy sources.

Chapter Seven provides further strategies and recommendations to accelerating the Social Investment Programmes by ensuring a realistic budgetary allocations regime to tackling poverty, and genuine partnership with the states governments that will allow them coordination and implementation at the state levels. Beyond, social investment programmes the study makes the claim that climate change vulnerability is a development opportunity to address risks, rethinking development, and addressing structural poverty or the root cause of poverty to avoid the spiraling cycle of poverty in Nigeria. The study provides civil society groups advocacy entry points including monitoring and evaluation, awareness raising, policy reforms and policy engagement with policy makers with a view to improving delivery and to lift many more out of poverty.

CHAPTER ONE INTRODUCTION

1. Background

In Nigeria, poverty is ubiquitous and has become a major development problem. The World Poverty Clock Report published 2018 shows that Nigeria has overtaken India as the country with the most extreme poor people in the world. The poverty ratio has been exacerbated by the impact of climate change due to increasing vulnerability and risks posed to the population. Statistics show that almost half of the population, 86.9 million Nigerians are now living in extreme poverty from the 200 million.ⁱⁱ The World Bank report states that from the 122million Nigerians in the working age bracket only 31 million Nigerians are employed, an abysmal figure denoting that only one out of every four Nigerians are employed.ⁱⁱⁱ The primary responsibility of the state which is provision of security and welfare has been threatened. Successive governments struggle to lift more citizens out of extreme poverty have been largely unsuccessful due to poor planning and mismanagement of resources. This development already threatens the United Nations Sustainable Development Goals (SDGs) which targets ending extreme poverty and the elimination of hunger by 2030.^{iv}

A political economy framework has been applied to the social protection, governance and natural resource management in Nigeria. Indeed, there has been some benefits from the monocrop oil economy contributing about 65 percent of government revenue and 88 percent of Nigeria's foreign exchange earnings.^v A political economy perspective relates growing poverty and insecurity to the widening gap between the rich and poor leading to increasing crimes and insurgencies. Since crude oil exploitation in commercial quantities began in 1958, the nation has raked in revenue from crude oil in excess of US\$600 billion. Although some infrastructural provisions exist, most infrastructural projects are either uncompleted and abandoned or moribund due to bad governance, weak institutions, and mismanagement of natural resources, population growth and corruption.^{vi} The relatively high revenue has not addressed the poor infrastructural base in terms of medical care, deplorable road networks and provision of potable clean water and other basic amenities for citizens' welfare.

From the literature, critical development study perspective shows that Nigeria is characterized as "violent environments" area arising from pervasive violent resource conflicts especially in the Niger Delta region where oil extraction is located. There has been persistent gas flaring and frequent oil spills that has resulted in massive environmental degradation, despoliation and pillaging of the traditional sources of livelihoods which the people depend on thereby impoverishing them. Human rights violations are rife arising from weak extant laws and non-compliance to environmental regulations and laws in spite of agitations and protests from the impacted local communities and civil society groups.

The "resource curse" thesis described Nigeria's economy as a rentier state that is dependent solely on rents from crude oil and to the detriment of other productive sectors such as manufacturing and

agriculture. In terms of agriculture, Nigeria declined from being a net exporter of food in the 1960s to a net importer of food especially grains and cereals to meet growing food demands.

These factors have contributed to a growing extreme poverty and reinforced the “poverty trap” associated with “fragile states”. A growing insurgency from Boko Haram terrorist groups and affiliates and their nefarious activities of bomb blasts and kidnappings for ransom is also pervasive throughout Nigeria with much destruction of lives and property mostly in Northeast Nigeria. This has worsened the poverty situation in the region.

CHAPTER 2

METHODOLOGY

2.1. Research techniques

The research methodology deploys qualitative methods of social inquiry to explore the subject of climate change and vulnerabilities in selected states of Edo, Delta, Bayelsa, Ekiti and Anambra states, in southern Nigeria. It also applies a political ecology framework to discuss the environment and development relations and how it impacts the vulnerable groups.

The research was conducted within one month period in the months of March and April 2021. The qualitative research involves a mapping of key informants (men, women, youths, farmers, fishermen, artisanal occupations; government officials, media, civil society groups and community representatives using the snowball approach and access to the respondents. Primary data were sourced from face-to-face semi-structured interviews. This was complemented by interviews via telephone. A total of 35 respondents were interviewed which covered government officials from the relevant agencies, civil society groups, and beneficiaries with an average of 5 per state. The research also benefited from ANEEJ organized inception meeting on Enhancing Social Investment Programme in Nigeria held in Abuja, March 23-24, 2021. It draws from 9 key resources persons presentations including one representative each from the five states under focus. In addition, two Focus Group Discussions were held in Abuja and Benin City. Literature review was conducted to provide a sound basis for visioning the research focus on climate change and development from a social protectionist perspective. The research benefits from a rich literature on the political economy of Nigeria, climate change policy, vulnerability and social protection. The data provided the basis for analysis, conclusions and recommendations for the improvement of NSIP in Nigeria.

2.1.1. Challenges

Research challenges encountered were few but of considerable importance to the research outcomes. Time constraints and resources restrained traveling to the respective locations but were replaced by virtual meetings of respondents. This challenge was addressed by ANEEJ inception workshop meeting held in Abuja that availed the researcher some of the respondents.

Also, the Covid-19 protocols and restrictions were observed during the period and focus group discussions were conducted with respondents only in Abuja and Benin City.

2.2.1. Study area and peculiarities

Geographically, the study areas covered five states, namely Edo, Delta, Bayelsa, Ekiti and Anambra, southern Nigeria. Figure 1 shows the Map of Nigeria and the five states in relation to others. The features and map of Nigeria presents their socio-economic importance to Nigeria's economy. Politically, the states belong to different political delineations as follows, Anambra (Igbo), Southeast; Ekiti (Yoruba), Southwest; and Edo, Delta, Bayelsa are South-South (minority tribes) states with distinct ethnicity and cultures. In what is seen as elite's collusion, the Hausa-Fulani in northern Nigeria is believed to have colluded with the Igbos and Yorubas in their continuous domination of the political leadership space in national spheres to the anger and disillusionment of the minority tribes in whose region oil and gas exploitation sustaining the nation is concentrated.

Figure 1: Map of Nigeria and the five states in relation to others.



The economic mainstay of the Niger Delta region is mainly fishing and farming occupations. The activities of mining and transnational oil companies' operations located in the area are major sources of environmental degradation. The frequent oil spills and persistent gas flaring result in the pollution of water bodies, soil contamination, and air quality. These pose serious threats to survival with increasing poor crop yields, lowering fish catch, hazards to environmental and human health.

Although Ekiti and Anambra states do not belong to the Niger Delta region, however, they share some climate similarities of tropical rainforest region that is mainly in southern Nigeria. The economic mainstay is agrarian subsistence farming in rice, cassava and yam tubers, and cash crops such as oil palm that is increasingly enjoying supplies to the international market. Ekiti state is also rich in cocoa farming and other cash crops such as legumes, rice and maize that is similar to the Niger Delta region.

Largely, the common denominator is that the states are ill-equipped with poor infrastructure and a growing disparity between the rich and the poor who are in the majority. The main differences account for the fact that while Ekiti and Anambra states are land-locked, the Niger Delta states are coastal states with open access to the Atlantic Ocean waterways with its rich economic advantage. However, this is punctuated by the impact of oil and gas exploitation that is resulting in environmental degradation from oil and gas activities.

2.2.2. Key Objectives and research questions

The key objectives of the study is to conduct research on the federal and state governments social protection programmes and document the impact of climate change on the poor and vulnerable citizens in Nigeria. The realization of the United Nation Sustainable Development Goals (SDGs) focusing on reduction of extreme poverty requires a robust Social Protection Programme in Nigeria that is highly expedient. Although the evidence-based research to support advocacy for the implementation of social protection programmes is based on selected states; Edo, Delta, Ekiti and Anambra states, the study has relevance and wider application throughout Nigeria, and developing countries in the world. It is also to address the problems of climate change and vulnerabilities by using the evidence-based research to conduct training for policy makers, civil society organisations (CSOs) and the media. Further, it is also to provide key advocacy entry points for CSOs in policy engagement with policy makers on climate change and social protection programmes.

Specifically, the goal is to:

- i. create awareness on Social Investment Programme in Nigeria and assess the impact of the implementation in line with 4 SDG goals and targets
- ii. build capacities of government, CSOs and media to engage and monitor the implementation of SIPs
- iii. advocate for legal and institutional reforms which support implementation of social investment programmes by the federal/state governments by 2023.

Some of the key research questions include,

- what are the impacts of climate change and how can it be addressed?
- how have social intervention programmes fared in Nigeria?
- what are the strategies for poverty eradication/reduction?
- How can strategies for strengthening social protection programmes in Nigeria be achieved?

- What are the civil society advocacy and policy engagement entry points for reforms in support of social protection in Nigeria?

2.2.3. Rationale

The study focusing on climate change vulnerabilities in relation to social protection examines how the National Social Protection Programmes (NSPP) have fared in reducing poverty. Such focus is new but highly relevant in the social protection initiative.

