

# **Nigeria Core country Evaluation**

## **External evaluation of Oxfam Novib's strategy in Nigeria: Synthesis Report**

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## List of abbreviations

**BCC:** Behavioral Change Communication

**CBN:** Central Bank of Nigeria

**CC:** Core Country

**CCP:** Core country programme

**CSO:** Civil Society Organization

**CSR:** Corporate Social Responsibility

**CSACEFA:** Civil Society Coalition on Education for All

**CSE:** Curriculum for Sexual Education

**ECOWAS:** Economic Community for West African States

**EFCC:** Economic and Financial crimes commission

**EPA:** Economic Partnership Agreement

**ETLS:** ECOWAS trade liberalization scheme

**FMWA:** Federal Ministry of Women Affairs

**GDP:** Gross Development product

**GCAP:** Global Call against Poverty

**HDI:** Human Development Indice

**HERD:** Humanitarian Emergency Response Development

**IDNDR:** International decade for natural disaster reduction

**ICPC:** Independent corrupt and practices and relevance offences commission

**LGAs:** Local Government areas

**LACA:** Local Action Committee on AIDS

**MDGs:** Millennuim Development Goals

**MFIs:** Micro finance Institutions

**MTF:** Make Trade Fair

**NAP:** National Action Programme

**NEMA:** National Emergency Management Agency

**NDRP:** National disaster respond plan



**NCWD:** National Centre for Women development

**NEEDS:** National Economic Empowerment and Development Strategy

**ODA:** Official Development Assistance

**OI:** Oxfam International

**PPC:** Policy and Practice changes

**PHC:** Primary Health centers

**PTA:** Parents Teachers Association

**RH:** Reproductive Health

**SCOs:** Strategic Change Objectives

**SEEDS:** State Economic Empowerment and Development Strategy

**SPM:** Strategic Portfolio Management

**SMC:** School Management Committees

**TBA:** Traditional Birth Attendants

**VFPO:** Village Forest Protection Organization

**WTO:** World Trade Organisation

**WIPNET:** Women in Peace Network

## **Executive summary**

Oxfam Novib program's origin in Nigeria goes back to 1997 but in the period 1997-2003 cooperation was with only a limited number of counterparts. The portfolio has grown significantly since 2003 when Nigeria was identified as one of the core countries where Oxfam Novib would focus its work. This evaluation covered the period 1997- 2006 with emphasis on the period of 2003-2006. The total expenditure over the period 1997-2006 amounted to 8.343 Million Euro.

The main objective of this Core Country evaluation is to report in an independent and impartial way on the achievements of the core country strategy, particularly in terms of its contributions to the attainment of Policy and Practice Changes (PPCs) and Strategic Change Objectives (SCOs) as defined in the Oxfam International Regional Business Plan. The evaluation results are used by Oxfam Novib to improve its country strategy and strengthen the links with Oxfam Novib's campaigning and lobbying work. The evaluation results will also be of use to strengthen collaboration within Oxfam International.

The present synthesis report presents the main results of the evaluation of the Nigeria core country programme. It is composed of two major parts. The first part gives an overview of the methodology used, the country context and the country programme. The second part is the analytical part. This part presents the analysis of Oxfam Novib's strategic positioning in the country, the main results achieved and Oxfam Novib's contribution to the results. It ends with the main conclusions and recommendations.

The synthesis report is complemented by sector papers and counterpart analytical reports. These are working documents and are available upon request at Oxfam Novib The Hague.

The overall evaluation approach for the core country programme is defined in the "Oxfam Novib Guidelines for Core Country Evaluations" (2006). The preparatory phase consisted of a desk study, conducted by the team leader, at Oxfam Novib headquarters in The Hague. He produced an approach paper which was presented and discussed with the Oxfam Novib evaluation steering group. The team leader visited the country and discussed the approach paper with a few selected counterparts. He also put the evaluation team (two national consultants) in place and trained them on the overall methodology. The two national consultants were then mandated to conduct additional studies on the country context, civil society organisations and sectors like education, health, environment and microfinance (available at Oxfam Novib The Hague upon request).

The implementation phase started with a workshop in August 2006 with all the counterparts involved with the objective to share the overall process and to develop the detailed methodology for the data collection. The methodology adopted for data collection was based on a triangulation process (management interviews, focus group discussion, resource persons/institutions interviews). The information collected at each level is cross-checked with the counterparts and additional data were collected where needed.

The synthesis report was presented and discussed during a two-day restitution workshop with all the counterparts and the Oxfam Novib team. The observations and comments of different parties have been taken into account in the final version.

### **Conclusions on the strategic positioning**

The assessment of Oxfam Novib's strategic positioning consisted of an analysis of the different Oxfam Novib strategies for Nigeria since 1997, the quality of these strategies and the way the strategies were implemented.

The assessment reveals that the knowledge about the country situation has evolved and improved over periods, and fed the chosen strategy and decisions on partner support. The main strength of the programme resides in its flexibility to adjust to the evolution in the socio-political situation.

The major strategy documents analysed were the strategy paper Oxfam GB- Novib (1998), the joint programme (1997-2000), the focus discussion 2003 and the Strategic Portfolio Management document (SPM) 2007-2010.

An overview of the decision making process indicates that at the initial stage the decision to intervene in Nigeria was a joint initiative of Oxfam GB and Oxfam Novib. The first missions were made together and a

joint strategy was developed. This strategy was not implemented as planned as both organisations appear to have institutional & approach differences which were not taken into consideration. Those differences included a focus on field presence and direct implementation programs by Oxfam GB and the non-operationality by Oxfam Novib working only via partners

Most of the strategy documents with the exception of the SPM Nigeria 2007-2010 were developed after short visits and missions and after having consulted existing analytical documents of other actors so the knowledge about the country situation was rather incomplete. The context analysis in the SPM document is the reflection of an improved understanding of the national developmental and political context, and based on existing studies. The areas of focus like the promotion of non oil sectors like agriculture, the development of a social contract between Nigerians, their self-organisations and their (local and federal) government (having a voice in decision making, accountability and transparency) and a strong gender mainstreaming are in line with the National Economic Empowerment and Development Strategy (NEEDS).

The implementation of the country strategy was analysed by looking at the selection of counterparts and the monitoring and evaluation mechanisms. The main overall strategy was to have interventions in all the regions of Nigeria as a response to its ethnic/religious diversity. The selection of counterparts was based on their capacity to link poverty and political rights in their program activities and their rootedness at grass-root level with an interest to integrate a right based approach in their interventions. The strategy therefore requires to support organisations that are directly or indirectly engaged in a dialogue with the government (policy and advocacy centred initiatives), active members of networks, and/or organisations that are present in the national arena but with affiliates in the provinces. The overall idea is to contribute to poverty reduction in a cost effective way (best value and most impact with a limited budget).

It was found that the counterparts selected by Oxfam Novib are all important actors in their respective areas of interventions. They can be categorised in two groups: those with a national coverage and those with an effective community base. The strategy pursued was to feed the networks with the experiences at grass root level either through the organisations' own processes or through a linking and learning process. The major challenge is related to the fact that this approach is not systematic, missing linkages between policy advocacy and grassroots work exist, and it has been quite difficult to assess its trickle down effect on the policy and practice changes in the different strategic change objectives.

The real challenge is the effectiveness of the strategies (working throughout the country) to induce changes in policies and practices at state and national level given the immensity of the landscape/the population, the complexity of the issues and the budget made available for supporting NGOs in Nigeria.

The main weakness of the programme is its little synergy between organisations working on a specific SCO (to pursue multifaceted interventions and use of each other expertise) and the limited scale of some interventions.

The monitoring and evaluation mechanisms through periodic field visits and assessment of reports are too far away from the field to be very effective and to provide an in-depth analysis of the situation on the ground.

The newly introduced instrument for appraisal of counterparts (Toolbox), is well appreciated by almost all counterparts as a good analytical tool and impacting positively on their performance as development actors. Quite a few counterparts also use the methodology for their own strategic planning. The toolbox may not always provide an in-depth analysis of the national or sector situation as that is not its primary purpose.

### **Conclusions on the results achieved**

The assessment of the results achieved was done through the analysis of the interventions of twelve counterparts. Those interventions are mainly in the areas of sustainable livelihood (six counterparts), basic social services (two), emergency and peace building (one), social and political participation (one) and gender (two).

The results achieved are summarised as follows:

#### ***Sustainable livelihoods***

Counterparts involved have a strong membership base and an effective network. They have a clear understanding of the issues at stake so their impact on the target groups is significant. A major policy change has been the development of a comprehensive policy by the Federal government on micro finance. The emergence of this policy is a fundamental policy shift in the micro finance sector. There is overwhelming

evidence to show that OxfamNovib's counterparts played a critical role in originating and shaping this policy.

The work of **microfinance** organisations (FADU, DEC, LAPO) made significant contributions in the lives of the beneficiaries especially women in terms of food and income security, trade and employment. Reaching out to the poor and vulnerable with new ways of managing fund is an interesting outcome.

With a growing membership, micro finance organisations do not have enough funds to meet the loan requests of members and monitoring mechanisms face challenges. They have however developed alternative ways (mobilize savings) to reduce the pressure on external capital. Counterparts have different nature of the contract with Oxfam Novib (grant, loan) and that may have implications for the interest rate (higher for loans and lower for grants) and an incidence for the attainment of developmental objectives. Not all micro finance organisations are connected to the other counterparts so as to meet the loan needs of their members.

Organisations in **environmental rights** (ERA, RRDC) have done significant work which has induced policy and practice changes but have very little connection with other counterparts so there is no synergy and shared experience. They contributed to raise the awareness of the communities through participatory approaches and have been instrumental in the review of all the environmental laws in Nigeria and provided recommendations for environmental policy change. Some of their actions have led to the closure and banning of logging companies in Cross River forest estate.

The real challenge is the absence of a holistic approach that combines advocacy and the mobilization of local people with practical programmes that enable them to address some of the problems of daily living including practical programmes required to combat environmental degradation, livelihoods destruction and protection of social rights. Most of their interventions at the community level are not sustainable so the question is whether those organisations have developed enough operational technical capacity (needs assessment, implementation strategies, number of staff) to meet the requirements of community development interventions, or whether they could have an alliance with other specialised NGOs to do that.

The implementation of the Allanblackia project of RRDC meets major difficulties which affect the achievement of its objectives; it is therefore questionable whether the different stakeholders (Oxfam Novib, RRDC, Unilever and communities) have a shared understanding of the rationale of the project and its operational strategies.

On **trade and markets**, the on-going process of the European Partnership Agreement (EPA) negotiation is marked by a valid contribution by the National Association of Nigerian Traders (NANTS). NANTS provided a harmonised strategic negotiating position for Nigeria and has increased the awareness of the population through TV programmes and print press release.

The major difficulty of the EPA process is related to the lack of proper coordination and leadership at national level between the different actors (ministry of planning/ministry of commerce; NANTS/NTN).

#### ***Basic social services (health and education)***

The impact of the work on **reproductive health of adolescents** (AHIP) in Northern Nigeria cannot be overemphasized both in terms of process and concrete results. The implication of religious leaders and their acceptance to speak openly about issues concerning reproductive health is a tangible result. It is however important to consider that any work in reproductive health with adolescents requires an integrative approach, synergy between the different actors at various levels and good coordination.

The outcome of the **education project** (AAIN) though at the inception phase is considerable. The participatory process through the establishment of school management committees (SMCs) strengthened the community participation and mobilisation for education delivery. Efforts have been put into lobbying for the passage of a Bill on gender sensitive policy in education in Zamfara and Kebbi states. The major weakness of the project is about its sustainability in terms of its influence at policy level for government to take it on board and it is also not well connected to other initiatives towards girls' education in the same states. The opportunities for learning and sharing are present in the environment but not exploited. Another weakness lies in the absence of synergy with other counterparts in order to respond to other needs of the people.

#### ***Emergency Aid and Conflict prevention and peace building***

The intervention of WANEP has enhanced the capacity of member organisations to identify early warning signs and intervene appropriately. Many crisis prone issues developed lately but early warning signs mechanisms have been very helpful in working with key actors before conflicts escalate. An increasing number of women networks are now involved in peace building under Women In Peace Network and played a critical role in the National Political Conference in Abuja in 2005, presenting its position on the domestication of CEDAW and the realisation of the United Nations Security Resolution 1325. The weakness in the commitment and communication of members as well as the inability of zonal coordinators to link up with the secretariat on time need to be addressed in order for the counterpart to play its role as one of the very few national civil society organisations engaged in emergency aid and conflict prevention.

### ***Social and political participation***

The intervention of CDD on leadership development in the Niger Delta region facilitated access to institutional and funding support for community-based groups who would not otherwise have had it. It also created space for locating the issues in the Niger Delta within the context of broader sub-regional issues. The programmes have empowered youth and women to take an active interest in the leadership question; to question decisions made by those at different levels of governance and to give voice to their own concerns and interests. In these ways, some impact has definitely been made. But it needs making the point that the impact is restricted and also undermined, at least in the case of the Kebetkache women from Ahoada, Ogoni and Emohua by the practical problems of daily living. Given the limited scale of the programme, it is questionable whether critical governance issues in Nigeria (resource distribution, budget monitoring) can be tackled through this programme.

### ***Gender***

The interventions of GPI and Baobab have tackled critical gender issues like domestic violence and girls trafficking. Some cases were taken to court to break the silence about domestic violence. The leadership programmes have empowered youth and women to take active interest in the leadership question, to question the decisions and to give voices to their own concerns and interests.

GPI certainly made a significant difference in the life of its students. It has also been able to induce policy and practice changes around the girl trafficking and the introduction of sexual education in the school curriculum. The issue of the leadership programme is around its scale and the non-inclusion of boys as an important target group.

Baobab has made significant changes in the lives of many women. It was a taboo for women to go to court on domestic issues and some have had to suffer extreme deprivation in silence.

Baobab's main strength is its vision which is to make women's rights to become an integral part of everyday life for an even development and social justice.

There are still many women that need to speak out, which means there is still much to be done in the area of training and advocacy. The rural women who are targets of the outreach teams have other challenges in the area of food and income security. The valuable experience of BAOBAB is shared with some counterparts like AHIP.

**Gender mainstreaming** in the different aims has been very effective and has contributed to the results achieved under the different strategic change objectives. The major challenges are related to aim 1, the right to sustainable livelihoods: the issues of the land tenure (customary systems, inequality in land holdings) of women in agriculture, the credit for women (ability to negotiate the interest rate, the weekly payment and the peer group pressure).

These aspects concern power relationships between men and women, boys and girls which will need to be properly addressed.

### **Conclusions on Oxfam Novib's contribution to the results achieved**

The assessment of Oxfam Novib's contribution indicates that Oxfam Novib's contribution to the achievement of results has been essential in many respects. Its financial support accounts for about 35-80 % of the total support received by counterparts. It has also improved management and organisational capacities of counterparts. OxfamNovib has developed intensive collaboration and partnership with Oxfam GB around the Global Campaign on trade Make Trade Fair, and the MDG/GCAP. Research conducted by Oxfam Novib on agricultural products has been a substantial input for the global campaign on trade. This collaboration has

been less successful in the support to non-state actors in the EPA process where Oxfam GB and Oxfam Novib are supporting different actors which are debating each other's leadership in the process.

The quality of the partnership with counterparts is evaluated as "cordial, warm and shows flexibility for project implementation as events may dictate in relation to work plan". Important elements of this partnership are the provision of core funds and the linking up of grantees and sharing information about them with institutions within its network.

Various factors have contributed to the achievements of the core country strategy.

One of the major context factors in the country which had a significant role in the work of civil society actors in the various sectors is the shift in the political situation. Nigeria made a move from a military regim to civilian rule thus creating an enabling working environment for civil society actors. The general impression of "civil society" being the "enemy of the government" has changed and the government is no longer spying their activities.

Other development actors have also made contributions which can be valued at the level of mutual reinforcement while working on the issues with Oxfam Novib counterparts and at the level of complementarities in support (capacity building and extension).

Besides, the capacities of counterparts played a significant role in the achievement of results. They have developed a sound knowledge of issues/context and have a dedicated staff and track records.

### **General recommendations**

(i). As indicated in the main conclusion about the strategic positioning of Oxfam Novib in Nigeria, the main weakness is the little synergy within and between partners working on a strategic change objective. The development of synergy between sectoral approaches, lobby and grassroots work is more than required to bring policy and practice change at state and national level as counterparts will reinforce each other.

(ii). Because Oxfam Novib does not have a physical presence in Nigeria and does not intend to have one in the near future, it becomes important to address the issue of effective monitoring of interventions. To address this challenge in the short time, it is important to establish a strong institutional partnership with donors that are supporting the same counterparts like MacArthur and Ford Foundation. This partnership (donor coordination) may include joint assessment and monitoring/evaluation missions, joint planning and clear implementation mechanisms.

(iii). The historical development of the programme in Nigeria indicates that collaboration between Oxfam Novib and Oxfam GB was very strong at the beginning (joint missions, joint programmes) and that this collaboration has known ups and downs. Both organisations should work towards the establishment of long term collaboration with a strong top level Oxfam International political commitment and a clear operational strategy.

(iv). As counterparts use the toolbox methodology for their own strategic planning purposes, an adapted version should be produced for each strategic objective that would guide the discussion with the counterpart in the process of the risk-opportunity analysis.

### **Specific recommendations**

#### ***Sustainable livelihood***

(1). Given the relative importance of the Right to a Sustainable Livelihood in the SPM document and also in the NEEDS, it becomes significant to:

- To pose a clear sector diagnosis in terms of issues and power analysis with a geographical focus.
- To develop a clear strategy to link micro finance to other developmental goals (target group, interest rate etc) and the link between environmental rights and sustainable livelihood.
- To define a strategy for cross-learning between the different counterparts in order to ensure synergy and coherence.
- To define a holistic and integrative approach to resource management (combination of advocacy with programmes to combat environmental degradation, livelihood destruction and protection of social rights requiring creating synergy with the other aims and other organisations).

- (2). Micro finance organisations have made a significant contribution in the lives of many women. Those experiences need to be singled out and capitalized as best practices to be shared with other organisations.
- (3). While working with donor money, micro finance organisations should begin to work closely with Nigerian government and the private sector on how best they can access funds to manage credit schemes.
- (4). Environmental activists organisations have a long history and experience in the defence and protection of environmental rights. The link between activism and community development needs to be identified in a very participatory approach in order to agree on the support required by counterparts. This support must include both institutional development and technical capacity in order to ensure the sustainability of the interventions.
- (5). Linking environmental rights to food and income security would not do justice to the environment. Environmental justice considers equity in the relations that are formed around interactions with the environment as well as the right of the environment to be protected, not simply as a source of livelihoods and conflicts but as an area of concern in its own right.
- (6). Partnership with the corporate sector is a new field which will require new skills for which most organisations including Oxfam Novib are not yet fully experienced. Any move in that direction should be experimental, progressive and participatory. An in-depth evaluation of the Allanblackia project is recommended.
- (7). The support of Oxfam Novib to non-state actors in the EPA process through NANTS though very relevant is confronted with a problem of leadership between NANTS (Oxfam Novib grantee) and NTN (Oxfam GB grantee). It is therefore important for both donors to reconcile their positions in their support to non-state actors in the EPA process.

#### **Basic social services (health and education)**

- (8). the work on reproductive health in a sensitive socio-cultural environment (where one wrong step could destroy years of efforts) requires a systematic and differential approach (covering the information needs of various actors) which needs to be regularly fed and adjusted.
- (9). The effort of all parties involved in the education project is commendable. However, quality time and total commitment are required for the sustainability of this project at all levels of intervention. Collaboration with other counterparts in areas such as Health and Food and Income security is required to meet the demands of the communities raised with the REFLECT methodology.

While policy engagement at State level is commended and needs to be nurtured through regular advocacy visits and possibly statements on project updates, there is need for the development of similar relationships at Local Government levels.

#### **Emergency aid, conflict prevention and peace building**

- (10). The level of bickering taking place in the political class is a pointer to series of crisis that may escalate to communal crisis. WANEP has the human machinery in its members to curb some of these if it embarks on enlightenment and advocacy campaigns that will prepare the minds of people towards responding to political thuggery and negative overtures.
- (11). WIPNET is a growing network that needs adequate nurturing for sustainability. They need to develop the capacity of all the members and to give them uniform training to enable them to be engaged with their partners at local level. While there is a call on Oxfam Novib to consider providing more funds for this project, WIPNET should begin to tap all opportunities available to attract other development actors.

#### **Social and political participation**

- (12). The present scale of CDD's leadership programme has made a major impact at the local level. However, it needs to be scaled up to challenge the huge need for actions in the arena of governance. It would be therefore important for Oxfam Novib to have a strategic positioning on governance around issues of leadership, resource tracking, budgets etc.

**Gender**

(13). Given the relative importance of the right to a sustainable livelihood in the SPM and the implications of gender issues as indicated in the sector analysis of agriculture (land tenure), micro finance (credit size), it is important for counterparts involved in the work on this right to address those issues in collaboration with gender specific counterparts.



# I. INTRODUCTORY PART

## 1. Introduction

Since 2005 Oxfam Novib has started a process of evaluation of its core country programmes (CCP) with the main objective to **report** in an independent and impartial way **on the achievements of the CCP**, particularly in terms of its contributions to the attainment of Policy and Practice Changes (PPCs) and Strategic Change Objectives (SCOs).

Guidelines for core country evaluations have been written and tested in two pilot country evaluations (Niger and Cambodia).

The process for the evaluation of the Nigeria core country programme started in May 2006 with a desk review in the Hague by the team leader and the production of an approach paper which has been discussed with the different stakeholders and the counterparts during the preparatory mission. A start-up workshop was held in Abuja from 21-23 August, 2006 to share the overall approach and finalize the data collection methodology. The field mission was conducted from August 25 to September 26, 2006 and the restitution workshop was held on 14-15<sup>th</sup> November 2006 in Abuja, Nigeria.

The synthesis report presents the main results of the evaluation of the Nigeria core country programme. It is composed of two major parts. The first part gives an overview of the methodology used and a description of the situation of the country especially the major sectors relevant to the context of the programme in Nigeria. The second part is the analytical part, the main findings, the conclusions and the recommendations are presented.

The synthesis report is completed by sector papers and counterpart analytical reports (working documents which are available upon request).

### 1.1. Background of the evaluation

In 2003, Oxfam Novib decided to narrow the focus of its work, in terms of both themes and countries. This led to the decision to identify a limited number of regional thematic programmes and core countries to which major part of its support would be directed. Nigeria was identified as one of the 18 core countries in 2003. Core countries have been identified on the basis of several criteria such as level of poverty, the activities of other donors in the country, the strengths and weaknesses of the OI's (Oxfam International) network and the potential added value of the new investments in the country. For Nigeria, the geo-political importance of the country in the region and the continent and its potential contribution to themes like "trade and extractives", "civic and social citizenship" and "violence against women" were considered as additional criteria for the selection.

Oxfam Novib program's origin in Nigeria goes back to 1997 but in the period 1997-2003 cooperation was with only a limited number of counterparts. The portfolio has grown significantly as of 2003. This evaluation covered the period of 1997- 2006 with emphasis on the period of 2003-2006. The total expenditure over the period 1997-2006 amounts to 8.343 Million Euro.

In its intervention in Nigeria, Oxfam Novib tried to tackle both issues directly related to poverty reduction and to lobby/advocacy for more accountability and equal distribution of wealth at local, state and national level including opportunities for regional and international campaigns.

Interventions in Nigeria range from support to empowerment, women; girls rights (education and reproductive health) and micro credit programmes to environmental rights and conflict prevention/resolution initiatives.

The strategies of intervention have evolved accordingly with the developments in the socio political situation in the country (military to civilian regime) and the strategic orientation of Oxfam Novib (core country and coverage of the five strategic aims).

In response to the ethnic/religious diversity, the strategy of Oxfam Novib has been “intervention in all the regions as opportunity arises”.

## 1.2. Aims of the evaluation

The main objective of a Core Country evaluation is to **report** in an independent and impartial way **on the achievements of the core country strategy**, particularly in terms of its contributions to the attainment of Policy and Practice Changes (PPCs) and Strategic Change Objectives (SCOs).

As such, a Core Country evaluation should allow:

- to provide a **basis for accountability and information**, both towards Oxfam Novib’s donors, the counterparts, other development actors and the public at large;
- **feeding Oxfam Novib’s strategic decision-making process in view of improving future policies and programmes**, by providing inputs for future opportunity and risk assessment and the strategic choices both at CC level, and at the level of Oxfam Novib’s policy-making as a whole.

By using an approach that combines methodological rigor with involvement of stakeholders through participatory approaches, this evaluation should also **contribute to the ongoing learning process**, both at the level of Oxfam Novib and its counterparts.

The core country evaluation is expected to provide the following four major outputs:

**An analysis of the country context** and of how this context influences (or can influence) the CCP achievements.

**An assessment of Oxfam Novib’s strategic positioning in the CC:** this should include a description of Novib’s strategic positioning in the country, an assessment with regard to the quality of the strategic decision-making process in the country and an analysis of the relevance of the strategic choices made.

**An assessment of the results achieved by the Core Country Strategy:** focusing on the higher result levels: Strategic Change Objectives and Policy and Practice Changes, and including an analysis of (internal and external) explaining factors for the achievement or non-achievement of results.

**An assessment of the contribution of Oxfam Novib:** Oxfam Novib acts as a catalyst and works essentially via its counterparts. As such, its contribution is indirect. It may have contributed in a positive or negative way, to a lesser or higher degree, to the quality of the work of the counterparts and, hence, to the degree to which higher level results could be achieved or not achieved. Oxfam Novib’s contribution lays, among others, in the way strategic choices are made, in the linkages between lobby and campaign efforts in The Netherlands and at international level and the programme in the CC, in the quality of the dialogue with local counterparts, in the mainstreaming of certain issues such as gender, and in the quality of co-operation with other OI partners.

The Nigeria team wants to have this evaluation done because it wants to see whether the current strategy is adequate and can be made more effective.

The evaluation results will be used by the Nigeria team to improve its country strategy and strengthen the links with Oxfam Novib’s campaigning and lobbying work. Further, the evaluation results will be shared with Oxfam GB in the perspective of future OI collaboration.

## 2. Evaluation Approach and Methodology

The overall evaluation approach for the core country programme is defined in the guidelines for core country evaluations. The methodology indicates three major phases, each with a number of steps to be followed in a typical CCP evaluation. These phases are the preparatory phase, the field implementation phase and the finalization phase.

## **2.1. The preparatory phase**

### *2.1.1. The desk study*

The desk study was conducted from May 15 to June 06 at Oxfam Novib office in The Hague. It mainly consisted of an analysis of the different mission reports, strategic plans, memos, appraisals of project proposals and counterparts' files. It has helped in the understanding of the strategic positioning of Oxfam Novib in Nigeria, the overall portfolio per aim, the expected outcomes, Policy and Practice Changes (PPCs) and their potential contribution to Strategic Change Objectives (SCOs).

The analysis at this stage indicated the need for additional survey on the overall country situation, the civil society organisations and sectors like education, health, environment, microfinance. The findings of these studies were meant to fill the gap of the information in the listed areas and to serve as discussion ground for the policy and practice changes to be assessed. The desk study also highlighted major methodological and organisational evaluation challenges. Those challenges were mainly related to the differences in the scale of the different interventions and the dispersion of the programmes throughout the country.

### *2.1.2. Interviews of staff at Oxfam Novib's Office*

The desk study was complemented with interviews of different personnel at Oxfam Novib especially for the reconstruction of the history of Novib's intervention in Nigeria. The institutional memory is not written down; only action points are sometimes identified in memos (which are usually in Dutch). Direct interviews and phone conferences were also used to reconstruct the memory.

The results of the desk study helped in the drafting of the approach paper and constitute an input for the assessment of the strategic positioning of Oxfam Novib in Nigeria. The approach paper was discussed with the Oxfam Novib Evaluation Steering Group.

The information on the initial contact with counterpart was completed during the data collection in the field mission.

### *2.1.3. Complementary analysis of the overall situation and main sectors in the country*

An additional research was required on the overall situation of the country, the different sectors (environment, health, education, microfinance) and the NGOs sector. The results of the survey were presented and discussed during the start-up workshop and helped in the identification of policy and practice changes.

The different papers give an overview of the different sectors (education, health, environment, micro finance and civil society), the main actors (public, private and civil society) involved, the major policy and practice changes and the contribution of civil society to those changes.

This research was done through documentary studies and interviews by national consultants. The papers were finalized after the start-up workshop.

### *2.1.4. Preparatory mission*

A preparatory mission was conducted from 16<sup>th</sup> -25<sup>th</sup> July 2006. It has helped in the identification of impartial resource persons/sources at different levels (local, state, national, civil society, public and private) as well as sound qualitative evaluations on specific sectors (education, health, environment, microfinance, gender issues).

The team leader discussed the approach paper with a sample of counterparts. He also put the evaluation team (two national consultants) in place and trained them on the overall methodology. The two national consultants were then assigned to conduct the additional surveys on the basis of their respective areas of expertise.

The preparatory mission offered an opportunity to prepare the overall organisational aspects of the mission and the data collection budget.

During the preparatory mission the team leader could only visit counterparts and partners organisations based in Abuja (CDD, Action Aid, Oxfam GB, Mac Arthur Foundation) and those in Benin City (LAPO, GPI).

## **2.2. The field implementation phase**

### *2.2.1. The start-up workshop*

The workshop gathered all the counterparts involved in the evaluation with the objective to share the overall process and to develop the detailed methodology for the data collection. Oxfam Novib staff also attended the workshop. The findings of the additional surveys were presented and discussed and the key policy and practice changes achieved were identified. For each policy and practice change, the method and agenda for the data collection was agreed upon. The workshop lasted three days (21-23 August) at Bolton White Hotel. The information provided on issues and major changes in policy and practice was used as background to identify the policy and practice changes.

The workshop highlighted the methodological and organisational challenges mainly the assessment of the results in terms of PPCs (given the difference in the level of scaling of the different interventions) and the matching of micro finance objectives with poverty reduction strategies and targets, assessment at client level with the difficulty of attribution of activities to changes (existing baseline data at the level of the counterpart of the clients).

The detailed methodology for the data collection (checklist on PPCs, instruments and agenda) was finalised. (Annex C).

### *2.2.2. Data collection and analysis during the field mission*

The field data collection methodology adopted is based on a triangulation process (management interviews, focus group discussion, resource persons/institutions interviews). The information collected at each level is cross-checked with the counterparts and additional data was collected where needed. This approach was particularly important because only two evaluation reports were available at the moment of the core country evaluation so all the data have to be generated from the field. The sampling was done with the counterpart to ensure adequate representation. This methodology had had an effect on the overall planning for the data collection. The initial period of five days per counterpart has been doubled in some cases. The field data collection was organised from August 26 to September 30, 2006. National consultants produced counterpart analytical reports which were then sent to counterparts for their feedback and the team leader produced the synthesis report.

For the data collection, each consultant was signed a specific number of counterparts and the team leader collected the data at the national level.

Each consultant visited the project sites of its counterparts and collected data from the field at various levels: management, outreach team, communities, local government and other organizations through interviews and focus groups discussions. The information collected at each level was later cross checked with the management. The minutes of the focus group discussions were transcribed and annexed to the counterpart analytical report.

Interviews at the national level were mainly used for the data collection with other organisations and line ministers/authorities at federal, state and local levels. The interviews helped in the assessment of the strategic positioning of Oxfam Novib in the country and also the partnership between the counterpart and the public authorities.

Participatory discussions were used with the management of the counterpart to have a clear understanding of the different programmes and to assess the contribution of Oxfam Novib to the achievement of results.

### *2.2.3. The Restitution workshop*

The synthesis report was presented and discussed during a two-day restitution workshop with all the counterparts and Oxfam Novib team. The observations and comments of different parties were later included in a revised version which was later submitted to counterparts. Counterparts did not actually have sufficient time to react on their reports before the restitution workshop so they had to finalize them afterwards. The

counterpart analytical files and sector papers are available on request. Only the main findings of the evaluation are presented in the synthesis report.

### ***Overall challenges and limits of the evaluation results***

One of the main limits of the evaluation was the availability and quality of secondary data. Only two evaluation reports were available and most of the interventions are relatively new. Evaluators were mainly focussing on the processes and the operational strategies of those interventions. Another strategy used by consultants was to collect the information directly from the field. The major difficulty met by consultants is related to time constraints. Much time was spent on traveling as interventions are scattered throughout the country so it might happen that some interventions were not given in-depth analysis.

## **3. Programme Context**

This chapter is meant to clarify the context of the core country programme. It provides background information on the overall country situation and the major sectors relevant to the programme in Nigeria. This background is important for the assessment of the relevance of the strategic choices made by Oxfam Novib as well as the factors (positive and negative) that have influenced the achievements of the results. Most of the findings have been collected by the national consultants and discussed during the start-up workshop. The rest of the findings were put together during the data collection from public authorities at federal level and other donors from direct interviews and documents. As a core country program covers five aims, the context described is about agriculture, trade, microfinance, environment, education, disaster management and conflict prevention, social and political participation and gender.

### **3.1. Country description**

Nigeria is generally referred to as the “Giant of Africa” due to its economic power and political influence over the continent. It occupies a geographical space of 923,768 Km along the coastline. The country has an estimated population of 126.9 million people with a population density of 115 per sq.km, which is unevenly distributed with the south having a significantly higher density than the north. The annual population growth rate is 2.9%. There are three main languages: Ibo in the southeast, Hausa in the North and Yoruba in the southwest with different variations of each of these and other languages. Nigeria’s huge oil and gas reserves and strong human resources base offer great potential to provide regional leadership on economic and political issues. Yet, the country presents a situation of “poverty amidst plenty” with over 75% of the population living in absolute poverty conditions.

#### *3.1.1. Facts and figures about Nigeria*

Nigeria is a huge country in terms of landmass and population but also a controversial country in terms of distribution of wealth. The area is 923,768 square km for a population of more than 130 million (2004) and an annual growth of 2,8%.

The federal state may appear to be wealthy due to oil resources; in fact it is poor given the population size, with oil and gas revenue to the government equivalent of less than 15 euro cent per person per day in 2002.

Nigeria is also constructed around ethnic/religion based states with huge social and economic differences. Boys in the East leave school for trade for they see no added value of qualified education while girls in the Northern part are confined to low education and without access to reproductive health services while the promotion of sexuality education is often seen as a western idea in a Muslim community.

Nigeria also plays an important role at the continental level, due to its leading role in the African union, its role in conflict mediation, its role in sub regional level (ECOWAS) and international trade negotiations.

<b>Location</b>	West Africa between latitudes 4.1 to 13.9 and longitudes 22 to 14.30
<b>Surface Area</b>	923,786 sq.km
<b>Population</b>	Estimated at 126.9 million in 2002; Annual growth rate of 2.9 p.a. Predominantly Moslems in the North; Christians in the South
<b>Diversity</b>	Multi-ethnic (over 350 groups): 3 major ethnic groups Hausa/Fulani; Yoruba and Igbo; other ethnic groups
<b>Nature of Economy</b>	Petroleum (oil and gas) accounting for over 80% of federal revenue; agriculture and manufacturing less dominant; vibrant informal sector

<b>Human Development Indices</b>	HDI Rank of 151 out 177 (2004)
<b>Income/wealth distribution</b>	% share of household income – 13% for the lowest 40% and 56% for the highest 20% income earners
<b>VIH/AIDS</b>	1.8% (1991), 3.8% (1993), 4.5% (1995), 5.4% (1999) and 5.8% (2001)
<b>National Gross Enrolment Ratio</b>	81% (1999) comprising 84% boys and 77% girls, the net attendance the same year was only 55% comprising 57% boys and 53% girls
<b>Adult literacy rate</b>	49% and is especially poor for women (39%).

