IMPLEMENTING COLLABORATIVE RESPONSES TO RESOURCE-BASSED VIOLENCE BETWEEN FARMERS AND HERDERS IN TARABA AND ADAMAWA STATE, NIGERIA: CONFLICT MITIGATION, NATURAL RESOURCES MANAGEMENT AND SERVICES DELIVERY ACTION PLAN.

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MERCY CORPS

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Project Implementing Partners:

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ABBREVIATIONS

ACReSAL   Agro-Climatic Resilience in Semi-Arid Landscapes

APP   Agricultural Promotion Policy

BATNA   Best Alternative To a Negotiated Agreement

CDAs   Community Development Associations

CLA   Collaboration, Learning, and Adaptation

COMITAS   Contributing to the Mitigation of Conflict over Natural Resources between Farmer and Herder Communities in Taraba and Adamawa States

CRNs   Conflict Resolution Networks

CSADs   Conflict and Security Architect Dialogues

DNH   Do No Harm

DTM   Displacement Tracking Matrix

EU   European Union

EWER   Early Warning and Early Response

FGN   Federal Government of Nigeria

FMARD   Federal Ministry of Agriculture and Rural Development

FoM   Freedom of Movement

GBV   Gender-Based Violence

GESI   Gender, Equality, and Social Inclusion

IBN   Interest-Based Negotiation

IWRM   Integrated Water Resource Management

IOM   International Organization for Migration

LEEDS   Local Economic Empowerment and Development Strategy

LGA   Local Government Area

LGC   Local Government Council

LGS   Local Government Service

MC   Mercy Corps

MDAs   Ministries, Departments, and Agencies

NC   North Central

NCCP   National Climate Change Policy

NE   North-East

NEC	National Economic Council
NEEDS	Nigeria Economic Empowerment and Development Strategy
NFP	National Forest Policy
NGOs	Non-Governmental Organizations
NLTP	National Livestock Transformation Plan
NLTPSC	National Livestock Transformation Project Steering Committee
NRM	Natural Resource(s) Management
NST	Nigerian Security Tracker
NW	Nigerian Watch
P2P	Pathways to Possibilities
PCS	Project Coordination Secretariat
PIM	Project Implementation Manual
PPP	Public-Private-Partnership
QIPs	Quick Impact Projects
SALWs	Small Arms and Light Weapons
SDG	Sustainable Development Goal
SEEDS	State Economic Empowerment and Development Strategy
SFCG	Search For Common Ground
SLPMO	State Livestock Project Management Office
SLTO	State Livestock Transformation Office
TPAC	Traditional Peace Arbitration Committee
TTT	Transhumance Tracking Tool
VAWG	Violence Against Women and Girls
WASH	Water, Sanitation, and Hygiene

FOREWORD

Resource-based conflict mitigation and natural resource management are crucial for socio-economic development, enhancing the security of lives and properties, and promoting human capital development. Addressing resource-based violence between farmers and herders in Adamawa State aligns seamlessly with our government's priorities, as articulated within the 8 Points Agenda of this administration. The drivers of these tensions are not unpopular in our communities, albeit manifesting in diverse forms. However, the robust partnership between the Adamawa State Government and the COMITAS project consortium has strengthened community and local authorities' commitment to transforming conflict relationships and created the necessary infrastructures for intercommunal safety and collaboration.

**HIS EXCELLENCY
RT. HON. AHMADU UMARU FINTIRI con, gssrs
GOVERNOR, ADAMAWA STATE**

As a Government, beyond improving local capacities for peaceful conflict resolution, we acknowledge the COMITAS project's impacts on our communities, including enhancing opportunities for farmers and herders to contribute to food security through quality crop cultivation, livestock production, and other agricultural ventures. Moreover, translating these skills into economic opportunities through strengthening the communities' recognition and participation in vital value chains and constructing quick impact projects complement our efforts of ensuring agriculture production, value chain development, rural infrastructure, and urban/rural water supply. On the other hand, the project's efforts in promoting collective action towards climate change mitigation amplifies our Government's commitment to a green campaign that supports natural resource conservation and environmental sustainability. Localizing the L-PRES and ACReSAL projects in Adamawa State are testaments to our climate change mitigation efforts, focusing on renewing biodiversity, ecosystem protection, and addressing ecological shocks.