There are increasing studies on Climate Change with a view to combating its impacts and addressing potential risks. The risks identified have been restricted mainly to impacts, vulnerability and adaptation. Some of the studies also are mostly sectoral approaches bias such as disaster risk management, adjustments in technologies, ecosystem-based approaches, basic public health measures, and livelihoods diversification as means to reducing vulnerability.^{vii}

In contrast, this study builds on the gains of past studies to provide understanding of climate change vulnerability in relation to social protection of citizens. It adopts the mainstream view that the poor should benefit from state intervention through social protection for survival. Beyond this, it provides greater understanding of climate change and a post petroleum economy that is the more relevant to curbing a growing widespread poverty, increasing violent conflicts, and scarcity of resources all of which contribute to climate change vulnerability. This strategy combines with a sectoral approach focusing on the energy and agriculture sectors provide opportunities to understand these sectors because they are highly serviceable to Nigerians and employ the largest population of workers and livelihoods production. They represent food systems and energy systems that seriously impact our environment. This study makes the claim that poverty is a serious underlying factor in determining climate change vulnerability. The study approach is innovative and contributes to the literature especially with relevance to Nigeria and low- and medium-income economies.

CHAPTER THREE

THEORETICAL CONCEPTS AND FRAMEWORK

3.1. Brief political economy of oil in Nigeria

A brief political economy of Nigeria's oil dependence has been engaging writers and researchers for decades. The verdict has been one of mixed outcomes of gloom and doom. The quantum of environmental degradation and frequent oil spills as a legacy from transnational oil operations compounded any sense of benefit. Since 1957 when oil operations commenced, persistent gas flaring and frequent oil spills remain unabated. The "resource curse" thesis, insurgency, the trap

of poverty and underlying causes associated with “fragile states” have been documented.^{viii} Some writers characterized the region as “violent environments” due to the flagrant human rights violations of the people and their farming and fishing occupations.^{ix}

A political ecology framework is interested in understanding these underlying factors and social actors’ contestations over natural resources, ownership and control and how resources are allocated.^x In governance, the poor hardly count as political elites struggle politically to gain economic control over oil revenue. This casts a shadow over the rolled-out government social protection programmes for poverty reduction. It is ironic that oil that is contributing to massive environmental degradation, destruction of farming, fishing livelihoods and impoverishment of the people can be used to address poverty from its revenue.

In contrast, the study makes the claim that Nigeria beyond oil is feasible. The idea of a post petroleum economy links well to the ideals of the circular economy that promotes reducing or elimination of waste, reuse and recycle that is at the heart of poverty reduction. The circular economy is a shift from a linear model of production and consumption to a circular economy that eliminates the end-of-life concept and a shift toward renewable energy options.^{xi} This provides an opportunity to rejig the economy away from oil dependence and embrace a knowledge-based economy that eliminates waste and a high absorptive capacity of the work force.

That said, Nigeria is faced with the challenge of envisioning a post petroleum economy. This is important if the nation is to address climate change vulnerability and poverty. Ojo (2010) argues that energy transition from oil and gas to renewable sources is feasible and expedient for Nigeria.^{xii} Several writers submit that the non-oil economic sector requires revamping to meet the challenges of poverty and unemployment.^{xiii} While UNEP recommends US\$ 1 billion for the clean-up and restoration of Ogoniland, a small area in Rivers state, some NGOs and writers argue that the federal government and oil companies should set up US\$100 billion clean-up and rehabilitation fund for the entire Niger Delta. Thus, a new development model is beckoning to address underdevelopment and poverty.

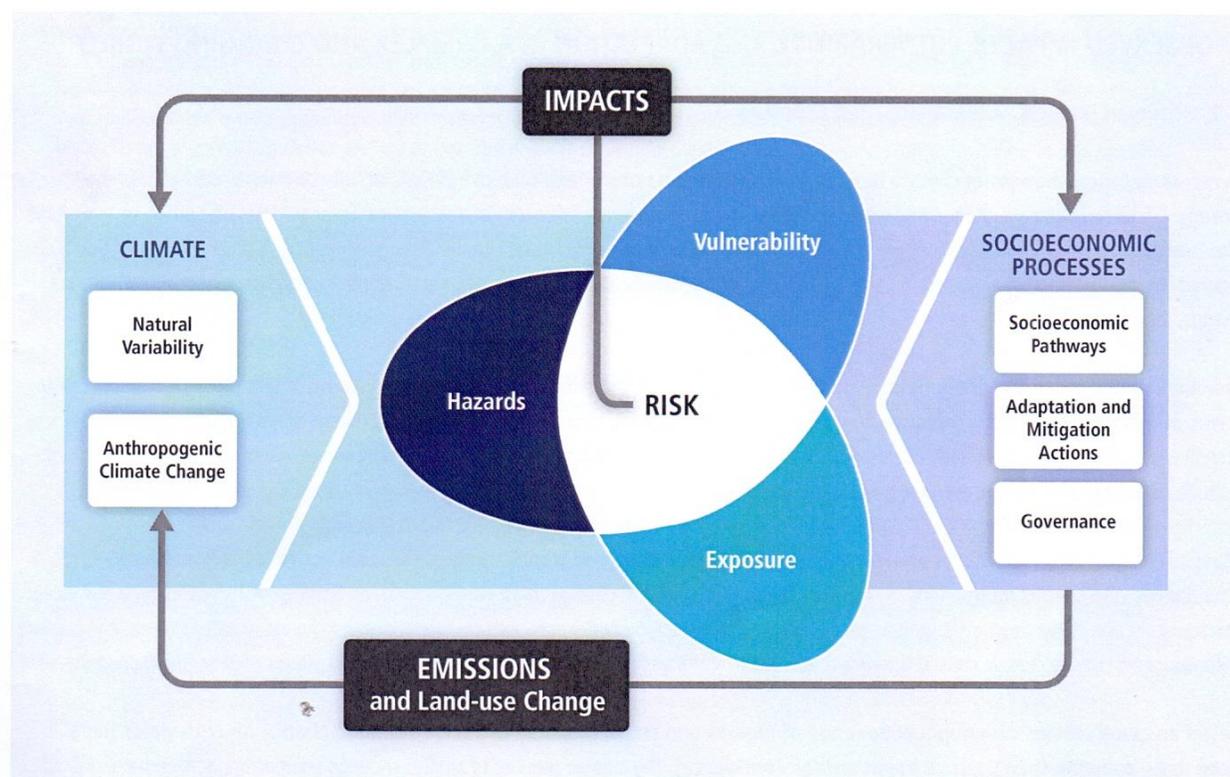
3.2. Conceptualizing climate vulnerability and environment-development nexus

Climate change vulnerability contributes to poverty. As one of the fundamental challenges ever to confront humanity, climate change is increasingly painted as a terror hovering gloomily over the fate of mankind as an impending holocaust. Contrary to the past decade or so, there is now a wider global acceptance that climate change is real and not a hoax. According to sources, climate change is defined as any change in climate over time, whether due to natural variability or as a result of human activity.^{xiv} Severe impacts are relevant to Article 2 of the UNFCCC which refers to “dangerous anthropogenic interference with the climate system.”^{xv} Risks are considered key due to high hazard or high vulnerability of societies or systems. Although both natural disasters and human-induced climate change are occurring, yet emphasis is on the anthropogenic or humanly induced ecological problems in terms of rising global warming leading to rising earth temperature

mainly from the mode of production and consumption that result in the emission of greenhouse gases released into the atmosphere.

To contrast, critical development studies perspective conceptualizes climate change as a development opportunity against the overconsumption and dependency on natural resources and the need to turn to better energy efficiency options in both production and use.^{xvi} In this regard, the United Nations adopted three pillars of sustainable development; economic, social and environmental should be balanced especially against the wanton destruction of rural livelihoods that tends toward poverty.

Figure 2: Climate change risks and vulnerability. Source: IPCC 2014:3.



Therefore, addressing climate change is located in climate-related events with socio-economic processes that result in diverse impacts. Figure 2 shows these interrelated processes including governance issues, mitigation, adaptation, finance and technology. While mitigation requires cutting emissions at source mainly by the industrialised countries from highly polluting industries, adaptation refers to socio-economic adjustments to counter or limit the impact of climate change. From the Conference of Parties meeting in 2015, the Paris Agreement specified Nationally Determined Contributions (NDCs) as a common responsibility for all countries, rich or poor to reduce at source carbon emissions released into the atmosphere. The IPCC (2014: 13) presents some potential risks which include, risk of death, injury, ill-health, or disrupted livelihoods.

Other impacts include, flooding and sea level rise; breakdown of infrastructure networks such as electricity, water supply, health and emergency services in low lying coastal and urban areas; risk of food insecurity and the breakdown of food systems due to drought, flooding, and rainfall variability in rural and urban areas; risks of ecosystems and biodiversity losses, marine life, terrestrial and inland water systems affecting fishing and farming occupations.^{xvii} In a case scenario, a change of 7 degrees temperature rise or more is projected for some part of Nigeria including the study area in the next decades. Similarly, sea level rise and ocean surges will reach about 1.5 metres and about 100 square kilometres of the Niger Delta region will be inundated with catastrophic consequences.^{xviii} “Climate-proofing of basic infrastructure is required.