*Source: Action Aid international Nigeria Country strategy paper (2004-2008)*

### 3.1.2. Overall picture

Nigeria consists of 36 states and a Federal Capital Territory. Each state is further divided into local government areas (LGAs). There are presently 774 local government areas in the country. Nigeria returned to democratic rule in May 1999 under a presidential system of government of three tiers at federal, state and local government area levels. The federal government comprises of an executive arm, a bi-cameral legislative arm and a judiciary arm. Each state has its own executive and judicial arm as well as a house of assembly while each local government area has a chairman and several councils. There are six geopolitical zones:

<b>Geo-political zones</b>	<b>States in the zone</b>
North East	Adamawa, Bauchi, Borno, Yobe, Gombe, Taraba
North West	Sokoto, Kebbi, Kano, Kadun, Katsina, Zamfara, Jigawa
North Central	Benue, FCT, Kogi, Kwara, Nassawa, Niger, Plateau
South South	Akwa-Ibom, Bayessa, Edo, Cross-river, Delta, Rivers
South East	Abia, Anambra, Ebonyi, Enugu, Imo
South West	Ekiti, Lagos, Ogun, Ondo, Osun, Oyo

The political situation is currently dominated by the 2007 presidential elections. Nigeria has completed its first volume of the National Economic Empowerment and Development Strategy (NEEDS) and the second generation is in process. The first volume has benefited from intensive and extensive nation wide consultations of various stakeholders. The state governments have endorsed the strategic thrusts of NEEDS and committed to developing their own State Economic Empowerment and Development Strategies (SEEDS). The SEEDS will reflect a minimum of priorities like agriculture, small and medium-size enterprises, infrastructures, public reform and the social sectors (health and education).

To reduce poverty and inequality, NEEDS proposes the following strategies:

- The boost of agricultural productivity through improved irrigation, machinery and crop varieties
- Job creation through the support to small scale enterprises

NEEDS seeks to implement an integrated rural development programme to stem the follow of migration from rural to urban areas:

- The improvement of education as key priority
- The improvement of the system of health care delivery, with emphasis on HIV/AIDS and other preventable diseases such as malaria, tuberculosis, and reproductive health-related illness.

NEEDS gives special support to agriculture, industry, small and medium-scale enterprises, and oil and gas. It seeks to transform the government from haven of corruption to an institution that spurs development and serves the people. The institutional framework for implementing NEEDS recognizes the importance of coordination among the federal government (NEEDS), the states (SEEDS), and the local governments' levels for achieving the national development goals. A key institution is the independent monitoring committee

chaired by the secretary of the government of the federation and composed of government officials, representatives of private sector, the press and civil society.

The 2005 report on the MDGs indicates that the improvement in the management of the economy has induced an average growth rate of 8.2% of the GDP between 2003 and 2004 against the average growth rate of 3.5% in the last decade. For the first time in a decade, therefore the growth rate of the GDP has exceeded the rate of growth of the population. The growth of the non-oil sector in 2004 was 7.5% as against a growth of 3.3% in the oil sector. The report states that there is high potential to attain some of the Millennium Development Goals namely,

- Achieving universal education;
- Ensuring environmental stability;
- Developing a global partnership for development

However, there is need for sustained efforts to ensure that the country meets the following goals by 2015:

- Achieving gender equality and women empowerment
- Reducing child mortality
- Improving maternal health
- Combating HIV/AIDS, malaria and other diseases.

To ensure effective coordination and alignment of donors' interventions with the NEEDS and SEEDS, the national planning commission is currently drafting a policy document on Official Development Assistance for Nigeria (ODA). The first draft of the policy indicates that the focus of official donor assistance should be the prioritised sectors of the economy as defined in the NEEDS and SEEDS.

The draft policy put emphasis on the adequate involvement of Nigerian experts in the formulation and implementation of donor-funded projects and programmes to reduce the high cost of technical assistance and discourages a donor-driven approach to aid delivery. It also indicates the efforts of the current administration to fight against corruption and resource mismanagement. These include the establishment of the independent corrupt practices and relevance offences commission (ICPC) and the economic and financial crimes commission (EFCC). The sensitivity to geo-political spread of projects and programmes funded from ODA with 50% of the funding driven by performance criteria so as to stimulate competition between states is a core principle.

### *3.1.3. Short description of the situation in relevant sectors*

#### *3.1.3.1. Agriculture*

Agriculture in Nigeria is the mainstay of the economy contributing a significant proportion in the country's GDP. Its contribution to GDP has remained stable at between 30 and 42 percent for many decades. Despite the relative importance of the agriculture growth, the country depends on food aid. This paradox is attributed to a number of factors including the fact that small scale farmers account for 81% of the total land area and 95% of the total agricultural output. This class of producers have a low capital base, antiquated technology, poor market access and a host of other socioeconomic disadvantages caused by poverty and poor management of agricultural cropland, rangeland degradation, forest losses and other forms of degradation, costing at least N 590-725 billion (US\$ 4.4-5.5 billion) (Eboh et al 2005). The situation is further compounded by the complete absence of appropriate agricultural production and trade policies directed at these small holder farmers who ultimately hold the key to agricultural growth. It is therefore not surprising that agricultural growth in Nigeria in the past decades is characterized by a tripling area-harvested (FAO 2004), while yields of many major crops have fallen. Land under crop cultivation is now near its maximum in many states. According to satellite data (LUV), already by 1995, cropland occupied nearly 70 percent or more of total land area in 40 percent of the states. Agricultural land is particularly scarce in the Southeast, Southwest and a few states in the Northwest. In the South-South, further crop land expansion can only come at the expense of the last remaining dense of forest areas, given that the technology for reclaiming swamps and other endangered lands is unavailable in many instances. In the North, cropland expansion is in serious competition, and sometimes in open conflict with livestock ranging.

Products of the agricultural sector fall into the broad areas of root and tuber crops (including yam, cassava, cocoyam, potatoes), cereals and pulses (including rice, maize, sorghum, millet, and cowpea, tree crops

(including cocoa, kola, rubber and oil palm), oil seeds (including groundnut, beniseed and soybeans), industrial crops (cotton, tobacco, sugar-cane, and kenaf). Others are mainly livestock and include poultry as well as small and large ruminants and pigs.

Overall, the agricultural sector in Nigeria presents a number of paradoxes (Impact of common external tariff and Economic Partnership Agreement on Agriculture in Nigeria: 2005):

- Agriculture in Nigeria is dominated by small –scale farmers who account for 81% of the total land area and 95% of total agricultural output;
- Average size of farm holdings is less than two hectares;
- Rural share of total population is 60% and 90% of this share derive their livelihood from agriculture;
- Agricultural share of the total population living below poverty line is 65%;
- Agribusiness share of total number of enterprises is about 70%
- Agriculture share of the total employment is about 60%

In terms of employment, women and children form the bulk of labour providers for most products. Such services rendered include planting, weeding, harvesting, milking depending on the product involved and traditional practices on the state concerned. The land tenure system in most parts of the country does not allow for women having title to land property. This means that farmlands cannot be originally owned by the women. Even for a widow of a deceased landlord, it is often that the brethren of the late husband automatically get title to the lands.

The authors of the report concluded that the sector is dominated by uneconomic and non competitive farm holdings, which inherently lacks capacity for modernisation and global competitiveness while agricultural development ties closely with rural development and its growth and development is a key route to poverty alleviation.

Agriculture is thus an activity of central importance not only for producing and consuming fund, but also for broader livelihood including culture and tradition. Any intervention in Agriculture should also target its gender dimension in terms of access and control over resources including title to land. *(From: Impact of common External Tariff and Economic Partnership Agreement on Agriculture in Nigeria, November 2005).*

#### 3.1.3.3. Trade related issues

Nigeria reviewed her 1991 trade policy in 1999 to align it with the increasing liberalisation of its economy and in line with WTO. The reviewed document was signed into law in January 2002 and is currently in use. However due to the fast pace engendered by the dynamics of globalization and the economic reform programmes, another review of the 2002 Nigerian trade policy has been scheduled by the government in agreement with Geneva in may 2005.

The major challenges facing Nigeria trade policy as indicated by the president of the National Association of Nigerian Traders (NANTS) are:

- The challenge of aligning the trade policy with the overall national development Strategy (NEEDS and SEEDS)
- The challenge of addressing the macroeconomic dislocation in the domestic environment like inflation, high interest rate, unstable exchange rate, multiple taxation, fiscal shocks, infrastructure deficiency, monetary policies, production problems and cumbersome trade facilitation procedures
- The challenges of understanding and addressing the impacts of the Cotonou Agreement’s ongoing EPA on Nigeria trade policy
- Synchronizing with the sub regional trade policy, specially the ECOWAS trade liberalization Scheme (ETLS); the continental commitment at the level of NEPAD
- Engendering the overall Nigeria trade policy process to take cognizance of the concerns of different actors and segments of the population including those that stand the highest risk of being affected by the trade policy changes.

Trade policy in Agriculture has been marked by frequent changes. For a long time, import substitution was the basic industrialisation policy and food security the basic of agricultural policy. This reflected in the trade policy that filtered through to both sectors. Thus, most domestic firms and products in both the agricultural and industrial sectors are highly protected. With liberalization this protection has continued to diminish. Between 1984 and 2001, the protection accorded to agricultural commodities dipped from 40% to only 25%



and particularly went down to 23% in 1994/95. Agricultural production and trade has not received much facilitation from trade policy in the country.

A survey on the policy and institutional framework for import bans in Nigeria conducted by Nigeria Trade Network (NTN) indicated that the list of banned items is dominated by foods and household consumables and that the ban on these items is likely to elicit far reaching negative consequences that may be less-than-compensated for the anticipated gains of the policy. The survey recommended a comprehensive impact assessment on a product-by-product basis in order to establish the merit of the policy.

#### 3.1.3.2. Micro finance (*For further reading refer to the sector paper on micro finance, 2006*)

Micro finance is not a new phenomenon in Nigeria. As Anyanwu, the Deputy Governor of the Central Bank of Nigeria (CBN) has noted in his presentation on the subject in South Africa “Before the emergence of formal microfinance institutions, informal microfinance activities flourished all over Nigeria. Informal micro finance is provided by traditional groups that work together for mutual benefit of their members. These groups provide savings and credit services to their members”. According to a survey conducted by the central bank in 2001 most of the registered MFIs commenced operations in 1981. The timing of their emergence is also a reflection of the change in the economic decline of Nigeria characterized by mounting external debt, increasing poverty and the introduction of the first “austerity programme”. The majority of micro finance institutions are NGO based.

The need for formidable microfinance institutions driven by civil society cannot be overemphasized. The level of poverty in Nigeria is alarming and women constitute the larger number of people living below poverty level. It is therefore strategic develop the skills of women particularly the poor and create for them opportunity to access funds for scaling up their income generating activities. The bureaucracy that exists in government, corrupt practices, insincerity and lack of commitment led to failure of most schemes initiated by the government of Nigeria. There also exists the lack of programme continuity, whenever there is a change in government a new scheme is initiated, which means that the loans management system is derailed. It is however important to acknowledge the several efforts government had put in place for microfinance activities in Nigeria. Many publicly financed micro/rural credit programmes and policies targeted at the poor were initiated in the past.

As at 2001, there were according to the CBN survey in that year 160 registered MFIs in Nigeria. The MFIs had a presence in 28 states of the country and conducted their activities mainly in rural areas. The asset base of MFIs also increased dramatically over the period. FADU for example had an asset base of only N5 million in 1993, by 2003, its asset base was N154 million. Most of the loans are for trading activities followed by agricultural loans. No loans are provided for housing. The loan size ranged from N3, 000 to N 15,000.00. Women comprise the majority of beneficiaries of micro institutions in Nigeria. Anyanwu’s (2004) survey of ten micro finance institutions in Nigeria shows that more than 95% of their loans are provided to women. The low rate of men’s participation in micro credits is not only attributable to the fact that men generally tend to be better off than women but also because of a number of cultural taboos that constrain the participation of men in some activities for which women are provided with loans.

Although the micro finance sector expanded tremendously over the period, there is no established policy instrument for guiding and regulating activities. A process of policy formulation is engaged and a draft policy document on microfinance on MFIs has been developed. The document is yet to be released by the government. Other problems facing micro finance sector include:

- The little impact on poverty reduction
- The overwhelming dependence on external donors and funders
- Weak management capacity
- Lack of coordination between the various agencies that are active in the sector

#### 3.1.3.3. Environmental issues in Nigeria (*For further reading refer to the sector paper on Environment, 2006*)

Nigeria has a land area of approximately 923,768 square kilometers or approximately 91.06 million hectares. It is estimated that 57% of the surface area is under crops or pastures while the outstanding 43% is occupied by forests, water bodies and other types of land uses (FGN, 2000:2, National Action Programme (NAP) to

Combat Desertification and mitigate the effects of Drought). The major features of the land mass are cropland, pasture and forest (Table 1).

Nigeria's ecosystem is thus diverse and multifaceted and includes:

- Forests
- Ocean and Marine Resources
- Oil and Gas Resources
- Solid Minerals
- Renewable Energy Resources
- Biodiversity Resources and
- Freshwater Resources

**Table 1: Major Features of Nigeria's Land mass**

Land Use	Area (million ha)	% of total
<b>Cropland</b>	30.96	34
<b>Pasture</b>	20.94	23
<b>Forest</b>	14.57	16
<b>Rivers/Lakes/Reservoirs</b>	11.66	13
<b>Others</b>	12.93	14
<b>Total</b>	91.06	100

In Nigeria, the impact of the environment on economic, political and social developments is daily dramatized by the evolving situation in Niger Delta where incidents of oil spills, unending and massive gas flaring, intra and intercommunity conflicts, hostage taking and military action by the Nigerian state against local communities flow in a continuing interconnected stream. An equally serious problem in capturing the environmental problems in Nigeria is the tendency to reduce them to those of the delta Niger Delta. Different parts of the country are faced by different environmental problems. In most of parts of Northern zones of the country, desertification constitutes the most serious environmental problem. In the South-South or Niger Delta zone of the country, oil and gas pollution is major.

The Niger Delta has appropriately been referred to as a metaphor of the environmental problems and their management in Nigeria. Comprising of the six geo-political states of Edo, Delta, Bayelsa, Rivers, Akwa Ibom and Cross River, it is host of almost every environmental problem- pollution, loss of biodiversity, erosion and flooding, soil degradation, waste pollution- in Nigeria. The environmental problems of the Niger Delta flow from a number of causes that include the natural terrain and hydrology of the Niger Delta, the waste generation activities of trans national oil and gas companies. Nigeria has been adjudged to have 'one of the worst environmental records in the world (that has seen) the execution of the Nobel peace prize nominee (Ken saro-Wiwa) and widespread social and environmental problems' (<http://rainforests.mongabay.com/20nigeria.htm>: 8-16-2006).

Several rivers are heavily polluted; farmlands are under acid rain and oil spills, and carbon dioxide emissions in the area are among the highest in the world. Gas flaring has raised temperatures and rendered large areas inhospitable, oil canals and pipelines crisscross the land making it impossible and dangerous to undertake economic activities.

The environmental crisis has spurred social crises of monumental proportions that involves intra and inter community wars, the militarization of the entire Niger Delta, hostage taking and vandalism and damage of pipelines.

### **Other Environmental Problems**

As has been mentioned earlier, there are other environmental problems besides those of desertification, erosion and the ecological destruction in the Niger Delta. These other problems include:

- Loss of biodiversity
- It is estimated that 0.4% of Nigeria's plant species are extinct and another 8.5% threatened
- 0.22% of Nigeria's animal species is endangered and 0.14 threatened
- Deforestation

- As at 2000, about 350,000 hectares of land were under the threat of deforestation nationally as a result of the activities of logging companies, plantation companies and other human activities
- The rate of reforestation is 30,000 hectares a year
- Nigeria loses 500 square miles of forestland annually
- Tin Mining in the Plateau area

Although no longer as intensively conducted as in the earlier period, tin mining in the Middle Belt area of Plateau State has left large areas ecologically damaged. The area is dotted with huge ponds of stagnant and chemically degraded water that poses huge health and environmental hazards to all forms of life in the area.

#### 3.1.3.4. Health (*For further reading refer to the sector paper on Health, 2006*)

With an estimated population of 135.9 million in 2003, Nigeria's population is projected to grow to 160.9 million in 2015. The annual growth rate of the population is estimated between 2.7% (UNDP 2005) and 2.83% (FMOH, 2004). A world health organisation of the health situation in different parts of the world placed Nigeria 187 out of 191 countries that were surveyed in 2000 (Federal Ministry of health sector reform program: 2004-2007). For the 2000-2005 period, life expectancy at birth was estimated at 43.3 years for Nigeria compared to 56.7 for Ghana. In 2003, infant mortality rate was estimated at 98 per 1000 live birth for Nigeria. Less than five mortality rate per 1000 live births stood at 265 in Nigeria compared to 186 for Ghana in 2003. The statistics on early childhood mortality rates by geopolitical zones show the North West and North East zones have the worst rate. The next set of zones with very poor performance is South-South and North Central. The South West has the lowest rate.

<b>Regions</b>	<b>Neonatal Mortality</b>	<b>Post neonatal Mortality</b>	<b>Infant Mortality</b>	<b>Child Mortality</b>	<b>Under-five Mortality</b>
<b>North Central</b>	53	49	103	70	165
<b>North East</b>	61	65	125	154	260
<b>North West</b>	55	59	114	176	269
<b>South East</b>	34	32	66	40	103
<b>South South</b>	53	68	120	63	176
<b>South West</b>	39	30	69	47	113

Compiled from national population commission (2004), Nigeria Demographic and Health survey 2003, Carlverton, Maryland: ORC Macro

In the year 2000, the maternal mortality ratio per 100,000 live births in Nigeria was 800. The corresponding figures for Ghana and South Africa were 540 and 240. By 2003, the maternal mortality ratio in Nigeria had risen to 984/100,000. Nigeria's maternal mortality rate is considered to be the highest in the world. The maternal mortality rates in 1999 by geopolitical zones in Nigeria showed that the North West (1,549/100,000) and North East (1,025/100,000) had particularly high rates. The major causes of maternal mortality in these areas were hemorrhagic (23%), infections (17%), malaria (11%), anaemia (11%), abortions (11%), toxemia (11%), cephalo pelvic disproportion (11%) and others (5%) (Ogunkelu, 2002:4).

Over the years, HIV prevalence has not only continued to rise but has remained a major health problem and hence cause of death in Nigeria. The HIV prevalence rate among the sexually active segment of the population (ages 15-49) was estimated at 5.4 percent in 2003.

#### 3.1.3.5. Education

The Nigerian Government has committed to the MDG and EFA goals. Responding to the crisis that had shrouded the sector, the Universal Basic Education Scheme was introduced in 1999 and passed into law in 2005. This scheme ushered in a new education system of compulsory schooling in the formal education sector for nine years. This comprises 6 years of primary education and 3 years of junior secondary education. Prior to this new system was the 6-3-3-4 system, that is, six years of primary education, three years of junior secondary, 3 years of senior secondary and 4 years of tertiary education. After the first nine years under this scheme, students are expected to either proceed to vocational education or senior secondary education that prepares them for University Education.

At policy level, the Federal Government of Nigeria agreed that problems exist in the sector and have stressed this in various documents. In the National Economic Empowerment and Development Strategy [NEEDS], it

declared that *“The delivery of education in Nigeria has suffered from years of neglect, compounded by inadequate attention to policy frameworks within the sector.”*

Findings from an ongoing educational sector analysis confirm the poor state of education in Nigeria. The national literacy rate is currently 57%. Some 49% of the teaching force is unqualified. There are acute shortages of infrastructure and facilities at all levels. Access to basic education is inhibited by gender issues and socio-cultural beliefs and practices, among other factors. Wide disparities persist in educational standards and learning achievements. *“The system emphasizes theoretical knowledge at the expense of technical, vocational, and entrepreneurial education. School curricula need urgent review to make them relevant and practice oriented”*.

Also, according to the Nigerian Millennium Development Goals 2005 report, literacy level in the country has steadily and gradually deteriorated, especially within the 15-24 years groups.

By 1999, the overall literacy rate had declined to 64.1% from 71.9% in 1991. The trend was in the same direction for male and female members of the 15-24 years age bracket. Among the male, the rate declined from 81.35% in 1991 to 69.8% in 1999. The decline among the female was from 62.49% to 59.3% during the same period. Statistics also, show that there is glaring imbalances against girls enrolment, retention and completion in all levels of education in Nigeria. With regional variation, literacy rate in the South West and South East recording the highest and the North East and North West recording the lowest.

Access to basic education in Nigeria has been quite low over the years. In 2003, about 7 million Nigerian Children of school age were out of school. Enrolment of children into primary school declined from 83% in 1994 to 78% in 2000. For children of nomadic and migrant fishing communities, only 6.3% and 18.6% respectively are enrolled in school. In Junior Secondary School, enrolment decline from 2.73 million in 1995 to 2.71 million in 2002. The proportion of children attending JSS declined from 36% in 1994 to 22% in 1998 before rising to 27% in 2002 with North East and North West Zones recording the lowest.

Between 1991 and 2002, only 22-26% of children of secondary school age were enrolled in secondary schools in Nigeria.

The rate of primary school attendance in Nigeria is lower than the African average. The proportion of children who entered and stayed to complete their primary schooling declined from 71% in the 1990s to 67% in 2002.

In Nigeria, there are serious gender inequalities in educational attainment. A lot of diverse factors are responsible for the discrimination against women’s access to education. Similarly, in the South Eastern part of Nigeria, due to economic reasons, lots of young boys have abandoned school to trade. There is still a huge disparity between men and women, boys and girls in educational access, retention and completion when viewed from national perspective. For example, the following clearly depicts this disparity;

- Literacy rate for adult men is 57%, while for adult women it is 43%.
- Of children between the ages of 6 and 15 who should be in school, only 63.4% boys
- Between 1991 and 2001, primary school enrolment rate for boys was 61% while that of girls was 57%.
- 37% of boys and 43% of girls who enrolled into primary school do not complete their schooling.
- Female enrolment in JSS in Nigeria declined from 47% in 1995 to 44% in 2002. The North East and North West Zones recorded 20% enrolment rate for girls, lower than sub-Saharan Africa average of 26%.
- Secondary school completion rate of girls is 44%, while that of boys is 75%. The gaps are wider in rural areas where the dropout rate for boys is 39.3% and that of girls 61.7%.
- The gender gaps are wider in science and technology education.

#### 3.1.3.6. Disaster management and the National Contingency Plan for disasters response in Nigeria

Disaster Management in Nigeria dates back to 1906 when the police fire brigade (now fire services) was established, since its functions are going beyond fire fighting to saving of lives and property. Between 1972 and 1973 Nigeria was hit by a devastating drought with equally devastating socio-economic consequences that caused the nation loss of lives and property. This made it imperative for the government to consider a response body to take care of disasters.

In 1990, Nigeria along with other member countries of the United Nations set up a national committee for international decade for natural disaster reduction (IDNDR). In 1993, the government, based on the

objectives and goals of the IDNDR decided to expand the scope of managing disasters to include all the areas of disaster management. This included prevention, mitigation, response and recovery. Decree 119 of 1993 thus raised the status of the agency to independent body under the Presidency, with the function of formulating general policies and guidelines relating to management of disasters in Nigeria and in friendly countries.

In 1997 having realized the obvious shortcomings of NERA, its functions have been expanded and the name changed into National Emergency Management Agency (NEMA). NEMA was established via Act 12 amended by Act 50 of 1999 to manage disasters in all ramifications. Its mission is “coordinating and facilitating disaster management efforts aimed at reducing the loss of lives, property and protect our values from all hazards by leading and supporting disaster management programme of mitigation, preparedness, response and recovery”. It is structured down to the local government levels.

The National Disaster Response Plan (NDRP) was prepared within the span of about two years through researches and analysis of experts from different fields with relevance to disaster management. The document has been approved by the Federal Executive Council (FEC) to serve as a policy guideline for disaster management in Nigeria. The document established a process and structure for systematic, coordinated and effective delivery for disaster management.

### 3.1.3.7. The situation of women in Nigeria

The Federal Ministry of Women Affairs (FMWA) is the national gender focal machinery situated at the highest level of government. It is replicated in all the thirty-six states. The ministry works towards securing sectoral commitments to policy implementation and institutionalizing processes required for effective gender mainstreaming among ministries and other partners. The National Centre for Women Development (NCWD), a parastatal under FMWA is charged with promoting women’s advancement through research, training and documentation. The centre houses the database on women development issues. It generates strategic data and indicators, which inform gender-based sectoral policy making processes in the overall interest and development in Nigerian women. There exists, gender desk officers in over 20 line ministries and agencies that serve as focal points on gender issues within their sector. Another important arm of the gender machinery is the National council of Women’s Societies, Nigeria (NCWS). The council was founded with the aim of bringing into being, throughout Nigeria, a federation of non-political women’s organization to assist women in towns and villages in their important roles as home-makers and nations builders.

The federal Government of Nigeria adopted a “National Policy on Women” since 2000. The goal of the policy is full integration of women into the social and political status and a means of developing the nation’s human resources for national economic growth. The concluding comments on the 4<sup>th</sup> and 5<sup>th</sup> periodic country report indicate the following achievements:

- The Federal Government had adopted the national policy on women in July 2000. That policy provided, inter alia, for affirmative action to increase to 30 per cent women representation in the legislation and executive arms of the government.
- Measures to eliminate discrimination against women included the enactment of laws relating to widowhood practices and female genital mutilation, the prohibition of early marriage, retention in school of the girl child and trafficking in women and children. Legal aid was available for women. The national action committee on women in politics had been established.
- Over 90 per cent of states had expanded their primary health care services for the benefit of women and girls.
- Measures to ensure women’s economic and social empowerment included the provision of micro-credit, the establishment of women’s cooperative societies, skill acquisition centers and a number of pilot projects.
- The appointment of Special Assistant on Human trafficking and Child labour etc

In terms of challenges, the reports pointed out the following areas of concern:

- The completion of the process of full domestication of the CEDAW
- The amendment of provisions in the constitution and in Federal and State legislation that discriminate against women.
- The removal of contradictions between the three legal systems
- The full compliance with the child right act 2003, which sets the statutory minimum age of marriage at 18 years in all the parts of the country

- The full implementation of the trafficking in persons (prohibition) and the development of a comprehensive strategy to combat trafficking in women and girls, including prosecution and punishment of offenders, counselling and rehabilitation of victims, awareness-raising and training activities for those involved in combating trafficking.
- The full implementation of the Universal basic education policy launched in 1999
- The allocation of adequate resources to improve the status of women's health, in particular with regards to maternal and infant mortality

### 3.1.3.9. Evolution in the Civil Society sector (*For further reading, refer to the sector paper on Civil Society, 2006*)

The emergence of NGOs and Civil Societies in Nigeria dates back to the colonial days when organizations like the **Girls Guide**, the **Boys Scout and Brigade**, **St. Johns Ambulance**, the **Red Cross**, and some other organizations came on board, most of them tilting towards religious work.

It was not until after independence in 1960 that what we may call real indigenous civil societies and NGOs with specific objectives and specialization started emerging in Nigeria and brought with it its own challenges.

At Independence the Nigeria government set up several agencies and ministries that had powers to control the setting up of business, faith based and non governmental organizations. Many civil society groups and organizations were set up to meet certain needs or to address pressing immediate or long term issues. This sector has made a significant contribution to the development of Nigeria. Today, it is difficult to note the number of NGOs, CBOs and CSOs in Nigeria. This is because the registration of these organizations is not really centralized. Some are registered at State level in diverse Ministries, at local government level and also at the Corporate Affairs Commission.

The scope of coverage of the different levels of NGOs however differs, those registered at corporate Affairs Commission could work at National level, and those at State level could cover all local government while those at LGAs work within the LGAs but sometimes could work at the State level.

Indigenous NGOs and other CSOs have increasingly come to limelight of the development landscape of Nigeria. According to the book 'Directory of NGOs and CSOs in Nigeria compiled by **UNICEF**, the estimated number of NGOs and CSOs in Nigeria is about 647. The last two decades have witnessed an explosion in number of registered NGOs/Civil Society organization operating in the country. Unfortunately however, while the number of civil society keeps swelling by the day, not all of these organization can be said to be genuine, viable and truly established as most of them revolve around individuals.

Most NGOs in Nigeria came into existence because of the decline of conventional politics, years of militarism and government inability to provide for the needs of the various social communities. The inability of government or party politics to establish full claims for legitimacy due to the failure to address concrete social, political and economic problem was another issue that led to the proliferation of NGOs. There was also the problem of the inability of government not only to assert a positive national project but also even to articulate issues arising from the society, culture, economy and social groups.

Nigeria's return to civil rule in 1999 was a critical juncture for a civil society group. Having worked for 16 years to overthrow military rule, they were partially ill prepared for life under a civilian political regime that is yet far-off from full democratic institutionalization.

In Nigeria the emergence of Gender Rights based NGOs could be traced back to the 1990s but was given more impetus after the Beijing conference of 1995. Since then it has been growing from strength to strength. Before 1997, NGOs have limited space to work and operate. It was a common thing for security agents to seal off meeting places of NGOs or call off conferences and workshops that they see as anti government policy. NGOs that are human rights based were the worst hit. Most of them were either sent to detention or harassed out of action. There was no freedom of speech or expression or even association. Enabling Laws for the operation of NGOs were either abrogated or proscribed.

Today, the situation has changed. Government has begun to see NGOs as partners in progress and this has helped the country to a great extent.

One major change both in policy and practice in the sector is the signing of the MDG document an after math of the **Jomtein Conference of 1990**, by Nigeria and the recent debt relief by the Paris Club. This has brought a lot of policy change in Nigeria's approach to the provision of basic infrastructure, social

responsibility, respect for rights and gender equity. This also affected the practice of in NGO sector as organizations and Networks are engaged in one way or the other to see that Nigeria meets the set target of MDG.

Factors that made this possible are as follows:

- Transition from Military to civilian rule which led to the involvement of international bodies in Nigeria development sector
- The liberalization of the public sector and membership of Nigeria to international bodies
- Enactment of enabling laws for NGO operation
- The new face of democracy in Nigeria
- Government partnership with NGOs development projects
- Adherence to rule and charters and membership to international bodies
- International events, occurrences, disasters and Policy changes. eg wars, HIV/AIDS, poverty, conflicts, civil strife, signing of treaties/conventions and so on.

In practice, activities of NGOs have improved overtime. System of operation has been influenced by technology change and transfer especially in the area of ICT. There is some degree of professionalism in the practice and women are getting more involved. Capacity of NGOs in Nigeria is improving by the day and can compete with their counterparts abroad. The wind of anti corruption in Nigeria did not leave the NGO sector behind. Organization is mindful of their activities as they strive to keep their accounts and financial records straight. The formation of Coalitions and Networks among NGO has also helped because most coalitions and networks have operational rules which members must adhere to.

NGOs in Nigeria in their bid to tackle issues and present a formidable front have into groups and form coalitions. Most coalitions today came as a result of pressing issues and development. At a point in the development of NGOs in Nigeria some donor agencies prefer to work with groups of NGOs and coalition for maximum impact. These coalitions have sponsored bills to the National Assembly, lobbied for adequate funding and budgetary allocation and implementation and advocated for positive policy change.

When the World Education Forum on education was about holding in Dakar Senegal in April 2000, Nigerian NGOs working in education came together to form what is known today as **Civil Society Action Coalition on Education for All (CSACEFA)** with the aim to articulate issues on education in Nigeria and speak with one voice at the conference. It was also established to help Nigeria government achieve the **EFA goals** which is one of the salient issues enshrined in the **MDGs** document. CSACEFA has remained the most vibrant coalition in Nigeria today and it is living up to its billing of promoting education for all in Nigeria. CSACEFA has over 300 members as at today.

**Transition Monitoring Group {TMG}** is a coalition of NGOs working for democracy and good governance in Nigeria which came on board as a result of civil society demand for democratic government when Nigeria was moving from one different military government to the other. The activities of **TMG** in joining issues concerning good governance and electoral process have created a lot of awareness to the public on issues concerning election and electoral process in Nigeria.

When **HIV/AIDS** was discovered in Nigeria a group of NGOs working in Health came together and established **CISHNAN**, to fashion out ways to tackle the scourge. **CISHNAN Civil Society Network on HIV/AIDS in Nigeria** has been educating the populace on ways that HIV/AIDS can be prevented and how to relate with those infected without discriminating against them.

Other Coalitions include **Civil Society Coalition for Poverty Eradication {CISCOPE}** a coalition that promotes the eradication of poverty in Nigeria. Others include, **Conflict Resolution Stake holders Network [CRESNET], GHAIN**, etc.

In Nigeria International NGOs have helped in the development of the country socially, culturally, politically and politically. They have also helped in building the capacity of indigenous NGOs in Nigeria. International NGOs in Nigeria work in areas such areas as promotion of quality education, gender equal opportunity, equity and justice, women empowerment, youth development and empowerment, skill acquisition, respect for human right and the rule of law, poverty alleviation, health {especially HIV/AIDS} policy change, transparency and accountability, democracy and good governance.

Some International NGOs in Nigeria include: British Council, Action Aid Nigeria, Common Wealth Education Fund, OSIWA, All UN Agencies, Pathfinder, COMPASS, FHI, SAVE THE CHILD, WATER AID, Carter Foundation, etc.

### 3.2. Oxfam Novib’s core country program and characteristics of its strategic positioning

#### 3.2.1. Origin

The institutional memory of the programme in Nigeria is not well documented but interviews conducted with key persons like Anne Pieter van Dijk (who started the programme) and Koos Kingma (former desk) helped in the reconstruction of the history of the intervention in Nigeria.

The following push factors account for Oxfam Novib’s intervention in Nigeria:

- Connecting the Sahel to the coast was seen as an opportunity to extend the intervention to the coast and more potentialities for sahelian countries because of the large presence of emigrants from the Sahel living and working in the coast countries and the strong trade links between the coast and sahelian countries.
- Nigeria is the political and economic power house in the region with influence also at the Africa level. Contacts were needed to get inroads into decision making at the regional and Africa level through cooperation with Nigeria Civil Society Organisations.
- Nigeria could no longer be considered as a rich country, increasing level of poverty demanded as well for a development involvement
- Cooperation with OGB, wanting to restart a programming in Nigeria, after their expulsion during the Biafra crisis, was considered as a positive opportunity for new form of O.I collaboration.

The milestones of the history and evolution of the program in Nigeria are:

##### 3.2.1.1. Joint mission Oxfam Novib and Oxfam GB in August/September 1997

In August/September 1997, Novib and Oxfam GB undertook a joint mission with the objectives to increase the understanding of the principal development issues within Nigeria and the impact they are having on the region and to identify organisations and individuals with which partnerships can be developed in order to support their programmes and interventions with sustainable development perspectives.

The overall situation in Nigeria at that period was marked at the international level by a great concern over the annulment of the election results in 1993 and the advent of the Abachia regime with human rights abuses, political incarcerations and hangings, the continued militarization of the political life. At the national level there was the rising levels of economic poverty which has crippled vast numbers of the middling (working/peasant classes), the lack of access to efficient health and basic educational facilities from which most of the population suffer, the generalised insecurity and unpredictability of people’s economic and social present and future lives, and the destruction of the people’s livelihoods by environmental degradation as the negative fall out of both oil and mineral exploitation and extraction.

The mission came up with clear indications about the different groups which are basically concerned with poverty (gender bias and ethnic/region bias), and a clear understanding of the civil society (strength and weaknesses). The mission could also identify specific issues per region (Poverty with emphasis on female access to basic literacy in the North, environmental issues in the delta Niger region). The mission therefore recommended that any future OGB- Novib programme needed to have a balanced regional approach ie to seek to develop strategies for alleviating poverty by working throughout the country either jointly or separately in working in at least each of the three broad regions (North, South West and East).

Areas of focus for intervention as recommended are basically direct poverty reduction (education/literacy, micro finance activities and environmental regeneration/environmental health) and right related issues like civil rights, women participation in policy making and land rights/urban poverty.

In terms of management, both organisations agreed not to have a physical representation in the country and to concentrate on the following sectors:

<b>Oxfam UK/I</b>	<b>NOVIB</b>
Micro finance	Environmental rights



Gender and Advocacy Health Conflict transformation	Education
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A balanced regional approach was considered essential given the ongoing political tensions between these three regions in Nigeria. The mission concluded, despite the oppressive political conflict in Nigeria, a substantial number of national and local society organisations had enough freedom to work on issues which were of relevance to the situation on Nigeria and could be well connected with Novib's and OGB's priority theme's.

### 3.2.1.2. The strategy paper Oxfam UK/I-Novib, January 1998

This paper is the result of the joint assessment mission undertaken by Oxfam UK/I and Novib from 22 August-10 September 1997. A series of discussions were held with a least 50 different NGO representatives throughout Nigeria, principally from Lagos, Ibadan (South west), Jos, Bauchi, Kaduna (North East and North West), Enugu (East), Benin city and Calabar (Southern minorities) and with representatives of donor agencies. The impressions gathered allowed the team to take decisions on which problems Oxfam UK and Novib could begin to address jointly. Poverty related and right based issues have been identified as areas of intervention. The programme seeks to integrate the two set of activities to generate a more powerful force for poverty reduction.