I appreciate the collaboration between farmers, herders, government institutions, and the COMITAS project consortium in developing this action plan. Facilitating a collaborative development of this plan has increased public knowledge of our Government's natural resource management priorities, the concerns of farmers and herders around shared land and water resources, and the collective significance of peaceful co-existence in society. Besides delivering the dividends of democracy, we owe it to our people to create a conducive environment to conduct their resource-based livelihoods, thrive, and demonstrate resilience amid climate shocks. This strategy document also helps us reach the economic and social prosperity we want for our people because of the multi-sectoral approach through which the project team engaged stakeholders. I am also confident that this multi-sectoral approach would influence its implementation and institutionalization within relevant agencies and community institutions.

Conclusively, I appreciate the unwavering support of the European Union (EU), which graciously funded this project and enabled us to develop this action plan. As an integral partner with the Adamawa State Government, your partnership cannot go unnoticed. The State acknowledges your contributions to peaceful communities within its borders and looks forward to consolidating its collaboration with you. Above all, I earnestly look forward to the holistic implementation of this plan and the positive results it would bring to our communities through our collaborative effort.

**His Excellency
Rt. Honourable Ahmadu Umaru Fintiri
The Executive Governor of Adamawa State**

RECOGNITION

The quality of relationships between farmers and herders raises concerns for the safety of communities. It threatens food security, economic opportunities, and access to vital land and water resources required to promote sustainable agricultural-related livelihoods. Due to these conflicts, we have seen a downward decline in social interactions between farmers and herders and weakened trust between communities and the government. The culmination of these factors affected the collective progress of our state. However, the COMITAS project introduced a new dawn to communities because of the project's integrated approach of leveraging the comparative strengths of the consortium organization to empower stakeholders to mitigate farmer-herder conflicts and encourage collaborative resource management.

HIS EXCELLENCY LT. COL.
AGBU KEFAS (RTD)
EXECUTIVE GOVERNOR TARABA STATE

Although the complexity of resource-based conflicts and community-government collaboration to manage natural resources seemed near impossible, the multidimensional and multisectoral approaches to project implementation promoted critical conflict resolution and natural resource adaption initiatives that advanced project outcomes and the government's policy priorities. The Taraba State Government recognizes the project's hard work in reorienting rural communities to peaceful coexistence, climate change mitigation, and resource conservation. The partnership between the State Government and the COMITAS consortium has enabled the implementation of cooperative actions that prevent further escalation of resource-based violence, enhanced local-driven responses to resource allocation, access, and management, and environmental sustainability. Overall, the project has advanced the knowledge and capacity of stakeholders within the state to become critical in understanding and designing strategic responses to climate change impacts across communities. This proactiveness has resulted in farmer and herder communities adopting new initiatives to collectively protect the environment, including localizing diverse resource management solutions learned through the project.

Despite some progress, it is imperative to scale these results to ensure state-wide impacts of the project's model. Hence, our administration considers this action plan as an entry point for scaling our efforts to enhance peace and security, peaceful coexistence, food security, agricultural productivity, economic opportunities, climate change response, and provision of critical services that will improve natural resource management. It provides a framework for understanding how to integrate local capacities and social resources into addressing the various challenges associated with natural resource management and resource-based conflicts. Besides the target communities of the COMITAS project, this document enables us to leverage the "building blocks" approach to ensure that we utilize complementary capacities to facilitate state-wide impacts that will result in a significant decline in resource-based violence and environmental degradation and a magnificent increase in collaborative natural resource governance by stakeholders. The Taraba State Government appreciates the European Union for funding this project and the project consortium for its remarkable work in communities. The State Government is open to further partnerships that will complement its efforts to provide opportunities for its citizens to solve conflicts and improve their socio-economic fortunes.