Vulnerability is the risk of being adversely affected often measured in terms of climate change impact and effects on lives, livelihoods, health, ecosystems, economies, societies, cultures, services and infrastructure.^{xix} While adaptation is the process of adjustment to actual or expected effects, resilience is the capacity of social, economic, and environmental systems to cope with a hazardous event or trend in ways that maintain their essential function.

Framing Climate Change in relation to social protection for the poor is relevant. In addressing climate change as an environment issue or reducing Co2, attention has shifted from ecological processes to the more relevant issue of vulnerability and the socio-economic factors giving rise to them. In this way, climate change is seen more as a development opportunity to address the adaptive capacity of states and citizens in the event of persisting impact of climate change. The study shows that there is a correlation between wealth status and climate change. Such “differences in vulnerability and exposure arise from non-climatic factors and from multidimensional inequalities often produced by uneven development process.”^{xx}

This means that people who are socially, economically, culturally, politically, institutionally, or otherwise marginalized are especially vulnerable to climate change and also to some adaptation and mitigation responses. The impact of these changes will be felt across different sectors including health, water, biodiversity, agriculture, forestry, and increased disease incidences and associated social disruptions that will contribute to rising poverty.

3.3. Population, poverty and environmental degradation

Nigeria’s 200 million population is expected to double and will be the third largest in the world by 2050.^{xxi} A growing demography as a factor of development remains on the front burner of development discourse. Some hold the strong believe that increasing population is a major cause of poverty. The world has experienced increased fourfold population increase in the Twentieth Century from 1.5 billion to 6 billion and currently at 8 billion. In Nigeria, population growth is rapid and a growing concern among policy makers and development practitioners. The rapid growth may have effect on the growing population with deplorable infrastructure. This is compounded by people living in marginal environments and bad governance. Thus, high population density areas with weak adaptive capacity may have severe risks and impact.

Although demography can be a feature of poverty, the question remains how many people can the world sustain? This may have given birth to some conspiracy theories one of which is that the world needs to reduce its population from the current projection of 8 or 9 billion people down to 5 or 6 billion. The resurgence of the Malthusian approach entrenched in the development process since the 1900s is gradually assuming centre stage. The Malthus theory posited that population will experience exponential growth unless checked by war and pestilence, or by chastity or late marriages. The concept has been enlarged by scholars as population bomb that will result in poverty and famine because of decreasing food production in relation to exponential growth of population.

While these propositions are relevant and has been largely addressed by the use of contraceptives, late marriages, and national policy intervention that specifies one or two children per family such as in China, and by civil society organisations the movement since 1970 towards a more structural approach to understanding poverty is equally growing.^{xxii} Critical development studies proposes a “justified critical resistance” against the conventional view of population growth as a cause of poverty and environmental degradation. They pooh-pooh the notion that humanity’s population and finite and non-finite resources including energy use and material resources will reach an optimal level in which an additional unit of population can alter the optimal balance to the detriment of society. In contrast, according to Allier (2009: 1116), a “transition to sustainability” requires new thinking on demography and on the socio-ecological transition and reform of social institutions “to address unemployment, and a reform of financial institutions to stop the financial level of the economy from growing without reference to the underlying physical realities.”^{xxiii}

Such new thinking includes how the number of resources available to humanity and use should be based for example, on per capita that allows access against the current practice of inequitable distribution. For illustration, an average Nigerian, produces carbon dioxide that is about 20 times less a citizen of the USA or Europe. Further, the material consumption of affluent societies in terms of energy, food, water, is much higher than those of developing countries.

Further, there is a growing inequality from the economic and political institutions that allocate resources without concerns for equitable distribution. This is the root cause of poverty. Indeed, most of the natural resources are extracted in poor rural communities in the global north and south. The political economy of oil and gas extraction in Nigeria coupled with poor management and weak institutions have impoverished local communities in the Niger Delta. Also, a rising land grabbing for monocrop plantations for export and how political institutions allocate resources without the involvement of the poor in decision making is significant to understanding poverty. This *unfreedom* of choice, lack of entitlements, exclusion from basic amenities for life enjoyment, and right to participation are the underlying causes of poverty and environmental degradation.^{xxiv} Indeed, indigenous communities hold land in sacredness and radically oppose annexation of land, forests, mineral resources, and rivers or water by governments or business corporations.^{xxv} That natural resources located in their domain as a major source of sustenance has been eroded or outrightly appropriated is the root cause of poverty in those areas.

Basic economic geography shows that the wealth of nations is directly proportional to how much a country is endowed with natural resources, human resources, location, population size, and access to the sea.^{xxvi} This can be expanded by the amount of technology available and the quality of human resources hence the more a nation invests on capacity building of citizens, the more returns on development and reduction of poverty. The notion of circular economy that harnesses material resources and eliminates waste might be the new economic model Nigeria can embrace instead of the frittering away of natural resources with little or no added value through exports and a rentier state economy.

CHAPTER FOUR

OVERVIEW OF THE SOCIAL INVESTMENT PROGRAMMES IN NIGERIA

Examining how Social Investment Programmes (SIPs) have fared in Nigeria by the federal and state governments in order to strengthen them is relevant to the study. Social protection is focusing on the poor and vulnerable groups to lift them out of poverty. It is part of the strategy to fulfilling the United Nations Sustainable Development Goals (SDGs) with particular reference to end extreme poverty (Goal 1); zero hunger (Goal 2); good health and well-being, (Goal 3), and improved access to clean energy (Goal 7) and others that are related to these goals. Studies show that guaranteed basic income for the poor and other social protection benefits everyone.^{xxvii} In a study, Ojo (2015) argues for national basic income scheme for all Nigerians who are unemployed including the aged that lacks pension in their retirement. At least, 4 states in the federation participated at the time including Ekiti state government which provided a monthly stipend of N5,000 since 2012 and was increased to N10,000 in 2018.

A brief catalogue of the various programmes is presented. Social investment programmes for social protection have been pursued by successive federal governments in various forms with very little success. Since the 1970s, Gen. Yakubu Gowon implemented the Udoji Award and provided grants to all public service workers. The impression of a rich country with a growing oil revenue informed the decision. The grant had no restrictions attached and most of the beneficiaries spent the money on basic social amenities and luxury goods through improved purchasing power for better living conditions. Although it was widely acclaimed, however, the unemployed, self-employed, and the private sector especially rural farmers, fisherfolks and the poor were excluded. By focusing exclusively on civil servants, the fund was limited in scope, and as a one-off payment, there were no plans to sustain it.

Other successive national programmes for poverty alleviation fared better, at least, in the rhetoric. Briefly, some of these included the National Accelerated Food Production Programme (NAFPP) by Gen. Yakubu Gowon in 1972, and the Nigerian Cooperative Agricultural Bank, entirely devoted to funding agriculture; Operation Feed the Nation by Gen. Olusegun Obasanjo in 1976 to address acute food shortages; The Green Revolution Programme by Shehu Shagari in 1979 to

reduce food importation and boost local production; the establishment of the National Directorate of Food, Road, and Rural Infrastructure (DFRRI) by Gen Babangida in 1986. Others are the Peoples Bank of Nigeria to boost low income and the unbanked, and the Better Life for Rural Women Programme. In 1993, Gen. Sani Abacha and his wife founded the Family Support Programme, and the Family Economic Advancement Programme. The SURE-P called Subsidy Reinvestment and Empowerment Programme was launched on January 1, 2012 by President Goodluck Jonathan. It had some impact in the reduction of maternal and infant mortality rates in Nigeria due to direct and indirect intervention measures including the improvement of care by midwifery services made available in the rural communities.

The list of SIPs is by no means exhaustive. These social investment programmes were not bad in themselves as they were geared to provide support to the poor. Indeed, policy makers committed billions of naira to the programmes. Yet, several independent studies show that the initiatives failed to deliver on their objectives due to massive corruption through embezzlement of funds, mismanagement, political patronage and over-invoicing. Little surprise that most of these programmes collapsed and did not exist beyond the tenure of the government that initiated them.^{xxviii}

4. Federal Government social investment programme 2016-2021

The Federal Government (FG) under President Muhammadu Buhari has shown some commitment to addressing chronic poverty in Nigeria. It has established the National Social Investment Programme (NSIP) in 2016 and important institutions such as the Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development (FMHDS) set up in August 2019. The vision, designed in line with the global agenda to end poverty by 2030, is for social protection systems that are proactive, inclusive and sustainable for improvement of citizen's general welfare.^{xxix} In terms of service delivery, FG established the N-Power scheme; Government Enterprise Empowerment Programme (GEEP); Conditional Cash Transfer (CCT), and National Home Grown School Feeding Programme (NHGSP) to encourage pupil's enrolment in schools.^{xxx}

4.1. The GEEP was launched in 2016 to provide access to micro-credit through interest and collateral free credit for Nigerians at the bottom of the economic pyramid. It is to offer credit facility to boost the millions of SMEs and businesses, enroll them into the formal financial system through opening of bank accounts, and provide verifiable formal identities for them. So far, the programme has developed 3 loans products which are, TraderMoni, MarketMoni, and FarmerMoni that have disbursed over N38 billion to beneficiaries between 2016 to 2020.^{xxxi}

4.1.2. Trader Moni

Social Investment Programme called TraderMoni is part of the GEEP programme and operated by the Bank of Industry to provide a minimum of 30,000 loans per state including the federal capital FCT.^{xxxii} The loans are specifically for petty traders and artisans who are in dire need for capital but are not attractive to traditional lenders, often cannot access loans, and thus remains in a cycle

of poverty. Such businesses and artisans include, small kiosk owners, bread seller, mobile tailor, mobile cobbler, keke rider, fruits seller, wheel barrow pusher. Pay back is within 6 months with a weekly or monthly repayment options. Once beneficiaries utilize the loans well and pay back on schedule, they have the choice to graduate upwards from N10,000, N15,000, N20,000, 50,000, and 100,000 maximum.