In terms of the management plan between Oxfam GB and Novib, both organisations agreed on the fact that no Oxfam presence will be set within Nigeria. Nigerian resource persons with connection to institutions will be contracted so that there is a benefit of institutional connectedness as well as individual expertise. Activities to be funded and funding levels will be agreed jointly. Applications for funding will be assessed jointly with one organisation taking the lead. Reporting will be to both organisations, who will take joint responsibility for quality and communications of work being done.

### 3.2.1.3. A joint programme (Oxfam Novib and Oxfam GB) was elaborated for the period 1997-2000

The programme aims at increasing the level of basic services available to poor communities and at working towards a change in political culture that will reinforce and respect poor people's right to have a say in their own development.

The intervention strategy is based on the conclusion that Nigerian NGO's are capable of implementing development programmes which contribute towards to the above objectives. Three different partner-related strategies in Nigeria were pursued:

- Partners that already link poverty reduction and political rights in their activities
- Partners firmly rooted at grass-root level working on poverty reduction, who have a potential and interest to integrate rights based work into their other activities.
- Rights and advocacy groups with a focus principally on those with track records results, those with some capacity for mobilizing at a grass roots level.

A second joint mission was planned in April 1998 to help consolidate findings of the first mission and to begin taking forward ideas that are developing around how to work together in Nigeria. This mission revised the joint work plan and clarified tasks and areas of responsibility for Novib and Oxfam GB in the form of a joint management agreement for the programme. A resource person was recruited. Novib confirmed partnership with ERA and SERI and Oxfam GB indicated interest in developing partnership with the CDP.

The first counterparts working in the areas of environmental rights were identified by both organisations and the operational set up was defined (no office, or infrastructure). Mrs Olukemi Williams was recruited to act as a resource person with a contract of one year in order to present every three months an updated analysis of the political and socioeconomic developments in Nigeria with a priority to find a consultant for preparing a paper which analyses the link between macro economic developments and the grass root/informal economy.

The Implementation of the joint programme proved to be difficult, mainly due to internal organisation/personal constraints. The cooperation between Oxfam Novib and OGB faced difficulties. OGB during that period went through a fundamental reorganisation, shifting responsibilities from Oxford to Dakar. At the same time changing their operational strategy, based upon a strong field presence to a strategy which

is partner based and support by local resource persons required a change in OGB's ways of working which could not materialize.

#### 3.2.1.4. Oxfam GB concept paper on Building partnership for sustainable trade and livelihood in Nigeria – January 2002

Oxfam GB produced a concept paper outlining the way in which it is going about developing a new programme in Nigeria as a result of a “detailed visit in September 2002 and subsequent discussions”. It was therefore decided that Oxfam GB should set up a full presence in the country in order to get engaged with the various actors and develop a programme in Nigeria. It was also felt that the initial programme outline, plan and time frame were unrealistic.

The document provides a revised plan for developing the Nigeria programme. This programme was to focus on trade and gender/diversity as crosscutting. The areas of focus were trade and investment; extractive industries-oil; fair trade particularly cotton and textile; assets, empowering small producers and live stock; conflict and gender mainstreaming.

In terms of geographical focus, the programme works with various ethnic groups and in fairly representative areas in the country-in order to have a balanced picture and maintain a sense of neutrality for Oxfam presence. A mapping of geographical areas for implementation was carried out.

In terms of operational strategies:

*“There is a need to carry out effective consultation with strategic organisations representing the poor people for whom the programme is meant. To this end time is the essence –as Nigeria is not simply a walk in and work situation for international NGOs”*

*Source: concept paper*

In reaction to this programme, Oxfam Novib issued a Memo (8 April 2002) on the Nigeria programme concept with a general comment that it was not in line with what was agreed on and that the focus on aim 1 rather than aim 4 was not justified as:

*“it was OGB's and Novib starting point to become involved in Nigeria and that with more democratic space now there are more opportunities and at the same time the necessity to defend the space”.*

*Source: Oxfam Novib memo*

The memo also highlighted critical institutional differences in terms of their collaboration with civil society organisations:

*“It is the programmes of the civil society actors, the partners which should form the starting point of an intervention policy and not OGB's policy, programme and practical considerations”.*

*Source: Oxfam Novib memo*

It is important to highlight that Oxfam Novib continued to work along the lines of the conclusions and recommendations of the joint mission.

#### 3.2.1.5. Nigeria as a core country in 2003 (*memos and country mission reports as a source*)

In 2003 Nigeria has been selected as a core country while the country has made a significant shift in the political situation. A civilian regime was in place and the general impression of the situation in the country is positive. The macro economic situation offers opportunities for improvements, as the new Minister of Finance is the ex vice president of the World Bank and can arrange access to Bretton Woods institutions. But at present the people have to face poverty, unemployment and poor public facilities. The participative attitude of the government (participation of CS in policy development) offers opportunities for improvements in the country.

The Nigerian civil society (CS) has developed in several ways. Not only has the number of organisations grown, but there is also an improvement in position and approach. The government reveals itself more and more as a serious partner, which asks for a constructive approach to the CS. More and more NGOs (mainly the older ones) have improved their accountability as well as their transparency.

There is a remarkable difference between the organisations in the South and the North. NGOs in the South work on lobby and mainly on intermediary and national level, where the NGOs in the North more often work

on grassroots level and are membership organisations. Both regions counts in the sense that organisations are relatively weak in management; low quality report, proposals and TdRs. Concerning the content, however, there is enough potential and possibilities to enlarge the Novib programme in Nigeria (profile and education of staff, motivation, mission, strategy, approach).

For a starting Novib programme, it is important to look for an additional value in the existing funding. The added value of Oxfam Novib intervention in Nigeria is highly justified by the fact that the ODA per capita was very low and with only one OI affiliate in Nigeria. Besides, Nigeria is regionally important and internally poor. Another interesting fact is that several NGOs (not those supported by Oxfam Novib) make a switch to the private sector. The private sector used to be the “enemy” of CS.

New potential partners are sought in fulfilling aim 1. The change in local context (elected government, increasing poverty), demands for a shift from aim 4 to aim 1 and 2.

#### 3.2.1.6. The process of the contingency plan in 2004

In 2004 another mission was conducted by Oxfam Novib in a complex problematic situation in Nigeria, internal diversity, lack of transparency, ethnical religious riots.

A contingency plan was developed with the conclusion that there is little need for another organisation working on direct help in crisis.

Niches are an early alert system, monitoring, communication and capacity building of civil society organisations working on Humanitarian Interventions. (*Memo*)

This strategy seems to be a good option for a CP, as civil society can play a more prominent role in crisis situations.

Civil society is however weak concerning aim 3 (not professional, no accountability, based on charity). It seems important to train these CS organisations.

In this field, there are tensions between the federal and regional governments. The governmental agency responsible for humanitarian interventions (NEMA) does not involve or consult local governments in their work. This mission also offered an insight in understanding the different counterparts as the toolbox was applied to most of them.

#### 3.2.1.5. Strategic Portfolio Management starting in 2005

In 2005 a process of elaboration of the Strategic Portfolio Management (SPM) has been started for all core countries. Counterparts in Nigeria have been involved during a workshop to share and finalise the draft proposal for the period 2007-2010.

The context analysis identified the following issues as main pervasive obstacles frustrating poverty alleviation in Nigeria:

- Dependency on oil revenues and negligence of non oil sectors;
- The lack of transparency and accountability at all levels within government;
- Directly linked violent ethnic, religious and political conflict;
- Feminisation of poverty and exclusion.

Oxfam Novib’s strategy is therefore based on *4 drivers of change* to overcome these major obstacles.

- The development of a social contracts between Nigerians, their self-organisations and their (local, federal) government (having a voice in decision-making, accountability and transparency)
- The promotion of non oil-sector economic growth in order to become less dependent on oil revenue and related mismanagement.
- Conflict mitigation mechanisms and conflict sensitive planning are essential in order to sustain change
- A strong gender mainstreaming throughout the strategy, at least 70% of the beneficiaries of Oxfam Novib’s strategy will be women.

In terms of geographical focus, Oxfam Novib will respond to diversity by supporting organisations that work in different regions of the country based on the particular context in that region. In terms of geographical priorities this means that emphasis will be placed on states where the violations of rights is the most prevalent; for example working on trafficking in South-South region, where 80% of the trafficked girls come from and focusing on girls education and reproductive health in the North, where the quality and coverage of basic services declined dramatically after the introduction of Sharia law in 2000.

In order to contribute to direct poverty reduction in Nigeria in a cost-effective way (best value and most impact with a limited budget), the intervention strategy concentrates mainly on counterparts that are engaged directly or indirectly in a dialogue with government (policy and advocacy centred initiatives) or organisations that are present in the national arena, but with 'branches' or affiliates in the provinces. Oxfam Novib will provide funding to key national networks in the sectors identified, who have clear accountability mechanisms regarding its members.

The SPM has indicated oil, education, conflict and access to land as priority themes within the regional Oxfam Strategy. The strategy for change will involve collaboration with Dutch development actors (CORDAID), the Nigeria Diaspora (through the Oxfam Novib's **Linkis unit**) and with the Dutch corporate sector through the Corporate Social Responsibility (**CSR**)-unit.

In terms of collaboration with Oxfam GB, all activities related to campaigning work Global Call against Poverty, Make Trade Fair (GCAP, MTF) and Humanitarian work will be carried out jointly.

Oxfam investment 2005<sup>1</sup> and Oxfam Novib investment in 2005 and 2010

	Mln. €	# CPs	Aim 1	Aim 2	Aim 3	Aim 4	Aim 5
All Oxfam 2005	2.0	21	31%	12%	20%	23%	14%
Oxfam Novib 2005	1.7	9	34%	18%	18%	18%	12%
Oxfam Novib 2010	2.2	15	35%	15%	10%	25%	15%

Oxfam Novib investment per intervention strategy 2010

Direct poverty alleviation	Building civil society	Advocacy	Total
60%	20%	20%	100%

### 3.2.2. Programme portfolio development

The portfolio is constituted of twelve (12) counterparts ranging from NGOs, networks to member organisations. All the counterparts have been identified in the implementation process of three major strategic programmes: The Oxfam UK/I and Novib joint strategic framework document (1997-2000), Oxfam international West Africa strategic programme business plan (2000-2004) and the SPM Nigeria and West Africa (2007-2010).

In the period before 2003 the joint missions of Oxfam GB and Oxfam Novib did not get enough follow-up in the field. The portfolio consisted at that moment of RRDC and ERA (both 50%) on aim1, AHIP on aim 2, CDD, SERI, RRDC and ERA on aim 4 and GPI on aim 5.

It is also important to note that RRDC and ERA are part of the regional theme on extractives. In 2003, when Nigeria was selected as a core country with the implication to work on all the five (5) aims and the targets per aim, aims 1 and 2 (mainly education) and 3 were upgraded. The emphasis was put on aim 1 mainly because of the urgency for direct poverty alleviation especially for women so micro finance was chosen as a strategy. Counterparts for education and aim 3 were only selected in 2003.

In 2003, Oxfam GB started with a new team, dominated by staff of agricultural back-ground. The operational budget of OGB was limited and depended largely on back-donors and OGB only got registration in 2005..There was an attempt to link Oxfam Novib micro finance initiatives with the work of farmers groups supported by Oxfam GB, unfortunately these farmers organisations did not qualify for the norms of the Oxfam Novib Financial Services Unit.

As to *the collaboration with the corporate sector*, a lot of energy and time has been sacrificed in the Netherlands (MVO- department) mainly on a pre-dialogue with Shell, on collaboration with Unilever and on a proposal on a cocoa value chain development. It is clear for the desk that there are not only opportunities for collaboration with the corporate sector in Nigeria and that as a Dutch development organisation there is a need to hold Dutch companies responsible and to promote pro-poor development. The Novella (Unilever) project with RRDC is a first opportunity to involve the private sector directly in on-going programme in

<sup>1</sup> Preliminary figures of OI mapping 2004/2005.

Nigeria. The Allanblackia project was identified as one (1) out of five (5) alternatives for logging in the new proposal of the RRDC.

As for the *gender strategy in Nigeria*, gender is perceived as a human right issue which needs to be mainstreamed in all the aims and also as specific component to address the strategic interest of women from a legal perspective and through leadership.

- The focus is put on the reduction of poverty of women through micro finance as they play a major role in processing and commercialisation of agricultural products in aim 1
- The emphasis is put on the reproductive health and the education of girls in the North in aim 2
- The role of women in peace building is a central theme in aim 3
- Gender budgeting as perspective in aim 4
- Gender as a human right and women leadership in aim 5

In sum, the programme portfolio has evolved gradually from 2 counterparts in 1997-2000 to 12 in 2006. Only one counterpart is no longer in the portfolio. The current portfolio can be described as follows:

- The first interventions were basically focussing on aim 4 and 5 while interventions in aim 1, 2, and 3 are relatively new.
- The geographic intervention is predominantly in the Delta Niger (micro finance, environmental issues and conflict prevention) and the Northern region (women rights, education and health). Three major counterparts are based in Benin City (GPI, LAPO and ERA).
- There seems to be a focus on microfinance (3 counterparts), women rights (2), environmental rights (2), conflict prevention (2), health (1) and education (1)
- Interventions differ in level of scaling (individual, group, state and national). For example GPI, CDD and WANEP focus on practice changes through individual empowerment and leadership programmes ; Micro finance organisations (FADU, LAPO and DEC) combine practice changes at the group level and the client level (micro enterprise, income generating activities and effects on basic social issues like education, health and participation in the decision making process. Interventions in the northern states focus on practice and policy changes at state level (Baobab, AHIP, Action Aid) while those in the delta region (ERA, RRDC) aim at policy changes at state and national level.
- Oxfam Novib funded interventions vary from institutional support (core funding), specific lobby activities, direct activities (health and education) to capacity building.
- The “gender traffic light” indicates that all counterparts are classified as green except FADU, ERA and RRDC are orange<sup>2</sup>

The expenditure per aim is presented as follows:

	AIM 1	AIM 2	AIM 3	AIM 4	AIM 5	Total
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<sup>2</sup> All counterparts are assessed against the criteria of the gender traffic . If an organisation responds to a specific criterion, it scores a ‘yes’. 0-1 yes: red

2-5 times yes: orange

6-7 times yes: green

The criteria are »1. Active exchange of knowledge and information, or co-operation with other organisations on issues and approaches does take place.

2. More than 30% of middle and senior management consists of women and/or the organisation is actively seeking to appoint more women to decision-making positions.

3. The organisation collects gender disaggregated baseline information and conducts its monitoring and evaluation in a gender disaggregated manner.

4. A gender analysis has been developed and is reflected in policy.

5. Sufficient and appropriate gender expertise exists within the organisation

6. Women are among the target group reached participating in decision-making processes relating to the preparation, implementation, monitoring and evaluation of projects and programs.

7. The activity challenges the division of labour between women and men, as well as stereotypes relating to femininity and masculinity.

1997						<b>0</b>
1998						<b>0</b>
1999						
2000	46	118		189		<b>354</b>
2001	10	137		411	105	<b>663</b>
2002	92	132	16	203	116	<b>559</b>
2003	82	144		139	139	<b>505</b>
2004	188	209	80	231	243	<b>952</b>
2005	700	296	303	298	207	<b>1804</b>
2006 Plan	955	1170	257	280	161	<b>2823</b>
<b>Total</b>	<b>2073</b>	<b>2208</b>	<b>656</b>	<b>1751</b>	<b>972</b>	<b>7660</b>

The budget spent is about 7.660 Mln euros (2000-2006) with the higher score going respectively to Aims 1, 2 and 4.

Expenditure over the period 1997-1999 is about 1,502,131.00 Fl. (Euro 682.787) but could not be integrated in the tables above. The total expenditure over the period 1997-2006 thus amounts to 8.343 Million Euro.

Of this amount 56% has been spent on Direct Poverty Eradication (DPE), 23 % on Civil Society Capacity Building (CSB) and 21 % on Influencing Policy (IP).

### 3.2.3. Description of the programme portfolio

Counterparts are classified under with the different aims on the basis their actual and potential contributions to the strategic change objectives.

#### Right to sustainable livelihood

The Nigeria programme has a focus on Aim 1. The reason therefore was the enormous growth of the number of poor. It was a strategic decision to focus on micro financing, because Nigeria has on the one hand economic possibilities and the population has a long history and culture of trade and on the other hand micro finance can reach a vast number of people.

#### **ERA**

ERAs head office is in Benin City, but it also has branches in Lagos and Port Harcourt. ERA is a member of the Friends of the Earth network, which also includes the Dutch Friends of the Earth.

Oxfam Novib has been supporting ERA since 1997, via concrete activities like material for desktop publishing, travel expenses for work visits to Europe. It then began to qualify for support of its entire programme, also at the recommendation of other Oxfam and Both Ends. From 1999 to 2001 Oxfam Novib financed a programme with three components. The core activity was to monitor violations of environmental human rights and to campaign on this.

The support was also for ERA's community resource centres, which are setting up self-help projects, provide information on environmental issues and aim for food security. The programme also offered technical and financial support to NGOs and community organisations.

ERA is currently running a strategic support capacity building programme for the period of 2002-2006 with a total budget of 674,050 euros.

#### **RRDC**

The Rainforest Resource and Development Centre (RRDC) is a relatively young NGO active in the Cross River State in Nigeria. In 1997 this organisation was founded by Odey Oyama, who had previously coordinated Ikom Conscience, a body which disappeared from the scene following opposition and infiltration by the commercial logging company, Wempco.

Oxfam Novib first contact with RRDC was in 2002 via Both Ends. Both Ends and IUCN NL coached and financed the start up.

The current project involves a new two-year campaign against logging in the Cross River State. The aims of this project are as follows: to monitor and minimise the destruction and degradation of the forest in six project communities where intensive logging occurs or is due to occur; to develop a general awareness about the situation of tropical rainforests amongst policy makers and within society; and to disseminate

information about the widespread destruction of tropical rainforest in the Cross River State as widely as possible amongst interest groups and networks in order to raise support for the campaign against it. RRDC is running a two year programme (2006-2007) for 310,000 euros.

### **FADU**

The Farmers Development Union (FADU) is one of Nigeria's first micro-finance institutions (1989), and right now it is also one of the biggest with 500,000 members, of whom 83 percent are women. Its headquarters are in Ibadan, but FADU has offices in 29 of the 36 states of Nigeria; 108 local offices and 309 employees.

FADU was funded by six Nigerian self help rural based community development associations, as a federation on August 17, 1989. Its vision is the economic and social advancement of its members; 495,261 members in 29 states.

The project Building FADU Model Credit Delivery System for the Delta State is a follow-up of a pilot project that the European Union and EED funded. Through this project FADU will create an independent credit system in three zones of Delta State.

The target group is mostly made up of women working in the informal sector. FADU asked for 360,000 euro (around 45% is lending capital) for a three-year period (2004-2007) in which it will extend credit to 3,000 members. This is the first contract.

### **LAPO**

LAPO (Lift above Poverty Organisation) is poverty focused non-profit community development membership organisation.

LAPO was created in 1987 as a response to the sharp increase in the level of poverty shortly after the adoption of components of the Structural Adjustment Programme (SAP).

LAPO seeks to promote economic empowerment through micro-enterprise development, to enhance self-esteem of the poor through personality and leadership development programmes and to promote healthy living practices among the poor.

LAPO is poverty directed and priority is given to poor women; from the total of 30,751 clients, 29,213 are women (95%). LAPO has an operating self-sufficiency of 136% and a loan portfolio of about 1,5 million euro.

The project is implemented in the states of Niger, Kogi and Nasarawa (Central and West Nigeria) with the following communities as operational bases: Suleja, Lokoja and New Karu. LAPO is being funded for a social health and economic empowerment programme (2005-2007) with a budget of 505,000 euros. This is the first contract.

### **DEC**

The Development Exchange Centre (DEC) is a membership, non-governmental organisation established in November 1987 as a result of a joint research conducted by the Canadian University Services Overseas (CUSO) and the Adult and Non-formal Education Agency (ANFEA), Bauchi State.

The centre started as a resource centre for sharing and exchange of development information with women groups. DEC has continued to pursue the broad objective of empowering women through micro finance services and entrepreneur development skills, training/capacity building, water supply, sanitation and hygiene promotion, workshops, community development initiatives and information sharing.

DEC is funded for a capacity building programme for the period of 2006-2007 with a budget of 190,000 euros. This is the first contract.

### **NANTS**

The National Association of Nigerian Traders (NANTS) is supported by Oxfam Novib for specific projects. Through the funding support of Oxfam Novib it has undertaken two zonal consultations/roundtables in Nigeria. Apart from Oxfam Novib support, NANTS in collaboration with the Nigerian Trade Network (NTN) has also held a Parliamentary public hearing on the EPA and summarised the interventions with a National Position harmonisation workshop.

The proposal is fully dedicated to campaigning activities towards several Federal Ministries (Federal Ministry of Commerce, Federal Ministry of Finance, Federal Ministry of Industry, Federal Ministry of Agriculture), the National Planning Commission and the Nigerian Parliament on three main issues :

- the Economic Partnership Agreements (EPA)
- the Common External Tariffs (CET) within the ECOWAS

- the ECOWAS agricultural policy (ECOWAP).

Nigeria is a regional power, with considerable economic and political clout, could play a leading role within the ECOWAS and towards the EU. But Ministries are often not aware of the stakes.

For instance the agricultural sector is highly protected in Nigeria; the average tariff on agricultural products increased from 26,7 % in 1998 to 41,4 % in 2003 and several agricultural products (fruits, vegetables and grains) attract tariffs of 100 %. In addition import bas have been placed on products, such as wheat flour, sorghum and poultry products. The introduction of a CET will certainly have dramatic consequences for a huge number of rural livelihood depending on their sales to the local markets.

The objectives of the campaigning activities include:

- To persuade government officials, especially the negotiators to appreciate the outcome and position of civil society on the EPA negotiations,
- To persuade them to see reasons for deadlocking or stopping the negotiations.
- To officially hand over the report of the national position to high level officials of the Nigerian government and the ECOWAS officials.
- To place the report on the public domain for a wider view by presenting it officially to the Media, and explaining the details thereof and the nitty-gritty of EPA and its implications on the future of Nigerians, nay, the ECOWAS populace.
- To engage Nigeria trade negotiators and building their capacity on negotiation skills, and time required to build regional markets and the negative implications of fast tracking the CET to open up markets.
- Sensitize and lobby Nigerian Policy makers and ECOWAS Secretariat to recognize and accept that (1) ECOWAS cannot build robust regional markets and mobilize investment to develop competitive regional production by the time EPAs require them to open up to EU imports; (2) competition from cheaper EU imports to West Africa undermine their efforts to attract domestic or foreign investment in sectors that could serve these markets.

Oxfam Novib's contribution to this proposal amounts to 30.000 euros.

#### Right to basic social services

##### **AHIP**

The Adolescent Health and Information Project (AHIP) is a non-profit, non-religious NGO working in Northern Nigeria. It began with setting up a youth club and has grown into an organisation with branches in two states and headquarters in Kano. AHIP works in a conservative Muslim area that has a culture of silence around sexually transmitted diseases and reproductive health, AHIPs themes.

In the SAN-funded project family planning and reproductive health model clinics are set up that provide good and reliable information and services. Aids education and prevention are important themes.

AHIP also want to try to turn reproductive health into an issue that can be talked about, by training opinion leaders from the religious, private and public sectors. AHIP has already benefited from a three year programme (2001-2005) for a total budget of 393,885.79 euros

AHIP has just started the implementation process of an EU co-funded three year programme (2006-2008) on integrated sexual and reproductive health for a budget of 1,947,108 euros. This is the second contract.

##### **Action Aid**

Action Aid International is a non-Governmental Development Organisation that was registered as a charitable organisation in the UK in 1972.

Action Aid has supported the formation and strengthening of the education coalition, the Civil Society Coalition on Education for All (CSACEFA), a coalition of local NGOs involved in education, which is taking a lead role in policy and advocacy work on education in Nigeria. CSACEFA has greatly benefited from Oxfam Novib's funding support on its advocacy programmes (support to the 2001 Global Week of Action) and institutional strengthening (setting up a CSACEFA administration office). This support has enabled the coalition to engage with government and donors, leading to the successful launch of the National EFA Forum in Nigeria. The work on advocacy has helped to link Action Aid's grassroots work with communities to the policy formulation processes at the national level.

The project aims to support and strengthen current initiatives by civil society on accelerating girls' access to basic quality education through advocacy and the establishment and support of School Management



Committees (SMC) in 3 States in Northern Nigeria. The project ‘‘Enhancing Girls’ Basic Education in Northern Nigeria’ runs for the period of 2005-2007 for a total budget of 720,000 Euros. This is the first contract but earlier support was given for education budget monitoring.

#### Right to life and security

##### **WANEP**

WANEP is a member organisation. It is governed by the Annual General Assembly (AGM), which meets once a year. WANEP regional has 7 professional board members. The AGM delegates its governing power to a Board of Directors comprising of 6 eminent people coming from each of the geopolitical zones.

In 2002, WANEP entered a very important partnership to strengthen the civil society conflict prevention capability of ECOWAS. As a result of this partnership, WANEP set up 10 national administration offices in Nigeria and other places.

This project is to strengthen the capacity of women’s groups in Nigeria to participate in peace advocacy and conflict prevention.

The Women in Peace building program in Nigeria currently operates in Kaduna and the Niger Delta, with a view to expanding to Middle belt, Lagos and Enugu in the next 3 years.

WANEP is running a women leadership program (WIPNET) for the period of 2004-2007 with a budget of 236,000 euros. This is the first contract.

#### Right to be heard

##### **CDD**

Founded in 1997, the Centre for Democracy & Development (CDD) grew out of the need to mobilise global opinion for democratic development, provide an independent space to reflect critically on the challenges posed to the democratisation and development process in West Africa and generate dialogue on alternative pathways that are universally relevant and culturally sensitive. It was the crisis of governance in Nigeria that motivated its establishment, but its founders have always viewed the Nigerian crisis as an entry point for the deepening of engagement regionally. CDD is a counterpart of Oxfam Novib since 2001.

This proposal is focused on the sustenance of the gains of the strategic thinking leadership engagement in the Niger Delta, a Centre for Democracy & Development (CDD) initiative, supported by Novib - Oxfam.

CDD proposes to qualitatively expand the impact of the leadership initiative through a renewed space for continued engagement with beneficiaries of the youth leadership training, by providing an opportunity for the sharing of experiences, coping mechanisms and best practices across communities in conflict in Nigeria and the rest of West Africa, with Youth from the Niger Delta.

CDD is currently implementing a project on consulting gains of youth leadership for the period of 2004-2006 for a budget of 355,000 euros. This is a second contract and a new proposal is expected.

##### **SERI (Socio-Economic Rights Initiatives)**

Shelter Rights Initiatives was founded in September 1995 as a non-governmental organisation, non partisan and voluntary development organisation with a human rights focus. It is dedicated to the process and basic standards in socio economic rights.

SERI sets out to achieve its objects through advocacy, research, investigation and reports on human rights abuses. It also uses campaigns and networking as principal tools of work and has issued a number of action reports on housing rights violations, labour, women, environment, health and publishes a quarterly news magazine called *shelter watch* as well as *gender action*, *LASER Contact and living* newsletters.

SERI was supported by Novib in 1998 to conduct a needs assessment survey. The results of the survey indicated that the extent of poverty among the residents of low income neighbourhoods was severe and that had a negative impact on their living conditions especially their health and people were suffering from communicable diseases like diarrhoeal diseases etc; potable water was scarce and a considerable amount of time was expended each day searching for this essential living resource.

SERI was later helped by Novib to build a programme upon the findings of the survey. The Lagos Slum Neighbourhood Improvement Programme (LASNIP) was developed with the main objective to enhance change in the living conditions of slums through a participatory approach (civil society, communities and public). It is a process orientation project.

Since mid 2003 SERI no longer forms part of the portfolio and the organisation has not been included in the field work for this evaluation.

#### Right to an identity: gender and diversity

##### **BAOBAB**

BAOBAB for Women's Human Rights is a non-profit, non-governmental women's human rights organisation that focuses on women's legal rights issues under customary, statutory and religious laws in Nigeria. Established in 1996, BAOBAB evolved from a three-year research project on Women and Laws, coordinated by the international solidarity network of Women Living Under Muslim Laws (WLUML), which started in 1993.

In 2001 Oxfam Novib co-funded the national tribunal on different forms of violence against women. Women arrived from many parts of Nigeria to give witness of their experiences with gender-based violence. The goal was to create public awareness on the incidence and seriousness of violence against women, for people to begin to show less tolerance of violence and to demand changes in the law that do right by the victims of gender-based violence.

The currently funded programme is "Baobab new programme". It has fourteen outreach teams in fourteen states, implementing activities that follow from the core programme, which is based on the results and recommendations of the above-mentioned research project. Activities are taken up depending on the context of the state. The teams also address the needs of local community organisations and NGOs that they are working with.

The budget for the period 2005-2007 is 670,000 euros. This is the first contract but Baobab has also been receiving specific support for workshops.

##### **GPI**

The Girls Power Initiative (GPI) started in July 1994. Two women in the vanguard of Nigeria's women's movement set it up. Their work made them realise that it makes sense to focus on girls when talking about empowering women, which is how they began to work on human rights for youngsters. GPI is a counterpart of Oxfam Novib since 2001.

GPI developed a course about information, education and communication around sexuality and reproductive health and rights for adolescent girls. In seven years GPI has grown into an organisation with two co-ordination centres in two states and it has a staff of 36. The two founding mothers each head a co-ordination centre.

The first proposal concerned a research into what makes girls vulnerable to trafficking abroad as prostitutes. The research must come up with an action plan to prevent girls from getting trafficked.

GPI is being supported for a law reform programme on girl trafficking for the period of 2004-2006 with an approved budget of 423,081 euros. This is the third contract.

## II. ANALYTICAL PART

### 4. Analysis of Oxfam Novib's strategic positioning

The assessment of the strategic positioning will look at the quality of the country analysis, the quality of the risk and opportunity analysis, the degree to which OI policies for the region have been taken account as well as how these different aspects have interacted in order to come to the formulation of a high-quality, coherent country program.

#### 4.1. Assessment of relevance and coherence of strategic choices made

The strategic-making process has been analysed through the strategy paper Oxfam UK/I-Novib, the joint programme (1997-2000), the focus discussion 2003 and the SPM. It is important to point out that the institutional memory of Oxfam Novib is poorly documented so most of the information collected is rather descriptive.

##### 4.1.1. *Quality of the strategic decision making process*

With reference to the joint programme 1997-2000, the major areas of intervention were the improvement of basic social services available to poor communities and social and political participation. These choices do not refer to national plans, policies or plans. There is no systematic reference to sector policies. The analysis of the country context puts more emphasis on the political situation dominated by the military rule and the privation of civic rights. This analysis is very weak in understanding the real causes of poverty. Sector analysis was not part of Novib principles by then; however environmental rights (oil extractives) is very relevant in terms of advocacy against the Trans nationals like Shell but also for its significant implications for the livelihood of the communities at grass root level in the affected areas.

The joint programme was based on impressions not on sound conclusions. The context analysis does not offer any understanding of the main programmes and policies in terms of poverty reduction including indigenous strategies to fight against it.

The operational strategies like the criteria for the selection of partners raise practical questions like difficulties in linking the practical to the political, the macro to the micro as well as difficulties in finding organisations engaged in both. The counterparts identified like ERA are for sure strong in political advocacy but seem weak at working at grass root level in poverty reduction. The Community Development Programme model (CDP) used (providing funds for seed funding for community based organisations) has been relevant but has not been supported by a strategy to build the bridge to ensure coherence and relevance to the overall strategy as a best practice.

The strategic approach is to seek to develop strategies for alleviating poverty by working throughout the country is certainly ideal but not realistic for a new intervention which requires progressive development of the portfolio and learning from implementation. It is good to point out that only two counterparts were contracted during this period.

The selection of Nigeria as a core country in 2003 as indicated was not based on a full understanding of the country situation but the political and economic importance of the country for the sub region and the continent played a critical role in the decision. No specific country and sector analysis have been undertaken by Oxfam Novib but several existing analysis were consulted. Those analyses include the DFID review of the general NGO/CBO sector in Nigeria 2002; The Human right Watch report in the Delta, November 2003; Dutch Embassy report on Civil Society in Nigeria, 2002. Besides, Oxfam Novib used many other resources persons, for instance in Micro Finance, consultation with Ford Foundation, UNDP and Flying Rhinos, all with more than 10 years of experience on micro finance in Nigeria gave a good overview of the sector. Most of the counterparts have been selected during that period for the five aims. It is not clear if the strategies of the joint programme were systematically taken in to consideration. For example, counterparts like GPI were mainly selected for their innovative approach to girls' empowerment rather than its ability to advocate for girls rights at a macro level. The regional balance was considered without any explicit analysis of its effectiveness with regards to the financial resources and the synergies/complementarities between the interventions/counterparts to induce global impact.

It was tried to expand the scope of the joint programme without making any clear cut in terms of geographical areas of intervention. New counterparts were selected to cover the different aims 1 and RRDC as one of the first counterparts was encouraged to take the Allanblackia initiative on board to promote non timber income generating activities within its own strategy. The number of counterpart has increased from two (2) to twelve (12) among which six (6) are under aim 1. The current programme is different from the joint programme in scale and sector focus.

The SPM document 2007-2010 refers to the NEEDS as an on-going process and to some critical issues related to agriculture, oil extractives, specific state issues like the Sharia law in Northern state and its effect on reproductive health. This context analysis is not supported by specific surveys but used existing sources of information.

The SPM is therefore a reflection of an understanding of the national development context and a strategic positioning by focusing on Aim 1 but lacks a geographical focus to favour possibilities for synergies between interventions for a wider impact. The SPM document is coherent with the objectives and strategies of the NEEDS by putting emphasis on the development of non oil sectors like agriculture and the improvement of social services like education and health.

An analysis of the country strategy of Action Aid, Oxfam GB and Mc Arthur Foundation, indicates that a country like Nigeria requires both a sector and geographical focus. Efforts need to be made:

*“at all times to keep programmes reasonably concentrated, in order to maximise impact, sharing of lessons and experiences and integrating inputs”.*

*Source: Action Aid Country strategy.*

Oxfam GB is currently developing a pivotal programme with a focus on Aim1 and Aim 4.

*“Through a one programme approach Oxfam will work with these farmers to organize themselves to have a voice to demand for adequate resources and information, support them to participate in policy formulation and implementation, and empower them to become a force for change in Nigeria and the rest of the world. The integrated livelihood programme will be complemented by governance activities in improving transparency and accountability, and mainstreaming gender. The programme will continue to work with partners to implement activities. However, as part of the strategy Oxfam will reduce its current funding partners from twenty (20) to eight (8) main ones”.*

*Source: Oxfam GB Nigeria strategy.*

#### *4.1.2. Quality of the strategic decision making products*

The assessment of the quality of the strategic decision products is done through the analysis of the sectors of interventions, the operational strategies and the counterparts selected. The programmes are geographically dispersed so there no chances to create synergies.

##### *a. Relevance of the strategic choices in view of the national plans, development plans, goals and policies*

With regards **to sustainable livelihood**, the interventions of the counterparts are relevant to the national plans and development goals as described in the NEEDS document like the promotion of non oil sector like agriculture. The critical issues in agriculture as identified in the sector analysis and the NEEDS document is around forest losses, the degradation of rangelands, the absence of agriculture production, the low income and capital base of the farmers, the trade policy and the management of crops.

Even though there is no specific intervention in Agriculture as such, the issues are addressed through the counterparts supported by Oxfam Novib under this aim. The work of ERA and RRDC tackle of the issue of environment degradation through lobbying and advocacy against the oil and logging companies which are seriously destroying through their activities the main source of income of millions of small farmers in the different areas of interventions (Niger Delta, Cross River State). Besides, the counterparts are empowering the communities to have greater control over their resources.

The issue of low income and capital base is also addressed through intervention of microfinance institutions especially FADU (Farmers Development Unions) and LAPO to a certain extend. The use of micro credit as a strategy to help farmers acquire and improve their equipment is also in line with the strategies in the NEEDS

document. The emphasis is put on the boost of agriculture productivity by the improvement of the machinery and crop varieties through the reinforcement of micro credit schemes for farmers.