His Excellency
Lt. Col. Agbu Kefas (RTD)
The Executive Governor of Taraba State

PREFACE

At Mercy Corps, we believe in a world where communities can thrive, even in the face of immense challenges. For over 10 years in Nigeria and across 40+ countries, our mission has remained steadfast- to create empowered, engaged, resilient, and secure communities. In Nigeria, we have been tackling the root causes of conflict, fostering trust and accountability, delivering life-saving humanitarian support, uplifting young people, and driving innovations in livelihoods and market systems.

The COMITAS II project exemplifies this commitment. It provides us with an incredible opportunity to deepen our impact in conflict resolution, peacebuilding, and sustainable development. By promoting collaborative natural resource management, enhancing agriculture and food security, and addressing the twin challenges of climate change and economic vulnerability, this project bridges the divides between farmer and herder communities. It aligns seamlessly with our vision of fostering partnerships that lead to sustainable solutions for Nigeria's most pressing challenges.

One of the most inspiring outcomes of this project has been the development of a groundbreaking strategy by the stakeholders themselves. Farmers, herders, local authorities, and traditional leaders have come together to chart a bold path forward—a comprehensive action plan to transform conflicts, improve resource management, and deliver better services. This plan is a testament to the power of collaboration and the resilience of these communities, demonstrating their determination to create a more peaceful and sustainable future.

As this plan comes to life, we are excited about the ripple effects it will create- stronger partnerships, constructive problem-solving, and transformative actions. Local authorities will be better equipped to serve their communities, conflicts over resources will diminish, and mechanisms for social accountability will thrive. Most importantly, this effort will empower communities to adapt to climate challenges, rebuild trust, and strengthen relationships, ensuring that progress is not just achieved but sustained.

The journey ahead is one of possibility, and we are proud to stand alongside these communities as they lead the way. Together, we are building a future where conflict gives way to collaboration, and resilience becomes a cornerstone of progress.

Ndubisi Anyanwu
Country Director
Mercy Corps Nigeria

REFLECTIONS

The COMITAS project in Adamawa and Taraba States is an intervention that departs for linear ways of resolving conflicts around shared natural resources. Instead, it provides a systematic approach of utilizing integrated actions and multistakeholder collaboration to transform farmer-herder conflicts, improve natural resource management, and mitigate climate change. The transformative power of this project is demonstrated in its ability to implement activities around the government's natural resource management priorities at the federal and state levels. Similarly, the political will the project has enjoyed is producing advanced results, particularly in strengthening synergies among government institutions, such as MDAs, the project consortium – IOM, SFCG, and MC, and farmer and herder communities. This action plan is a tangible product of this inclusive and collaborative approach, where every stakeholder is included and valued.

The impact of the COMITAS project goes beyond the direct resolution of shared land and water resources conflicts between farmer and herder communities. The development of the action plan by communities and government institutions underscores the importance of complementarity and collaboration in addressing common problems. The process of developing this plan was rigorous and fostered participatory local dialogues and broad-based multistakeholder consultations and engagements. This inclusive approach ensured that the plan's content accurately reflects the needs of stakeholders and the social resources within their capacities to respond to the identified conflict and natural resource management issues. These participatory approaches yielded two significant outcomes:

First, it legitimized the voice agency of farmer and herder communities and their capacities to employ localized solutions to collaboratively resolve resource-based conflicts and effectively manage their scarce natural resources. **Secondly**, it deepened the institutional commitments of local authorities to engage with farmers and herders to address resource-related services while educating these communities on the government's resource management priorities. The culmination of these results has improved trust between communities and local authorities, enhanced collaborative natural resource management and environmental conservation, and improved collaborative responses to ecological preservation, climate change mitigation, and peacebuilding.