4.1.3. MarketMoni and FarmerMoni are two micro-credit schemes. While MarketMoni is mostly for women entrepreneurs for SMEs and the loans range from N50,000 and N100,000, the FarmerMoni is aimed at empowering agropreneurs and the loan size is between N300,000 and N350,000.

4.2. Federal government N-Power programme

There is no gainsaying that the recent FG N-Power stands out as social investment programme with potentials that could deliver on the goal of empowering the unemployed especially the young ones who are without jobs, with inadequate skillset, and lacking financial means to survive.^{xxxiii} According to official sources, N-Power is aimed at providing jobs and skills empowerment to building self-reliance for unemployed youths between the ages of 18 and 35. The programmes are broad based including jobs in the related fields. The N-power programme provides N-Agro training for farm advisory services and data on agro-assets in Nigeria; N-Teach provides teachers for primary schools; N-health provides training for preventive health care delivery in the communities; N-Build, and N-Tech which provides technical and creative skills to help expand their respective skillset that will foster innovation and creativity.^{xxxiv}

The scheme is currently witnessing a third Batch or Batch C and targeted at both graduates and non-graduates. Minimum prerequisite for selection include; willingness to work, ability to develop skills, and a relevant test to be administered by the officials. Selected candidates are provided with a monthly stipend of N30,000 while gaining relevant skills and knowledge.^{xxxv} According to reports over 109,000 beneficiaries have already set up their businesses and become employers of labour. Others simply proceeded to further their education to Masters level.^{xxxvi} Since inception, the N-Power social investment programme has trained over 500,000 beneficiaries by June 2020 in various vocational areas such as farming, aviation, jobs in federal offices, oil and gas, banking, insurance, organisations, workshops and factories to garner the needed experience that employers are often seeking after.

4.3. Abacha Loot for SIP

Another monetary instrument being used to address poverty by the federal government is the so-called Gen. Abacha loot of US\$322.5 million returned by the Switzerland authorities to Nigeria in 2018. Based on the MoU reached between Nigeria, Switzerland and the World Bank the funds targeted the poorest of the poor through cash transfers. A study conducted by ANEEJ (2020) shows that 80 percent of the total monthly cash transfer of N5,000 came from the Abacha loot while the balance 20 percent was sourced from the World Bank facility granted Nigeria under the federal

government National Cash Transfer Programme (NCTP).^{xxxvii} For the purpose of convenience, N10,000 is paid to beneficiaries every two months.

Monitoring the disbursement of the Abacha loot provides some key successes and challenges. ANEEJ, one of the leading NGO signed an MoU with the Nigerian Federal Ministry of Justice to ensure transparent and judicious use of the fund. It also developed a template of reporting through the setting up of Monitoring of Recovered Assets in Nigeria Through Transparency and Accountability (MANTRA) project in April 2018. The NGO verified that the funds were received by the NCTO and disbursed to specific states with a high level of success. While 96.69 percent were paid N10,000, about 1.29 percent claimed to have been paid less than N10,000.

The ANEEJ study shows that the grievance mechanism was not adhered to. There was poor feedback on registered complaints because majority of the respondents who registered complaints did not get their complaints resolved. Also, more than half did not get any feedback to their registered complaints relating to irregularities in payment, transportation costs in relation to cash received, and demands for upward review of the fixed stipend. Feedback from the field showed that there is uncertainty surrounding the cash transfer as the last disbursement was made in August 2020, and there is no information as to when disbursement will commence again.

4.4. States' initiatives and SIPs

The federal government NSIPs appear to be robust and are recommended to states for replication. Given the various portfolios of the SIPs it is easy to lose count or confuse them including the Covid-19 palliatives from both federal and state governments. Apart from these, the states also evolved their own processes, institutions, and social investment programmes ostensibly to support the federal government initiatives.

At least, there is presence of multiple forms of SIPs in all the study states and in most cases states replication run side by side with that of the federal government. There is no effort to catalogue these here and further study is required to conduct a comparative study of the SIPs obtaining from the states in relation to that of the FG. However, ANEEJ partners converged on Abuja during the social protection meeting held in March 2021 and representatives working on SIPs were on hand to discuss during the conference. The discussions and paper presentations with other scholars and participants proved useful to the study.

4.5. SIPs and SWOT Analysis

Perhaps it is too early to critically appraise the levels of successes of the SIPs. This is because social protection is still at its nascent stages and emerging in terms of policies and implementation framework (see also World Bank 2019). Also, there are scant materials and critical study providing feedback on implementation and this makes critical appraisal difficult. Table 1 presents a SWOT analysis of the NSIP which relates directly to the internal factors of strengths and weaknesses while the opportunities and threats relate to external forces.^{xxxviii} SWOT analysis provides functional

approach to identifying the source of competitive advantage, and reputational factors.^{xxxix} This will enhance greater understanding and practice. In a nutshell, the study shows that notwithstanding the good intentions of government, and the roll out of the various programmes that are clustered under SIPs, their overall impact and spread is considerably minimal. Critical evaluation and monitoring studies should be directed to analyzing and documenting the level of success of these programmes. This relates mainly to policy and institutional framework, finance and sensitization on outcomes.

Table 1: SWOT Analysis of social protection programmes in Nigeria

Strengths	Weaknesses
<p>Programme specifically targeted at lifting the poor out of poverty</p> <p>Budgetary allocation of N500 billion annually for SIPs</p> <p>Aligning goals/indicators of the SDGs related to poverty reduction</p> <p>Legitimacy of government tackling citizens welfare</p>	<p>Ad-hoc manner of implementation that is lacking policy framework</p> <ul style="list-style-type: none"> - Poor institutional system that is lacking capacity (quality of personnel, and resources) - Subject to manipulations (multiple registration) and political patronage <p>Low awareness of SIPs and Poor perceptions of SIPs especially by some beneficiaries</p> <p>Inconsistencies in the payment schedule (eg. Last Cash transfer since August 2020)</p> <ul style="list-style-type: none"> -Poor tracking and monitoring process. -Corruption -Weak procurement process
Opportunities	Threats
<p>Ad-hoc approach giving way to institutionalizing</p> <p>Expanding vision to lift 100 million people out of poverty in 10years (from 2017)</p> <p>Energy transition from fossil-based mono-economy to renewable energy sources as part of poverty reduction</p> <p>Expanding to tackling the root cause of poverty</p>	<p>Lack of legislative backing to guarantee continuity</p> <p>Lack of public trust and confidence in the system</p> <p>Current insurgency, banditry, kidnapping and general insecurity including attack on aid workers</p> <p>Corruption to undermine SIP budgets</p> <p>Covid-19 pandemic</p>

4.5.1. SIPs and Areas of strength

4.5.1.1. Government direct targeting of the poor: The study shows that government Social Investment Programmes specifically targeted the poor and has the potential to addressing poverty. The goal is to lift 100 million people out of poverty within a 10-year period. This is strategic to address the 122million Nigerians in the working age bracket. Only 31 million Nigerians are employed and this is negligible hence national wealth redistribution targeting extreme poverty is highly relevant. The objectives of the national and state social protection is directly linked to the SDGs especially the elimination of all forms of poverty, hunger and access to clean water and affordable energy for all.

4.5.1.2. Budgetary allocations to SIPs: The provision of finance through direct budgetary allocations is a major indicator that the government is sincere in combating poverty. Direct finances from the federal, state governments and partners disbursed to pursue the objective of poverty reduction will go a long way in addressing poverty. Specifically, all the respondents agree that the federal government statutory budgetary allocation of N500 billion to social protection programmes is a right step in the right direction.

Although funds received by recipients may be meagre, however, the value of such money can be highly inestimable in the hands of the unemployed and those who have no hope of financial means of survival. This form of income redistribution has helped to reduce Nigeria's income disparity amongst citizens that is one of the highest in the world.

Majority of the respondents stated that the potential to curb the rate of crime and reduce insecurity is high. When fully operational, it has high level returns in helping to build social cohesion, engender a sense of belonging and improve citizen's morale that is otherwise eroding in a divided society based on ethnicity and religion in the Nigeria of today.^{x1} In this sense, security should be seen as investment on citizens for them to realize their potentials rather than the building up of arms and munitions, security gadgets and outfits meant to safeguarding the rich and powerful in society.