Another critical dimension as identified in the sector analysis and also in the NEEDS is the agricultural trade related issues especially the protection of agriculture products and related benefits for the farmers in a competitive and liberalize market economic. As indicated in the sector analysis “ between 1984 and 2001, the protection accorded to agricultural commodities dipped from 40% to only 25% and particularly went down to 23% in 1994/1995”.The work of NANTS on the EPA process and other related trade issues and the GCAP seriously target those problems. Those issues are not properly addressed in the NEEDS and SEEDS so NANTS is seriously working in aligning the trade policy with the overall development strategy.

In the domain of **health**, the sector analysis and the national health policy indicate that the major health issues in Nigeria are post neonatal mortality, infant mortality, child mortality, maternal mortality and HIV/AIDS with significant difference between the states. The maternal mortality rates in 1999 showed that the rates in the North were particularly high (1,549/100,000). The HIV prevalence rate is among the sexually active segment (15-49) was estimated at 5.4 percent in 2003. The 2005 report on the achievement of the MDGs indicate that sustained efforts is needed to ensure that Nigeria meets the goals related to child mortality and maternal health by 2015.

The work of AHIP in trying to address those issues through its activities around reproductive health is therefore in line with the national policy and plans. This work is particularly relevant as the areas of interventions are the worst affected states in Nigeria. The strategies used mainly targeting the youth (the most vulnerable group); deliveries reproductive health services (accessibility) and trying to break the cultural/religious taboo around sexuality (involvement of core religious leaders) are more than appropriate in the context of intervention.

The high prevalence rate of HIV/AIDS as indicated requires both specific and cross-cutting actions. The introduction of HIV/AIDS policy to counterpart and the subsequent introduction of workplace policies by counterparts are relevant in that respect.

The intervention in **Education** is relevant with the national education policy and the MDGs commitment of the country. It is also coherent and in line of the achievement of the Education for All (EFA), the Universal Basis Education (UBE) and the NEEDS strategy. The project particularly fits into the new gender strategy in education which tries to redress gender inequalities in the Northern states. The gender disparity statistics in the areas of interventions are quite alarming with a decline in enrolment rate for girls in some states. The North East and North West zones recorded 20% enrolment rate for girl, lower than Sub-Saharan Africa average of 26%.

The work in **Emergency aid and peace building and conflict prevention** tries to explore a complete new area for civil society organizations. At national level, only the Red Cross is known as an international NGO in the field of humanitarian interventions. Disaster Management in Nigeria though it goes back to 1906 has not been the main field of intervention of the public sector through its agencies (NERA and later NEMA). The new trend is to open the space to national civil society organizations and the support of Oxfam Novib through capacity building, early warning and contingency planning provides an opportunity for the counterparts to position themselves. The federal government launched a process of identification of NGOs which can potentially play a role in disaster management.

The project in **Social and political participation** in trying to develop leadership programmes for the youth in the Niger Delta to address governance issues is certainly tackling critical issues in that state. The issue of corruption in Nigeria is endemic and requires a multi dimensional approach. Oxfam Novib intervention in that domain is not proportional to the scale and nature of the problem. The government clearly specifies in the NEEDS that one of the major objectives is to transform “the government from haven of corruption to an institution that spurs development and serves the people”. The government has established the independent corrupt practices and relevance commissions (ICPC) and the economic and financial crimes commission (EFCC).

With regards to **gender**, the work of the counterparts deal with serious issues as identified in the National policy on Women and national CEDAW reports. The challenges as indicated in the report are areas where Oxfam Novib counterparts are actively involved. Those areas concern the completion of the full domestication of the CEDAW, the removal of contradictions between the three legal systems, the full compliance with the child right act 2003 and the full implementation of the trafficking in persons. Specific sector issues like the improvement of status of women health in particular maternal and infant mortality and the universal basic education are also addressed by counterparts working in those sectors.

One major challenge which is not yet adequately addressed by the counterparts working in sustainable livelihood is the issue around land tenure which does not allow women having title to land property in most of the communities. This issue is raised in the sector analysis in Agriculture.

***b. Relevance of strategic choices in view of the national development situation***

The national development situation in Nigeria is marked “poverty amidst plenty” is caused by an unequal distribution of resources between the different groups especially those who do not have a voice in the decision making process. The overall strategy of Oxfam Novib in Nigeria has evolved for years. The focus on social and political situation was an entry point during the military regim. With the civilian regim, the focus was put on sustainable livelihood.

In terms of **sustainable livelihood**, the interventions of counterparts are basically around environmental rights, microfinance and trade related issues. There is no specific counterpart working on agriculture as such.

The work of counterparts on environmental protection from the degradation of oil and logging companies is relevant in the current situation to preserve the main source of livelihood from erosion and gas flaring. Nigeria is reputed to have the worst environmental records in the world (see sector paper on environment). This has resulted in the reduction of land states especially in the oil producing regions areas while small scale farmers account for 81% of the land area and 95% of the agriculture input. Counterparts’ major actions focus on the defense and protection of environment while trying to increase surface land for agriculture purpose. This strategy has for sure a long term impact but there is a need for Oxfam Novib to have a focus intervention on agriculture as it is the mainstay of the economy and contributing a significant proportion in the country’s Gross Development Production (GDP).

The use of micro finance as a strategy to increase the income of the poor communities is also relevant especially for the farmers to improve their equipments and to pay other inputs for their farms. Most of the micro finance institutions supported by Oxfam Novib target women and this is quite relevant in the sense that women are generally among the poorest as they are denied other credit schemes and land tenures. They also constitute the bulk of the informal market.

With regards to **Health**, the intervention addresses critical issues related to reproductive health in the Northern state and the incidence on the high population growth rate. The actions supported by Oxfam Novib embraces the different facets of the problem and the strategies used are based on a real knowledge of the socio-religious context. The intervention tries to break the silence around sexuality while providing services for those who need it.

In **education**, the project is addressing gender disparity in the Northern states and the selected states are among those with high gender gaps in enrolment and retention. The participatory methodology used through REFLECT is very appropriate as it helps the communities to diagnosis the problem and elaborate the strategies. This approach has increased the ownership of the programme by the communities.

The intervention in **Emergency aid, peace building and conflict prevention**, is appropriate as it helps the counterparts to explore a new field of intervention where they can really have an added value. Capacity building and networking as entry points are also adequate. The national context is now characterized by an absence of national civil society actors in the domain of humanitarian interventions in a country where both natural and man made disasters are very regular.

The initiative in **social and political participation** through leadership programmes for the youth in Niger Delta is response to a need in a situation where the youth is tempted by violent conflict to resolve problems. The issues in both the state and at national level are complex requiring therefore adequate and strategic interventions.

In **gender**, the interventions in targeting women strategic needs especially the socio political rights are relevant. Those interventions also take into account the local issues like girl trafficking and women under the Sharia law. Cross-sector gender issues like health, education are also properly addressed. The economic rights of women especially in the sector of agriculture and microfinance needs a critical analysis on aspects like land tenure, the credit size etc.

***c. Relevance/coherence of strategic choices in view of Oxfam Novib's / OI overall policies***

All the interventions are coherent with the strategic choices of Oxfam Novib policies as defined in the strategic change objectives. The first interventions in Environmental rights, protection of tropical forest and Socio economic rights which do not directly fall under those objectives have operated strategic orientations towards the right to sustainable livelihood. It is good to point out here that the entry point is not the strategic objective but the counterpart. With the focus on the aims, counterparts were identified for strategic objectives which were not covered and some interventions like girls' empowerment have been upgraded in terms of scope and coverage in order to meet the requirement of the new policy. One of the obstacles is related to the operational strategies of the choices in terms of identification of counterparts which can effectively work at grass root level while trying to influence policies at state and national level. Only few counterparts have a national coverage. Organisations are sometimes engaged in different networks and processes which are not facilitated or initiated by Oxfam Novib.

The major issue concerns the synergy and complementarity between Oxfam Novib and Oxfam GB in order to develop a coherent OI strategy in Nigeria. This synergy is reflected in the MTF, MGDs campaigns and around the support to ERA on extractives.

The study supported by Oxfam Novib on the impact of common external tariff and Economic partnership agreement on Agriculture was instrumental in the MTF campaigns.

With the EPA process, this synergy was not possible as both organisations are supporting different networks, each of which fighting for leadership in the process. Oxfam Novib is providing funds to NANTS while Oxfam GB is supporting NTN. This duplication of efforts can be a serious handicap to the overall EPA process and reduce the contribution of civil society organisation in this important negotiation process.

***d. Alignment of strategic choices with the view and priorities of counterparts***

An in-depth analysis of the different interventions shows that counterparts are supported for what they presented as programmes so their priorities are the entry point. The major challenge therefore is not about the alignment with the priorities of counterparts but its operational implications from a right based perspective. It is sometimes difficult for counterparts to make a real balance between the direct poverty reduction activities and influencing policy strategies.

Organisations can be very effective in deliveries services at community level or in lobby and advocacy at state and national level but combining both in a country like Nigeria require an effective network system with a clear strategy. National thematic networks (education and trade) are good developments which require strategic support in both strengthening their membership while targeting national issues like the EPA and the MDGs.

***e. Synergies and alignment of strategic choices with other initiatives and actors***

Oxfam Novib existing partners like AHIP, CDD and GPI are related to Ford Foundation and/or the Mac Arthur Foundation and three (3) others (DEC, LAPO and FADU) are ex-Ford grantees. There is no strong institutional partnership like joint planning and monitoring between Oxfam Novib and the two foundations except email exchanges.

In terms of synergies, Oxfam Novib fund sometimes covers areas which are not supported by other donors like the institutional support and capacity building.

***4.1.3. Analysis of the implementation of strategic decisions***

The implementation of the strategic choices is examined through the overall monitoring and evaluation mechanisms both at Oxfam Novib and counterpart level.

#### 4.1.3.1. Quality of the monitoring processes

In the period under review there was no systematic monitoring at the programme level. This will be made more systematic as 2007 with the SPM.

The toolbox has been applied to almost all the counterparts and has been very helpful to determine the milestones for the different interventions. Many counterparts find it useful as a participatory learning process to determine the major indicators, the risks and the opportunities for the actions.

One of the major limits of the toolbox analysis resides in the fact that it does not offer an overview of the sector of intervention (issues, actors and possible synergies) as exemplified in the following comment of one counterpart:

*“The tool box was complicated to use and that overall, it is wrong to put development issues in neat boxes”.*

*Source: counterpart management meeting*

Most of the risks identified are often out of the sphere of control of the programme and specific strategies are hardly developed to cater for those risks. Risks and even the milestones are not regularly monitored. In the different counterparts' reports, reference is not often made to the milestones. The toolbox is presented as a tool for assessing the quality of the proposals but not as instrument for monitoring the implementation of the actions.

The difficulty related to the monitoring strategy can summarised by the position one of the counterparts:

*“Oxfam Novib is located in Europe and then tries to use tool boxes in generating all manner of information that will ensure that it has a deep understanding of local contextual issues that shape the problems that its counterparts are involved in. Oxfam Novib is a major player in the funding field and cannot and should not remain in Europe without some regional offices in the other world in which it seeks to intervene. The cost of maintaining offices in the local setting may become much less than the costs involved in field visitations from Europe if the advantage of being on hand to grasp emerging issues is added.”*

*Source: counterpart management meeting*

#### 4.1.3.2. Quality of evaluations

Only two programmes evaluations are available at the moment of the core evaluation (GPI and ERA). Those evaluations are more descriptive than analytical.

### 5. Assessment (for each SCO) of the main results achieved

The assessment has been conducted against the OI strategic change objectives for the period under review<sup>3</sup>. The policy and practice changes referred to those identified during the start-up workshop. A checklist of those policies and practice changes is provided in annexe C. The planned outputs and outcomes refer to the work at counterpart level that has been supported by Oxfam Novib during the period under review.

#### 5.1. SCO 1.1 Food and income security

*Regional SCO 1.1.1. : By 2006 the people in the West Africa region, notably the most vulnerable groups, will have had new opportunities ensuing from changes in the local, national and regional contexts that enable them to ensure their food and income security.*

Two counterparts were assessed for food and income security. Each counterpart is analysed for its actual and potential contribution to the aim.

##### 5.1.1. Planned outputs and outcomes (short)

The Environmental Right Action (ERA) planned to strengthen its institutional capacity to give it a stronger voice and image in advocacy and campaigns and enhance environmental awareness through environmental human rights monitoring and media campaigns. It initiated a research document which critically reviewed all environmental laws in Nigeria and proposed a composite Environmental Bill of Nigeria. Three books

<sup>3</sup> The OI SBPB was originally formulated till 2004, but extended to 2006 and SCO's have been adapted accordingly.



documenting the research and proposals for environmental policy change were published for more public awareness. It engaged the levels of government and consultative meetings to gather inputs and participation for the environmental Bill initiation process. ERA is emerging stronger and gaining national recognition daily from both governments, private and civil society groups. ERA also plans to expand the scope of participation by engaging law makers and to forge a working relationship with the law makers for the Bill initiation.

Rainforest Resource and Development Center (RRDC) carried out a national and international campaign to stimulate and generate debate on the dangers of rainforest destruction. It also undertook a lobby and advocacy programme directed towards policy makers with a view of preventing illegal and unsustainable logging. In the process, RRDC established Village Forest Protection Organisations (VFPOs) in affected forest communities to monitor and bring to the attention of the international community the destruction of the Cross River rainforest for the purpose of persuading a global response in support of the campaign. Through the Allanblackia project RRDC in partnership with UNILEVER aims to carry out a Tree Census and Farmers Education in the Cross River Central and Cross River South State of Nigeria in order to identify and select 100 communities to initiate Allanblackia nuts collection.

### *5.1.2. Contribution to practice changes*

One of the significant contributions of ERA has been environmental awareness at the community level. Local communities are now aware of the damage caused to their environment by trans-national companies and are organised to take action against them.

The compilation of an environmental bill that addresses environmental protection, livelihoods and pollution control and remedies at the local, state and national levels which has been carried out with the full implication of local communities will have positive effect if passed and implemented.

As a result of the RRDC's intervention, there is now an improved relation between NGOs and Government in the Cross River State which is evident in the recent partnership initiatives held between the State Planning Commission, Forestry Commission and NGOs. NGOs are now being seen as necessary agents of change. The participation of local communities in forest monitoring activities has also increased leading to several local communities have now establishing Village Forest Protection Organisations (VFPOs) for the purpose of monitoring illegal forest resources extraction also arresting such illegal exploiters and compounding offences on behalf of their communities. In the final analysis, the RRDC/ Novib sponsored project has generated useful lessons on lobby and advocacy approaches to forest and biodiversity protection for other forest activists and environmental campaigners in Nigeria and elsewhere. The project has promoted partnerships and collaborations amongst local stakeholders including the Nigerian press, created opportunities for the sharing of ideas amongst actors in the region, while also promoting networking and coalition building for effective regional and global response to local challenges.

At the community level, there is a strong recognition of the need to protect and conserve the Allanblackia tree. Communities no longer destroy the Allanblackia tree as a result of their awareness of the economic value of the resource.

### *5.1.3. Contribution to policy changes*

In terms of policy changes, ERA has been instrumental through the review of all environmental laws in Nigeria and provided recommendations for environmental policy change. A composite Environmental Bill for Nigeria to stem pollution and environmental degradation has been proposed by ERA to Nigeria's National Assembly. The Bill is now subject to readings in Nigeria's parliament with one of the Senators sponsoring the bill. In response to the campaigns against illegal logging mounted by RRDC among other groups, Cross River State government has undertaken the following actions with major policy implications:

- i) The revocation of all forest concession agreements and logging permits;
- ii) The ban of logging activities in Cross River forest estate;
- iii) The eviction of WEMPCO (a huge Chinese Hong-Kong multinational logging company based in Ikom) and the total closure of their forest and factory activities in Cross River State.
- iv) In definite moratorium on logging activities. The recent policy thrust of Cross River State government which by Order CRSLN No: 01 2004 dated 7<sup>th</sup> July 2004 revoked the forest concession granted WEMPCO

Agro-Forestry Company Ltd is largely a response to the Oxfam Novib supported campaign that resulted from the above observation.

At the community level, there have been policy changes as well. Community Chiefs are now granting Powers-of-Attorney to forest monitoring networks (VFPOs) to monitor logging activities in their areas. The new policy here is that, the communities have now mandated VFPOs to monitor logging operations for the purpose of arresting and compounding offences where such activities are found to be illegal.

#### 5.1.4. Contribution to Impact

ERA's reports provide an alternative source of information on the environmental situation in the Niger Delta. These reports contend against the lies and public relations documents dished out by oil companies. Oil companies now tend to make more promises about changing their practices though the reality still shows the contrary. Members of various communities in the Niger Delta have acquired skills and now apply participatory approaches in articulating their needs in all the aspects concerning the management of natural resources.

Overall, the impact that ERA is making is summarized by the comments of community members at the FGD in Port Harcourt.

According to one of the community members from Egi:

*“Since ERA came into my community they have been able to sensitize the people and there is this awareness now, at least we are having some hope through the activities of ERA, they have enlightened us of the effects of gas flaring, for the first time in the history of my community the illiterates now know that gas flaring is poisonous and that we can take actions to stop it. At least that informed the decision of the people of my community to take Shell and other companies to court, I am one of the plaintiffs for that case, we have a case against Shell at the Federal High Court, then the next adjourned date is the 26<sup>th</sup> of September 2006 in the Federal High Court in Port Harcourt, so through ERA we have some hope that gas flaring will stop by the year 2008.”*

*Source: target focus group discussion*

These impacts are however limited by the absence of sustainability for the Community Resource Centres which were seen as a major component of mobilizing communities to protect their environmentally dependent livelihoods.

The records of RRDC and the Focus Group Discussions with representatives of 20 forest dependent communities at Ikom confirm that the project has had a major impact upon members of the project communities. These impacts include the change in attitudes among community people towards forest destruction. For example, community members and leaders no longer see illegal loggers as job-providers but as those whose activities destroy the sources of their income and employment. The awareness among communities of the significance of collaborative effort in environmental protection is greater. This is demonstrated by the organisation of volunteer forest protection groups such as the VFPOs, the granting of Powers of Attorney by community chiefs to community based organisations to protect forest resources, and the direct participation of community chiefs at meetings called by RRDC to plan towards forest preservation and protection activities. One can also account as a positive impact the reduction in the scale and intensity of logging and destruction of the Cross River forest estate in response to the forest campaigns of RRDC.

As a result of this there is greater availability and access to forest resources that support livelihoods for poor rural communities, especially women.

The project has positively impacted upon the government of CRS particularly in its ongoing Eco-Tourism programme. The government and its forest conservation and related institutions now appreciate the need for wider consultation with various interest groups on issues related to environmental protection. The government has now found the need to create opportunities where NGOs and concerned government institutions can meet to discuss issues, including the planning and development of the Cross River - SEED policy instrument anchored by the Cross River State Planning Commission, as well as the development of a strategic plan facilitated by the Canadian International Development Association (CIDA)

## 5.2. SCO 1.2 Employment based livelihoods trade and markets

*Regional SCO 1.1.3. : By 2006 the most disadvantaged people in the West Africa region exercise their right to food and participate in national policy debates in their respective States within an international context conducive to state sovereignty. This will be possible by giving them:*

- *access to capacities for taking advantage of production, economic, marketing and work opportunities*
- *access to build skills to better exercise their rights and to better influence government and international policies*

This second strategic change objective has been assessed through micro finance interventions (FADU, LAPO and DEC) and the activities of NANTS in the process of the European Partnership Agreement (EPA).

### 5.2.1. Planned outputs and outcomes (short)

The major outcome for FADU, LAPO and DEC is to promote non oil-sector economic growth and become less dependent on oil revenues, the development of local trade through enhanced micro credit scheme with women at grassroots level as target beneficiaries. Women are main actors in processing and commercialisation of agricultural products, more than their role in the production process, as because in customary tenure systems, inequality in land holdings is high, as small trade is dominated by (family) enterprises of women.

The Social, Health and Economic Empowerment Project (SHEEP) of LAPO has three main components: Social Empowerment, Healthy Living, Economic Empowerment, and a complimentary component called Capacity Strengthening. All three components target poverty. The Economic Empowerment Component is expected to provide loans to 25,000 women and savings (capital building) opportunities for 25,000 women. The project also plans to assist 2500 women to purchase shares in profitable companies, ensure that 25,000 women benefit from insurance services and to provide micro-enterprise development training for 800 owners of micro-enterprises. LAPO has also leveraged its internal organisational structure to provide for effective outcomes on this project. Thus while the Micro Finance side of LAPO assumed responsibility for the economic empowerment aspects of the project, it used its subsidiary, LADEC to provide support for the Social Empowerment and Healthy Living Components.

The On-going EPA (free trade Negotiations) between Nigeria in ECOWAS and the EU under the ACP-EU Agreement tries to solve the issue of the lack of consultation of broad spectrum of the society to integrate concerns and interests of different actors (farmers, labour, manufacturers, traders, professional bodies, women, etc) and that of the poor capacity of Nigerian negotiators in terms of Technical and analytical skills, etc

### 5.2.2. Contribution to practice changes

There has been indirect job creation for a good number of women and men, for example the boat building industry in Ogbejo seem to have experienced a boom. The women beneficiaries now own boats that they participated in building for their use. Prior to the project they never thought about the possibility of owning ferry boats as a group and the business was an exclusive preserve of men. That has made a tremendous gender impact and they now aspire to do more. Women are now engaged in ferrying building materials to islands and creeks where it is of great demand.

Another significant change in practice is the Social and political recognition of beneficiaries in their local communities confirmed that the economic empowerment opportunities given by FADU have given them a voice in their different communities. They are able to make contributions to important decisions that affect life and politics in their nuclear families and the larger local environment.

In Ikobi and Obozogbe communities, there is a near gender balanced group participating in the micro credit scheme. This is a new phenomenon as demands of men in other beneficiary communities and their equally laid back attitude did not qualify them for the scheme. The ratio of men to women in the scheme is 1 to 1. They are essentially farmers. Women had problems acquiring their own land but through the scheme they are able to buy farm lands as societal groups hence surmounting the problems of lack of land. Rural women now operate bank accounts which they now manage themselves. At the inception of the project none of the

women in the societies knew how to operate a bank account, most were intimidated by banks and thought banking procedure was meant for the rich and educated people. This myth has been broken.

Interviews with the Executive Director of LAPO and other top LAPO officers suggest that the economic empowerment programme has, to some extent “changed women’s status in the communities that were selected for the loan disbursement as well as gave their business a different out look. At the state and federal levels, this project has shown that micro-finance can benefit from loan from state, federal and international organizations to improve the standard of living of poor women in semi-urban and rural areas. Many private banks and individual are now interested in either partnering with micro-finance organizations or giving them loans, since it has been demonstrated that such loans can be repaid even with interest”.

### *5.2.3. Contribution to policy changes*

The introduction of policy to integrate women into economic mainstream to enhance their capacity to participate in economic, social and political life and the Financial Sector policy framework for the operations of rural financial institutions are major policy changes which counterparts made a significant contribution to. At local level this has contributed to policy change as the traditional authority usually poses itself as the most difficult institution to change. Bringing women on board is a drastic change in the Ijaw traditional system. There is no evidence that this has influenced any National policy through FADU.

DEC is privileged to participate in several policy meetings where it’s able to contribute new knowledge or knowledge from the field to policy documents. DEC submitted a position paper to the committee that developed the new microfinance policy and framework. DEC currently sits on the Bauchi State SEEDS committee and was invited to participate in the review and development of NEEDS 2 at national level. These are opportunities to make policy changes that will affect the lives of women.

LAPO indicated that, “the economic empowerment project through the disbursement of loans to 25,000 poor women has increased the number of communities and state LAPO micro-finance covers. More importantly, through the wider coverage of LAPO micro-finance services partly derived from Novib’s funds project LAPO as an organization has been in the forefront in influencing and contributing to the Central Bank of Nigeria’s policy, regulatory and supervisory framework for micro-finance organizations in Nigeria.

A major policy change has been the development of a comprehensive policy by the Federal government on micro finance. The emergence of this policy is a fundamental policy shift in the micro finance sector. There is overwhelming evidence to show that the Executive Director of LAPO and, by implication, LAPO played a critical role in originating and shaping this policy. This policy is currently at the stage of deployment. LAPO provided advisory services at different stages of the process. Although Oxfam Novib may not have provided funding support for LAPO’s intervention in the development of the policy, there is no doubt that its support in other areas played some role in positioning LAPO to assume the crucial role that it did in the process.

The On-going EPA (free trade Negotiations) between Nigeria in ECOWAS and the EU under the ACP-EU Agreement has already contributed to significant policy changes.

NANTS provided a harmonized strategic negotiating position for Nigeria and it is based on it that Nigeria is currently negotiating. It has initiated consultations with stakeholders and also conducted the formation of an Enhanced Focal Point on Multilateral Trade by the Federal govt. to advise the Federal Executive Council on trade matters. The review of the adopted Common External Tariff (CET) for EPA was conducted with Nigeria asking for a fifth tariff band and exemptions in certain product lines.

The national Planning Commission set up a Committee to identify areas imperative for studies as a compass for trade policy directions. NANTS is presently working with NOVIB to provide a study on Investment architecture in Nigeria as a guide to decision in negotiating Singapore issues especially Investments in the EPA. The Federal government formally appoints NANTS as the NSA representative and one of the negotiators for Nigeria on EPA and WTO matters.

More people are becoming aware (through NANTS-NOVIB TV programme) of the existence of the EPA with its lopsided implications. Nigerian Parliament is beginning to assert their oversight function by demanding for reports of negotiations on going. The analysis of sectoral and socio-economic implications of the EPA on Nigeria is regularly done through NANTS newspaper serialization on This Day Newspaper.

NANTS partners with ECOWAS and the Nigeria government to present Alternatives to EPA

#### *5.2.4. Contribution to Impact*

FADU has been able to touch the lives of many disadvantaged groups and individuals in many States through programmes implemented with other donor funds such as EED, ADF and Ford Foundation. The impact of the current FADU/Novib intervention cannot be measured fully yet, however there are established indicators as implementation progresses. Over 2000 individuals have been empowered indirectly so far. Women beneficiaries have assumed leadership roles in communities and have also generated wealth thus improving the sustainability of the project. The head of the Ogbejo team, a woman, has been given a chieftaincy title and has been called to sit with conflict resolution and mediation committee in Ogbejo. She is also one of those invited speak to the restive Ijaw youths whenever trouble is brewing. This process had always been the exclusive preserve of men in the communities.

FADU has been able to affect the communities where they are present because the communities are said to record fewer clashes and conflicts. The people are positively affected and economically empowered so they are busy and have less time for conflicts. There is currently a peaceful state in Ogbejo and trade seems to be booming. This relative peace could be attributed to so many other factors but the improved livelihood of women is one.

Though current work on the issue of income and food security is being financed by other development partners like UNDP, The Ford Foundation and The Church Development service [EED/EZE] Germany, the impact observed in the field is worth reporting. The synergy that currently exists will determine how Novib funding can fit into the existing intervention. The micro credit scheme has impacted on the lives of many women.

An interesting group visited was women living in seclusion [purdah] in Bauchi. These women engage in diverse trade within their homes. There seem to be division of products they market and their clients are other women in purdah who send their children to buy from other compounds. This is an interesting system that needs a closer look. The women interviewed were happy to be part of the micro credit scheme; they all want it introduced to other households and women as the positive impact on their livelihood cannot be overemphasised. Apart from being able to help their children with some basic school needs, they are able to meet regularly to discuss other issues and now have a good understanding and respect for leadership. It was an opportunity for them to make demands for more support. The beneficiaries are in control of their monies and are happy about the training prior to receiving the loans. The market women had similar stories to tell. The fact that these women could now save and manage their businesses was attributed to the work of DEC.

According to the records available at LAPO, “The impact assessment showed that 100.00 per cent of the participants obtained loans, which enhanced their household socio-economic status, reduced their poverty score by 7.3 per cent, affected business growth significantly as well as enhanced women’s status in their households and community level through their ability to contribute and participate in decisions making. Although the assessment did not show 100 per cent increase in income, it is expected that as clients progress from one loan stage to the other, loan size as well as income generated will increase. With most of the clients still in the second stage of the loan, it is believed that at the end of the second and third loans, incomes may exceed 100 per cent as well as other benefits that come with increase in clients’ income.

The increasing economic independence of women through their commercial activities with greater spouse and community respect as well as more involvement in household decision-making is a significant change. Positive and visible changes in behaviours/cultural beliefs/attitudes against women are already being experienced. Enhanced livelihood has a great impact on participation and changing perceptions. The ability of the beneficiaries to plan, control and proffer solutions is a good sign that they are willing to further learn if exposed to new developmental ideals.

According to LAPO, “the main strength of the project is that it addressed the first activity (poverty eradication) in the millennium goals and in the Nigerian context suits the national development plan. However, its weakness is the narrow coverage of 25,000 thousand rural women. Considering the fact that the project’s impact has multiplier effects as seen in the impact assessment, the SHEEP project, despite its narrow coverage will go a long way in reducing rural poverty.”

Though the above assessment is true, it needs to be pointed out that the project needs to be more specifically focused on Aim 1. The extension of the project to health and political empowerment issues may have been designed to leverage the economic empowerment component but they need to be separated from the economic empowerment component so that they can be assessed in their own right. In this regard, they would be assessed in just the same way as the economic components of the project are being assessed.

### 5.3. SCO 2.1 Basic health services

*Regional SCO 2.1.1 . : By 2006 the people in West Africa, especially those suffering from the inequitable distribution of basic services or at risk of experiencing unacceptably huge drops in earning power will have access to quality primary health care*

*Regional SCO 2.1.2. : By 2006 people throughout the region understand how HIV/AIDS is transmitted and can be prevented, and have access to affordable and appropriate services, drugs and care.*

This strategic change objective is analysed through the intervention of AHIP, the health component of LAPO and the HIV/Aids workplace policies of different counterparts.

#### 5.3.1. Planned outputs and outcomes (short)

The expected outputs and outcomes of the intervention of AHIP are:

- Enhance the availability and capability of a critical mass of leaders/NGOs/CBOs and groups in both the Formal and Non Formal sectors (NFS) for reproductive health, prevention of HIV/AIDS, and family planning advocacy.
- Establish and/or equip and furnish 10 model clinics or model reproductive health/family planning information and service delivery centres to include voluntary confidential Counselling and Testing, reproductive health/family planning information and service delivery centre and increase the demand for services in existing model clinics.
- Integrate sexuality education curriculum into 2 school carrier subjects (Integrated Science and Social Science) of Junior Secondary School.
- Increase youth outreach through peer education, sports activities, youth centre activities and information dissemination.
- Enhance advocacy for comprehensive sexual education through media outreach, network and coalition building and Information, Education, Communication (IEC) and Behavioural Change Communication (BCC).
- Ensure a highly qualitative and effective project management system through ongoing monitoring of activities with a focus on the results and outputs and regular reporting (twice a year) and the undertaking of evaluation by independent experts.

The expected outputs of the different components of SHEEP project of LAPO were:

#### *Social Empowerment Project:*

- Organize 34 sessions for 1700 female group leaders
- Produce 52 slots of *Bridging the gap*
- Organize 8 sessions of dialogue sessions for 400 participants

#### *Healthy Living Component:*

- Train 100 volunteers as HIV/AIDS care-givers
- Organise 200 leaders of LAPO community-based groups of 25,000 women.

#### 5.3.2. Contribution to practice changes

AHIP now has full gender consideration in staff employment, effective and efficient provision of quality care services to clients and has a continuous staff training policy and practice for effective performance. At programmatic level, the culture of silence around sexually transmitted diseases and reproductive health themes is broken and reproductive health is an issue that can be talked about.

Core leaders from 6 States includes traditional leaders, religious leaders, media persons are openly discussing RH in their constituencies. The huge unmet needs for reproductive health service among women and youth are covered and the clinics record a high frequency rate. Opportunities for dialoguing and building consensus in favour of reproductive health among professionals and policy makers at all levels of the society are created in the intervention area.

Sexuality education is now integrated in curriculum into 2 school carrier subjects (Integrated Science and Social Science) of Junior Secondary School)with AHIP being invited to participate in the design.

The institutional and organisational capacity of AHIP to bring strategic change at local, state and national level has improved over the years and is still open to learn new initiatives to enable AHIP to stay current in the Reproductive Health sector and the dynamic youth development scene.

For the healthy living project, its effect at the community and state levels are assessed by LAPO as follows:

- ◆ Recognition by LACA (Local Action Committee on AIDS) that TBAs (Traditional Birth Attendants) are important community based service providers that can also provide PMTCT and VCT services to community members.
- ◆ Reduction in practices like manicure and scarification activities aimed at HIV/AIDS prevention.

For the social empowerment project, LAPO's records indicate that the main change concerns the behavioural change in terms of obnoxious cultural practices; also Female Genital Mutilation has become unpopular as well as widowhood rites.

### *5.3.3. Contribution to policy changes*

AHIP is a member of the National Working Group on Adolescent health policy; it participated in the production of the National Strategic framework for Adolescent Health and Development. AHIP is a member of the National Working Group on Family Life and HIV/AIDS curriculum development and was part of the production of the National Training Manual for Adolescent health and development.

For the healthy living component of LAPO, it was observed that there has now emerged a developed referral network that involves public-private health facilities. Unlike the earlier policy, government PHC (Primary Health Centres) cannot refer to private facilities. Those Health Workers trained from PHC referring to private health facilities supported for the purpose of PMTCT and voluntary testing services.

Most of the counterparts have HIV/AIDS workplace police in place. DEC is interested in reviewing its workplace policy on HIV/AIDS in line with the Oxfam/NOVIB policy as supported in the work of other counterparts.

### *5.3.4. Contribution to Impact*

In Northern Nigeria those working in Health Advocacy tread with caution as one wrong step could destroy years of efforts. Without good strategic planning and financial support to pay several advocacy visits to possible strategic partners it would have been impossible for AHIP to make the current ground breaking experience in the history of Northern Health advocacy. One of the main recorded successes is Imams agreeing to attend trainings of this nature and they are at the various locations agreeing to preach to youths the need for HIV/AIDS test before marriage, their justification for family planning and the fact that Imams are looking at contemporary issues.

AHIP's impact on the health sector can be felt mainly in the number people who now respond to reproductive health services in Northern Nigeria. There are increased Antenatal care clients, increased access and usage of contraceptives, increased skilled young persons [Setting goals, decision making ability and negotiation skills. Similarly the positive reaction from the Imams at the first ever training of Imams on reproductive health and general family life issues is an added advantage to the cause. The approval given by the Imams on the voluntary testing for intended couple to prevent the spread of HIV/AIDS could be regarded as an impact and a policy change for Muslim communities in Northern Nigeria. This is a delicate area to tread and AHIP must be commended for their ingenuity in this process.

## 5.4. SCO 2.2 Education

*Regional SCO 2.2.1 . : By 2006 more people in the region (both adults and children, especially girls), particularly those suffering from inequitable distribution or high pressure on basic social services, will have greater access to and control over high quality, affordable and sustainable educational services, both formal and informal. The trend of diminishing school enrolment will be reversed.*

The proposal for the Enhanced Girls Basic Education in Northern Nigeria Project got the approval of Novib in 2005. The planning and training period prepared all identified partners for this new initiative that is currently being implemented through the management of AAIN education team.

There is a gap in favour of boys in school enrolment, retention and completion. Action Aid study in 2003 revealed factors responsible for this as; cost of education, school environment, government policies and culture of the people. There are no policies that specifically address gender issues thereby leaving room for the gender gap. EGBENN Project goal is to support and strengthen current initiatives by civil society on accelerating girl's access to basic quality education in Northern Nigeria through advocacy and the establishment and support of school Management Committee. The situation of girl child education in Northern Nigeria is poor and needs serious attention. The reasons behind this is early marriage, inadequate/lack of female teachers is a critical issue in girls education, involvement of girls in income generating activities for the family, at the expense of schooling.