While we look forward to collectively operationalizing this plan, communities and stakeholders should recognise some of its entry points for other resource-based interventions to enhance vertical and horizontal social relationships, address food insecurity, improve environmental conservation, and consolidate government and community efforts on natural resource management. Additionally, aligning this plan with the Federal Government of Nigeria's resource management priorities reinforces the collaborative resolve of stakeholders to address some of the current challenges that the farmer-herder conflict presents across the country. We hope this joint action charts a new path of progress for Adamawa and Taraba States and the Federal Republic of Nigeria.

Amos Nderi,
Project Manager – COMITAS Project,
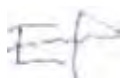**International Organization for Migration (IOM)**

ACKNOWLEDGEMENTS

EXECUTIVE SUMMARY

The competition for shared natural resources between farmers and herders in Adamawa and Taraba States, its accompanying effects on social relationships, and the humanitarian toll on communities cause complex emergencies. The conflict complicates trust in local authorities, state security services, and relationships between farmer and herder communities, creating many adverse effects on NRM, food security, and other dimensions of human security. Moreover, the changing ecological and environmental conditions caused by climate change impact the socio-economic interdependence between farmers and herders, who are constantly seeking alternative ways of sustaining their livelihoods and traditional natural resource-related activities. Due to these combined factors that intensify resource-based violence, it becomes crucial to acknowledge the growing understanding that social cohesion and conflict transformation efforts should also focus on improving socio-economic development. Similarly, this acknowledgement should promote effective resource-related service delivery by local authorities and strengthen local negotiation and dispute resolution capacities of communities. Furthermore, these efforts should also provide critical infrastructure that enables collaborative resource governance and fosters collaborative platforms that empower farmers, herders and local authorities to develop a collective vision of environmental conservation and NRM systems.

Through this EU-funded integrated peacebuilding intervention implemented by IOM, SFCG, and MC, this action plan provides a comprehensive description of the resource-based issues and the proposed stakeholders' responses to transform the drivers and impacts of farmer-herder conflicts and enhance NRM. It also shows that integrating the whole-of-government and whole-of-society approaches to improve service delivery and mitigate resource-based conflicts enables a **"New Collaborative Approach"** to addressing NRM, resource-related service delivery, and resource-based conflict mitigation. The plan also considers GESI, particularly intersectional dimensions of inclusion, as a central element for sustaining stakeholder participation and commitments to the proposed activities and desired outcomes of the action plan. Therefore, it integrates a gender-responsive approach to addressing diverse resource-based issues prioritized by communities to ensure gender-transformative outcomes at community and policy levels.

For MC, linking collaborative NRM to human development and social cohesion is crucial. This imperativeness stems from the understanding that resource-related inequalities affect livelihood and social groups differently. Therefore, this action plan is driven by the knowledge that supporting stakeholders to prioritize resource-based issues, service delivery gaps, and the prospective options they will implement enhances collaborative and concerted efforts to manage shared natural resources and resolve conflicts. This action plan aligns significantly with the governments' natural resource priorities in the project states and MC's P2P strategy and strategic commitments: **economic opportunities, food security, peace and good governance, and water security**. Its cross-cutting approach to promoting NRM, conflict mitigation, and addressing sustainable development challenges and opportunities reinforces the organization's ***COPE, ADAPT,*** and ***THRIVE*** resilience framework. It also amplifies the strategy's overall [in]direct influence on physical, social, and environmental management, economic value enhancement, and improvement of socio-economic inclusion across communities. MC's ambition resonates with the project state governments. Hence, collaborating to implement this plan will transform resource-based violence, address climate change, improve service delivery, and enhance NRM in communities.

1.1.　Overview of Resource-Based Violence Between Farmers and Herders

'Farmer-herder'[1] violence has been a perennial challenge to national and regional security. The rise of resource-based violence in Nigeria is becoming more pernicious because of its impacts on fatalities, humanitarian situations, and the complex insecurities it creates. Moreover, the instrumentality of emotionally potent factors, such as deep-seated notions of identity (ethnicity, tribalism, and religion), local (and geo-) politics, and social and historical constructs that enable the radicalization and mobilization of communities, amplify adverse outcomes. The severity of this evolving violence has raised questions regarding the root causes and secondary drivers of the conflicts, the proactiveness of security responses, and the effectiveness of traditional conflict resolution mechanisms to promote conflict transformation. Instead, resource-based reveals an episodic struggle for sole access, management, and control of land and water resources[i] and other complex issues associated with ethno-communal heterogeneity and social diversity.