4.5.1.3. Testimonies from Beneficiaries: Positive Testimonies from beneficiaries attest to the relevance of SIPs. Beneficiaries across the five states recount success stories of SIPs. In terms of spread 70 percent of respondents admitted to know one or more persons that are beneficiaries of one form of SIP or the other at the federal or state level. According to one respondent from Anambra state, the SIP is "a drop in the ocean of poverty."

The success stories vary. 98 percent of the beneficiaries interviewed claimed that the projects have added value to their lives and have helped them out of poverty. Some guarantee food supply. From the basic improvement of food due to improved purchasing power, some beneficiaries are able to

buy food. One beneficiary from Edo state cash transfer stated that, “I will eat well and better than before.” In terms of reducing poverty steady food supply is significant.

Others simply saved part of their cash transfer and improved their education from Bachelor to Master’s degree.

Some beneficiaries invested their social protection support to more productive uses that resulted in skills acquisition, setting up of businesses. A beneficiary from the N-Power scheme said she was able to expand her tailoring business to employ five others. Similarly, some farmers through FarmerMoni have been able to expand their farms from one hectare to five hectares.

According to a respondent from Ekiti state, his mother used the N20,000 monthly FarmerMoni to start animal husbandry. The goat business she invested grew from two to 10. Eventually, she has used the proceeds to finish the uncompleted building she started years ago and has moved from being a tenant to landlord. Similarly, the state government has increased monthly stipend from N5,000 to N10,000 with a social protection legislative backing.

A federal government SIP for rural women empowerment was recently rolled out in Edo state with 3,400 reported beneficiaries. One beneficiary from Edo state stated that she is a trained baker since 2016 but had no money to commence the bakery business. She expressed gratitude to the federal government for the N20,000 monthly cash grant. She said she will use the money to buy baking ingredients and commence business in earnest.

In a case study,^{xli} N-power beneficiaries expressed satisfaction with the scheme which they said have changed their lives for the better. Some said, N-power is their savior, and described the social investment programme of the federal government as “a life line to many unemployed Nigerian youths.” They called on the federal government to sustain the programme as a way of providing quick capital to youths for self-reliance. The N-power beneficiaries appealed to the federal government to provide loans or grants to enable them solidify their various trades. Some trade includes: fashion and design, furniture design, interior décor, welding and metal fabrication, some have used their N-power profits to pursue their dream of further education most of which were at Master’s level.^{xlii}

However, 5 percent of respondents who benefited said the programme was not helpful to them. An example is the N-Tech that a teacher has benefited for 2 years period only to return to the unemployment market because he was unable to secure a teaching job.

Perhaps it is in the area of data analysis and packaging of beneficiaries’ information that the SIPs lack tremendously.^{xliii} The data on beneficiaries are not processed, or aggregated and updated regularly. Public documents available lags behind and information packs not available for visitors to the office. However, a recent visit to the Ministry in Abuja shows that some officials are making plans to produce newsletters and magazines focusing on beneficiaries. An official stated that success stories publication is in the pipeline and will document impacts from the perspectives of

beneficiaries. It is hoped that these public materials will be used by the media and help improve the image and awareness raising on SIPs.

4.5.1.4. Institutional arrangements for SIPs in Nigeria: The institutional arrangements had the SIPs coordinated from the office of the Vice President and thus, had some inherent drawbacks from the start. To address this, the federal government under President Muhammadu Buhari established the Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development (FMHDSD) in August 2019. It has the mandate for social protection systems that are proactive, inclusive and sustainable for improvement of citizen's general welfare (Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development (FMHDSD)).

75 percent of the respondents stated that all SIPs should be made a "one stop shop" under one umbrella agency of government. That is, anything relating to SIPs should be located within the new ministry currently undergoing a transition process. A visit to the Ministry in late March 2021 showed that the offices and officials are yet to come under one physical structure as the offices are still scattered in the Abuja Secretariat. According to the Minister of State for Budget and National Planning, a review of the National Social Protection Policy (NSPP) covering 2021-2025 is underway and has been transmitted to the 36 states for review. It is unclear the process and the role CSOs will play in this process.

4.5.2. SIPs and Areas of Weaknesses

4.5.2.1. Weak Institutionalizing and ah-hoc implementation lacking policy framework: The institutional arrangement was chaotic from the start. Although there are some areas of strength, the areas of weaknesses of the SIPs are many and they erode from its strengths. Although it was initially under the Vice President of the federation, sectoral approaches meant that most of the social protection programmes were scattered in the various ministries, including the Ministry of Budget and National Planning, Women Affairs, NEMA, and Ministry of Agriculture, etc. It is hoped that the coordination of SIPs will fully be integrated under one umbrella Ministry, Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development (FMHDSD). Also, the NSPP review is being coordinated by the Federal Ministry of Budget and National Planning in conjunction with FMHDSD and state governments.

There is no clear cut legal and policy framework to support implementation. There is also unclear selection process that is subject to manipulations. For example, there are multiple registrations and in other instances some unemployed have registered in Batch A and B and were not selected. Some have now registered in Batch C hoping to be selected.

Also, respondents did not prioritize the federal initiatives over the state and vice-versa. One respondent said that the federal government social protection in terms of delivery and impact is not better than those of the states' governments because they are all trying to address poverty. However, majority stated that implementation was better at the grassroots by the state than by the federal government. A respondent said SIPs should avoid the 'Moses Syndrome' whereby the FG

through its FMHDS is administering everything about the SIP programmes especially in the GEEP wholly from Abuja and leaving the state governments in the dark.

In terms of the school feeding programme N70.00 allocation for feeding per child is grossly inadequate. However, state governments could complement this by a counterpart funding to make the initiative more attractive and reduce number of children not enrolled in school due to poverty.

4.5.2.2. Lack of policy framework: Like their predecessors, the various SIPs started mostly by executive order and lack a comprehensive policy framework for intervention. As mentioned, the policy review is being coordinated by the budget and national planning office. Although a new draft policy framework is out, it has been sent to the state governments for feedback and it is hoped that an inclusive participation strategy will be deployed to allow multi-stakeholders intervention.

4.5.2.3. Absence of legislative backing: There is no legislative backing or an act of parliament which makes the SIP initiative tentative. This implies that the SIPs may not see the light of day beyond the present administration that initiated them. Continuity has been a major constraint in social protection delivery and one hopes that this will not be the case after 2023 when a new administration takes over the reins of governance.

4.5.2.4. Poor targeting and low Awareness of SIPs: From the federal to the state levels, there is low awareness of SIPs in the study area. Over 70 percent of respondents who are not benefiting or involved with SIPs did not know the objective. They described SIPs as “giving out money arbitrarily to selected individuals.”

However, some of those informed about social protection were skeptical about the genuine intention of government. From both beneficiaries and non-beneficiaries and the general public there are poor perceptions about what the SIPs are about and what they are meant to address. Indeed, some of the perceptions are very damaging to the SIPs and the government running them. Some respondents from the five states either claimed that it was the ruling party’s way of repayment for their “party loyalty”, or it was their “share of the national cake.” According to some respondents in Edo, money shared to the poor on the heels of election showed that it was politically motivated. Others suggest that the ad-hoc nature of delivery of some of the products suggest that it is “micro-managed” by powerful people from Abuja especially the conditional cash transfer payments that is lacking cohesive policy framework. According to respondents, some of the notice of intervention came from the federal to the state level within 24 hours of delivery and often location, beneficiaries and market to be visited is kept under wraps until the 11th hour.

There is manipulation and abuse of process. In some cases, married women with husbands feigned widowhood in order to access the N5,000 monthly cash transfer. This was evident in Delta and Anambra states. Some respondents suggest that this manipulation could not be possible unless there is collusion on the part of project officials for anyone to consent to such debasing manipulations that is against the societal cultural norms. These weaknesses raise a high level of skepticism and suspicion on the SIPs and those who manage them.

Others claimed that poor targeting is hindering the SIP delivery. They stated that money is not targeting the real people that need the funds as vulnerable people are in the remote villages and this project does not reach out to them because it is “City based SIPs.” A respondent stated that it is people that are connected or have people in the system that often benefit. Others claimed that they have never met a beneficiary in person, noting, that, “I see beneficiaries only on TV.” Thus, there is also the issue of willingness and readiness to be assisted as it is against cultural norms to declare oneself poor in some Yoruba communities.

Across the five states, SIP has been corrupted. According to one respondent, his son got a grant of N200,000 and the officials asked for a percentage share from the fund before it was released. Another common practice of the N-Teach to garner teaching skills is that some beneficiaries are engaged in other activities or simply uninterested and they bribe their supervisors for a cut from the N30,000 monthly stipends. Thus, the desired impact is betrayed.

Some beneficiaries themselves also exhibited low awareness on the goal of SIPs. Some do not go through the requisite training but show up to collect their monthly stipends. In Ekiti State, some beneficiaries from the N-Power creativity sold their laptops given to them after the training. In another instance, some persons have benefited 3 times from the N-Power programme because of the monetary gains and not necessarily the capacity building and skills acquisition for future experience and work. In Bayelsa State, some of those who benefitted simply sold their sets of starter-packs for catering services including fridges, generator, gas burner, oven for baking and utensils. Such assets were not put into productive use and the multiplier effect lost because they did not know the value or understand the objectives of the SIPs.