### 5.4.1. Planned outputs and outcomes

- By 2007, civil society (especially women groups) in 3 Northern States advocate successfully for increased allocation of resources and gender sensitive policies and practices for education.
- By 2007, 6 civil society organisations in 9 LGA in 3 States in Northern Nigeria participate effectively in the planning, monitoring and evaluation of educational plans and budgets.
- By 2007, a child friendly school environment is developed and good governance is practised through the establishment of School Management Committees and Parents Teachers' Association (PTA) in 3 primary schools in 3 local government areas in 3 Northern States of Nigeria (27 schools).
- The numbers of girls that enrol remain in and complete basic education will increase in 3 Northern States in Nigeria by the end of 2007.
- Another positive outcome is the mechanism that are been put in place that would provide the citizen the space and ability to engage the duty bearers. Furthermore, this mechanism and the participatory approach applied from the beginning assure the sustainability of the intervention.
- Best practices are documented and shared at local, national and international level through CSACEFA and ANCEFA.

### 5.4.2. Contribution to practice changes

Though the programme is at the inception phase, the following positive changes have been recorded as the result of the participatory process among which the establishment of School Management Committees (SMCs)- a School Community-based institution aimed at strengthening community participation and mobilization for education delivery, established in 3 Communities, 3 LGAs in 3 States of Kebbi, Zamfara and Sokoto States

The development of Mechanisms for consultation between public authorities and civil society created space for meaningful participation in monitoring and decision making in education and increased the participation of excluded groups especially the girl child in basic education



One can also note the positive change in conception of Islam girls' education, the decreasing involvement of girls in Hawking at the community level during school hours and the gradual change in gender roles and relations.

At community level there has been tremendous practice change even at this stage of intervention. The peaceful and interactive platforms for discussions and community development with the voices of women more enhanced in the process of decision making is a major practice change particularly in Raishe community in Kebbi State visited.

#### *5.4.3. Contribution to policy changes*

At policy level, much has been done so far in the three focused States of Sokoto, Zamfara and Kebbi. Efforts have been put into lobbying for the passage of Bill on Gender sensitive policy in Education in Zamfara and Kebbi States. Other policies changes including the review/activation of Policy Against Withdrawal of girls from schools have been initiated in Kebbi State; the policy statements have been made against hawking by girls in Kebbi State and on Equal Access to Education in Sokoto State. All these actions are led by partners of Action Aid International Nigeria and community leaders from focused communities. For these community leaders and REFLECT facilitators this is creating new opportunities for policy engagement.

The existing relationship between AAIN and the National Assembly creates an enabling environment for a feedback and information sharing mechanism that enables AAIN to share outcomes with National Assembly members. Through an E-magazine the dedicated staff, shares information on inputs and outcomes at the National Legislative level.

#### *5.4.4. Contribution to Impact*

In terms of impact, the capacity of 28 School Management Committees is built to promote good governance including child friendly environment in the various pilot schools. At the same time, the capacity of civil society and other stakeholders such as Local Government Education Authorities have been enhanced through training on Participatory Monitoring and Evaluation, participatory methodologies and baseline methodologies.

There is appreciable increase in enrolment of both girls and boys in all the target communities. It is however important to monitor retention and this should constitute part of the action plan for the next programme of activities.

The Islamiya School in Sokoto State is coming up as a model that can become a point of reference in Sokoto State. The Education Secretary interviewed indicated that the outcome of the EGBENN project is the setting up similar schools in ten communities. It is for the AAIN partners in Sokoto State to monitor this proposed intervention at LGA level and possibly assist with implementation or management. The Islamiya School has recorded appreciable increase in girls' enrolment while the Local Education Authority School has fewer numbers of girls.

As revealed from the project results, various strategies are being developed at both state, local levels and community levels to address the problems of low enrolment, retention and completion rates of girls. These include advocacy visits to policy makers, traditional, religious leaders in the communities as well as sensitization through the Media and the organization of Local Drama groups in the various communities which highlighted the harmful effects of denying education opportunities to girls as well as reinforce practices that would encourage girls' education.

The School Management Committees (SMCs) were formed in 28 School Communities with subsequent inauguration of 11-member School Management Committees in all the 28 Communities. Membership 235 across 27 Communities are made up of 28% females and 73% males.

The capacity of Civil Society Organizations is built on Participatory Monitoring & Evaluation and Baseline Methodology – 46 Participants made up of 20 females and 26 males drawn from Civil Society Organizations including the Federation of Muslim Women Association of Nigeria and Muslim Sisters Organization, Government Ministries- Education, Women Affairs, Universal Basic Educations Boards, Local Government Education Authorities,

The committees undertook advocacy visit to the Commissioner of Education in the States Ministries of Education, Ministries of Women Affairs, State Universal Basic Education Boards (UBEB), State Houses of

Assemblies, Village and District heads within the Local Government Areas of Intervention, Local Government Education Authorities.

The community people were opportune to receive first hand information on budget issues, were conscientized, and demonstrated the willingness and commitment to engage the decision makers.

Linkage was established with major potential Change Agents within the key Ministries such as Education, Women Affairs as well Youths and Sports, Government Agencies such as the Universal Basic Education Boards, and Houses of Assemblies. At the same time, working relationships were established with relevant Media houses including the National Television (Nigerian Television Authority) and local Media.

### 5.5. SCO 3.1 Emergency aid

*Regional SCO 3.1.1. : Fewer people will die, fall sick, suffer deprivation in the region because of the prevention of emergencies linked to armed conflict and natural disasters.*

*Regional SCO 3.1.2. : Fewer people will die, fall sick, and suffer deprivation in the region because of an effective response to emergencies linked to armed conflict and natural disasters.*

*Regional SCO 3.2.1. : Fewer people will suffer from personal or communal violence with special emphasis on women, girls, minority and marginalised groups.*

Since 1999, when the current democratic government was put in place, Nigeria has experienced several disasters and displacements as a result of communal clashes. The role of civil society has been quite visible in the process of proffering peace initiatives, conflict resolution and management. Many successes were recorded. During the Military administration, organized civil society had no space to act or contribute their efforts. This led to a dearth in civil society's activities towards responding to emergencies. Prior to the emergence of the National Emergency Management Agency, the Red Cross in Nigeria was the only viable organization to come out strong in providing relief services and responding to emergencies generally. After the bomb blasts in Lagos, and the movement of displaced persons from the crisis in Liberia and Sierra Leone, it became apparent that the government needs to set up mechanisms that can cater and respond to such national and sub regional disasters. This was also a good opportunity for civil society to organize itself around this area.

#### 5.5.1. Planned outputs and outcomes

The main outputs planned for project of Humanitarian Emergency Respond Development [HERD] are the following:

- A customised code of conduct, appropriate standard practices, contingency planning and systematic monitoring and analysis of humanitarian crises response available and familiarised amongst at least 100 CBO s.
- Existence of a balanced capacity of network members from the six geopolitical zones to monitor, capable analyzing and responding to humanitarian crises in their respective zones.
- Heightened civic consciousness and multi-level commitment towards humanitarian crises response in Nigeria through platforms for multi-tracked relationships with critical stakeholders towards concerted approach to intervention and response to humanitarian crises in Nigeria.
- Acceptance, collaboration and co-operation by communities, institutions, agencies, associations and opinion leaders with WANEP-Nigeria towards achieving systematic civil society intervention in humanitarian disasters/crises trough substantiate WANEP-Nigeria's commitment to provide supportive roles during humanitarian crises in Nigeria.

The project is also designed to build the skills of WANEP Nigeria member organisations for humanitarian crisis management, educate diverse local communities on collaborative relationships to address humanitarian crisis when it occurs. Network members work as change agents to support social change, work effectively within their target communities and also develop an effective networking and communication process that ensures resource pools to avert crisis within local communities.

### 5.5.2. Contribution to practice changes

The capacity of members has been enhanced to a very high extent and this was attested in the field. Member organizations interviewed were impressed about the fact that they now know how to identify early warning signs and intervene appropriately. They have also done some step down training with their various partners in rural communities. Many crisis prone issues have developed lately but the early signs mechanisms have been very helpful in working with key actors before conflicts escalate. WANEP uses the opportunity at its disposal to engage with various government agencies working in conflict. Notable among these are the Institute for Peace and Conflict Resolution [IPCR], National Emergency Maintenance Agency [NEMA] and the scores of NGOs it has trained now engage with relevant agencies at state level. According to one of the Directors of Forward in Action for Education Poverty and Mal-Nutrition [Face-Pam] an NGO based in Bauchi and member of WANEP, Face-Pam now works in the area of Human Rights and avoidable conflicts in Bauchi, Gombe and Taraba States, and has been serving in the North East zonal assessment set up by the Institute For Peace and conflict resolution. WANEP partners with the RED CROSS in acting on diverse emergency issues.

### 5.5.3. Contribution to policy changes

WANEP has contributed to several policy issues in the promotion of peace and responding to emergency issues. In recognizing WANEP's effort, NEMA has invited WANEP to work with them in preparing strategies for better response mechanism. WANEP is also working with IPCR to develop training modules for peace maintenance.

### 5.5.4. Contribution to Impact

Emergency preparedness is all about protection of the lives and properties of citizens in the event of an emergency. Through HERD project, WANEP has been able to intervene in emergency situations and also inform the public of disasters happening in the country. A newsletter Emergency Response and Development is now in publication and it's widely distributed. The recognition of WANEP's work by government is a positive impact but most importantly is its grassroots influence where partners of member organizations are being reached.

## 5.6. SCO 3.2 Conflict prevention

*Regional SCO 3.2.1. : Fewer people will suffer from personal or communal violence with special emphasis on women, girls, minority and marginalised groups.*

The dearth of women in governance and decision making is attributable to most of the foregoing cultural barriers and stereotypes, which translates into financial handicap and exclusion of women in governance and decision making at every level of society – home, office, government, health, factory, community etc. Yet women have the capacity to play important meditative roles in conflict situations. Tapping these innate resources is essential for the development and progress of any nation. Nigeria needs all the resources at its disposal for the maintenance of peace and security. WIPNET is one of the strategies to attain this goal.

### 5.6.1. Planned outputs and outcomes

Women in Peace building Program (WIPNET), articulated around capacity building, information sharing and learning by doing aims to ensure that women are not just seen as passive victims in conflict and peace but as reliable, qualified partners with men.

The objectives of the three years program:

- Strengthen national coalition of 100 women in peace building organisations, mobilize them to act collectively and mutually support each another on peace and security issues.
- Build the capacity of women to participate in formal peace processes and peace building initiatives, policy analysis and advocacy. support

- Improve local rural women's access to basic skills and knowledge of community peace building by translating existing training methodology into indigenous Nigerian languages in 20 communities in 5 geo-political conflict prone zones.
- Establish community radio program for women ensuring women's right to be heard at the grassroots level in 47 conflict prone rural communities in Nigeria in 22 States.
- Design a participatory lessons learned process through consultations and annual conferences to design initiatives, assess progress of the program, guide future initiatives and inform partners and policy makers.

### *5.6.2. Contribution to practice changes*

Within the short period of programme implementation there is considerable change in practice. The Women in Peace building program in Nigeria currently operates in Kaduna and the Niger Delta, with a view to expanding to Middle belt, Lagos and Enugu in the next three years. First many women focused NGOs are now part of WIPNET. A mass of women have been trained in conflict prevention and management. WIPNET now has four active networks of about 80 women's groups in four geo-political zones in the country with a focal person overseeing the affairs each zone. The zones are functional and active as evidenced by the several activities conducted. This is an improvement over the two previous networks. The level of commitment and success reported by each geopolitical zone is surely an indicator of progress. WIPNET Members are all willing to commit their finances and time to working for peace.

In Jos, North central, WIPNET also paid an advocacy visit to the Commissioner for Women's Affairs and the Commissioner declared her membership in WIPNET. Even without the Step-down trainings at the community level, membership in some of the networks has expanded as different women's groups have come to identify with WIPNET's goal, vision and mission. WIPNET members in Enugu, South East, made outreach to women in Ngwo, a town that has been engulfed in violent conflict which came to crescendo in the last quarter of 2004 with a crisis that recorded a massive loss of life and property. WIPNET-Enugu stepped in and effectively sensitized the women on how they as women could bring peace to their conflict. At the end of the meeting Ngwo women nominated five of their members to work with WIPNET and develop a blue print for peace in the town. This process is still ongoing.

All the NGOs contacted are aware of WIPNET activities. They indicated their optimism over the development of WIPNET and its importance in delivering Peace building programmes led by women in rural communities in Nigeria. The networking and information sharing amongst WIPNET members across the country gives members a sense of belonging. The growing visibility and importance of WIPNET in the country as evidenced by the willingness of more groups and individuals to join the network is an indication of the acceptance of WIPNET as a rallying point for women in the country.

### *5.6.3. Contribution to policy changes*

On the platform of the Annual lessons Learnt conference, WIPNET engaged the Federal Ministry of Women Affairs, represented by the Minister, who attended and presented a paper titled; "United Nations Security Council Resolution 1325: a platform for women's involvement in Peace building in Nigeria" informing participants that not much has been done on domesticating the Resolution in Nigeria but in the interim she expressed her willingness to collaborate with WIPNET. This new partnership has provided an opportunity for WIPNET to infuse its Gender Policy Framework into the National Gender Policy. The forum was viewed as a very credible platform for the discussion on issues of women, peace and security.

WIPNET also contributed to the National Political Conference in Abuja in 2005, presenting its position on the domestication of CEDAW and the realisation of the United Nations Security Council Resolution 1325. For example, WIPNET members in Enugu, Southeast in collaboration with the State's Ministry of Women's Affairs have been able to put in place an anti-discriminatory policy to promote the human rights of women in public transportation. A Chief Executive Officer of a Mass Transit company has adopted this and other key companies are in the process of doing the same.

The positive response of government officials to WIPNET activities is an indicator of recognition and acceptance of WIPNET and its work at policy level.

#### 5.6.4. Contribution to Impact

Women in Peace-building is a good initiative because it provides an entry point for women particularly in peace keeping – via the consultative meeting to step down to the grass roots to make the effect felt at local levels.

IPCR has requested WANEP to organize a workshop for them in peace building. Though the project is less than two years, a lot has been achieved. Notable is the recognition by the Ministry of Women Affairs and collaborations with WIPNET by State officials at State and Zonal levels. Another key impact is the knowledge base of partners or members that had increased as a result of the training programmes they have been exposed to. More NGOs have been introduced to Peace building processes. The target was 100 NGOs but today 159 members including 9 media experts are registered with WIPNET. WANEP and WIPNET are well positioned to use the strength they currently possess in maintaining peace. The challenge this brings is heightened expectation on the activities of WIPNET towards maintaining peace during the 2007 elections.

Strategies for the successful take off of the Voices of Women community Radio Program: VOW has been developed and a credible team of media experts are working towards this. The several activities held at the different geopolitical zones to commemorate both the International Women’s Day and the International Women’s Day for Peace and Disarmament, such as peace check points, position papers, talks, panel and television discussions on the essence of peaceful co-existence and the dangers of proliferation of small arms in the country.

#### 5.7. SCO 4.1 Social and Political Participation

*Regional SCO 4.1.1: By 2006 marginalised people in West Africa will know their civil and political rights and be able to engage in civil and political processes and decision-making.*

*Regional SCO 4.1.2: African civil society representatives are present and effective in international policy and decision making for a and processes*

This is assessed through the work of CDD. In 2000 CDD decided to begin work in the Niger Delta under the “environment” cluster of its work. The eventual work consisted of building a critical successor generation through (i) training and exposure to policy makers and (ii) the establishment of a Leadership Fund for Youths following through with a leadership fund. The targets were young men and women between the ages of 18 and 35.

##### 5.7.1. Planned outputs and outcomes

- ◆ To build a critical mass of young men and women with the capacity to organize change at community level
- ◆ To document experiences at training for use as training modules and policy advocacy
- ◆ To facilitate intergenerational dialogue between youths and elders both at the levels of government and the communities
- ◆ Young men and women who are empowered for community level organization
- ◆ Identification of ways in which young men and women can exercise voice and agency to influence change at different levels of governance

##### 5.7.2. Contribution to practice changes

The Federal government has demonstrated more flexibility in responding to the agitations in the Niger Delta; agitations that are largely youth based. Evidence of this can be seen in the decision of the government to set up yet another committee that includes youth leaders on the problems of the Niger Delta. While this decision cannot however be attributed to the work of CDD and its partners in the Niger Delta, it demonstrates the crucial role that youth action can play in shaping public policy. The project of CDD ties into this because it seeks to define ab initio what forms of action youths can take.

### 5.7.3. Contribution to policy changes

This project was not designed to produce policy changes at any of the levels of governance. It was meant to lead to practice changes and impacts.

### 5.7.4. Contribution to Impact

CDD officers report that the projects have had a major impact upon the target groups. As a result of the projects, CDD reports that:

- Periodic stakeholder dialogues now take place in some communities between youth and local government authorities
- More youth are now involved in human right advocacy through the establishment of the Niger Delta spider Network
- Youth in committees are now more empowered for human rights advocacy and more involved in it because of access to IT facilities

The Executive Director of AGREMO, one of the beneficiaries of both the leadership training and the Leadership Fund acknowledged that:

*“Well the other impacts again too I would love to say is that within that particular training because I can still link it to that particular training. Within that particular training we were able to like carry out visit to (1) The House of Assembly (2) a local community in Bakassi. The visit to the House of Assembly was to give us or introduce the youths to legislative procedures - in case you have a case to complaint, how do approach your Rep in the House of Assembly and all those kinds of things and when we now visited one local Community in Bakassi, we also able to interact with the community and based on that they were now telling us that their own Councilor and House of Rep member have not been coming home after the election and all those kinds of things; so we now mobilized them to write a letter to the two persons both the Councilor and House of Assembly Representative for them because basically what they were looking for was an assistance from them; how they can renovate their school and I can tell you now because of that letter that was written jointly at CDD part of advocacy work during their training here and they left and we like hold on that letter and now a good structure school building has been erected in that community by NDDC now.”*

The Executive Director of KEBEKATCHE Emem, another beneficiary of the CDD Project also said:

*“We trained 30. As a result of that program, women in Ubio after the follow-up workshop as at the last time we met with them they told us that about five of them have registered as members of a political party and are ready to be actively involved in politics and they have also started asking questions about how to relate with the local government, how to be involved with political parties, not that they just want to be members and sit down. They want to know how things are going on, what they can do to be part of the system.”*  
*“It (the leadership fund) has helped us to start because that project was part of our organization program for the election so it helped us to start that process of working towards sanitation of women in politics. (2) Our own staff capacity was also built up because we brought resource persons from outside the organization. (3) We also added to our own profile tract record, indent profile, printed posters”.*

## 5.8. SCO 5.1 Identity

*Regional SCO 5.1.1: Women, ethnic and cultural minorities and other groups oppressed or marginalised by reasons of their identity, will enjoy equal rights, status and services with other people of West Africa.*

### 5.8.1. Planned outputs and outcomes

Following a 1997 research into trafficking under the auspices of the UN Reporter on violence, Trafficking in Girls became one of the issues for public sensitization efforts in Nigeria. GPI was at the forefront of these efforts. By the end of 2000, GPI was desirous of doing more work on the issue but needed to be guided by adequate information and data on the matter.

The need for the implementation of comprehensive sexuality education in schools became imperative as a result of the following:

- The findings of the research into trafficking in girls recommended the teaching of personal empowerment skills to enable children say NO to traffickers and their agents
- In the course of enlightenment campaigns that was executed with support from UNODC GPI found that a lot of girls being trafficked were pressured by their parents thus bringing about the need to teach them how to say no to negative parental pressure in a society where parental judgements are sacrosanct for girls
- Sexuality education curriculum with the necessary personal empowerment skills already existed at the national level following earlier collaborative efforts by GPI and others under the leadership of Action Health Incorporated. The teaching of Sexuality education was yet to be implemented in the four states where GPI had centres

Two fold objectives are pursued by GPI:

- To reduce the incidence of trafficking in girls, and increase gender sensitivity and improve conditions and position of girls and women through the teaching of sexuality education in junior secondary schools in the four states GPI programs in.
- To pressure the Ministry of Education to act and to ensure the continuity of the program even after the exit of the current political dispensation, GPI decided to commence with the putting in place of a law to back up the implementation of the programme.

The expected outputs of BAOBAB are as follow:

- The transfer of information from global to local through e-mail and internet is facilitated through the enhancement of the capacity of outreach teams of Baobab in the area of information and communication technology as well as the strengthening of the communication network between the teams and Baobab's co-ordinating office.
- The participants of the paralegal training in 14 states contribute to the knowledge and conscience of the role of religious and customary laws as well as statutory law in the position of women in society through, in addition to their work as paralegals, sharing their experiences with their colleagues and/or community members;
- Women's participation and leadership in various spheres of social interaction and decision-making is enhanced and the idea of horizontal leadership is promoted within several spheres in 14 States.
- 28 participants of the 14 volunteer outreach teams of BAOBAB are trained in the use of internet and e-mail;
- A paralegal training organised in each of the 14 outreach states for individuals from NGOs, CBOs and/or individuals from different sectors of work who have a keen interest in working as paralegals and are committed to human rights. The groups are mixed, but female dominated, with an average of 25 participants for each training (total 350 participants).
- Leadership-training sessions organised in each of the 14 outreach states in collaboration with Women's learning Partnership (WLP) for NGO activists, domestic workers, extension workers, women in the academia, community leaders, civil servants, etc. Each workshop convened an average of 20 to 25 participants.

### *5.8.2. Contribution to practice changes*

There is increased awareness of the danger that human trafficking poses to girls in particular and society in general. NACATIP has regular meetings in Benin and members of NACATIP are interacting with government officials at different levels.

BAOBAB activities have contributed to practice change particularly with lots of women breaking the silence and seeking for help and justice as a result of violation especially in the area of domestic violence. BAOBAB has a good relationship with the press [both print and electronic] for its activities and intervention which influence the public in decision making. Baobab does not pay for coverage yet her programmes always records a large turn out of the media.

### *5.8.3. Contribution to policy changes*

Some state governments with the intervention of GPI, notably Edo State already has a law in place against human trafficking while other states, like Cross River and Delta have indicated their willingness to

commence legislation in the same direction. There is a Resolution on the adoption and implementation of Family Life and HIV education curriculum in Edo State. At the national level a curriculum on Family Life and HIV Education for adoption at the secondary and tertiary educational levels has been developed and may soon be deployed. There is now more respect and recognition for GPI among Government agencies. This has led to invitations to GPI from Government agencies to train women on income generating skills in Delta State, train teachers in Cross River State and execute programs to address HIV and AIDS in Edo State.

Baobab's legislative advocacy has yielded some good results at State levels. Baobab continues to work with partners at National level to achieve more results for a wider coverage. It leads on the advocacy towards the passage of a legislation banning all forms of discrimination against women.

At National level, BAOBAB was instrumental along with others for the passage of the child right act. The law against trafficking in women and children have been signed at National level and at State level, adoption of legislation banning harmful tradition practices against women such as FGM, widowhood rites, early child and/or forced marriage have been effected in Bayelsa, Ogun, delta, cross river, Ebonyi and Edo States.

A law prohibiting infringement of a widow and a widower' right has also been passed in Eboyo and Enugu States.

BAOBAB initiated the CEDAW Coalition that wrote the first Shadow Report on the Nigerian Report to the CEDAW committee at the United Nations. Subsequently the Nigerian Government has contacted BAOBAB and the other NGOs for Subsequent reports.

#### 5.8.4. Contribution to Impact

Target groups are having an increased awareness about the components of Curriculum for Sexual Education. A greater appreciation of the impact of the campaign for a law on trafficking can be obtained by relating the evaluation of the potential victims who are now students at GPI centres. GPI girls have been impacted upon by the programme and as many of them report (see transcripts of FGDs and interviews), they have been able to intervene to stop trafficking.

The experiences narrated by at one GPI graduates during the FGD are particularly illustrative in this regard:

*“this happened to my younger sister, a woman, my neighbour came to my house one day and said to my mother that this your daughter is beautiful and very big, that my mother should give her about ₦10,000; that they will take my sister to Italy. So my mum was about gathering the money, but I called my mum and asked her what she was doing that she does not know where they want to take her daughter to Italy. But she had asked my sister to stop going to school; that she will soon travel out of the country. My sister also, told me happily that she will soon travel out and I asked her to where? I called my elder brother and told him what my mother was about to do, that she was making plans with our neighbour for my sister to travel abroad. I also called my younger sister and told her what I have been taught in GPI about travelling. I even gave her my GPI note about traffics, so she went to my mother and told her she would not like to travel again.”*

BAOBAB is also an action oriented organization. It has assisted many women in pressing charges in cases of rights violation at family level. The first case which BAOBAB initiated campaign around was that of Saffiya Hussein Tumgar. BAOBAB and other NGOs worked together on Amina Lawal's Case. It was a celebrated case against Amina who was to be stoned to death for purportedly committing adultery. The International and national advocacy that followed led to the release of the woman. This singular act has halted similar accusations. The fact that, lots of Women Living under Muslim Laws now have a good idea of what the laws say about their plight is of great impact as women have request assistance towards legal actions that will help them seek redress appropriately.

#### 5.9. Level of synergy among the various SCOs

Most of the counterparts have developed working relationship and are also engaged in the networking activities which are not supported or facilitated by Oxfam Novib. The analysis below only refers to the Oxfam Novib supported programmes.

There is almost no synergy within and between the different strategic change objectives. Most of the interventions as preliminarily indicated are not geographically focused so counterparts (even those working on the same SCO) have very little interactions and Oxfam Novib did not initiate any specific action as to build that synergy. Sometimes, the operational strategies within the same SCO differ from one counterpart to



the other; for example micro finance organisations have different types of contract: Fadu has a grant while LAPO has a loan and DEC has an institutional support. All those counterparts do not seem to be aware of the different types of support, not even the reasons for the difference. Besides, there is little connection between the micro finance organisations and the counterparts like ERA and RRDC which are also expected to make a contribution to the same strategic change objective. ERA and RRDC though working on the same issues have very little exchange on their strategies and experience as to develop mutual support.

Interventions in sustainable livelihood have no connections with those in social and political participation or conflict prevention/peace building, which is necessary in a country where the critical issue is about resource management and control and is also the source of many conflicts. CDD and WANEP experience would have been very helpful if they were also focussed on specific areas where natural resource control is crucial.

The education project and that on reproductive health which are both working on cultural and religious issues related to the girl child in the Northern states have not developed any synergy which would have been mutually beneficial. Both interventions work on strong gender issues and could have learned a lot from Baobab's experience on the rights of women/girl under Islam and that of GPI on girls' empowerment on reproductive health in curriculum.

## **6. Assessment of Oxfam Novib's contribution of the results achieved**

### **6.1. Importance of Oxfam Novib's support to the counterpart's programs**

The support of Oxfam Novib has been crucial for the success of the different projects. Though Oxfam Novib is not a sole donor in most cases, its support accounts is about 35-80% of the funding received by most counterparts. More critically, Oxfam Novib accounts for about 70% of the support that counterparts have so far received for strengthening their institutional capacity. It follows that without this capacity building support, counterparts would have been unable to deliver on their projects.

There is no doubt that Oxfam Novib's support has been crucial for the level of results attained. This can be illustrated in the following comments:

The Executive Director of RRDC admits that:

*"Without this support, the projects would have taken a much longer time to prosecute, expected results would have been delayed, the threat to livelihoods among local communities in the rainforest would have been higher and the campaign would have been more difficult."*

GPI acknowledges that *"the contribution of Oxfam Novib to the results attained has been crucial as between 80% to 100% of the funding support for the various projects was provided by Oxfam Novib."*

### **6.2. Influence of Oxfam Novib's policies and management practices on the counterparts's programs**

Oxfam Novib's policies and management practices especially the toolbox influenced the management/organisational capacity and the strategic planning of the counterparts.

#### *6.2.1. The management and organisational capacity*

Counterparts like FADU, DEC, GPI, AHIP, ERA and RRDC learned from the risk management methodology used by Oxfam Novib in its appraisal process (the toolbox) and have used it for self evaluation and feel that this enhanced their strategic planning capacities.

The Oxfam Novib toolbox is now used in assessing the risks and opportunities involved in all projects executed by Baobab for better strategic positioning and to achieve necessary impacts.

It has also helped in improving the organizational monitoring and evaluation systems along with its accounting system of AHIP with a multiplier effect on its strategic planning meetings with its Staff to assess risks and opportunities that each project might pose to the organization, its partners and sponsors and have learnt to discuss this openly.

According to the management team of FADU the internal management structure and organizational policy received a positive boost since the relationship started. FADU is particularly impressed by the Oxfam Novib toolbox and opportunities to meet and share experiences with other Oxfam/ Novib counterparts.

The influence is marked in the areas of reporting, goal definition and strategic planning. It is also marked in the area of organizational development in ERA.

According to ERA, ‘Novib supplies the “base” of our work by providing institutional support for even ERA’s tobacco campaigns which ERA and other global NGOs are winning’.

This influence is also confirmed by GPI officials as illustrated as follows:

*“(The support of Oxfam Novib) has helped us to re-evaluate our method of writing report; the program officer was very respectful of our GPI policies, practices and priorities. A coincidence in our joint desire to make a difference in women’s visibility facilitated the partnership; more attention is now being placed on measurement of project outcomes”.*

Some counterparts refer to it as:

*“A management practice that had not been requested of them by other funders, being able to compartmentalize issues and areas of intervention makes it easier for action and evaluation”*

DEC has been working with many donors but the influence of Oxfam Novib on their management and administrative style for this short period is commended. They always knew there was need for a review but it was the visiting Novib team that facilitated their identification of their weaknesses particularly as their programme was growing in such an enormous scale meeting the needs of more people in a very positive manner.

The appraisal process instituted by Oxfam/ Novib is a commendable process both for the counterpart and all its partners who see it as an opportunity to analyze their individual organizations. Though AAIN already had an HIV/AIDS policy, Novib style was an innovative addition which has been shared with all partners and coalitions for greater impact.

Though AAIN has a regular evaluation mechanism in place the Novib style is an innovation that has enhanced the AAIN system towards self evaluation of projects. This system is passed on to AAIN partners as well. This has also developed the reporting pattern on all projects managed by AAIN.

CDD officers assessed the influence of Oxfam Novib on their internal processes this way: ‘In the course of implementation we faced the challenge of monitoring for post implementation trends. We had to recruit a full time M & E officer to monitor and evaluate in a more structured manner’. In effect, the project affected the organizational structure of CDD. However, CDD complained that the tool box was complicated to use and that overall, it is wrong to put development issues in neat boxes.

The influence of Oxfam Novib is also acknowledged by ERA’s leadership. The influence is marked in the areas of reporting, goal definition and strategic planning. It is also marked in the area of organizational development in ERA.

### *6.2.2. The strategic planning of counterparts*

In terms strategic planning, counterparts like WANEP, BAOBAB, AHIP, RRDC and Action Aid testified that they have improved their strategic planning as a result of the application of the toolbox.

This process is one of the practice change within WANEP which is now been adopted in all other programmes. It also has raised the profile of WANEP. WANEP management sees the partnership as very strategic because HERD will be positioned to respond to critical emergency situations in Nigeria. The partnership they posited is of good quality and there is already visible positive effect of the relationship on all WANEP’s projects. The HIV/AIDS policy in the work place also gave WANEP a strategic positioning of its views and practice on HIV/AIDS in Nigeria.

BAOBAB started holding strategic planning meetings in 2000 before Oxfam Novib started funding them; as a result of Oxfam Novib’s involvement BAOBAB now has HIV/AIDS work place policy in place and the staff and members of the 14 outreach teams have received training on HIV/AIDS.

Oxfam Novib's requirements for funding the projects have enabled RRDC to attain a better focus on its strategies and objectives. These requirements encouraged RRDC to reduce the number of its strategic objectives to a more manageable and achievable level.

- It has broadened the scope of RRDC's work and enhanced staff skills and development
- It has increased the productivity of RRDC staff through provision of equipment

According to Action Aid:

*"The Novib project is a catalyst design wise. As it is socially mobilizing the communities to enable them look at themselves and appraise their level of development. This process is in line with Action Aid's idea of using RELECT to socially energize the community where they work".*

This partnership has opened AHIP to other donors and actors wooing AHIP for collaboration. HIV/AIDS being one of AHIP's core areas of work, the Oxfam Novib's workplace policy was new to AHIP and has been adopted. So AHIP now has a work place policy on HIV/AIDS and this is also an advocacy tool for use by all AHIP partners.

It is not also clear whether some internal push factors at Oxfam Novib level (microfinance and corporate sector) have not influenced counterparts in their strategic orientations; for instance ERA and RRDC as activist organizations on environmental issues are now orientated into community development without a proper the organizational capacity (number of staff) and technical capacity to meet the new requirement of project implementation (need assessment, regular monitoring and evaluation, reporting etc.). The cooperation between Unilever and RRDC is somehow facilitated by Oxfam Novib; it is not certain whether it is a fully owned strategic decision of RRDC.

The Allanblackia project, despite its prominent objectives, is yet to have the full adhesion of communities and this is not without any incidence for the image of RRDC and Oxfam Novib. Participants at a focus group at Ikom are unanimous:

*"The main beneficiary of the project is UNILEVER, not the project communities. UNILEVER is being helped by Oxfam Novib to acquire raw materials at questionably low and exploitative prices. The question arises as to why Oxfam Novib should be facilitating the acquisition of raw materials by a multinational company that has resources to organize for its own raw material needs, UNILEVER is exploiting us (UNILEVER is paying N10 per kg in some places, N15 in some others and N25 in yet other places). Those of us involved in the project are being laughed at and called fools by neighbours because UNILVER has particularly failed to buy the Allanblackia nuts that we have so far collected from the forest. As a result, we have resorted to burning the Allanblackia nuts as wood fuel"*

### **6.3. Programme synergies at CCP level (including linkages with OI affiliates and role of campaign and lobby advocacy department)**

One of the major synergy at core country level is related to the linkage with Oxfam GB.

The collaboration has been intensive and successful with the partnership around ERA on oil extractives, the Global Action against Poverty, the MDGs.

Research conducted by Oxfam Novib on agricultural products has been a substantial input for the global campaign on trade.

However this collaboration has been less successful in the EPA process. Oxfam Novib is currently supporting NANTS while OGB is helping NTN to establish and to act as the only national network and each network is seen as *"the baby of its funders"*.

Both networks are quite vital for the EPA process and the current conflict instrumented by the two donors can cause a serious problem of leadership which can hamper the full contribution of non state actors to the EPA negotiations.

### **6.4. Quality of partnership**

The overall relationship of Oxfam Novib with counterparts is evaluated as *'cordial, warm and shows flexibility for project implementation as events may dictate in relation to work plan'*. The overall assessment of the quality of the partnership can be summarised as follow:

#### 6.4.1. Core funds, linking and learning as an added value

Oxfam Novib is classified better than other donors / development partners because of its periodic visits to program sites and its cognisance of existing organisational strategies and plans in prioritising projects to be funded. Other important aspect of the quality of the partnership is the provision of core funds and the linking up grantees and sharing information about them with institutions within its network. The participation of counterparts in the workshop on the HIV/AIDS and KIC has had significant impact on the counterparts.

#### 6.4.2. The improvement of counterparts' internal practices, through the application of the toolbox

The appraisal process has improved their in house analysis and appraisal of their work.

The new system being introduced by Oxfam NOVIB has encouraged counterparts to review their internal policy document giving closer look to the systems in place, identifying weak points and coming up with new innovative ideas with the help of good management consultants. It has enabled counterparts to reassess themselves.

#### 6.4.3. Many questions and same information several times

One of the major weaknesses in the quality of the partnership between Oxfam Novib and the counterpart is related to the information flow and the follow up. Most of the counterparts believe that Oxfam Novib tends to demand more details than most of other donors. *"This is possibly because they are resident outside the region so we cannot take it for granted they are conversant with some of the run of the mill things in our work"* commented one counterpart.

Other weak points in the partnership are related to the undue length of time between submission of the proposal and funding and the expecting audited accounts bearing time periods same as grant periods but disregarding the financial year of the organisation.

## 7. Overall analysis

Many of factors contributed to the attainment of the results of counterparts. The analysis below highlights the specific roles played by the context factors, the other development actors, the capacities of counterparts and Oxfam Novib's policies and management practices.

### 7.1. Role of context factors

One of the major factors in the country which had a significant role in the work of civil society actors in the various sectors is the shift in the political situation. Nigeria made a move from a military regim to civilian rule thus creating an enabling working environment for civil society actors. The general impression of "civil society" being the "enemy of the government" has changed and the government is no longer spying their activities. The image of the country has therefore improved abroad.