Considering the multidimensional spheres the farmer-herder conflicts have taken, [reprisal] attacks have become deadlier, with community/group expulsion and displacement becoming more frequent. These outcomes create multiplier effects on areas not immediately linked to the initial flashpoints where resource-based violence is prominent. Besides, the southward (East-West) migration of herders from the north, due to several constitutive factors, including climate change, exacerbates violent interaction with some host communities.[ii] These conflict trajectories have made resource-based violence a recurring decimal, exposing farmer and herder communities to grave personal and economic dangers. Violent interactions between both groups have, over time, influenced the proliferation and use of SALWs by herders and farmers for protection and self-defence, further complicating the already porous national security resulting from rural banditry, cattle rustling, arson, and resource-induced kidnapping.

In recent years, demographic increases, urbanization, and ecological pressure in Nigeria have expanded farmland cultivation and threatened the limited availability of grazing land for herders and their livestock. These changes in environmental and climatic conditions, resource inaccessibility and unavailability, and structural development add to the pressure on land and water resources in northern, central, and southern Nigeria. Moreover, the loss of grazing land, blockage of transhumance corridors, and restricted FoM and settlements due to the social policing of "Fulani herders"[2] escalate resource-based conflicts with local farming

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[1] Farmers and herders are livelihood groups who engage in crop production and livestock rearing or management as a central source of their social and economic survival. Various arguments from authors like Magda Nassef, Bedasa Eba, Kishmala Islam, Georges Djohy and Fiona Flintan, the authors of *"Causes of Farmer-Herder Conflicts in Africa: A Systematic Scoping Review"*, suggest that the categorization of communities who engage in farming and herding as farmers and herders is outdated. These differing positions on the categories of these livelihood groups note a lot of overlap between them: many farmers are increasingly rearing livestock, and herders are increasingly taking up crop production as complementary sources of livelihood, different from the livelihood activities for which they are primarily known. Nevertheless, while this action plan acknowledges that most of the members of each livelihood community continue to specialize in one of the two livelihood systems, we use the 'farmer-herder' term for ease of reference and to demonstrate resource-based conflict relationships.

[2] Although the Fulanis are predominantly herders, the 'Fulani herders or herdsmen' concept is problematic because of its securitization within the context of resource-based conflicts, generalizing/classifying all members of this ethnic group as the perpetrators of rural banditry and criminality. This document highlights this categorization to [re]emphasize the vulnerability that Fulanis face as a social and ethnic group and how this

communities. These conflict outcomes are particularly predominant in communities along the trough of the Benue – i.e., parts of Plateau, Benue, Nasarawa, Niger, Kaduna, Adamawa, and Taraba States. Meanwhile, the proliferation of rampant rural banditry has inflamed farmer-herder conflicts in parts of Nigeria's North-West, such as Zamfara, Katsina, and Sokoto States.[iii] While the farmer-herder conflicts are becoming more complex due to other intricate factors that intensify insecurity, resource-based violence has become localized with ethno-tribal dynamics, which influence the perpetration of [in]direct violence between local farming and herding communities.

Furthermore, there remains a strong perception among some community members, government stakeholders, and civil society that because some political elites hold significant investments in the livestock managed by some herders, they arm these herders to protect their livestock. Some of these herders have capitalized on their possession of firearms to perpetrate criminality and unleash mayhem on farming communities due to minor grievances. Although other positions validate this argument, they add that the farmer-herder conflicts are purposefully localized in rural communities to minimize or obscure the role of business interests in natural resources, sustain extractive economies, strengthen clandestine resource exploitation, and create the infrastructure for community displacement and occupation.[iv] These activities are blurred by some urban elites' politicization of the resource-based conflicts between farmers and herders. These elites stoke the violence and often complicate prospective conflict management efforts by protecting cattle rustlers, bandits, and other criminal elements who capitalize on the conflicts to intensify insecurity or intentionally disregard existing resource-sharing arrangements between rural farming and herding communities.