There is the need to intensify public awareness through the mass media and community-based organisations and NGOs. The FMHDSD provides some basic documentation regarding their operations on-line but needs to intensify their mass media campaigns to raise public awareness on the relevance and benefits of the NSIPs. The standard practice of processing and packaging testimonies of beneficiaries themselves on the impact and changes in their lives is currently scant. A recent visit to the FMH office shows that officials are aware of this gap and claimed that publications of success stories are in the pipeline. Others include publications on the target and goals of SIPs, infographics, TV and Radio talk-shows, engagement with communities, and critical studies on monitoring and evaluation of impacts.

4.5.2.5. Low budgetary allocations: The budgetary allocation may appear significant representing about US\$1 billion annually. All the respondents agree that the enrolment level is low. According to government sources, the N-Power programme has benefitted 1.7 million Nigerians as at April 2019. The total figure of beneficiaries is hard to come by and would be better if updated quarterly. A recent study shows the reported beneficiaries updated March 2021 (see Table 2). In 2021, although over 5 million registered for N-Power in Batch C, only 500,000 will be selected throughout the 36 states and the federal capital territory. However, a World Bank study (2019) shows that Nigeria spends 0.3 percent of the GDP on social investment programmes.

Statistics show there are 122 million of working age in Nigeria while only 31 million are employed.^{xliv} This means that only one out of four Nigeria is employed. Similarly, in Bayelsa state, 10 percent of internally generated revenue is dedicated to educational feeding programme to complement the federal government initiative of N70 feeding per child per day. Thus, in terms of scope and reach, the coverage remains very low and effort to improve implementation is yet to be seen in concrete terms and number of beneficiaries. Majority of the respondents claimed that the amount paid was too little and the duration of some of the products is too short.

Table 2: Updated Coverage of the NSIP

Programme	States	Beneficiaries
N-Power	36 + FCT	549,500 N-Power graduates, non-graduates, 7 Technology Hubs
NHGSFP	33	9,963,762 pupils, 107,862 cooks, 54,952 primary schools
NCTP (NSR by NASSCO)	33	620,947 cash transfers beneficiaries 1,648,967 households in NSR
GEEP (BOI managed)	36 + FCT	2,279,380 TraderMoni, MarketMoni, FarmerMoni beneficiaries

Source: Oscar E. Ubhenin, derived from various sources (Mar. 2021)^{xlv}

Although budgetary provisions are relevant, the area of fund disbursement is even the more important. There are differences between budget and funds disbursed. Between 2016 and 2018, the National Social Investment Office (NSIO) received N470,825 billion out of the N1.5 trillion in the three years period.^{xlvi} This represents a quarter of the budgeted amount and an indictment of FG that it should put money where its mouth is.

4.5.2.6. Monitoring, evaluation and feedback: There is a low-level monitoring and evaluation and feedback of the SIPs from both state and non-state actors. However, ANEEJ has taken the lead in the monitoring of recovered assets in Nigeria through its transparency and accountability (MANTRA) project on the Abacha loot disbursements and prospects.^{xlvii} According to government sources, the schools feeding programme recorded a 20 percent increase in school enrolment with 9.3 million pupils being fed in 30 states and the Federal Capital Territory (FCT). While this is laudable, the claim of feeding school pupils during Covid-19 lockdown has been challenged by CSOs monitoring the programme.

Perhaps, it is yet too early to critically appraise the levels of successes. Also, there is scant documentation and critical study of feedback on the subject making critical appraisal difficult. Critical monitoring and evaluation studies should be directed to analyzing and documenting the level of success these programmes have attained.

4.5.2.7. Corruption and other internal weaknesses: Some respondents said corruption is a factor and listed poor tracking of beneficiaries and budgetary allocations, inconsistencies in the payment schedule, weaknesses in the procurement process as different manifestation of corruption. Some level of corruption is evident in the reported cases of multiple registration of beneficiaries, and shortage of payment in the cash system that are eroding the integrity of the SIP process. Some misinformation regarding the school feeding programme made during the Covid-19 lock-down remains unresolved.

At a broader level, some respondents claimed that Nigeria institutions are typical examples of “extractive institutions” out mostly to “siphon resources” to the detriment of the poor. There is opaque procurement process and the lack of participation and inclusiveness in decision making. These can be addressed through good governance system that is currently a challenge in Nigeria.

There is concern over the quality of personnel as specialized staff is a major part necessary to put round pegs in round holes. These are mainly professional social workers that will enhance effectiveness of process and delivery.

4.5.3. SIPs and Areas of Opportunities

The opportunities are external factors that could help to ensure the success of SIPs. The institutionalizing process is currently on-going on policy review. However, legislative backing is still not in place and this is a clear opportunity to embrace.

4.5.3.1. Aligning with the SDGs: The SIPs represent a more thought-out plan to directly confront poverty. Therefore, it should better align to the universal SDGs and benchmarks for measuring success especially those related to the elimination of poverty, hunger, clean water delivery and clean and affordable energy.

4.5.3.2. Shifting implementation to the state levels: A more radical but common-sense approach requires partnership between the state and federal governments in ways that are complementary rather than competitive. The SIP programmes stand a better chance of success if there is concerted effort between the federal and the state governments. The majority of respondents stated that social protection should be streamlined under one agency of government as a one stop shop. However, the current situation where the federal government often dives directly into the states almost unannounced to disburse fund amounts to duplication, waste of time and resources. Also, states often strive to replicate the federal government programmes in different guises and formulations that are also unnecessary and time wasting.

To avoid these bottlenecks, the federal government should be responsible for policy formulation, strategic national principles, and specific targeted intervention while the states should be solely responsible for programmes implementation and coordination. The SIPs implementation at the state level should be coordinated by a lead agency at each state level. Counterpart financing by the federal and state governments if properly channeled can help improve social protection delivery.

4.5.3.3. Addressing climate change vulnerabilities: The SIPs currently do not address climate change vulnerabilities. There is the need to improve on deployment of technology as solution to rainfed agriculture. While framers are adapting to the use of irrigation, most of the effort is manual by digging shallow wells for rain harvesting that can be tedious. Technology driven irrigation system can help to improve farmers' resilience and save grains and crops planted that could have been destroyed for lack of rains.

Other opportunities are linked to the need for a new development model, and tackling the root cause of poverty that are discussed in Chapter 6.

4.5.4. SIPs and Areas of Threats: Some external factors are threatening the survival of the SIPs. Failure to deal with the weaknesses and take opportunities might result in serious risks and threats facing the social protection efforts.

4.5.4.1. High level insecurity: The current spate of insecurity, banditry, kidnapping including attacks on social workers dwarf any sense of SIP successes. The government is losing legitimacy hence the need to tackle insecurity headlong and ensure that it does not overshadow the benefits.

4.5.4.2. Covid-19 Pandemic: The Covid-19 pandemic is a special threat to SIPs especially in the event of lockdowns and restricted movements. Covid-19 has engendered poverty and some SMEs are struggling to stay afloat on a daily basis while others have simply closed shops.

4.5.4.3. Lack of inclusive participation in the development process: There is low inclusivity of non-state actors in the SIPs on the part of government. There is the need to improve active citizenship that is able to engage their national government and hold government officials to account as a major way of addressing structural poverty.

CHAPTER FIVE ADDRESSING CLIMATE CHANGE VULNERABILITY AND POVERTY

Climate change impact poor and vulnerable citizens across Edo, Delta, Bayelsa, Ekiti and Anambra States. It also discusses strategies and how the impact of climate change and poverty can be addressed in relation to social protection.

5.1. Knowledge of climate change

Climate change is knowledge based and relates mainly to the chemical reactions in terms of causes and effects. The study shows that knowledge about climate change amongst respondents is low because they seem to address impacts rather than root causes. 85 percent of respondents were unable to explain causal relations, chemical properties and ecological processes implicated in climate change. The terms climate change, global warming, carbon emissions seem not to resonate in the local languages and dialects making the abstract subject difficult to comprehend locally. At best, respondents relate climate change impacts to their daily activities and changes in the farming practices due to rainfall variability. Majority of the respondents could not explain the causes of global warming or how their actions through deforestation and fuelwood dependence contribute to climate change.

5.2. Climate change and sectoral risks approach

Using a sectoral approach, climate change impacts are calculated in terms of loss and damage. The sectoral risk approach implies turning climate change vulnerability and risks into opportunities. Climate change vulnerability, risks and potential impact is often associated with countries with weak institutions and poor infrastructure. Table 3 shows the effects of climate change in Nigeria especially in the study area. The frequency of the symbol denotes greater adaptation than in other areas. 90 percent of respondents are quick to relate to climate change by drawing the link to impacts in their daily living. Observable changes in weather patterns, rainfall variability, habitat and biodiversity losses, migration of terrestrial animal species, birds and insects were the common understanding of respondents. Some respondents from Edo, Delta and Bayelsa States (Niger Delta) implicate flooding and shoreline erosion that have washed off houses in coastal communities.