The country engaged a series of reforms like the elaboration of the National Economic Empowerment (NEEDS) at state level (SEEDS), local (LEEDS) and at federal capital state (FEEDS). The country has also committed to the Millennium Development Goals (MDGs) and has benefited from the Paris club debt relief. The fight against corruption and resource mismanagement with the establishment of the independent corrupt practices and relevance commission (ICPC) and the economic and financial crimes commission are also part of the enabling environment which impacted the intervention of counterparts.

As far as **environmental rights** are concerned, the contextual factors that have impacted upon the results attained include the general recognition of the environmental problem in the Niger Delta as a metaphor for the environmental problems in Nigeria and the existence of various advocacy and militant groups in the Niger Delta whose activities also draw attention to the environmental problem in the Niger Delta.

In Cross-Rivers, one can also account people's desire to participate in environmental driven programmes because of their need to protect their sources of livelihood and the high level of poverty in the area; actions that promise to alleviate poverty receive the support of communities. Besides, the government interest in tourism helped to facilitate the banning of illegal logging.

As for **microfinance institutions** the main context factor which has contributed to the attainment of the results lays in the high level of poverty mainly among women and the entrepreneurship spirit of Nigerians especially women. Most of them are very active in various trading activities.

With regards to **health and education** in Northern Nigeria it is good to point out that any intervention on reproductive health and girls' education always meets challenges. The involvement and commitment of the core leaders "the information gatekeepers" played a positive role in the results achieved. They are the custodian of religion and culture and their views are taken in high esteem. It is also important to recall that the politics of polio vaccine on children recently almost turned into a national crisis when Northern leaders and their Imams instructed families not to respond to the Federal Government's call to bring children out for immunization. The merits of the two interventions can be attributed to their inclusive participatory approach which is a result of their knowledge of the context.

In terms of **disaster management**, Nigeria is a country to watch in many circumstances but in this case the various unexpected disasters both natural and man made need teams of professionals to respond timely and with the necessary infrastructures. The corruption that has shrouded the economic, political and social fabric of Nigeria has cost Nigeria a lot of lives and property. There has been lots of collapse buildings killing several people, flood has sacked many villages so is erosion. In the early years of democratic governance thousands of lives were lost to bomb blasts in Lagos and due to communal clashes many displacements have been caused. As the 2007 general election is approaching, organizations such as WANEP would need to position its members for strategic interventions when the need arises.

The Red Cross is currently doing a lot of work in this area, so is NEMA but all these do not do the kind of representation being nurtured by WANEP. The size of Nigeria is also a point of consideration, civil society organizations, NGOs and CBO must be trained and given regular consistent support to manage disasters in their domain at least as an initial response before NEMA and Red Cross come in with their more sophisticated assistance.

On **social and political participation**, the leadership problem has long been recognized in Nigeria and held responsible for the failure of development in Nigeria. The leadership problem has also been held responsible for the social and environmental problems in the Niger Delta, for youth restiveness and various governance problems in the areas. The sense of urgency that the problem evokes is a strong factor in the success of any programme of action that genuinely seeks to address the problem. Within this context therefore, the factors of poverty, pervasive social conflict, the escalating war in the Niger Delta and the existence of various organized groups that are seeking for solutions to the problem are an added influence on the results attained.

With regards to **gender**, placing women in their rightful position in the society is still a far cry. The cultural and religious inhibition is difficult to break but it is not impossible. It only means that change in this direction is slow. The poverty situation in Nigeria further relegates women to the background as economic actors determine power play. Many women do not have access to credits that can improve their petty trade and move them up to better levels and positions of negotiation. While their rights are being violated in many Nigerian communities, their lack of knowledge of what actions to take also further places them in disadvantaged positions. It is against these salient issues that Baobab's intervention become useful and relevant to the promotion of women's rights as human rights.

The high incidence of trafficking in girls and the availability of other actors who wanted to learn more on the issue and take action for change played a role in the results achieved. In Edo State, the Executive took an early interest in human trafficking because the state had acquired notoriety in this regard. Moreover, while some changes in the House of Assembly initially slowed down the process; further changes in the composition of House Committees facilitated the early passage of the needed resolutions.

Cooperation with the Ministries of Women Affairs and Education, the media and parents has also contributed in some cases.

## **7.2. Role of other development actors**

The contribution of the other development actors as described below can be valued at the level of mutual reinforcement while working on the issues with Oxfam Novib counterparts and at the level of complementarities in support (capacity building and extension). This can be illustrated more systematically

with development actors like Marc Arthur foundation, Ford foundation, Oxfam GB and COMPASS/USAID. Other actors like the parliament and the press also played a great role as strategic allies of counterparts especially for policy changes.

#### *7.2.1. Mutual reinforcement while working on the same issues through linking and learning*

In **disaster management**, the Red Cross, Action Aid, USAID and Catholic Relief services have partnered and supported the counterpart involved at different levels of its operation. The institutional support provided by EED and Missero has also contributed. The counterpart has also developed a vibrant relationship with ECOWAS head quarters in Abuja. This partnership contributed to the linking and learning through the ECOWARN project (identifying early warning signs and sending such signals) with West African counterparts.

In **education**, many other development partners are working in Basic Education and the promotion of girls' education in Nigeria. UNICEF is in the lead in this process as it is currently working in 6 Northern States on a Girls Education Project [GEP]. UNICEF also initiated the Nigeria Girls' Education Initiative [NGEI]. Similarly Compass/USAID is working in same area in Kano, Nasarawa and Lagos States. World Bank/DFID/British Council is working on a Capacity for Universal Basic Education [CUBE] also focusing on basic education in Kano, Kaduna and Kwara States. With all these interventions, there is no coordinated effort by all the partners and they all approach issues from different angles. This has some policy and managerial implications as they all are working towards relating to policy makers at similar levels. USAID / ENHANSE for example is working also in basic education as one its thematic areas but with special focus on National policy engagement.

Many of these organizations invite Oxfam Novib counterparts to their meetings and sometimes share information with them.

#### *7.2.2. Complementarities in support (institutional support and extension of activities)*

In **environmental rights**, apart from international actors (Climate justice, friends of the earth, Both ENDS, IUCN), local groups like the parliament and the press played a role in awareness raising on environmental issues and the bills in the parliament.

In **micro finance**, International donor agencies like The Ford Foundation, The Church Development Services [EED/EZE] of Germany and UNDP Micro Start Projects, Water Aid Nigeria and Action Aid International Nigeria are also active in the sector. The funds they provided have empowered the counterparts involved in micro finance through capacity building and extension of coverage areas.

With regards to **social and political participation**, many other development actors are working on the governance issue in Nigeria. The counterpart involved also received support from other funding agencies to undertake various projects. These include (i) the establishment of documentation centres in 3 states in the Niger Delta (funded by Mac Arthur Foundation) (ii) research on an integrated development approach in the Niger Delta (Mac Arthur) (iii) training for women and youth in the Delta (SIDA); (iv) work with ECOWAS to articulate a regional mechanism for conflict prevention and peace building (OSIWA) and (v) tracking resources in the Delta (UNIFEM/OXFAM GB). The experience received from these supports contributed to the results achieved.

With regards to **gender**, one of the counterparts involved has received support from other development actors for different aspects of its work. Notable is the institutional support it gets from Macarthur Foundation and Ford Foundation. Apart from the support it gets from Oxfam/Novib for its projects, it is also supported by Maggie Black Trust Fund, Norwegian Agency for Development Cooperation [NORAD], German Embassy, British Council, African Women's Development Fund [AWDF], Women's Learning Partnership for Rights, Development and Peace [WLP], Rainbow Research Action [Amanitare], Rights and Democracy [R&D] and the British High Commission. The role of these different actors have enriched the work of the counterpart and given it the sustenance it requires to monitor the impact of its work effectively.

Another counterpart **on gender** acknowledges that, "*Every member of the NACATIP coalition contributed equitably to the results attained on trafficking*". Its work is also supported by a number of international funders that include Ford Foundation, International Women Health Coalition and Macarthur Foundation.

Ford Foundation provides core funding for institutional support for its Centres in Calabar and Benin. International Women's Health Coalition has been pivotal to the support for the library and outreach centres in Benin and Calabar. Macarthur Foundation has supported GPI in the training of teachers for sexuality education while Oxfam Novib has assumed funding responsibility for the new centres in Asaba and Uyo.

### 7.3. Capacities of counterparts

The capacities of counterparts which have contributed to the results achieved can be summarized as follow:

#### 7.3.1. *A sound knowledge of issues and context*

Most of the counterparts as indicated are quite knowledgeable on the issues and the context. This is reflected in their operational strategies and the different allies they have constructed at state/local levels. This can be illustrated through the specific experiences of all counterparts in the various issues.

The recognition of Oxfam Novib counterparts as **environmental leading** NGOs in Nigeria is based on the quality of work and consistency and their ability to convince policy makers and legislators played a key role in the achievement of the results. Both organisations have genuine trust and work with local communities who are local cells for participatory field monitoring, advocacy and campaigns activities. They have developed great knowledge on the issues involved and have good working relationship with local organisations, international community, the media and parliament.

Another striking example is reflected in the operational strategies of the counterparts working on reproductive health and education in the Northern part of the country by the use of core leaders and traditional gates keepers as change elements. The capacity of education counterpart can also be seen in its ability to choose the right partners for this project. The design and management of the project with the involvement of partners is the reason for the success achieved so far. Community facilitators have also been trained and the training still continues as there is need to give gender training to all facilitators on the project. The knowledge and understanding of the terrain and culture by partners have created good entry point for the kick off of the project in the three states. The enthusiasm and commitment of partners is a good attribute, which they all possess and utilize for the actualization of the goals of this project.

Counterparts in microfinance have also adopted their strategies with the social constraints (women in the purdha and silent operations in the Delta). Organisations enter the communities through the traditional leaders and the group so they are able to command the fear and respect of the people and record good payback. As a strategy, counterparts keep away from communities where SPDC (Shell) is present because of the attitude of natives to "Oil money" that they see as their right.

#### 7.3.2. *A dedicated staff and track record experience*

Organisations have a cream of dedicated staff and do have a good understanding of any terrain in which they work and try to manage risk factors so that they would experience little or no crisis in working with their various groups. This dedication enabled the intervention to reach the communities in remote areas (accessibility and security).

In **health**, for instance, the counterpart has lots of qualified personnel ranging from the medical profession to social scientist and vibrant young dedicated persons. With lots of exposure at both National and International levels the counterpart carries out all its programmes with professionalism and opens opportunities for many young idle people to become useful citizens. The pride in these young people who work as peer educators is commendable. The effort and dedication of the Executive Director and her ability to relate with young people in the language they understand is a good attribute for successful engagement which is very visible.

In **education**, the counterpart prides itself in its ability to attract highly competent experienced staff to manage its diverse projects. It also gives opportunity to young budding graduates to gain experience through mentoring. Being a team players, activities and outcomes on the EGBENN project is regularly shared with other key players in other sectors within the AAIN office and with other partners.

**In disaster management**, the capacity of the counterpart to build a solid network is a very positive factor. Most of the network members in Nigeria are experienced conflict managers who have undergone series of trainings and have experience in conflict and disaster management. The publications produced and circulated across the country is also a good initiative for enabling members, clients and sponsors to have direct information on all WANEP-Nigeria's activities.

The secretariat staff possesses good communication skills and is knowledgeable about the issues they address. WANEP has a qualified accountant.

With regards to **political participation**, the counterpart has evolved to become an institution and not an organization that revolves around any one person. The organization has professionals working as staff and tries to give them fair remuneration. Apart from staff, the counterpart has access to a very rich human resource base in the academia, and the networks, which it co-facilitates.

With regards to **gender**, Counterparts are good team players carrying all staff and partners along in all new developments in the organization. They pride themselves in the team of qualified and committed staff working to achieve set goals and objectives.

The outreach teams are important components of their work in Nigeria. Though working on voluntary basis, they still put in the required commitment for impact at their State level operations.

All counterparts have the capacity to attract funds from diverse development partners and manage the funds in a compartmentalized form.

### *7.3.3. Limits of counterparts*

One of limits of counterparts is related to the scale of some interventions. This is mainly specific to leadership programmes and the issues they are trying to tackle. A good illustration is the intervention in social and political participation. The limited scale of the programme is related to funding sources and approach rather than to the counterpart's organisational capacities.

Other challenges of counterparts are attributed to the volunteer nature of outreach agents/coordinators and its incidence on the quality of the output of the work. At the operational level, the information flow between the branch and the base is also affected by the logistics made available.

## **7.4. Role of Oxfam Novib's policies and management practices on counterparts**

Oxfam Novib policies and management practices have been essential in three main areas:

### *7.4.1. Complementarities in support (core funding, institutional support and extension of activities)*

Oxfam Novib support to counterparts 'policies and management practices is important in the areas of core funding, institutional support and the extension of other initiatives. The support provided to counterparts complements that of other developmental actors.

This can be illustrated through the experience of DEC currently works with the support of UNDP, UNICEF, Water Aid Nigeria, The Ford Foundation West Africa Office, The Church Development Service [EED/EZE] of Germany, The Development and Peace [D&P] of Canada and Action Aid International Nigeria. It also works with other partners particularly in advocating for common development issues. It is apparent that the Oxfam/ Novib support for capacity building provided a basis for better operations in executing the work supported by other donor agencies. Similarly, the support from other development partners has created an enabling environment for the DEC/Oxfam/ Novib partnership.

The expansion of initiatives of counterparts both in terms of geography and sector has been a significant contribution of Oxfam Novib support.

The experience of RRDC is a good illustration of the complementarities with other development actors. Since most of RRDC's projects are conservation driven and seek to protect sustainable livelihoods, the programmes supported by Oxfam Novib and that of other funders are complementary. A typical example of synergy is provided by the VFPO project. Oxfam Novib came to the rescue of certain aspects of the project that NC-IUCN started. While NC-IUCN provided the funding for the establishment of Village Forest Protection Organizations (VFPOs) in 6 forest communities, the support of Oxfam Novib enabled the project



to be expanded to 20 communities between 2003 - 2004 and later to 100 communities in 2006. This expansion has been crucial for the effectiveness of conservation efforts and hence protection of livelihoods among communities in the area.

#### *7.4.2. Mutual reinforcement while working on the same issues through linking and learning*

The experience gathered in past funding and initiatives by counterparts have been useful in the approach and management of the Oxfam/Novib project.

The experience of Oxfam GB and Oxfam Novib in the EPA process and around the work on “oil extractive” with ERA is a solid illustration of mutual reinforcement within the Oxfam International family.

With other interventions, AAIN for instance has nurtured a good relationship with the Nigerian Union of Teachers at both National and State levels particularly in promoting quality education in Nigeria. It also manages the Commonwealth Education fund building civil society in education and budgetary matters for effective policy engagement at all levels of governance. AAIN works closely with Civil Society Action Coalition on Education for All [CSACEFA] which drives a lot of National Issues particularly in Education. In Sokoto, Kebbi, Zamfara and Katsina just as in other States that have AAIN’s presence, capacities of NGOs and CBOs are developed to work closely with communities. This positive experience of AAIN is used in the benefit of the education project.

The different workshops on Corporate Social Responsibility (CSR); HIV-AIDS workplace policy have also offered opportunities for linking and learning between counterparts.

#### *7.4.3. Improved strategic planning*

Most of the counterparts indicated that they have improved or reinforced their strategic planning with the use of the toolbox. They became more focused. The improvement of the strategic planning also reinforces the quality of the partnership with other developmental actors and increases the volume of funds.

### III. CONCLUSIONS AND RECOMMENDATIONS

#### 8. Main conclusions

##### 8.1. Conclusions on the strategic positioning

The assessment of the strategic positioning through the quality of the context analysis and the quality of the products reveals that the knowledge about the country situation has evolved and improved over periods.

With regards to the quality of the context analysis, though the first strategic decisions (joint programme and core country) were not based on a sound knowledge of the country situation, the sector focus in the SPM document and the contingency plan are a reflection of an understanding of the evolution in the country situation. The SPM document is coherent with the objectives and strategies of the NEEDS by putting emphasis on the development of non oil sectors like agriculture and the improvement of social services like education and health.

Alignment with sector policies and national plans is not very relevant in the national context as most of the national sector policies are under review or construction; the federal (national) level is still trying to find its way with regards to states. There is space for a lot improvement of those policies. Some interventions of counterparts are gap filling in sectors like education, health, microfinance, and environment.

The overall analysis of the strategic positioning therefore indicates that the main strength of the programme resides in its flexibility in terms of its ability to adjust to the evolution in the socio-political situation.

For the operationalisation of strategic choices, counterparts selected are important actors in their respective areas of interventions and fall under two categories: those with a national coverage and those with an effective community base. The strategy pursued was to feed the networks with the experiences at grass root level either through the organisations own processes or through a linking and learning process. The major challenge is related to the fact that this approach is not systematic and it has been quite difficult to assess its trickle down effect on the policy and practice changes in the different strategic change objectives. One can also indicate that the scale of some programmes (leadership) is just too low in the chain to meet the requirements. The real challenge is the effectiveness of the strategies (working throughout the country) to induce changes in policies and practices at state and national level given the immensity of the landscape/the population, the complexity of the issues and the budget made available.

The main weakness of the programme is its little synergy between and within the SCOs and the scale of some interventions. Interventions are scattered all over the country and make it difficult to develop any synergy between the different strategic objectives in order to induce policy and practice changes at state or national level.

The monitoring and evaluation mechanisms through periodic field visits and the reports are too far away from the field to be very effective and to provide an in-depth analysis of the situation on the ground. Collaboration with other agencies like Ford foundation, Mac Arthur foundation or even Oxfam GB which is presented as an opportunity to fill the gap is also handicapped by the lack of a strong institutional partnership. The exchange of information between Oxfam Novib and those organisations is rather informal.

The toolbox, though newly introduced is well appreciated by almost all counterparts as a good analytical tool and impacting positively on their performance as development actors. Counterparts also use it for strategic planning.

Given the complexity of the issues (ethnic/religion/state/federal) and the rapid evolution in the context, the toolbox may not always provide an in-depth analysis of the national or sector situation as it is not its primary purpose.

##### 8.2. Conclusions on the Strategic Change objectives

With regards to the different strategic change objectives, the main conclusions can be summarised as follows:

##### **Sustainable livelihood**

Counterparts involved have a strong membership base and an effective network. They have a clear understanding of the issues at stake so their impact on the target groups is significant.

The work of **microfinance** organisations (FADU, DEC, LAPO) made significant contributions in the lives of the beneficiaries especially women in terms of food and income security, trade and employment. Reaching out to the poor and vulnerable with new ways of managing fund is an interesting outcome. From the field, it is important to note that more women want to have access to the micro credit system; the beneficiaries are demonstrating the discipline required to be involved in such scheme. This is worthy of emulation by others and it also shows that women are willing to learn, want to contribute to at least the development of their families and want to be recognized. The projects have achieved a great deal of success, especially in the economic empowerment area. Economic empowerment is designed to reduce poverty and thus enhance the social standing of the poor in their communities. Most of the comments by the members of the credit unions indicate that the objectives are being achieved.

One major concern is about interest rates. The target groups are not able to negotiate and the MFIs are not willing to consider lower lending rates because the rates in the informal MFI sector are much higher than those being currently applied by the formal MFIs.

Finally there is no doubt that the conditions (especially the need to repay the loans on a weekly basis, the peer pressure of group members and the interest rate) that currently prevail in the credit unions are putting a lot of pressure on individual members.

The current group arrangements for loan repayment would need to give way to individual arrangements and the interest rate would have to be reduced. Finally, the weekly loan repayment cycle would have to change to provide beneficiaries with enough time to earn income on the loans.

With a growing membership, micro finance organisations do not have enough funds to meet the loan requests of members and monitoring mechanisms face challenges. They have however developed alternative ways (mobilize savings) to reduce the pressure on the centre. Counterparts have different nature of the contract with Oxfam Novib (grant, loan) and that may have implications for the interest rate (higher for loans and lower for grants) and an incidence for the attainment of developmental objectives especially in social sectors like education and health. All the micro finance organisations are not connected to the other counterparts so as to meet the loan needs of their members.

Organisations in **environmental rights** (ERA, RRDC) have done a significant work with changes in policies and practices but have very little connection with other counterparts so there is no synergy and shared experience.

The real challenge is the absence of a holistic approach that combines advocacy and the mobilization of local people with practical programmes that enable them meet some of the challenges of daily living including practical programmes required to combat environmental degradation, livelihoods destruction and protection of social rights. Most of their interventions at the community level are not sustainable so the question is whether those organisations have developed enough operational technical capacity (needs assessment, implementation strategies, number of staff) to meet the requirements of community development interventions or whether they have received adequate support for that purpose.

The implementation of the Allanblackia project meets major difficulties which affect the achievement of its objectives; it is therefore questionable whether the different stakeholders (OxfamNovib, RRDC, Unilever and communities) have a shared understanding of the rationale of the project and its operational strategies.

**On trade and markets**, the on-going process of the European Partnership Agreement (EPA) negotiation is marked by a valid contribution by the National Association of Nigerian Traders (NANTS). NANTS provided a harmonized strategic negotiating position for Nigeria and has increased the awareness of the population through TV programmes and print press release.

The major difficulty of the EPA process is related to the lack of proper coordination and leadership at national level between the different actors (Ministry of planning/Ministry of commerce; NANTS/NTN).

The impact of the work on **reproductive health of adolescent** in Northern Nigeria cannot be overemphasized both in terms of process and concrete results. The implication of religious leaders and their acceptance to speak openly about issues concerning reproductive health is a tangible result.

One of the major strength of the counterpart is its ability to network with similar and complementary organizations. Its policy engagement strategy is also key to its work and this is vigorously pursued by AHIP's top management staff. The knowledge of the staff of the realities of the context has been significant in the results achieved. AHIP has nurtured a good number of Community Based Organizations and Non Governmental Organizations in many Northern States.

There is the fear that AHIP may have the problem of coordination of all its partners as they grow and as it moves out of its main area of intervention. Taking on much of unsolicited funds may also cause financial crisis and affect planning and fund management for AHIP. Some of the young people interviewed want more that they are getting. While appreciate the support, training and opportunity hey get through AHIP, some of them want to be gainfully employed. It is therefore important to consider that any work in reproductive health with adolescents require an integrative approach, synergy between the different actors at various level and good coordination.

The outcome of the **education** project so far shows that the partnership of AAIN and Oxfam/Novib is worth being sustained. The primary target of this project has been affected positively. There are appreciative innovative actions taking place in the rural areas to reach communities. These are signs of better things to come as one of the community leaders in Raishe village in Kebbi State puts it.

The notion that policy engagement is only possible through exposed educated individuals who hardly know or feel the pulse of community dwellers is totally eroded by the reactions observed in the EGBEEN project communities visited. The regular meetings organized by community leaders with women being allowed to participate have yielded some outcomes that they never envisaged. Women are now very responsive to community development. They are happy to be involved and now actively attend the adult education classes that evolved from the REFLECT cycle.

Though this project focuses on the Strategic Change Objective [SCO] 2.2, it will also achieve some of the some policy and practice changes as indicated in Oxfam/ Novib strategic policy focus on Social and Political participation [SCO4.1] and Identity [SCO 5.1].

The major strength of the education project is the ability to develop formidable networks around issues and community needs at the local level. The effective training programmes are also networking points for all community facilitators to share ideas and to engage at all levels of governance. There is also the ability to achieve appreciable success within a very short time. This shows that the planned objectives are well focused and result oriented. The enthusiasm of the partners and their commitment to work with the marginalized is reflected in the reaction of the people towards them in all the communities.

Some communities indicated records of peaceful coexistence since the institution of reflect. "REFLECT - shortened form for Regenerated Freirean Literacy Through Empowering Community Techniques- This is an approach that helps to create an open and democratic environment in which everyone is able to contribute, act and reflect. The Reflect methodology assists communities not only to take control but also address critical issues such as gender, communication and power relations." This is an unexpected outcome which fits into SCO 3.2 [Conflict prevention].

The only major weakness is about sustainability as the intervention is not actually mainstreamed in the other initiatives towards girls' education in the same states. The opportunities for learning and sharing are present in the environment but not exploited.

Another weakness lies in the absence of synergy with other counterparts in order to respond to the other needs of the people, particularly women asking for micro credit and the construction of a women centre where women can learn some basic skills like sewing, soap and pomade making. In terms of operational strategies, the short time spent by partners in the community and the risk of travelling to several communities in one day cannot make for proper monitoring and interventions.

### **Conflict prevention and peace building**

Being the first Civil Society organization working in **humanitarian response to emergencies, and only peace building network** a lot of challenges awaits WANEP. Past activities show that WANEP is strong in peace building initiatives; this strength is an opportunity that should be tapped for the HERD project.

The level of checks and balances is the supervisory role of the secretariat, the AGM and the presence of the board as well as the zonal coordinators. The number and critical mass of member organizations which

currently stands as 153 across the country with diverse capacities is a plus for WANEP. WANEP has a team of qualified and committed staff working at the National secretariat.

WANEP has been able to nurture WIPNET to action, giving women organizations space to participate in all its activities lending their voice and support to such processes.

WIPNET has a team of committed staff at the National level. It also enjoys the full support of the larger WANEP team. Through its quarterly publications, WANEP/WIPNET is able to inform members of current activities. It also has a growing membership network that can influence different strata of governance on peace initiatives at their various levels of operation and with minimal resources. WIPNET is a pro active network that is able to harness existing opportunity for the development of the network's ideals. For example, it took the opportunity of the National Conference to present its position; it also took the opportunity of linkage with the Minister of Women affairs to input into the Gender policy. WIPNET is good at engaging with policy.

WIPNET has the potential of diffusing some major conflicts if it quickly begins to proffer strategic plans as the 2007 general election approach. Though activities lined up for member organizations do not reflect this major event. The role of women in building peace cannot be overemphasized; WIPNET has so far demonstrated its ability to lead other women focused networks in this sector.

The weakness of WANEP is the problem of commitment and communication from member organization that are busy doing other activities. Though the secretariat has strong and enthusiastic staff, the work at their disposal is enormous and need more hands for effective delivery. The inability of zonal coordinators to link up with secretariat on time is also a weakness that needs to be addressed.

The lack of commitment by some members is worrying. As the Network grows there will be need for more strategic management structure for WIPNET.

### **Social and political participation**

CDD's project tallies with CDD's commitment to empowering groups at local level to engage their own realities. It also reflects the organizations interest in highlighting the organic linkages between democratic sustainability and socio economic rights. This project introduced a West African dimension to CDD's engagement with Oxfam Novib. This is very important seeing that CDD is not only a strong national group; it also has a sub-regional focus. Indeed, according to CDD's top leadership team, "For CDD, the core issue is how to locate the democratization agenda within broader issues of economic empowerment and participation; that is, the organic linkages between rights and development. The project facilitates access to institutional and funding support for community-based groups who would not otherwise have had it. It also created space for locating the issues in the Niger Delta within the context of broader sub-regional issues. » However, as CDD also admits, 'while the trainings were extremely useful, the engagement in the Niger Delta needs to be rigorous, aggressive and continuous. It requires multiple approaches to an issue, which though appears hydra headed, is at a very basic level, a cry for justice.'

The leadership programmes have empowered youth and women to take an active interest in the leadership question; to question decisions made by those at different levels of governance and to give voice to their own concerns and interests. In these ways, some impact has definitely been made. But it needs making the point that the impact is restricted and also undermined, at least in the case of the Kebetkache women from Ahoada, Ogoni and Emohua by the practical problems of daily living. This programme has not induced any change in policy.

Given the scale of the programme, this programme is questionable to tackle critical governance issues in Nigeria (resource distribution, budget monitoring).

### **Gender**

On the **gender strategic objective**, GPI has delivered great value on the funding support received. GPI girls are distinctive; they are developing identities that will enable them enjoy equal rights and status with men.

GPI certainly made a significant difference in the life of its student. It has also been able to induce policy and practice changes around the girl trafficking and the introduction of sexual education in school curriculum. The issue of the leadership programme is around its scale and the non-inclusion of boys as an important target group.

In the case of BAOBAB's legal advocacy on trafficking, the strengths of the programme reside in the existence of a curriculum already adopted by the Federal Government and the availability of other CSOs who participated actively in the advocacy.

On the other hand, the weaknesses of the programme included the unwillingness of legislators to be members of the coalition and their busy political schedules that made it difficult for them to read documents as well as the lack of research personnel in the House of Assembly.

Baobab made significant changes in the lives of many women. It was a taboo for women to go to court on domestic issues and some have had to suffer extreme deprivation in silence.

Baobab's main strength is in its vision which is to make women's rights become an integral part of everyday life for an even development and social justice. Baobab is a good team player; it has committed members of staff who contribute to achieving the aims and vision of Baobab. It also prides itself in the ability to reach out to grassroots women through paralegal training.

Baobab has a high profile as an NGO so it is quite busy and have had to turn down offers from some sponsors, this action rubs off on some prospective sponsors. Another major challenge is the volunteer nature of outreach coordinators which may affect output of work.

There are still many women that need to speak out, which means there is still much to be done in the area of training and advocacy. The rural women who are targets of the outreach teams have other challenges in the area of food and income security. The valuable experience of BAOBAB is shared with some counterparts like AHIP.

**Gender mainstreaming** in the different aims has been very effective and has contributed to the results achieved under the different strategic change objectives. The major challenges are related to aim 1, the right to sustainable livelihoods: the issues of the land tenure (customary systems, inequality in land holdings) of women in agriculture, the credit for women (ability to negotiate the interest rate, the weekly payment and the peer group pressure).

These aspects concern power relationships between men and women, boys and girls which will need to be properly addressed.

### 8.3. Conclusions on Oxfam Novib contribution to results achieved

The assessment of Oxfam Novib contribution was done through the importance of its support to the counterparts' programs, the influence of its policies and management practices, the programme synergies and the quality of the partnership.

- *Importance of Oxfam Novib support to counterparts' programmes*

There is clear evidence that Oxfam Novib support has been instrumental in the achievement of the results. Though Oxfam Novib is not the sole donor in most of the cases, its financial support accounts for about 35-80 % of the total support received by counterparts, this can be

Summarized in the comments of one of the counterparts "*without this support, the projects would have taken a longer time to prosecute...*"

- *Improvement of counterparts organisational and management capacities*

Counterparts learned from the risk management methodology used by Oxfam Novib in its appraisal process (the toolbox) and have used it for other purposes and feel that this enhanced their strategic planning capacities.

- *Programme synergies at CCP level*

One of the major synergies at core country level is related to the linkage with Oxfam GB.

The collaboration has been intensive and successful with the partnership around ERA on oil extractives, the Global Action against Poverty, the MDGs.

Research conducted by Oxfam Novib on agricultural products has been a substantial input for the global campaign on trade. This collaboration has been less successful in the support to the EPA process.

- *Quality of the partnership*

Overall the relationship with counterparts is evaluated as "*cordial, warm and shows flexibility for project implementation as events may dictate in relation to work plan*"

An important aspect of the quality of the partnership is the provision of core funds and the linking up of grantees and sharing information about them with institutions within its network. The participation of counterparts in the workshop on the HIV/AIDS and KIC has had significant impact on the counterparts. One of the major weaknesses in the quality of the partnership between Oxfam Novib and the counterpart is related to the information flow and the follow up. Most of the counterparts believe that Oxfam Novib tends to demand more details than most of other donors. “*This is possibly because they are resident outside the region so we cannot take it for granted they are conversant with some of the run of the mill things in our work*” commented one counterpart.

#### **8.4. Conclusion on explaining factors**

The factors and actors which helped or limited the achievement of results can be summarized as follow:

- *Context factors*

One of the major factors in the country which had a significant role in the work of civil society actors in the various sectors is the shift in the political situation. Nigeria made a move from a military regim to civilian rule thus creating an enabling working environment for civil society actors. The general impression of “civil society” being the “enemy of the government” has changed and the government is no longer spying their activities.

Other sector factors are mainly:

- The general recognition of environmental problems and its effect on the communities in the areas of intervention
- The existence of various local advocacy and militant groups
- The spirit of entrepreneurship of Nigerians especially women in trading activities
- The socio cultural barriers around reproductive health and girls education in Northern Nigeria and the role of traditional gate keepers
- The magnitude of the crisis in Nigeria and the need for new professional actors
- The escalating violence in Niger Delta and the need to create a new generation of young leaders
- The socio cultural constraints around women in every walk of life, the high incidence of girl trafficking and the need to understand and to take action

- *Other development actors*

The contribution of the other development actors can be valued at the level of mutual reinforcement while working on the issues with Oxfam Novib counterparts and at the level of complementarities in support (capacity building and extension). This can be illustrated more systematically with development actors like Marc Arthur foundation, Ford foundation, Oxfam GB and COMPASS/USAID. Other actors like the parliament and the press also played a great role as strategic allies of counterparts especially for policy changes.

- *Capacities of counterparts*

- A sound knowledge of issues and context

Most of the counterparts are quite knowledgeable on the issues and the context. This is reflected in their operational strategies and the different allies they have constructed at state/local levels. This can be illustrated through the specific experiences of each counterpart in the various issues.

- A dedicated staff and track record experience

Organisations have a cream of dedicated staff and do have a good understanding of any terrain in which they work and try to manage risk factors so that they would experience little or no crisis in working with their various groups. This dedication enabled the intervention to reach the communities in remote areas (accessibility and security).

## **9. Main recommendations**

### **9.1. General recommendations**

(i). As indicated in the main conclusion about the strategic positioning of Oxfam Novib in Nigeria, the main weakness is the little synergy within and between the strategic change objectives. The development of synergy is more than required to bring policy and practice change at state and national level as counterparts will reinforce each other. For example, if environmental issues were to be considered as crucial for sustainable livelihood only an integrative approach articulated around social and political participation (monitoring of resource allocation) to address the issue of governance, a support to the promotion of non oil activities, skill training, gender as cross-cutting, conflict prevention and management will bring significant change at a reasonable scale. In terms of synergy, it would mean that ERA, FADU, CDD, GPI, WANEP work and implement a coherent programme with one global objective and specific objectives and outcomes assigned to each. The result of this programme can easily be monitored and the policy and practice change assessed at the state level. This can also be experienced around RRDC in Cross River state. All those counterparts can then network at federal level to address the issue of environmental rights and its implications for sustainable livelihood and hold the federal and state governments accountable for their partnership with trans national agencies.

(ii). Because Oxfam Novib does not have a physical presence in Nigeria and does not intend to have one in the near future, it then becomes important to address the issue of effective monitoring of interventions. The strategies so far used like the periodic visit, the toolbox and the report though appreciated are insufficient in a complex and large country like Nigeria. The exchange of information with other donors supporting counterparts (Mac Arthur, Ford and OGB) is a real opportunity which is not exploited because of the institutional differences. To address this challenge in the short time, it is important to establish a strong institutional partnership with those donors. This partnership may include joint assessment and monitoring/evaluation missions, joint planning and clear implementation mechanisms.

(iii). The historical development of the programme in Nigeria indicated that collaboration between Oxfam Novib and Oxfam GB was very strong at the beginning (joint missions, joint programmes) and that this collaboration has known ups and downs. The partnership around the MTF, GCAP, MDGs proved that both organisations can work together to induce wider effect at the regional level which can also be experienced at the national level. The presence of OGB in the field offers an opportunity (knowledge of the context, policy dialogue, experienced national staff) which should be considered by Oxfam Novib as beneficial for its strategy in Nigeria. Both organisations should work towards the establishment of long term collaboration with a strong top level political commitment and a clear operational strategy.

(iv). The toolbox designed by Oxfam Novib for the primary purpose of counterparts' work appraisal is appreciated by many counterparts though one counterpart indicated its limit in assessing all the complexities of the reality. It is also not used as a monitoring tool. Many counterparts do not refer to the milestones or policy and practice changes in their reports.

Because of its role in the operational strategies and strategic choices of counterparts, it is important that Oxfam Novib and counterpart have a shared understanding about what it can and cannot do.

An adapted version for each strategic objective can be produced and used to guide the discussions with the counterpart during the process of risk-opportunity analysis.

### **9.2. Specific recommendations**

#### **Sustainable livelihood**

(1). An analysis of the results under this objective indicates two parallels dynamics. Strong activist organisations which have been able to induce policy and practice change at state level but weak at service delivery at community level and very effective micro finance organisations with great impact at community level but with little connection to the political sphere. There is no bridge in-between. Besides what is stated further, it is therefore important that there are other cross-cutting issues like gender, conflict management which are interconnected with sustainable livelihood.