Adamawa and Taraba States have experienced protracted resource-based violence between farmer and herder communities, "with Adamawa State facing more setbacks from the violent farmer-herder conflict since the early 2000s"[v]. Multiple factors, including desertification, transhumance activities, climate change, insufficient and spatial rainfall, urbanization, rapid and exponential population growth, attendant demand for natural resources, and overlapping claims to natural resource control, negatively impact access to and use of land and water resources. MC's conflict and natural resource mapping revealed that the manifestation of resource-based conflicts in Adamawa and Taraba States are fundamentally about overlapping competition for access and use of land and water. These competitions are amplified "by the instrumentalization of pre-existing social and cultural relationships, deep-seated resentments between parties due to selective or flawed histories, unaddressed trauma, stereotypical narratives, ethnic profiling, and unclear laws and other legislations around resource use".[vi] Although setbacks exist in generating accurate data on the multidimensional manifestations of resource-based conflicts between farmers and herders due to sensitivities surrounding the conflict's proliferation, the drivers, actors, and how the conflict is waged raise questions about the data's fairness to the conflict parties. Nevertheless, the conflict's negative impacts are overarching in both communities.

For instance, the NST reports that between 2014 and 2021, out of 6274 cases of violent incidents across Nigeria, 309 incidents were linked to farmer-herder conflicts, resulting in a cumulative of 3087 deaths in Nigeria.[vii] Similarly, the NW's data nearly corresponds with the NST for the same period, indicating that resource-based conflicts between farmers and herders last an average of 273 days yearly.[viii] On the other hand, in February 2024, IOM's TTT[ix] operationalized across the project communities in Adamawa and Taraba States

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description influences the nature and quality of their interactions with other ethnicities that are predominantly farmers in communities where resource-based conflicts are prominent.

reported 277 alerts, with 238, representing 86% of alerts, classified as conflict events and 39, representing 14% of reported incidents, as movement alerts.[x] These data reveal a correlation between conflict incidents, transhumance activities, and other localized dynamics exacerbating resource-based conflicts between farmer and herder communities. Specifically, IOM's TTT data further revealed that the rainy season influences the timing and directions of transhumance flow because of the surplus availability of water and pasture. These movements result in farm encroachment and crop destruction, competition for land, water, and animal resources, direct violence by farmers and herders, and fluctuations in market prices due to food insecurity.[xi]

These outcomes indicate that while resource-based relationships between farmers and herders are manageable in some quarters, the broader spirals of inter-communal violence they create are complex. Notwithstanding, local authorities, peacebuilding professionals, and farmer and herder communities can transform resource-based disputes by focusing on positive lessons, using an intersectional understanding of the conflict dynamics to influence behavioral and attitudinal change(s). Therefore, integrating the whole-of-government and whole-of-society approaches in developing solutions should remain a priority for transforming resource-based conflicts between farmers and herders. Combining these approaches to solving the complexities associated with the farmer-herder conflicts highlights the relevance of hybridized or integrated responses and the distinct activities that farmer and herder communities and the government should implement to improve service delivery and mitigate resource-based conflict protraction.

1.2.   Rationale of the Action Plan

This action plan provides an overview of farmer and herder communities' resource-based priorities and conflict mitigation intentions, MDAs' service delivery plans, and the activities that communities and local authorities will implement to enhance collaborative NRM and address resource-based conflict issues.[3] It also discusses the NRM-related institutional frameworks of the federal and state governments and MC's QIPs in communities to support social cohesion and facilitate collaborative NRM.

Specifically, it presents a cross-cutting and comprehensive blueprint centred on three pillars: ***inclusive natural resource conflict mitigation*** to promote conflict resolution through collaborative resource planning, negotiation, dialogues, and sustainable QIPs; ***good governance and integrated natural resource management*** to enhance participatory decision-making and transparency in facilitating coordinated resource governance, service delivery, economic opportunities, and collaborative environment conservation and; ***interdependent leadership of natural resource management actions*** to promote collaborative and multisectoral efforts on NRM.