Others experiencing climate change impacts due to rainfall variability ascribed it to powerful spiritual forces, quarrels with neighbours or the work of angry gods that must be appeased. The study shows that climate change potential impact is mainly on agriculture and food security, water resources, health, ecosystems and disaster management. Others are loss of social infrastructure such as energy, water, food, and housing that will likely be higher in coastal communities in Edo, Delta and Bayelsa States than in Ekiti and Anambra States that are landlocked.

The study corroborates scientific conclusion that weak national infrastructure constitutes serious vulnerability base, such as poor electricity, health care and transport facilities that would be impacted. Occurring at alarming rates are potential inundation of coastal communities and major cities such as Calabar, Port Harcourt, Bonny, Yenagoa, Warri, Sapele, Benin City and Lagos states. Also, water stress will increase.

Table 3: Effects of Climate change in the study areas. Source: generated by the author.

Climate change and impacts	Edo	Delta	Bayelsa	Ekiti	Anambra
Loss of livelihoods	+++++	+++++	+++++	+++++	+++++
Loss of ecosystems and biodiversity	+++++	+++++	+++++	+	+
Loss of land to the sea	+	+	+	-	-
Loss of physical infrastructure (transportation, electricity, water delivery, industrial activities, etc.	+++++	+++++	+++++	+++	+++
Increase in risks of water borne diseases	++++	+++++	+++++	++	++
Pollution of surface water and ground water	++++	+++++	+++++	++	++
Health impacts	+	+	+	+	+
Displacement of settlement and population	+	+	+	+	+
Conflict zone prone to violent resource conflict	+++++	+++++	+++++	+	+

5.3. Climate change is a livelihood issue

According to the literature, Africa is already hot and dry, and it depends mainly on “climate sensitive production sectors” such as agriculture for its livelihood and economic activities. In the study area, there is clear weakening of adaptive capacity leading to a high-level climate change vulnerability characterized by widespread poverty and inadequate developmental infrastructure (see also FGN, 2018: 19). The area is also densely populated which has potential stress factor on infrastructure that can be worsened in the event of climate change impact.

Climate change vulnerability is located in the intersectionality of socio-economic status such as income and livelihoods sources. The social status of the extreme poor will be badly affected in the event of climate change impact. Table 4 shows the ways farmers are adapting to climate change in relation to agriculture and responses in low technology. Rainfed agriculture shows that agricultural production is highly vulnerable to climate change variability.

Flooding and rain fed agriculture will be impacted and crop yields from maize, cassava and rice are believed to reduce by a whopping 50 percent. Thus, they would need every support to restore their lost livelihoods.

Respondents complained that the farming season for 2021 has been a pain to farmers across the five states and throughout Nigeria. A local farmer stated that time and seasons are not as it used to be in the last 15 to 20 years. This has affected planting and harvesting seasons. For example, upland areas in the Niger Delta such as Aniocha LGA in Delta, Ekiti and Anambra States, farmers are waiting endlessly for the rains. In many instances, planting is deferred from March to when the rains hopefully will come. So far, the early rains were in drizzles and farmers are exercising precautionary measures not to plant early as they did last year and lost their seeds in the process. Majority of farmers are adapting by shifting the planting season to April and then replanting during October/November off-season farming by making use of the late rains. Replanting is a reoccurring measure in most cases of failed crops. Also, as part of adaptation, there is a growing use of non-mechanized irrigation farming system which involves, in most cases, manual irrigation from dug-out wells, rainwater harvesting, or from nearby rivers and lakes.

Table 4: Ways vulnerable farmers are adapting to climate change. Source: Adapted from Ojo G. U. & Mustapha H (2020).^{xlviii}

Adaptation mechanism for vulnerable groups subsistence farmers	Very High	High	Medium	Low	Very Low
Knowledge of climate change and causes					Very low
Knowledge on Impacts of climate change			Medium		
Coping and adaptation mechanisms			Medium		
i. integrated farming system		High			
ii. production of organic manure		High			
iii. mix cropping		High			
iv. seeds exchange		High			
v. non-mechanized irrigation farming				Low	
vi. alternative income from livestock			Medium		
vii. alternative income from fishing (aquaculture)			Medium		
viii. changes in planting season		High			

ix. reliance on weather forecasts				Low	
x. Traditional knowledge		High			
xi. spiritual powers				Low	

The challenge remains how to secure traditional livelihoods of subsistence agriculture. A beneficiary from N-Power stated that he knew someone who benefited N500,000 for agribusiness. This enabled the farmer to expand his cassava farming, introduced mixed cropping such as plantains and yam. He has also installed a small cassava milling factory in his farm and has started repayment on a monthly basis.

5.4. Violent conflict increases vulnerability to climate change

In the study area, there are heightened political conflicts and insecurity with recent casualties from Ekiti and Anambra states. Violent conflicts produce tension and poses potential harm to assets and infrastructure, institutions, natural resources, social capital, and livelihood opportunities. In conflict zones such as the Niger Delta and the prevalence of violent conflicts across Nigeria, conflict induced poverty is significant.

The study shows that climate change impact has a high potential that will likely lead to an upsurge of intense opposition to mining and extractive activities that undermine the flow of environmental goods and services which the people depend on. Such flashpoints of conflicts must be addressed through citizen’s education, and a sound institutional policy framework of revenue allocation and income redistribution mechanisms that tend to reduce poverty.

CHPATER SIX

RESEARCH FINDINGS AND EMERGING ISSUES

The study demonstrates that despite the myriad challenges facing social protection delivery it remains a formidable tool to addressing poverty. There are two broad strategies to focusing attention in addressing climate change vulnerabilities both of which can draw from social protection mechanisms. The first is by direct intervention programmes which SIPs mainly covers; the second is by addressing some emerging issues and the root causes of poverty itself. This is currently lacking.

6.1. Addressing climate change and the SIPs through direct intervention

While these disparate initiatives are varied, on aggregate, the fund represents a formidable and direct way of tackling poverty by the provision of statutory budgetary allocations annually that

represents the largest SIPs in Africa. Climate change vulnerability and the intersectionality of socio-economic status such as income and livelihoods sources are important in deciding levels of poverty. The following strategies to strengthen the implementation of the SIP in Nigeria especially the study area are listed below.

- i. Strengthening institutionalizing policy framework and provide legislative backing for the implementation of SIP to ensure continuity.
- ii. Enhancing public awareness for SIPs: The varied programmes are low on public awareness. There is lack of confidence due to waning legitimacy of the federal government.
- iii. Increase the capacity of stakeholders including monitoring and evaluation.
- iv. Strengthen civil society networks to advocate for legal and institutional reforms to support SIP.
- v. Sectoral approach to poverty reduction and addressing climate change vulnerabilities across sectors should be pursued vigorously. The MDAs can set key indicators and Key Performance Indicators (KPIs) for the Ministry to work with to reduce poverty.
- vi. Timely cash transfers as at when due to avoid disillusionment.
- vii. Increase the budgetary provisions and disbursement for optimal results.
- viii. There is need for the provision of health insurance for the extreme poor because they lack access to medical care. Enrolling them for free medical care or government health insurance system can be a major boost to addressing poverty.

6.2. Emerging Issues: Addressing structural causes of poverty and indirect intervention

Current global developmental context presents itself to addressing underlying cause of poverty. While effort is made through direct intervention, this can hardly be sustained without addressing the root cause of poverty. This is important to stem the number that fall into the gap of poverty and forestall a cycle of poverty.

6.2.1. Rethinking sustainable development

There is the need to rethink a development model that is based on fossil fuels and embrace transition from fossil-based economy to renewable energy sources that is environmentally friendly and capable of generating green jobs. The emerging circular economy that is in tandem with renewable energy will help to evolve a system to reduce, reuse or recycle wastes while avoiding the linear mode of production and consumption patterns. Nigeria lags behind in virtually all the development indicators hence it has emerged as the global poverty capital on planet. Attention should focus on generation of green jobs and the R & D on renewable energy technologies capable of expanding and overtaking oil revenue in the next few decades.

The pathway to sustainable development is to maintain a balance with the economic, social and environmental pillars by providing an enabling environment through financial and fiscal incentives, legal and regulatory framework, and indigenous participation in the establishment and operation of renewable energy plants.^{xlix} Therefore, it should commit to such transition and a timeframe within a decade for a post petroleum economy. The concept of leave the oil in the soil is gaining some policy makers attention yet policy formulation backing this is still lacking in Nigeria and the failure to commit to end of fossil fuel development is a slur in this direction. To support a post petroleum economy that is expedient, Nigeria will also require the bold step to divest public finance, subsidies and loans from oil and gas and invest them in renewable energy sector in research and development with emphasis on the production of green technologies that are locally based.

This economic transition sustainable model will enhance tackling the root cause of poverty by reducing the factors contributing to it in the development process.

6.2.2. Agriculture and the transition

Since climate change will seriously impact on agriculture and affect the poor, special attention should focus on food production and processing as a primary means for food security and reducing hunger and poverty. The major occupation of the population of the study area is predominantly fishing and farming. The lowlands riverine and swampy areas support fishing and aquaculture while the upland areas support rainfed agriculture for cash crops such as cocoa, citrus, and food crops such as tubers, legumes, fruits and nuts, and vegetables.