Given the relative importance Aim1 in the SPM document and also in the NEEDS, it becomes significant to:



- To pose a clear sector diagnosis in terms of issues and power analysis with a geographical focus. This diagnosis will clarify the major issues in sustainable livelihood and the best organisations to deal with them. It will also specify the role and responsibilities of each.
- To develop a clear strategy to link micro finance to other developmental goals (target group, interest rate etc) and the link between environmental rights and sustainable livelihood.
- To define a strategy for cross-learning between the different counterparts in order to ensure synergy and coherence.
- To define a holistic and integrative approach to resource management (combination of advocacy with programmes to combat environmental degradation, livelihood destruction and protection of social rights requiring creating synergy with the other aims and other organisations).

(2). Micro finance organisations have made a significant contribution in the lives of many women. Those experiences need to be singled out and capitalized as best practices to be shared with other organisations. Women in 'Purdah' are a good illustration.

(3). While working with donor money, Micro finance organisations should begin to work closely with Nigerian government and the private sector on how best they can access funds to manage credit schemes. The expertise and engagement opportunity that exist between them and Government should be utilized to achieve this for sustainability. This will help to cater for the increasing demand for loans of their members.

(4). While focusing its support on economic empowerment in its work in the MFI sector, the attempt to use this support to leverage the attainment of other objectives dilutes the support; what would be better is an arrangement that supports different organisations with specific skills in specific areas to work as a team on the different needs of a target group. For example, LAPO could provide micro credits to a group; CDD or GPI could provide political skills and awareness to the same group; a health NGO could provide for the health needs of the same group.

(5). Environmental activists organisations have a long history and experience in the defence and protection of environmental rights. This experience is still valid and needs to be capitalized for the benefit of the right base approach. The link between activism and community development needs to be identified in a very participatory approach in order to agree on the support required. This support must include both institutional development and technical capacity in order to ensure the sustainability of the interventions.

(6). The issue of environmental justice is not properly addressed in the different strategic change objectives; it should therefore be an area of further elaboration between Oxfam Novib and the environmental organisations. Linking environmental rights to food and income security would not do justice to the environment.

Environmental justice considers equity in the relations that are formed around interactions with the environment as well as the right of the environment to be protected, not simply as a source of livelihoods and conflicts but as an area of concern in its own right.

(7). In its attempt to broaden the scope of interventions strategies for counterparts, Oxfam Novib facilitated a partnership with UNILEVER. This attempt does not seem to be concluding with regards to the results of the projects. It is therefore imperative for Oxfam Novib to persuade UNILEVER to assume greater responsibility for the Allanblackia project: funding support for the relevant surveys (including the reconnaissance survey) and the development of the entire Allanblackia project, the mobilization and organization of host communities pertaining to their participation in the supply chain should be significant preliminary considerations.

Partnership with the corporate sector is a new field which will require new skills for which most organisations including Oxfam Novib are not yet fully experienced. Any move in that direction should be experimental, progressive and participatory. An in-deep evaluation of this project is recommended.

(8). The support of Oxfam Novib to non-state actors in the EPA process through NANTS is very relevant and has helped those actors to participate in the process and to make contributions as well. The participation of non-state actors is however confronted with a problem of leadership between NANTS (Oxfam Novib grantee) and NTN (Oxfam GB grantee). It is therefore important for both donors to reconcile their positions in their support to non-state actors in the EPA process.

## **Health**

(9). The work on reproductive health in a sensitive socio-cultural environment (as one wrong step could destroy years of efforts) requires a systematic and differential approach (covering the information needs of various actors) which needs to be regularly fed and adjusted. The multi-disciplinary team of AHIP offers a good opportunity to conduct various surveys to systematize the approach. Strategic partnership with research institutions like the Centre for Islamic Legal Studies, Ahmadu Bello University, Zaria can be very beneficial. Any work in that respect must also consider the power relationship between men/boys and women/girls. Information on reproductive health must target both groups in their respective roles to ensure sustainability.

## **Education**

(10). The successes achieved so far are not without challenges. The effort of all parties involved in this project is commendable. It is however important that quality time and total commitment is required for the sustainability of this project at all levels of intervention. This is also to be marched with appropriate remuneration and resources.

(a). There is evidence to show that the EGBENN project is going to empower poor communities to begin to make more demands. These demands may fall outside the remit of this project though aroused by the new awareness created by this project. It is therefore pertinent to begin to work with other Novib counterparts who specialize in areas such as Health and Food and Income security.

Oxfam Novib should look at the possibility of supporting such linkages, networking and trainings among its counterparts for sustainable engagements at community level particularly with counterparts working to similar objectives. For example, all women interviewed in the project communities requested micro credit schemes to improve their income generating activities. They also requested for health facilities as they all do not have hospitals or clinics community.

(b). While policy engagement at State level is commended and need to be nurtured through regular advocacy visits and possibly statements on project updates, there is need for the development similar relationships at Local Government levels. The top management at LGA level including the Education Secretary and their desk officers in charge of Education and Social Development should be fully involved in this process as they have the capacity to cascade this process in other communities within their LGA.

All the communities are requesting for more teachers in their schools. They want female teachers as their girls do not have role models to emulate. To achieve this in the long term, more girls need to be in school and in the short term, relevant Education Secretaries need to be consulted and lobbied for more teachers.

## **Emergency aid**

(11). The level of bickering taking place in the political class is a pointer to series of crisis that may escalate to communal crisis. WANEP has the human machinery in its members to curb some of these if it embarks on enlightenment and advocacy campaigns that will prepare the minds of people towards responding to political thugery and negative overtures.

## **Conflict prevention and peace building**

(12). WIPNET is a growing network that needs adequate nurturing for sustainability. They need to develop the capacity of all the members and to give them uniform training to enable them to be engaged with their partners at local level. While there is a call on Oxfam Novib to consider providing more funds for this project, WIPNET should begin to tap all opportunities available to attract other development actors.

WIPNET should begin to engage with other development actors directly and to work closely with research and academic institutions as partners. There is need for WIPNET management and the leaders at zonal to scale up their advocacy and sensitization skills. Organizations such as the National War College should be a major stakeholder.

## **Social and political participation**

(13). The present scale of CDD's leadership programme has made a major impact at the local level. However, it needs to be scaled up to challenge the huge need for actions in the arena of governance. It would be therefore important for Oxfam Novib to have a strategic positioning on governance around issues of leadership, resource tracking, budgets etc. This engagement would combine different levels of research, training and advocacy. It would also require identifying organisations like social movements that are

dedicated to issues that devolve around other SCOs which have the capacity and the linkage with groups that are directly affected and counterparts which work on those SCOs.

### **Gender**

(14). Gender mainstreaming through thematic focus in the different aims is explicitly addressed and has contributed to the results achieved under the different strategic objectives. The major challenge is related to some strategic sectoral issues like land tenure of women and the credit size of women. Counterparts (ERA, RRDC, and FADU) involved in aim 1 are classified orange per “the gender traffic light” while they have a strategic role in the regional programme on extractive.

Given the relative importance of aim 1 in the SPM and the implications of gender issues as indicated in the sector analysis of agriculture (land tenure), micro finance (credit size), it is important for counterparts involved in those aims to address those issues in collaboration with gender specific counterparts like BAOBAB.

(15). The work around the empowerment of girls is important but not strategic enough to produce policy and practice change. To redress inequality, the circle of influence that contributes to the problems that the girl child faces in society needs to be addressed. The targeting of boys as active counterparts of girls also needs to be reinforced.

## IV. ANNEXES

### A: Terms of reference core country evaluation Nigeria (final version, July 2006)

#### 1. Background

This document contains the Terms of Reference for the evaluation of Oxfam Novib's country strategy in Nigeria. The evaluation is to be conducted in the period May – October 2006, including a field visit. In this introductory chapter some background information is given on Oxfam Novib; chapter 2 describes some relevant elements of the national context and chapter 3 gives an overview of the history, strategies and components of the Nigeria Programme. The objectives of the Nigeria evaluation are spelled out in chapter 4, whereas its scope is further refined in chapter 5. Chapter 6 describes the evaluation process to be followed and gives some broad indications on the methodology to be used. Finally, the chapters 7 to 9 will deal with some practical issues related to the evaluation: the expected outputs, the composition of the evaluation team and issues related to the management of the evaluation.

#### Short presentation of Oxfam Novib

Oxfam Novib is one of the major Dutch non-governmental development organisations. It works together closely with the eleven sister organisations of Oxfam International (OI). Together with them, it aspires to form a worldwide movement of people with a single, common goal: a just world, which is free of poverty for everyone.

By the end of 2004, Oxfam Novib had 330 staff (295.6 FTE) and a budget of 149 million Euros obtained from the Dutch government and about 332.000 donators. The lion share of these funds (118 million) was used to support around 800 counterparts<sup>4</sup>, spread over 18 core countries, 11 regional programs and one global program.

Oxfam Novib (formerly Novib) is a member of Oxfam International, a growing group of development organisations that are campaigning and supporting others for a just world without poverty.

#### Rights-based approach and Strategic Change Objectives

Oxfam International and hence Oxfam Novib have chosen to follow a '*rights based approach*'. Oxfam Novib works to realize indivisible, equally valuable and mutually dependent human rights, as enshrined in the International Statutes on Human Rights such as the Universal Declaration of Human Rights<sup>5</sup>. Based on its vision on poverty, Oxfam International and Oxfam Novib focus their efforts on five interlinked rights, thereby distinguishing eight strategic change objectives (SCO) that are of particular relevance within the Oxfam Novib/OI program:

##### AIM 1. Right to a sustainable livelihood

- **SCO 1.1: Food and income security.** People living in poverty will achieve food- and income security as well as greater protection of, and control over, the natural resources on which they depend.
- **SCO 1.2: Employment based livelihoods, trade and markets.** People living in poverty will achieve access to secure paid employment, dignified working conditions, labor rights and be empowered to participate in benefit from markets.

##### AIM 2. Right to basic social services

<sup>4</sup> Oxfam Novib has opted for to use the term 'counterparts' (and not partners or partner organisations), as the term 'partners' easily masks the inequality in terms of power between donor and receiving organisation. For more details, see: 'Oxfam Novib and its counterparts' (2004)'.  
<sup>5</sup>

These international statutes include also the International Covenant on Economic, Social and Cultural Rights, and the International Covenant on Civil and Political Rights, and the treaties that follow them (such as the Covenant on the Elimination of all forms of Discrimination Against Women, CEDAW, and the various ILO agreements.

- **SCO 2.1: Basic health services.** People living in poverty will achieve tangible improvements in their health through increased access to affordable and adequate basic social services, clean water, sanitation and public services.
- **SCO 2.2: Education.** All children living in poverty will achieve their right to a good quality basic education, and adults living in poverty will have educational opportunities to help them overcome their poverty.

AIM3. Right to life and security

- **SCO 3.1: Emergency Aid.** A significant reduction in the number of people who die, fall sick, or suffer deprivation as a direct result of armed conflict or natural disasters.
- **SCO 3.2: Conflict Prevention.** A significant reduction in the number of people, who suffer personal or communal violence, forced displacement or armed conflict.

AIM 4. Right to be heard

- **SCO 4.1: Social and political participation.** Marginalized people will achieve their civil and political rights; will have an effective voice in influencing decisions affecting their lives; and will gain the moral support and skills they need to exercise these rights.

AIM 5. Right to an identity: gender and diversity

- **SCO 5.1: Identity.** Women, ethnic and cultural minorities, and other groups oppressed or marginalized because of their identity, will enjoy equal rights and status.

The five aims or rights and eight SCOs form the framework of Oxfam Novib's work. Within this framework Oxfam Novib sets internal and specific objectives at the project and programme level. Aims 4 and 5 are both aims in their own right and cross-cutting themes that should be integrated in all interventions focusing on the other rights.

### Three intervention strategies

To contribute to the objective of structural poverty eradication and equity, and in line with the rights-based approach, Oxfam Novib uses three different intervention strategies. The counterparts supported by Oxfam Novib are organisations that apply one, two or all three intervention strategies in their work.

- **Direct Poverty Eradication (DPE):** is aimed directly at improving the living conditions of people living in poverty. This aim is pursued by the targeted provision of basic services (such as health and education) and enhancing people's capacities to provide in their basic needs (such as food, shelter, water).
- **Civil Society Building (CSB):** is about strengthening plural and democratic social structures and organisations. CSB aims to realize more equitable power relationships and to strengthen the voice of marginalized groups in social, economic and political decision-making.
- **Influencing Policy (IP):** aims to change policies, processes and structures at the local, national and international level, in as far as they maintain or aggravate poverty and inequalities. On the one hand Oxfam Novib does this by funding and supporting the lobby activities of counterparts. On the other hand Oxfam Novib implements activities in cooperation with OI and other counterpart organisations.

Oxfam Novib supports counterparts that pursue one, two or all three intervention strategies in their work. In strategic portfolio management the opportunities for linking these levels and intervention strategies will be actively encouraged.

### Core countries

In 2003, Oxfam Novib decided to narrow the focus of its work, in terms of both themes and countries. This led to the decision to identify a limited number of regional clusters and **core countries (CC)** to which a major part of Oxfam Novib's support would be directed. In total, 18 Core Countries have been selected in 2003; during the next planning period (2007-2010), there will be 19 Core Countries. Core Countries have been selected on the basis of several criteria such as the level of poverty, the activities of other donors in the country, the strengths and weaknesses of OI's network and the potential added value of new investments in the country.

For each Core Country, Oxfam Novib has developed a strategy, in which the five basic rights (see above) are addressed, and which describes the results Oxfam Novib seeks to achieve in that country, in terms of significant, sustained and positive changes in the lives of people suffering from poverty, insecurity and exclusion<sup>6</sup>.

Present Core Country strategies usually have a history that dates back to (sometimes long) before 2003, although the decision to manage the portfolio systematically at country level based on a country strategy paper was taken relatively recent (after the 2003 focus discussion).

Over the last years, Oxfam Novib has engaged in the development of a 'Performance Management System' that aims to develop coherent management practices and tools to improve the quality of the organization's management and outputs. A series of tools have been developed to manage its programme portfolio, mainly at the project level, but increasingly at the country and thematic level also. One of these tools is the core country evaluation.

This evaluation will cover the Nigeria core country portfolio. The evaluation will cover the period 1997 – 2006, with emphasis on the period 2003-2006. Total expenditure over the period 1997-2006 amounts to 8.343 Million Euro.

In 2003 Nigeria was put on the list of core countries. The core country portfolio's origins go back to 1997 but in the period 1997-2003 Oxfam Novib only co-operated with a limited number of counterparts. Only as of 2003 the portfolio has grown significantly.

## **2. National context (Source: Strategic Portfolio Management 2007-2010 document for Nigeria; Strategic Story Nigeria 2005)**

Nigeria is a huge country in terms of its landmass and population size. Nigeria harbors the third largest number of the poorest people in the world after China and India, and is among the 20 countries in the world with the widest gap between the rich and the poor. The area is 923,768 square km hosting a total population of more than 130 million people (2004), of which 46%, live in urban and 54% live in rural areas. The population grows by 2,8% per annum. It is a federal country of 36 states (plus Federal Capital Territory) and total of 774 Local Government Areas (LGAs), which are divided into emirates, districts or traditional council areas. The states are grouped into six geopolitical zones. It is a country of diversity and complexity with over 300 ethnic groups and more than 4,000 dialects.

Nigeria plays an important political role at a continental and an international level, due to its leading role in the African Union, its role in conflict mediation (e.g. for Sudan, Chad and Great Lakes), its role at regional level (ECOWAS) and in international trade negotiations on EPAs, WTO (next to Senegal, Kenya, and South Africa). With its relative free press, politically-oriented civil society and potentially substantial natural and governmental resources, Nigeria has huge potential for a successful claim-making movement making Government and the business sector accountable for its contribution to poverty eradication and development.

Oil has taken the lead in Nigeria's economy. It accounts for more than 98% of the country's foreign exchange earnings in 1998 against 58,3% in 1970. The oil reserves of Nigeria are the 9<sup>th</sup> largest in the world, sufficient for 35 years at the current rate of production. Nigeria is the 7<sup>th</sup> largest exporter of oil in the world and has also vast but unexplored natural gas reserves that make the country the 5<sup>th</sup> largest in the world. The Federal state may appear to be wealthy due to oil resources, but in fact it is a poor country given the population size, with oil and gas revenue to the government equivalent of less than 15 euro cent per person per day in 2002. The revenue from the sale of oil has not resulted in improvements of people's lives. On the contrary, the gross mismanagement of these resources has put its people into deeper poverty.

More than 70% of the population survives on under a dollar a day; more than 90% of its population survives on less than 2 USD. The Official Development Assistance (ODA) for Nigeria calculated the per capita number is also very low (2 USD against 17 USD for the Sub-Saharan region). The Social Watch Basic Capabilities Index for Nigeria is as low as 66.

Agriculture remains one of the main stays of the economy. It had been the backbone of Nigerian economy at the time of independence, but the agriculture potential has been neglected over the years because of the need for oil in the international market. Because of reduced investments in agriculture, the country is now

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<sup>6</sup> As already mentioned in the guidelines, most core country programs were still in development or transition at the moment of the elaboration of the guidelines, which has consequences for the application of these guidelines.

importing food. The contribution of agriculture to revenue dropped from 80% in 1960 to 1,5% in 1995. However, agriculture is still the main source of livelihoods and contributes around 35% to GDP and provides employment to 70% of the active labor force. The sector is highly protected; the average external tariff on agricultural products increased from 26,7% in 1998 to 41,4% in 2003 and several agricultural products (fruits, vegetables and grains) attract tariffs of 100%. In addition, import bans have been placed on products, such as wheat flour, sorghum and poultry products. That's probably why Nigeria lags behind other ECOWAS members in implementing the trade liberalization scheme. It has established a schedule to fully adopt the ECOWAS common external tariffs (CET) by January 1<sup>st</sup>, 2008, which may have dramatic consequences for a huge number of rural livelihoods depending on their sales to the local markets.

In May 2004, the National Economic Empowerment and Development Strategy (NEEDS) was launched as Nigeria's home grown poverty reduction strategy. Similar strategies are being developed across the 36 states (SEEDS). Nigeria currently has an external debt of USD 34 billion of which much has been incurred by dictatorial regimes, and in most cases with full knowledge of lenders. In October 2005, Nigeria acknowledged a cancellation of its outstanding debt stock by the major creditors (Paris club) by 60% in Net Present Value. It remains unclear how this national budget space will be used.

Corruption is still pervasive at all levels, leading directly to violations of social and economic rights; the political elite continues to amass wealth at the expense of the vast majority of Nigerians who live in extreme poverty. Over the past years, there has been more transparency in government spending through publications of releases to state governments. On the other hand, ownership of Federal and State budget amongst the population remains weak because of, among others, the fact that nobody pays taxes in Nigeria. The NEEDS document addresses governance as well as direct poverty alleviation.

In Northern Nigeria, the Islamic code had been practiced for centuries, until the region came under British rule in the early 1900s. Until 1999, Muslim laws in Nigeria applied primarily to civil matters. Since the end of military rule in 1999, 12 of Nigeria's 36 states have adopted Islamic law as part of their legal system. This has to be seen as a result of the religious and ethnic resurgences in response to the failures of and disillusionment with the current system. The extension of Sharia (Islamic law) to criminal offences makes capital punishments like amputation, stoning and beheading for breaches of the Quaranic code possible. However, this violates the international human rights instruments ratified by Nigeria and specifically has an adverse effect on the rights and position of women in Northern States of Nigeria. Gender disparity in Nigeria varies from one society to another. Income disparities of women and men show that the real GDP per capita are 42,8% for women and 57,2% for men.

Nigeria is increasingly facing both man-made and natural disasters. Years of military rule, ongoing corruption, weak accountability, abuse of positions and privileges and even manipulation of violent conflicts as a technique to retain or compete for access to economic and political power are still features of Nigeria's economic and political landscape. Conflict induced humanitarian disasters are more frequent and cover wide geographical areas and a large number of people. The growing incidences of communal violence and instability in various states across the country have led to the death of over 10,000 people in the past five years.

Although there is the potential for violence to flare almost anywhere in the country in response to specific political, economic and social triggers, the extractives of oil in the Niger Delta provides a particular focus. Violent conflicts occasionally take place between the oil companies operating in the region and the host communities, where these companies operate. Niger Delta communities complain that their environment is devastated by the activities of oil companies, without any compensation for the economic and ecological losses. The harsh environmental and economic conditions under which these peoples live also create intense rivalry amongst them. The region is rife with violent intra and inter-communal conflicts over the control of oil-rich land. Oil companies only compensate families or a few individuals in communities in which oil is found. This has heightened the problem of land disputes between individuals and communities within the region.

In 2003, Nigeria saw its first 'civilian to civilian' transition, after decades of military rule that ended in 1999. Although the current government has undertaken encouraging efforts to reduce corruption and has shown improvement in the area of civil and political rights with lesser humanitarian violations than in the past, the police continues to commit numerous extra-judicial killings, acts of torture, and arbitrary arrests. Ongoing inter-communal tensions, especially in the oil-producing Niger Delta, are still a cause of recurring violence. Sharia (Islamic law) courts in the north continue to hand down death sentences and amputation sentences; however, such sentences have not been implemented since early 2002.

NGOs are generally able to carry out their activities without hindrance or obstruction from the authorities. Likewise, journalists are mostly able to report in a critical manner and are able to encourage public debate, including on sensitive issues. Especially the written press is very critical. Radio and TV are largely state owned and thus less outspoken.

Nigeria is a patriarchal society where preference for the male child cuts across all societal strata. This means that even the seemingly exposed and educated families have in-built biases, which affect educating girls. Cultural stereotyping and restrictions on movement subject girls to the authority and control of male children and adult males. Early marriage, early pregnancies, and misinterpretation of religious beliefs all add to cause low esteem in girls and women and contribute to the gender gap.

Violence against girls takes two main categories: direct violence which can be sexual as in rape; cultural as in harmful traditional practices; and structural violence as in gender power relations and unequal resource distributions around education and health issues. Children and women also have been among the principal victims of the combined political, social and economic crisis of the last years.

In some parts of the country the educational system is amongst the worst in Africa. In the 1980's Nigeria had one of the best education systems in Africa, with near full primary enrolment in some parts of the country and Universities internationally known. The system has declined since then. The government of Nigeria has demonstrated commitment to achieving the Education for All (EFA) targets through the launch of the Universal Basic Education (UBE) program in 1999. In spite of all of these efforts findings reveal that there is a huge gap in favour of boys in school enrolment, retention and completion. There was a 12% gender difference in primary Gross Enrolment Rate in 2001 as against a 7% gender difference in 1990. There are at least 3,9 million primary school aged children, 71% of which are girls missing out on formal education. School enrolment rate in Nigeria for boys is about 75% and for girls 65%; but with lower figures for girls in some of the Northern states, for example, Sokoto 15%, Kebbi 34%, Jigawa 39%, Bauchi 39% and Katsina 27%.

HIV/AIDS will undermine future social and economic development. Since the first incidence of HIV/Aids in 1986, Nigeria has witnessed a gradual increase in the national prevalence rates from 1,8 % in 1991, 4,5 % in 1996 to 5,8 % in 2005. Although the results of the 2003 sentinel survey indicate the national prevalence rate is 5,0 %, there are clear indications that the epidemic in Nigeria has extended beyond the commonly classified high-risk groups and now is common in the general population. On the other hand, regional varieties are enormous (12 % prevalence in Cross River state, 1,2 % prevalence in Osun).

The situation of HIV/AIDS in Nigeria has gone through an evolutionary trend of the initial denial by the policy-makers and advisers at the central, state and local level, to minimal and non-committal acceptance, and most recently the complete admittance of epidemic proportions of the problem and a awakening to designing responsive programs. The Government launched the HIV/Aids Emergency Action Plan (HEAP) which is anchored around a multisectorial orientation. The role and responsibilities of the critical mass of Nigerian stakeholders including the Faith Based Organisations were clearly outlined and stakeholders empowered to take lead.

Analyses of the prevalence rates across the various age groups indicate that young people between 15 and 24 years are the worst hit by the AIDS epidemic.

### **3. The Core Country Portfolio (source: Strategic story Nigeria 2005, Strategic Portfolio Management Nigeria 2007-2010)**

During a Resource Allocation exercise in 1997 Novib decided to add Nigeria as a new program area.

In 2003 Nigeria was selected as core country within the West Africa region. Its strategic position in the region (qualitative and quantitative) and growing poverty on one side and relative freedom for civil society since 1999 on the other were the main reasons to do so. It was agreed that this decision would be reviewed in 2005 because there were doubts whether it would be possible to develop a real core country program covering the five aims, using a budget of at least 2 Million Euro per year, with sufficient spread across the country and a balanced approach on direct poverty eradication, civil society strengthening and advocacy. In 2006 the status of Nigeria as a core country was confirmed as it met the requirements of a core country program. The coherence and strategic value of Oxfam Novib's support to Nigerian civil society now has to be reviewed to provide future guidance.

The main programme components are as follows:

*Food and Income security*



*Income inequality has widened and a large proportion of the population has fallen below the poverty line since the collapse of the oil boom of the 1970s. Nigeria is among the 20 countries in the world with the widest gap between the rich and the poor which makes the link with the work on aim 4 (social and political participation) very strong.*

Women are main actors in processing and commercialization of agricultural products, more than their role in the production process. In customary tenure systems, inequality in land holdings is high, as small trade is dominated by (family) enterprises of women.

There is a large demand for “inclusive” micro finance services and their impact is often big (in terms of food security and development of small trade).

*Oxfam Novib puts emphasis on improved access for rural poor to benefit from the (natural and economic) opportunities in Nigeria trough:*

- Micro-finance for rural poor, 75 % women (Approximately 40 million Nigerians earn an income through micro and small enterprises, often in combination with some agricultural activity. Most of these enterprises have little or no access to financial service delivery).
- Improved distribution of oil revenues.
- Promote pro-poor chain responsibility on oil and wood.

### **HIV/AIDS**

Oxfam Novib’s positioning is mainly focused on youth, through the mainstreaming of HIV/Aids within the education program and conflict management partners.

### **Basic education**

Oxfam Novib wants to contribute to bridge the gender gaps in Gross Enrolment Ratio in the Northern States.

### **Conflict prevention and management**

Although there is a constant need for emergency response in Nigeria, financial and material support is not the most important requirement of most emergencies. Individuals, communities, states and federal governments all make generous contributions to emergency relief programs. Therefore Oxfam Novib within the OI Humanitarian Consortium concentrates on:

- Conflict mitigation and prevention for community based organisations (peace building).
- Capacity building support for local humanitarian organisations in the region

### **Social and political participation**

Oxfam Novib promotes an understanding of the dynamics of fundamental human rights through better access to information of customary, statutory and religious laws, media attention for human rights abuse and the promotion of role models within local communities (there exists a strong relation with aim 3).

### **Gender based violence**

Oxfam Novib focuses on the empowerment of women and girls, counseling services and advocacy towards local governments. (There is a clear link with activities on SCO 2.2 education)

### **OI co-operation**

Oil, education, conflict and access to land will remain priority themes within the regional Oxfam Strategy. Oxfam Great Britain is the only other Oxfam working in Nigeria, mainly focusing on Aim 1 (food security). Since 2006 Nigeria has the status of a pivotal country for Oxfam Great Britain. Currently Oxfam collaboration is focused on the issues of oil and humanitarian interventions and to a lesser extent on trade. By 2010, collaboration and all activities related to campaigning work Global Call against Poverty, Make Trade Fair (GCAP, MTF) and Humanitarian work will be carried out jointly.

The future perspective is that a joint analysis of the country context will be made and that strategies will be aligned. Collaboration and all activities related to campaigning work Global Call against Poverty, Make Trade Fair (GCAP, MTF) and Humanitarian work will be carried out jointly.

### **The portfolio**

The portfolio is constituted of twelve (12) counterparts ranging from NGOs, networks to member organisations. All the counterparts have been identified in the implementation process of three major strategic programmes: The Oxfam UK/I and Novib joint strategic framework document (1997-2000), Oxfam

international West Africa strategic programme business plan (2000-2004) and the SPM Nigeria and West Africa (2007-2010).

The programme portfolio has evolved gradually from 3 counterparts in 1997-2000 to 11 in 2004. Only one counterpart is no longer on the portfolio. The current portfolio can be described as follows:

- The first interventions were basically focusing on aim 4 and 5 while interventions in aim 1, 2, and 3 are relatively new.
- The geographic intervention is predominantly in the Delta Niger (micro finance, environmental issues and conflict prevention) and the Northern region (women rights, education and health).
- There is a concentration on microfinance (3 counterparts), women rights (2), environmental rights (2), conflict prevention (2), health (1) and education (1)
- Interventions differ in level of scaling (individual, Group, state and national).
- Oxfam Novib funded interventions vary: institutional support (core funding), specific lobby activities, direct activities (health and education) and capacity building.

In terms of expenditure, the budget spent through the basic strategies over the period 1997-2006 amounts to 8.343 Million Euro with the higher score respectively to direct poverty and lobby and advocacy.

### **Oxfam Novib internal organization**

Different organizational units within Oxfam Novib are dealing with Nigeria. The West Africa team is responsible for managing the portfolio.

The financial service unit develops and manages the loan portfolio to micro finance institutes (mfi's). Loans have to be approved both by the bureau and the financial service unit and the financial service unit advises the bureau on grants to mfi's

The Trade and Private sector team identifies opportunities for corporate sector engagement and issues that partners deal with and that are seen to contribute to our mission. This team also seeks opportunities to link the agenda of Nigerian partners to the international Make Trade Fair campaign agenda and vice versa.

Oxfam Novib's Linkis programme (Popular Campaigning) also supports once-off projects of organizations in the Netherlands which support projects in Nigeria.

2005	Aim1	Aim2	Aim3	Aim4	Aim5		DPE	CSB	IP	Total budget
<b>West Africa Team</b>	44,1 %	24,0 %	6,2 %	20 %	5,7 %		71,5 %	16,4 %	12,1 %	6.823.516
<b>Nigeria</b>	34,9 %	16,4 %	15,4 %	19,9 %	13,4 %		64,4 %	14,1 %	21,5 %	1.847.000

### **4. Objectives of the Nigeria Core Country Evaluation**

The main objective of a Core Country evaluation is to **report** in an independent and impartial way **on the achievements of the core country strategy**, particularly in terms of its contributions to the attainment of Policy and Practice Changes (PPCs) and Strategic Change Objectives (SCOs).

As such, a Core Country evaluation should allow:

- to provide a **basis for accountability and information**, both towards Oxfam Novib's donors, the counterparts, other development actors and the public at large;
- **feeding Oxfam Novib's strategic decision-making process in view of improving future policies and programmes**, by providing inputs for future opportunity and risk assessment and the strategic choices both at CC level, and at the level of Oxfam Novib's policy-making as a whole.

By using an approach that combines methodological rigor with involvement of stakeholders through participatory approaches, this evaluation should also **contribute to the ongoing learning process**, both at the level of Oxfam Novib and its counterparts.

### ***OUTPUTS NIGERIA CORE COUNTRY EVALUATION***

**An analysis of the country context** and of how this context influences (or can influence) the CCP achievements.

**An assessment of Oxfam Novib's strategic positioning in the CC:** this should include a description of Novib's strategic positioning in the country, an assessment with regard to the quality of the strategic decision-making process in the country and an analysis of the relevance of the strategic choices made.

**An assessment of the results achieved by the Core Country Strategy:** focusing on the higher result levels: Strategic Change Objectives and Policy and Practice Changes, and including an analysis of (internal and external) explaining factors for the achievement or non-achievement of results.

**An assessment of the contribution of Oxfam Novib:** Oxfam Novib acts as a catalyst and works essentially via its counterparts. As such, its contribution is indirect. It may have contributed in a positive or negative way, to a lesser or higher degree, to the quality of the work of the counterparts and, hence, to the degree to which higher level results could be achieved or not achieved. Oxfam Novib's contribution lays, among others, in the way strategic choices are made, in the linkages between lobby and campaign efforts in The Netherlands and at international level and the programme in the CC, in the quality of the dialogue with local counterparts, in the mainstreaming of certain issues such as gender, and in the quality of co-operation with other OI partners.

The Nigeria team wants to have this evaluation done because it wants to see whether the current strategy is adequate and can be made more effective.

The evaluation results will be used by the Nigeria team to improve its future policies and programmes and strengthen the links with Oxfam Novib's campaigning and lobbying work. Further, the evaluation results will be shared with Oxfam GB as the perspective for OI collaboration is to have a joint context analysis

## **5. Scope of the Core Country Evaluation**

The Nigeria core country evaluation will address the following questions:

- 1. How have the achievements of the core country program been influenced by the country context?*
- 2. What has been the quality of Oxfam Novib's strategic positioning in Nigeria?*
- 3. How has the country program contributed to the achievement of Policy and Practice Changes and Strategic Change Objectives?*
- 4. What has been the contribution of Oxfam Novib to the achievements?*

With respect to question 2, it is important to mention that the decision to give Nigeria the status of a core country has not been unquestioned in the past. The reconstruction of the "theories of change" and use of internal and external opportunities that have been prominent during the evaluation period, is important in order to be able to value the achievements of the core country program. As the evaluation results will be used for improvement of the current strategy and corresponding decisions on the portfolio, the team wants to know whether the present mix of strategies is the best one to get the highest impact.

*Oxfam Novib would like to have feedback from the evaluators on choices made:*

- decision to focus on civil society building (a.o. strengthening the women's movement), lobby and advocacy and its strategic value in terms of maximising potential impact on poverty reduction*
- decision to focus the aim 1 work on microfinance*
- geographic choices, choice for specific target groups (education in the North; pastoralists)*
- contingency planning (Oxfam Novib has the lead with Oxfam International in Nigeria)*
- the mainstreaming of gender issues and HIV-aids.*

*With regards to the future, different issues merit attention:*

- Have possibilities for co-operation on corporate social responsibility been used to the maximum*
- No specific human rights counterparts are supported until now. Would the inclusion of such counterparts be important for achieving the SCO's as described in the SPM?*
- links with Oxfam Novib regional cluster (SPM) for West-Africa, esp. re livelihoods, good governance and women's leadership*

### **With respect to question 3.**

It is important to cover all the interventions and assess the practice and policy changes at all levels.

It is however clear that most interventions in the aim 1, 2, 3 are relatively new so only their processes and potential contributions to SCO's could be assessed. Interventions in environmental rights and identity are going to be given more in-depth analysis.

See annex A.3.3. of the "guidelines" for a checklist of evaluation questions, which will be detailed further in the "approach paper" that will be written by the team leader in the preparatory phase of the evaluation.

## **6. Evaluation methodology**

The evaluation consists of three major phases that are described in detail in the “guidelines for core country evaluations”. Summarized, these are the following:

5000 *A preparatory phase which includes:*

- Preparatory steps at Oxfam Novib level (a.o. drafting Terms of Reference; selecting evaluators; composing Evaluation Steering Group)
- Introductory visits to the Oxfam Novib office in The Hague and to Nigeria by the team leader

At the end of this phase, the Terms of Reference will be finalized and the local evaluation team will be recruited.

2. *A field implementation phase which includes:*

- Research and preparatory activities by the local evaluation team in Nigeria.
- Field visits to counterparts.
- Start-up and restitution workshops with counterparts

At the end of this phase a draft synthesis report will be ready.

The preparatory activities by the local evaluation team will include documentary studies on environment, health, education, microfinance and the NGO sector. These studies will include gender specific information and include a focus on the interaction between CSOs and (local) governance. The results of this work will be presented and discussed during the start-up workshop with counterparts.

The methodology used during the field visits to counterparts will consist of interviews with management and staff of the counterparts, focus group discussions with target groups and interviews with other actors (government, local leaders, other civil society organisations). It is important to include female staff of counterparts and female community members in key meetings. If required, a female consultant should have specific discussions with female staff and community members.

3. *A follow-up phase which includes:*

- Debriefing at Oxfam Novib and fine-tuning synthesis report
- Management response to the conclusions and recommendations of the synthesis report (by Oxfam Novib)

## 7. **Expected outputs**

The team leader will produce the following **reports** in English:

1. An approach paper that addresses the “suggested contents of the approach paper” as stated in the “guidelines for core country evaluations”. Maximum: 15 pages (1 electronic copy and 1 hard copy)
2. A synthesis report that meets the quality requirements as stated in the “guidelines for core country evaluations”. The report should be structured according to the “Format for the core country evaluations” as have been indicated in the “guidelines for core country evaluations”. Maximum: 50 pages without annexes. (1 electronic copy and 1 hard copy)

The team leader will also be responsible for organizing:

- Start-up and restitution workshops with counterparts
- Debriefing at Oxfam Novib

## 8. **Evaluation team**

The evaluation team is headed by a **senior evaluator** who is the overall responsible for the development of the evaluation design, the global coordination of the evaluation (in cooperation with the counterparts and the Oxfam Novib geographical desks), the implementation of the evaluation (at all levels, and in cooperation with all other major stakeholders), the drafting of the evaluation report and the presentation of the evaluation results to Oxfam Novib and the counterparts.

The senior evaluator is a southern consultant. He is selected at a regional level and is responsible for conducting several Oxfam Novib core country program evaluations in the region.

The senior evaluator will compose a **team**, which will be composed of 2 local consultants (one male and one female) with complementing knowledge on the sectors covered by the country program.

The local evaluators participate in the implementation of the country level evaluations and have, in particular, an important role in preparing the actual field visits and in conducting specific research. They should also dispose of a solid evaluation experience.

**See also:**

*Annex 5: TOR for the team leader*

*Annex 6: TOR for the local consultants*

**9. Management arrangements**

For the Nigeria evaluation, an **Evaluation Steering Group** (ESG) will be set up, composed of representatives of the **Nigeria desk** (Ron Delnoye) and the **Regional Bureau Head** (Gerard Steehouwer). The **Research & Development Unit** (Gina Castillo, livelihoods advisor) will also be part of the Steering Group.

The **Trade and Private sector team** (Bertram Zagema and Gine Zwart) and **Financial Services Unit** (Anouk Blum) will also form part of this ESG.

The **Quality and Control Unit** (Yvonne Es) will be responsible for the overall management of this evaluation.

The Evaluation Steering Group is closely associated to all phases of the process. It participates in the decision-making process related to the delineation of the scope of the evaluation, provides feedback on the evaluation design, comments on the draft synthesis report and approves the final synthesis report. The ESG also prepares Oxfam Novib's response to conclusions and recommendations.

*The specific roles of the different people in the ESG can be described as follows:*

The overall management responsibility for the planning and implementation of the Nigeria evaluation lies with the **Quality and Control Unit** (Q&C). This unit is responsible for the quality and independence of the evaluations. It takes the main decisions related to the Core Country evaluations, based on advice from the Nigeria desk and other concerned units within Oxfam Novib. It co-ordinates the discussion of the evaluation results and guarantees that agreement is reached on the follow-up to be given to the evaluation findings and recommendations.

The **Nigeria desk** is involved in all the stages of the evaluation process. It is here that most background information related to the Nigeria Programme is located. Moreover, the Nigeria desk will be the most important user of the evaluation results. As such, the Nigeria desk has several roles to play in the evaluation process: it should provide the evaluation team with all relevant background information needed (both through interviews and through the provision of documents), facilitate contacts with the counterparts and other actors in field, be consulted for important decision-making moments related to the evaluation process (such as the delineation of the scope and coverage of the evaluation and the selection of the evaluation team) and participate in some key moments of the process (e.g. the start-up and restitution workshops organized at the country level).

Representatives of the **Trade and Private Sector team** and the **Financial Services Unit** will bring in the specific perspective of their units in this evaluation.

The involvement of the **Research & Development Unit** is mainly aimed at ensuring the linkage between the evaluation process and Oxfam Novib's processes of internal learning and policy development.

**Tentative time frame**

Month	4/5	5/6/7	7/8	8/9/10	8/9/10	10	10	4/2007
Step								
Preparatory steps at Oxfam Novib level (°)								
Introductory visit of team leader to The Hague								
Selection and recruitment local evaluators								
Preparatory visit to Core Country								
Research/preparatory activities CC level								
Start up workshop								
Actual field work								



<p>High level of poverty and unemployment  Gender disparity in all sectors  New national law to protect local laws,  Strict enforcement of environmental laws to reduce pollution of farmlands and marine life</p>	<p>economic planning</p>
<p><b>FADU</b></p>	
<p>High poverty level; women most affected  Difficulty of obtaining credit for micro business  Large scale unemployment  Social conflicts resulting in deaths and loss of economic base  Natural factors  Introduction of policy to integrate women into economic mainstream to enhance their capacity to participate in economic, social and political life  Financial Sector policy framework for the operations of rural financial institutions  Formation of 250 credit groups in three zones</p>	<p>Establishment of 22 districts  Train society leaders and district leaders in record keeping, loans and savings management, group management and cohesion, Business management and leadership role.  Set-up district loan management committee in each of the districts  Disbursed micro loans to 250 credit societies  About 1075 individuals have been economically empowered  Over 2000 individuals have been empowered indirectly  Women beneficiary have assumed leadership role in communities  Have generated wealth Improving the sustainability of the project</p>
<p><b>LAPO</b></p>	
<p>High level of unemployment  Inadequate/lack of access to credit  High level of poverty especially among women  Low-level participation in household and community decision making  Low self-esteem among women  Behaviours, beliefs and practices inimical to women  Low standard of living  Development of the microfinance policy and regulatory framework in process  Passage of laws against harmful traditional practices against women</p>	<p>Improved access to credit for income generating activities for women  Wealth building through savings  High level of self-esteem and female involvement in household decision making and resource allocation  Enhanced business and group management capacity  Increased spouse and community respect  Increased Participation in community decision making process  Expansion of activities rural communities in Niger, Kogi and Nassarawa states.  Creation of employment in small income generation activities</p>
<p><b>ERA</b></p>	
<p>Weak and badly implemented environmental laws  Serial destruction of local livelihoods by extractive industries  Lack of capacity of Communities to engage the Big corporations on issues that affect their lives  Low capacity of CBOs and communities to engage oil and gas corporations  Incessant conflicts in the Niger Delta and other areas.  Pollution of farmlands and waters  Widespread poverty in Niger Delta communities  Human rights abuses promoted by oil and gas companies  Restiveness in the Niger Delta  Lack of Development in the Niger Delta area  Presentation of the Environmental Protection Bill to leadership of House of Representatives  Constitution of the Presidential Committee on the Niger Delta  Creation of the National Oil Spill Response Agency</p>	<p>Government pronouncement that it will stop gas flaring by 2008  Conducted trainings for parliamentarians on the Environmental Protection Bill  Published a critique of all the Environmental Laws in the country  Published the Environmental Protection Bill  More communities are empowered to improve their skills and economic base through the Community Resource Centers  Oil and gas corporations adopts to programmes to end unwholesome practices  Improved Involvement of local communities on decisions bothering on the extraction and management of wealth from natural resources  More CBOs benefiting from ERA facilitated seed grant programmes  Participation of ERA in the MTSS aimed at influencing budgetary allocation to the environment  Communities are more empowered to engage</p>

	<p>corporation and protect their livelihoods  Intensive advocacy on the problem of the Niger Delta using the media  Bringing corporations to justice over their actions through litigation eg: the case on gas flaring</p>
<b>DEC</b>	
<p>Lack of coordination of the MFIs  Inadequate capital/ dependence on donors  Weak management  Low coverage/outreach  Inadequate business skills  High level of poverty amongst women  Religious and cultural beliefs  High level of illiteracy of women  Low level of women participation  National regulatory framework policy on MFIs in process  Participation of MFIs in the consultation of the MFI Policy</p>	<p>Human department created  Work place policy for DEC staff to address HIV/AIDS and family life  Effective and efficient services delivery to clients  Increased number of DEC branches  Staff training/ development  Gender consideration in recruitment  Increased income level and development of small businesses  Improved participation of women at household, community and board level  Improved status of women  Increased number of women in adult literacy</p>
<b>RRDC</b>	
<p>Illegal forest exploitation activities  Wide spread collusion involving WEMPCO,  Massive tax evasion arising from the illegal operations of the loggers,  The wanton destruction of the forest environment leading to the conflict between WEMPCO and the forest communities, a conflict that attracted government attention and international concern.  Lack of coordination among civil society groups  Lack of credibility in NGO work and intention  Lack of institutional capacity  Lack of knowledge on community rights over their resources  Ignorance of community members in para-legal issues as it affects their forest resources.  Inequity in access to, or the distribution of forest resources among resource owners  Award of forest reserves to concessionaires to the exclusion of the communities that own the resources.  Strained relationship with government  Soil erosion and flooding  Land degradation  Loss of biodiversity  Destruction of watersheds and freshwater resources  Forest depletion  Human Activities (over-exploitation, deforestation, wood extraction, bush burning)  Poverty (Allanbalckia)  Gender. Exclusion of women and disadvantaged groups from policy processes. Women are more likely to be affected by the incidence of poverty than men because of the restrictions placed by tradition and culture</p>	<p>Lack of Institutional capacity to execute projects effectively  Access to donor funds to carry out planned activities  Lack of awareness  Lack of funds  Weak policy regimes  Ineffective coordination among stakeholders  Improved relations between NGOs and the public sector. In the Cross River State of Nigeria, this is evident in the recent partnership initiatives held between the State Planning Commission, Forestry Commission and NGOs.  Power-of-Attorney granted to forest monitoring networks in order to make them more efficient  Establishment of VFPOs for the purpose of monitoring forest resource extraction through local participation. This community-based monitoring institution is envisioned to improve transparency in the long term conservation and management of the community forest on a sustainable basis.  Cancellation of all logging permits and concessions  Banning of logging activities (a moratorium of logging)  Government partnership with NGOs and seeing NGOs as necessary change agents.  Eviction of WEMPCO from the Cross River Forest Estate  Establishment of community-based independent forest monitoring groups (VFPOs)  Providing capacities and building skills of resource owners  Relationship with government has improved ...now being invited to participate in the development of the SEED document by the state planning commission, being invited by the forestry commission to assist in monitoring and tracking down illegal FOREST EXPLOITERS</p>



	<p>Institutional capacity has been strengthened by IUCN and NOVIB through the provision of computers, generators, fax and telephones, photocopier etc.</p> <p>BOTH Ends have provided access to funds from NOVIB, IUCN and X-Y Foundation. This has enhanced RRDC's work and performance level greatly.</p> <p>Mobilization of communities and groups towards taking actions that would deal with some of the problems</p> <p>Advocacy and lobby work with government on specific and relevant policies and actions</p>
<b>NANTS</b>	
<p><u>National Level:</u></p> <p>The On-going EPA (free trade Negotiations) between Nigeria in ECOWAS and the EU under the ACP-EU Agreement</p> <p>Nigerian govt. going into the negotiations without a definite position or strategy</p> <p>Lack of consultation of broad spectrum of the society to integrate concerns and interests of different actors (farmers, labour, manufacturers, traders, professional bodies, women, etc)</p> <p>Adoption of Common External Tariff (CET) for EPA at rates that are weak in protecting livelihoods of producers</p> <p>Absence of evidence based criteria for decisions at the negotiations</p> <p>Inclusion of controversial issues like the Singapore issues in the EPA</p> <p>Poor capacity of Nigerian negotiators in terms of Technical and analytical skills, etc</p> <p>Lack of involvement of the Parliamentarians in the EPA process</p> <p>Uncoordinated decisions and actions among ministries and departments involved in the EPA process leading to working across purposes</p> <p>The Doha Development Agenda (WTO) – Multilateral Trade Negotiations</p> <p>Supply side constraints (Low capacity on agriculture and manufacturing)</p> <p>Debilitating effects of unrestricted import through trade liberalization leading to import surge and trade diversion</p> <p>De-industrialization and incapacitation of the manufacturing sector resulting in unemployment (e.g. closure of textile industries)</p> <p>Uncompetitive ness of local products in the international markets due to poor standards and lopsided rules</p> <p>Poor market access to local products</p> <p>Non involvement of CSOs in trade policy agenda setting and multilateral trade negotiations</p> <p>Poor preparation to WTO conferences</p> <p>Lack of credit facilities and incentives to encourage local farmers</p>	<p>Pre-colonial Obsolete trade laws still in existence thereby rubbishing present realities (CEMA 1948, Poor control and mgmt. of markets by LG Officials</p> <p>Deplorable sanitary conditions of markets</p> <p>Tracking trade and economic policy budgets and Holding leadership accountable</p> <p>The On-going EPA (free trade Negotiations) between Nigeria in ECOWAS and the EU under the ACP-EU Agreement</p> <p>NANTS provided a harmonized strategic negotiating position for Nigeria and it is based on it that Nigeria is currently negotiating</p> <p>Initiated consultations with stakeholders</p> <p>Formation of an Enhanced Focal Point on Multilateral Trade by the Federal govt. to advise the Federal Executive Council on trade matters</p> <p>A review of the adopted Common External Tariff (CET) for EPA with Nigeria asking for a fifth tariff band and exemptions in certain product lines</p> <p>National Planning Commission setting up a Committee to identify areas imperative for studies as a compass for trade policy directions</p> <p>NANTS presently working with NOVIB to provide a study on Investment architecture in Nigeria as a guide to decision in negotiating Singapore issues especially Investments in the EPA</p> <p>Regular meetings initiated by NANTS, FMC and NPC for the evaluation of ECOWAS and member states positions in the EPA</p> <p>Federal government formally appoints NANTS as the NSA representative and one of the negotiators for Nigeria on EPA and WTO matters</p> <p>More people becoming aware (through NANTS-NOVIB TV programme) of the existence of the EPA with its lopsided implications</p> <p>Nigerian Parliament beginning to assert their oversight function by demanding for reports of negotiations on going</p> <p>Analysis of sectoral and socio-economic implications of the EPA on Nigeria through NANTS newspaper serialization on This Day Newspaper</p> <p>The Doha Development Agenda (WTO) – Multilateral Trade Negotiations</p>

<p><u>Regional trade integration (ETLS)</u>  Lack of political will for strict implementation of ETLS since the Protocol was signed in 1975  Corruption at the borders and ports of entry  Multiplicity of trade facilitating agencies and cumbersome laws  Absence of reliable trade statistics and data  Discrepancies between ECOWAS and UEMOA (poor harmonization)  Infrastructural deficiency (road networks, telecomms, flight, railways, etc),</p> <p><u>Domestic trade policy</u>  Incessant market fires  Uncalculated and arbitrary ban/prohibitions  Poor market sanitation resulting in health hazards  Uncoordinated laws and legislation at all levels of govt.  Poor trade policy mgmt: - Unpredictability, incoherence and uncoordinated tariffs setting, reversals in our trade policies...  Lack of gender considerations in trade and economic policy  No gender disaggregated data; gender not mainstreamed in trade policies; no analysis for formulation, implementation, monitoring and impact measurement, etc  Poor coherence between trade policy and the overall development strategy</p> <p><u>State Levels</u>  Multiplicity of taxes from one state to or LG to another</p>	<p>More focus on infrastructural development as a measure to enhance Supply side constraints  Import bans and restrictions put in place (although uncoordinated for now) to check influx of substandard goods  Special packages (about N20 billion) set aside from the Excess crude oil revenue (e.g. for the revamping of textile industries)  NAFDAC and SON awaking consciousness of product standards for competitiveness  Federal government sets up a Committee on Emerging markets with NANTS as the Chair  CSOs represented for the first time in the history of WTO negotiations at the Hong Kong Ministerial with NANTS as a member of the Technical Team  N50 billion facility and fertilizer provisions for local farmers, especially women</p> <p><u>Regional trade integration (ETLS)</u>  NANTS-NOVIB partners with ECOWAS and the Nigeria govt to present Alternatives to EPA  ECOWAS expresses willingness to partner with NANTS in the trans-border trade and integration monitoring  ECOWAS gradually moving into a full fledged Commission  Federal govt. sets up a refurbished Bureau for Statistics for reliable trade information and data</p> <p><u>Domestic trade policy</u>  A Bill on fire prevention and remedy at the national Assembly  A study by NANTS and her allies (OGB and NTN) on institutional issues on bans presented to the Federal govt.  Pilot project on market sanitation initiated by NANTS and the FCT  Gender and poverty analysis on the Nigeria Trade policy published by NANTS and her allies (Oxfam GB, NTN and UNIFEM)  Improved collaboration between govt. and CSOs on trade policy issues</p>
<p><b>SCO 2: health and education (AHIP Action aid)</b></p>	
<p>Major policy &amp; practice changes</p>	<p>Keys impacts</p>
<p><b>Action aid EGBENN</b></p>	
<p><u>Policies</u>  Lobbying for passage of Bill on Gender Sensitive Policy in Education in Zamfara &amp; Kebbi States  Review/Activation of Policy Against Withdrawal of Girls' From Schools in Kebbi State  Policy Statement Against Hawking by Girls in Kebbi State  Policy Statement on Equal Access-Sokoto State</p> <p><u>Practices</u>  Establishment of School Management Committees (SMCs)- a School Community-based institution aimed at strengthening community participation and</p>	<p>Positive change in conception of Islam girls' education  Decreasing involvement of girls in Hawking at the community level during school hours  Increased Participation in School Governance by Community Members  Linkage of Community and Government resulting in increased collaboration between local communities and government in school development  Community Empowerment: through the project, more people are being empowered to demand and claim their rights</p>

<p>mobilization for education delivery, established in 3 Communities, 3 LGAs in 3 States of Kebbi, Zamfara and Sokoto States</p> <p>Development of Mechanisms for consultation between public authorities and civil society creating space for meaningful participation in monitoring and decision making in education</p> <p>Increased Involvement of Community Members in Supervision of the Teaching-Learning process</p> <p>Increasing participation of excluded groups especially the girl child in basic education</p> <p>Gradual change in gender roles and relations</p>	<p>Increasing participation of excluded groups especially the girl child in basic education</p> <p>General Positive Change in Attitude towards Girls' education: leading to increased enrolment, demand for Adult Literacy Classes by members of the REFLECT Circles</p> <p>Establishment of REFLECT (Regenerated Freirean Literacy through empowering community techniques) Circles which has resulted in</p> <p>Conscientization of people on their basic rights especially rights in and to education</p> <p>Community Mobilization for Collective Action in prioritizing problems and implementing identified possible solutions within a timeframe thereby increasing ownership of process and end product e.g Road Construction/rehabilitation, Classroom blocks construction/rehabilitation</p> <p>Creation of Child Friendly Environment in schools e.g digging of wells for water supply to pupils</p>
<b>AHIP</b>	
<p>Member National working group on Adolescent health policy.</p> <p>National strategic framework for Adolescent health and Development</p> <p>Member National working group on family life and HIV/AIDs curriculum development</p> <p>National training manual for Adolescent health and development</p> <p>Gender consideration in staff employment</p>	<p>Effective and efficient provision of quality care services to clients</p> <p>Continuous staff training for effective performance</p> <p>Increased ANC client attendance</p> <p>Increased access and usage of contraceptive use</p> <p>Increased skilled young persons (Setting goals Decision making, Negotiations etc)</p>
<b>SCO 3: emergency aid (WANEP)</b>	
Major policy & practice changes	Keys impacts
<p>MOU with ECOWAS for conflict prevention and early warning</p> <p>Integration of Peace Education in the curriculum of primary and secondary school in Enugu</p> <p>Kaduna state establishment of the Bureau for religious affairs</p> <p>Government recognition of the role of civil society in emergencies</p> <p>Regular monitoring, reporting and communication of early warning by Conflict Monitors</p> <p>Formation of women Coalitions in peace building</p> <p>More Voices of women being heard through VOW radio program currently taking place in Kaduna and Jos</p>	<p>Partnership with the Ministry of Women Affairs</p> <p>Organization of Annual Lessons Learnt Conference that bring together women from the six geo political zones to share women's experiences and best practice in peace building</p> <p>Establishment of Peer mediation and Peace clubs in Enugu (south East Nigeria)</p> <p>Constant update on emergencies through publication</p> <p>Reduction in school conflict where the pilot project are taking place</p> <p>Knowledge and participation in disaster management by over 120 trained CBOs</p> <p>Increased visibility of women in peace building as well as enhanced participation</p>
<b>SCO 4: social and political participation (CDD)</b>	
Major policy & practice changes	Keys impacts
<p>No specific policy change but we are aware local government authorities and youth in some of the communities we worked in have begun to hold monthly fora for discussions and negotiation.</p> <p>Critical mass of women and youth in conflict prone communities organizing for change.</p> <p>Increased community level engagement with local</p>	<p>As a result of the leadership training 2 of the trainees are vying for local government elective positions in 2007 elections [1 female and 1 male].</p> <p>Funding opportunities to Community based groups which they wouldn't have easily accessed else where [Leadership Fund].</p> <p>In disbursing the fund – we ensured we picked</p>

<p>authorities.</p> <p>Formation of the Niger Delta Spiders Network [Network of project trainees].</p> <p>We have also been able to facilitate linkages between youth in Niger Delta to conflict prone areas in South West of Nigeria [ e.g Ife- Modakeke] and conflict prone areas in West Africa[ Youth Reunion].</p> <p>Sharing of best practices and documentation of Lessons learnt from conflict prone areas within the country and sub region as a whole</p>	<p>women focused CBOs who accessed 50% of the entire fund.</p> <p>Distribution of 178 computers and accessories to NGOs in states across 6 geopolitical zones.</p> <p>This project has helped strengthen our value added as an organization. The data and information we gathered and the feedback we are still getting from our beneficiaries is helping us in our general programming and planning.</p>
<b>SCO 5: gender (BAOBAB, GPI)</b>	
<b>Key policies</b>	<b>Key practices changes</b>
<b>BAOBAB</b>	
<p>Legislation banning all forms of discrimination against women</p> <p>Domestic violence bill in Lagos state parliament</p> <p>The child right act</p> <p>Trafficking in women and girls</p> <p>Harmful traditional practices</p> <p>Widowhood rites</p> <p>Police reform act</p> <p>Fix Nigeria policy against corruption</p> <p>Sharia legal defence – no more cases of women to death by stoning (OXFAM NOVIB)</p> <p><u>Capacity building</u></p> <p>Leadership – Oxfam Novib</p> <p>Paralegal - Oxfam Novib</p> <p>Gender – CIDA</p> <p>Women’s rights in religious laws- Oxfam Novib</p> <p>National discussions on sharia &amp; VAW- Oxfam Novib</p> <p>Human rights training for judge, police and Alkalis- British high commission</p>	<p>Information sharing - Oxfam Novib and Mc Arthur foundation</p> <p>Internship programme- Oxfam Novib and Ford foundation</p> <p>Media advocacy – Netherlands Embassy</p> <p>Talent competition for young and adults- NORAD</p> <p>HIV AIDS traning for BAOBAB staff and outreach teams- Oxfam Novib</p> <p>Future for girls’ education – a group of individuals in Switzerland</p> <p>Reproductive and sexual rights of women – Ford foundation</p> <p>Sharia’ a research in 12 nothern states of Nigeria – Mc Arthur Foundation</p> <p>Gender &amp; political education for female politicians – in process- NDI</p>
<b>GPI</b>	
<b>Major issue in the sector</b>	<b>Major policy &amp; practice changes</b>
Women reproductive rights	No meaningful change
Available policy	
Harmful trade practice	Not totally eradicated
Policy in some state	
Child labour	Widely practiced. People are gradually being aware due to access of information
Child right bill (in some states)	
Tip involving girls/women	Minimal practice change from anecdotal evidence
No available policy	
Male preference	Widely practice
Girl child education covered by CRA	
Girl child education	Traffickers now prosecuted when caught but are now focusing on rural areas
Tip women/girl in some states	
HIV AIDS women/girls	Referral, free testing centres subsidized anti retroviral drugs
Not aware of government policies	
Violence against women	Rapist are prosecuted
Policy available in some states	
Lack of gender mainstream	No uniform policy haphazardly done
Policy available	
Lack of enabling environment for women participation in politics	Women are under represented in parties, no gender mainstream in electoral process

No policy	
Lack of domestic and ratified instr. Eg CEDAN Policy in progress	VAW still very much in practice
Lack of CSE National Policy in some states	State yet to adopt the curriculum
Lack of access to health care No policy	No specialized hospitals for women
Lack of access to justice No policy	Women rarely take cases in court
Lack of right to own or inherit property No policy	In some state women can not own properties

#### D: People met

	Number of male/female	functions	Specific activity undertaken
<b>BAOBAB</b>	06	Board Staff Resource persons	interviews
<b>CDD</b>	17	Executive director Head of programme	Interviews Focus group discussion in Kebetkache in Port Harcourt and Agbremo
<b>ERA</b>	15	Executive Director ERA Programmes Director ERA Programmes officer Democracy outreach head legal resources dept. ERA	Interviews Focus Group Discussion in Port Harcourt, Benin City, Yenagoa
<b>LAPO</b>	17	Executive Area manager clients	Interviews Focus group discussion at Mararaba
<b>RRDC</b>	51	Executive Target group	Interviews Focus group in IKom rain forest area
<b>WANEP</b>	14	Executive Staff	Interviews
<b>FADU</b>	43	Executive Staff Clients	Interviews Focus group discussion in Warri zone,
<b>DEC</b>	31	Executive Staff Clients	Interviews Focus group discussion
<b>GPI</b>	26	Executive Staff Target group	Interviews Focus Group discussion in Benin City, Calabar
<b>NANTS</b>	7	Executive Line public officers	Interviews
<b>AAIN</b>	61	Executive Staff Target group	Interviews Focus group discussions in Raishi Kebbi State and Sokoto State ; observation
<b>AHIP</b>	18	Executive Staff Board Target group	Interviews Focus group discussion

<b>Ministries of Education; Health; Commerce; Agriculture; Family Affairs. National Planning Commission NEMA; CSACEFA; Nigerian teachers Association; Ford Foundation; Mac Arthur Foundation; Oxfam GB; CAMPASS; National Council of women; NTN</b>	Executive directors Technical advisers	Interviews
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### E: List of Documents consulted

1. Joint mission report (OxfamNovib/Oxfam GB) in 1997
2. Joint programme 1997-2000 (OxfamNovib/OxfamGB)
3. Nigeria Strategic paper Oxfam UK/I Novib , January 1998
4. West Africa OI Business Plan 2000-2004
5. Core country focus instrument
6. Nigeria SPM document
7. Nigeria Contingency Plan 2004
8. West Africa Annual plans and reports
9. Nigeria counterparts individual files
10. Nigeria counterparts toolbox assessments
11. Nigeria counterparts performance registration
12. Report Assessment of girls' Power Initiative
13. Report of the evaluation of Environmental Rights Actions (ERA) 2005
14. Nigeria core country evaluation TOR (May 2006)
15. Impact of Common External Tariff and Economic Partnership Agreement on Agriculture in Nigeria, November 2005
16. Strategy Paper Oxfam UK/I- Novib, January 1998
17. Memo on Nigeria Programme concept, April 2002
18. Report of the evaluation of Environmental Rights Actions (ERA) Strategic Action Plan 2001-2005
19. Oxfam UK/I and Novib, Joint framework document 1997-2000
20. Policy and Institutional Framework for Import Bans in Nigeria, NTN
21. Gender and poverty audit of the Nigeria Trade Policy, NTN
22. Constitution of the Federal Republic of Nigeria 1999
23. Initial country report on the implementation of AU Solemn declaration on gender equality in Africa 2004-2006
24. 4<sup>th</sup> and 5<sup>th</sup> period country report on the implementation of the CEDAW, July 2002
25. Responses to issues raised on the 4<sup>th</sup> and 5<sup>th</sup> country periodic reports on the implementation of CEDAW, January 2004
26. Concluding comments on the 4<sup>th</sup> and 5<sup>th</sup> periodic reports on the implementation of CEDAW, November 2004
27. Nigeria 6<sup>th</sup> country periodic report, July 2006
28. A compilation of the constitution, national and states statutes and regulations, local government bye laws, customary laws and religious laws, policies and practices and court decisions relating to the statutes of women and children, applicable in Nigeria, October, 2005
29. National Council of Women's societies , profile
30. Disaster and crisis management in Nigeria, proceedings of a national workshop, 1997
31. Quarterly publications of NEMA
32. National Contingency Plan for disaster Response
33. National policy on Education
34. Girls' education project, UNICEF/DFID
35. Revised National Health policy
36. National Strategic Framework for Action HIV/AIDS 2005-2009

37. Society for Family Health, annual report 2005
38. National HIV/AIDS behaviour change communication 5-year Strategy 2004-2008
39. National HIV/AIDS and reproductive health survey (NARHS) 2003
40. National Economic Empowerment and Development Strategy (NEEDS)
41. Millennium Development Goals, 2005 report

## **F: Agenda for the workshops (start-up and restitution)**

**DATE AND VENUE: 21, 22, 23 August 2006**

**Bolton White Hotels, Abuja, Nigeria**

### **Objectives**

1. Share the overall evaluation approach with the counterparts, so as to be able to identify their expectations and to finalise the Terms of Reference of the evaluation
2. Develop a common understanding on the evolution in the national context on the social, political and economic level and in the NGO sector as of 1997 till 2006
3. Develop a common understanding on the evolution in the situation in the following key sectors : education, health, environment, microfinance
4. Present Oxfam Novib strategic orientations and evaluation policy
5. Organize an exchange on the main achievements and challenges in the counterparts related sectors of interventions
6. Further develop and finalize the methodology for data collection and analysis at the field level and a detailed evaluation Work plan

<b>Monday</b>	Analysis of the situation in the country: overall social and political situation and NGO sector	<b>ACTORS</b>	<b>METHOD</b>
9.00-10.30	<b>Official opening and introduction of participants</b> <b>Welcome address</b> <b>Context of the core country evaluation process :</b> <ul style="list-style-type: none"> <li>✓ Objectives and expected outputs of the workshop</li> <li>✓ Context of the evaluation (Why now?)</li> <li>✓ Inventory of the participants' expectations</li> </ul>	<i>National Planning Commission (Nigeria)</i> <i>Oxfam Novib (Director)</i> <i>Adama/Sylvia</i>	Plenary
11.00-12.30	<ul style="list-style-type: none"> <li>✓ Objectives and expected outputs of the evaluation</li> <li>✓ Main principles</li> <li>✓ Main steps of the evaluation</li> <li>✓ Main actors involved</li> <li>✓ Overview of the activities undertaken</li> </ul>	<i>Sylvia/Adama</i>	Plenary
12.30-14.15	Lunch break		
14.15-14.45	<b>Presentation of the evolution in the national context in Nigeria (1997-2006)</b> <ul style="list-style-type: none"> <li>- Political</li> <li>- Social</li> <li>- Economic</li> </ul>	<i>Felicia</i>	Plenary
14.45-16.00	Discussions and conclusions	<i>Adama</i>	Plenary
16.00-16.30	Presentation of the evolution in the NGO sector (1997-2006)	<i>Felicia</i>	Plenary
16.30-17.30	Discussions and conclusions	<i>Festus</i>	Plenary

<b>Tuesday</b>	Oxfam Novib intervention in Nigeria	<b>ACTORS</b>	<b>METHOD</b>
8.30-10.30	<b>Presentation of Oxfam Novib's strategic orientations for the period 1997-2006</b>	<i>Adama and</i>	<b>Plenary</b>

	(Origin and evolution and the current portfolio) Exchange and Discussion Tea Break	<i>Ron</i>	
10.30-13.00	Presentation of sector papers - Education - Health Exchange and discussion - Environment - Microfinance Exchange and discussion	<i>Festus and Felicia</i>	<i>Plenary</i>
13.00-14.00	Lunch break		
14.00-14.30	<b>Analysis of the strategic change objectives</b> Introduction of working groups Tasks and composition	<i>Adama</i>	<i>Plenary</i>
14.30-17.00	Major policy and practices changes per objective	<i>Counterparts</i>	<i>Working groups</i>
<b>Wednesday</b>	Preparation of the field work	<b>ACTORS</b>	<b>METHOD</b>
8.30-10.30	<b>Presentation of the major Policy and practice changes (PPC) per Strategic Change Objective (SCO) (Restitution)</b> Exchange and Discussion Tea Break	<i>Counterparts</i>	<i>Plenary</i>
10.30-11.00			
11.00-13.00	<b>Elaboration of the field phase methodology</b> <b>1. Formulation of key PPCs per counterpart</b> <b>2. Instruments and tools for data collection per counterpart</b> <b>3. Actors/resource persons to be contacted per counterpart</b>	<i>Felicia and Festus</i>	<i>Working group facilitated by national consultants composed by assigned counterparts</i>
13.00-14.00	Lunch Break		
14.00-15.00	<b>Restitution of Results of the working groups</b>	<i>Festus Felicia</i>	<i>Plenary</i>
15.00-16.00	Discussion and Conclusions	<i>Adama Yvonne</i>	<i>Plenary</i>

### Agenda for the Restitution workshop

**DATE AND VENUE: November 2006**

**Bolton white hotel, Abuja, Nigeria**

#### Objectives

7. Share and validate the major findings of the core country evaluation
8. Discuss and agree on the main conclusions and recommendations
9. Exchange on the overall implications of the recommendations for Oxfam Novib intervention in Nigeria
10. Share the Strategic orientations of Oxfam Novib in Nigeria.

<b>Day1</b>	Presentation of the major findings	<b>ACTORS</b>	<b>METHOD</b>
9.00-10.30	<b>Welcome address</b> <b>Review of the core country evaluation</b> <b>Methodology:</b> <ul style="list-style-type: none"> <li>▪ Objectives and outputs</li> <li>▪ Process and methodology</li> <li>▪ Challenges and limits of the evaluation</li> </ul>	<i>Felicia</i> <i>Adama</i>	<i>Plenary</i>
11.00-12.30	<b>Findings on the strategic positioning</b>	<i>Adama.</i>	<i>Plenary</i>



	Presentation and discussion		
12.30-14.15	Lunch break		
14.15-14.45	<b>Main results achieved per SCO</b> <ul style="list-style-type: none"> <li>▪ Food and income security</li> <li>▪ Employment and trade</li> <li>▪ Health</li> <li>▪ Education</li> </ul>	<i>Felicia and Festus</i>	<i>Plenary</i>
14.45-16.00	Discussions and conclusions	<i>Adama</i>	<i>Plenary</i>
16.00-16.30	<b>Main results achieved per SCO</b> <ul style="list-style-type: none"> <li>▪ Emergency aid</li> <li>▪ Conflict prevention</li> <li>▪ Social and political participation</li> <li>▪ Identity/gender</li> </ul>	<i>Felicia and Festus</i>	<i>Plenary</i>
16.30-17.30	Discussions and conclusions	<i>Adama</i>	<i>Plenary</i>

<b>Day2</b>	Main conclusions and recommendations	<b>ACTORS</b>	<b>METHOD</b>
8.30-10.30	<b>Contribution of Oxfam Novib to the results achieved</b> <b>Discussion</b> Main strengths and weaknesses of the programme  Tea Break	<i>Adama</i>	<i>Plenary</i>
10.30-13.00	<b>Main conclusions and recommendations</b>  Discussion	<i>Adama</i>	<i>Plenary</i>
13.00-14.00	Lunch break		
14.00-14.30	Strategic orientations of Oxfam Novib in Nigeria	<i>Oxfam Novib</i>	<i>Plenary</i>
14.30-15.00	Discussion		
15.00-15.30	Evaluation Conclusions	<i>Adama Oxfam Novib Counterparts</i>	<i>Plenary</i>
<b>Cocktail</b>			

### **G: Evaluation Team**

1. Adama Moussa	Malian Independent consultant Team leader Specialist in participatory evaluations Gender and Policy analysis
2. Mrs Felicia Onibon	Nigerian President of change Managers International Network Education specialist
3. Dr Festus Iyayi	Nigerian Professor at Benin University Economist

## H: Documents available on request

<b>DOCUMENTS</b>	
<b>Counterpart analytical reports and list of documents consulted at counterpart level</b>	
1.	Environment Right Action (ERA)
2.	Rainforest Resource and Development Centre (RRDC)
3.	Farmers Development Union (FADU)
4.	Lift Above Poverty (LAPO)
5.	Development Exchange Centre (DEC)
6.	Adolescent Health and Information Project
7.	Action Aid
8.	WANEP
9.	Centre for Democracy and Development (CDD)
10.	BAOBAB for Women's Human Rights
11.	Girls Power Initiatives (GPI)
<b>Sector Papers</b>	
1.	The environment in Nigeria: Profile, problems and challenges, August 2006, Dr Festus Iyayi
2.	The Health sector in Nigeria: Profile, problems and challenges, August 2006, Dr Festus Iyayi
3.	The micro-finance sector in Nigeria: Issues, problems and challenges, August 2006, Dr Festus Iyayi
4.	Education sector paper, August 2006, Felicia Onibon
5.	Sector paper on NGOs/Civil Society in Nigeria, August 2006, Felicia Onibon