Since the Niger Delta is a fragile ecosystem, changes in rainfall variability and impacts of oil and gas extractive activities pose serious risks to the livelihood sources of the people. The underlining challenge is not much of food production than that of transportation, preservation, storage and packaging. The problem of deplorable infrastructure and road network make it difficult for food movement from areas of surplus to areas of deficit. In some remote villages there is lack of access to market days that is usually between 3-5 days intervals. As a result, about 40 percent of food production (perishable goods) perish before they arrive the market.

Farm produce undervaluing is an underlining factor of poverty. This is due to produce market glut arising from seasonal planting and harvesting as most produce hit the market at peak times. In this regard, effort should be directed at restoring farmer household livelihoods options, provide cash to boost purchasing power parity, and access to basic social services. Also, building food and crops banks such as silos and granaries are required to preserve food stocks and food relief when needed. Communities are learning new farming practices, through use of technologies, extension farm workers and early warning signals. Hence, the study shows that climate change is a development opportunity especially for Nigeria to build their infrastructures that will provide social services to the people and support local livelihoods and home-grown food in terms of improved yields, organic farming, and the provision of preservation and storage facilities.

6.2.3. Reversing energy poverty through SIPs

The major contributor to climate change is carbon dioxide released into the atmosphere that is mostly from hydrocarbons. The oil and gas sector fueling the hydropower generation represents about 90 percent of Nigeria energy sources and hence the high-level dependence on the sector. Yet, over 70 percent lack access to energy through national grid that will take the next 50 to 100 years if national grid is to be extended to Nigerian cities and villages.

Energy utilization is a yardstick for measuring poverty as many citizens are without electricity for an average of 4-5 days a week. Nigerians that are poor pay a “significant poverty penalty” for energy in order to meet their energy needs that is often in short supply (FGN, 2018: 42). There is frequent power outage, and demands outstrip supply in ways that suggest the acute energy needs is not abating.

A decentralized energy system to allow Community Energy Cooperatives is feasible to address clean and affordable energy needs through off-grid, mini-grid, and stand-alone systems. Rural electricity provision can be driven from bottom-up instead of the top-down approach. Developing the renewable energy sector particularly the renewable energy technologies will mop up teeming unemployed youths, and address poverty by boosting artisanal SMEs.

This will make possible achieving by 2030 universal access to safe, clean, affordable, efficient, and sustainable cook stoves in all households of vulnerable groups. This can be a sure way to reducing poverty. Similarly, the current traditional tripod stove is energy wasting and over 90 percent in rural areas depend on fuel-wood that contributes to deforestation and climate change. Local production of energy saving stoves will help provide improved energy access for cooking and heating that is central to poverty. Meeting the energy needs will ensure a quicker lift out of poverty than any direct cash transfer or other SIPs seek to achieve in a lifetime.

6.2.4. Reducing corruption and poverty

A study on climate change and social protection cannot be complete without a mention of the role of corruption in the process. There is a relationship between corruption the cankerworm that has eaten deep into Nigeria’s societal fabric and abrasive poverty in Nigeria. Corruption engenders poverty because it constitutes the biggest drain on development resources and frustrates every effort that is geared towards the liberation of the citizenry from the clutches of poverty.

There is the need to fight corruption at all levels. This includes a general orientation that national wealth belongs equitably to all citizens. This means that the poor needs to be catered for to ensure that they have quality life.

A conventional definition of poverty as the inability to meet basic needs such as food, health care, education, shelter is insufficient to addressing poverty. Beyond this, poverty as *unfreedom* and the inability of the poor to participate in the decision-making process and in the allocation and use of

resources robs them of access or exclusion to basic amenities. This needs to be reversed through inclusive participation in the development process. Other underlying factors to guide against relate to political insensitivity to lowering social spending for the poor, government policy bias favouring inequality, and tax system favouring the rich and powerful.¹

CHAPTER SEVEN

RECOMMENDATIONS

7.1. Strategies for strengthening social protection programmes in Nigeria

There are differing potential levels of climate change impacts and vulnerabilities across the 5 states in the study areas. It is incontrovertible that social protection is occurring with ample examples of tangible benefits. Also, the thematic areas covered by the SIPs are relevant to addressing poverty by direct intervention and this should be intensified by realistic budgetary needs and resource allocation.

CSOs should strive to support the SIPs with a view to expanding its reach through access to finance, skills acquisition and training, and employment opportunities to stir up productive assets. Funds allocated in terms of scope and spread are not adequate. Still, it might be counter-productive to ask for more funding without evidence of impact. Therefore, there is the need for budget tracking to monitor the amount budgeted in relation to amount allocated and disbursed for SIPs since experience show that they often differ significantly. Accounting for any difference, if any, implies the ability of citizens to hold their elected representatives to account in the process and management of the SIPs. Thus, effort should be made to eliminate threats to the SIPs, plug the loopholes by addressing the weaknesses and turning every opportunity to strength.

7.2. CSOs Agenda setting and intervention points for NSIPs

Some key intervention point for enhancing NSIP are provided below.

7.2.1. Capacity Building for stakeholders: As a cross cutting issue, capacity building and training is a key element for success and cuts across policy makers, social protection workers, civil society groups and other stakeholders related to the implementation of SIPs at the federal, state and local government levels. In particular, the study shows that weak capacities of civil society groups is leading to disinterestedness and inability to interrogate or engage the structures of governance including that of NSIP.^{li} Thus, capacity building for all stakeholders represents one major pathway to reducing inequalities, unemployment, underemployment and conflicts.

7.2.2. Enhance public awareness: CSO should mobilize citizens through campaigns to enhancing public awareness in support of NSIP in Nigeria using mass media (electronic and print, and social

media) including TV Talk-shows and live events, jingles, information handbooks, policy briefs, infographics. Such sensitization should also build on leveraging of success stories to change any negative public perception of the NSIPs.

7.2.3. Building broad-based coalitions and strong voices able to engage government to promote the goals and tenets of the SIPs in relation to the SDGs.

7.2.4. Developing and framing key messages that resonate with the policy makers and the general public are useful to building a critical mass behind the SIPs movement.

7.2.5. Advocacy and policy engagement with policy makers for legal and institutional reforms to support SIPs. Civil Society Organisations' evidence-based advocacy and engagement with policy makers should focus on policy reforms on institutionalizing SIP that is related to poverty reduction and the elimination of bottlenecks.

7.2.6. Legislative backing and institutionalizing SIPs. By proposing or supporting a bill to the national assembly for SIPs institutionalizing that will make it gain some status of permanence rather than as a mere programme that is transient. In terms of governance framework, the choices are limited, between federal and state government agencies competing in what amounts to duplication of efforts, and the more collaborative partnership approach that provides responsibility for policy framework and guidance to the federal government and implementation of SIP programmes by the various state governments. While this may not gain immediate traction with policy makers, it is desirable in the near future.

7.2.7. NGOs should strive to hold their government to account based on the philosophy that the commonwealth of the nation belongs to citizens therefore to be used in minimizing inequalities and provide opportunities for all to fulfil their potentials.

7.2.8. Provide Monitoring and Evaluation and feedback mechanisms by tracking the amount budgeted in relation to the amount disbursed for SIPs. This will help to plug areas of lapses for optimal results. Similarly, Key Performance Indicators indicating success stories of change and number of people lifted out of poverty per year in relation to the 100 million people within ten years period should be provided annually.

7.2.9. Re-orientation of citizens toward a rights-based approach to development. There is the need to work within the framework of the rights-based approach to development that is essential to take collective responsibility to ensure redistribution of national income to ensure that the poor are not excluded from access and enjoyment of basic social amenities such as food, water, electricity, and health care is a right and not a privilege.

7.2.10. Monitor inter-agency cooperation to adopt a multi-sectoral approach in the planning process to allow MDAs to contribute to setting benchmarks and M &E processes for measuring key successes.

7.2.11. Adaption in alternative livelihoods provision, integrated farming, seeds exchange to preserve local seeds and preserve family and community traditional social safety nets.

7.2.12. Building capacity and early warning signals, awareness raising on the impacts of climate change and their causes such as deforestation and fuelwood consumption.

7.2.13. Compel the government to exercise political will and make a commitment to end of fossil fuel development and transition to renewable low carbon economy model such as the circular economy. In this way, government is able to free resources, public finance, loans and subsidies and invest them in renewable energy sources. There is the need to deploy renewable energy technologies (RETs) as a weapon against poverty.

7.2.14. Addressing structural poverty: Instead of “throwing money at poverty” they should address the root cause of poverty. Government officials, citizens and civil society should build create active citizenship and national awareness to respond to the underlying causes of structural poverty. Addressing structural poverty should go hand in hand with SIPs direct intervention. Enhancing SIPs direct intervention such as cash transfers and N-power should go hand in hand with a robust effort to addressing the root causes of poverty. This will help to ensure that the gap of structural poverty is reduced and thus avoid an endless cycle of poverty.

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