MC anticipates this plan as a comprehensive strategy that harmonizes project communities' and local authorities' NRM efforts and planned actions, indicating the general direction for future development on NRM and resource-based conflict transformation efforts. It highlights the creative initiatives of project stakeholders to increase efficient farming and livestock production, enhance water and land management and environmental conservation, reduce community vulnerability to climate risks and stressors, and improve resource-related service delivery and collaborative resource governance. Overall, the action plans anticipate the

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[3] MDAs are institutions that represent and implement the interests, interventions, and policies of the Governments. In the context of the COMITAS II project, these institutions are situated at the state and LGA levels and participate in project activities to demonstrate the project's legitimacy and represent the government's NRM interest.

effective participation of communities, local authorities, the private sector, and development partners to consolidate the efforts of the COMITAS project. These collaborative efforts will improve sustainable NRM, mitigate farmer-herder conflicts, address environmental degradation and climate change, promote effective resource-related service delivery, and facilitate concrete solutions to natural resource concerns through collaboration. Project communities and local authorities are expected to collaboratively operationalize the action plans through local ownership, replicating diverse NRM initiatives to other communities facing farmer-herder conflicts.

1.2.1. Goal and Objectives of the Action Plan

The overall goal of the action plan is to *provide a comprehensive strategy to mitigate resource-based conflicts between farmers and herders through locally-driven efforts that improve service delivery, negotiation, and collaborative access, use, management, and sustainability of natural resources.* Specifically, the objectives of the action plan are to:

i.   Improve communities' and local authorities' collaboration to transform resource-based conflicts between farmers and herders.
ii. Implement mutually-beneficial concrete solutions that will create or increase the incentives for peaceful coexistence between farmers and herders.
iii. Design strategies for improved quality and timely resource-related service delivery to strengthen trust between farmer and herder communities and local authorities.
iv. Build a sustainable framework for enhancing collaborative actions for NRM, resource-related service delivery, and natural resource conflict mitigation.

1.2.2. Expected Results of the Action Plan

MC anticipates achieving the following results through the action plan:

i.   Reduced incidents of resource-based violence between farmers and herders in project communities.
ii. Improved access, use, and management of shared natural resources.
iii. Enhanced collaboration on environmental conservation and climate change mitigation.
iv. Improved effective and timely resource-related service delivery.

1.3. Scope of the Action Plan

The action plan development process was implemented in the 12 new communities of the COMITAS II project in Adamawa and Taraba States.

Table 1: COMITAS Project Communities in Adamawa and Taraba States

State	LGAs	Wards	
		Phase One	Phase Two
Adamawa	Demsa	Demsa, Borrong, Kpasham, Bille	Dong
	Shelleng		Shelleng and Libbo
	Lamurde	Gyawana	Waduku
	Guyuk		Dumna and Banjiram
	Numan	Kodomti	Gamadio
	Mayo Belwa	Gengle, Ndikong	Gorobi
	Girei	Gereng, Tambo	
Taraba	Zing		Monkin A and Monkin B
	Lau		Lau A and Abbare B

It is anticipated that this action plan's impacts on the project communities will create multiplier effects in neighboring communities experiencing resource-based violence between farmers and herders and improve local authorities' commitments to resource-related service delivery and NRM.

1.4. Mercy Corps' Approach and Methodology for Facilitating the Action Plan

Natural resource conflicts between farmers and herders have long been considered contentious and challenging to manage because of the varying factors that escalate them. For instance, macro trends like climate change and population growth exacerbate resource-based issues, particularly in communities with scarce land and water resources.[xii] Therefore, the methodologies for designing and implementing actions to transform resource-based conflict must be participatory, collaborative, and iterative. Effective representation and participation of communities will facilitate pathways to reduce conflict risk, contribute to collaborative NRM and peacebuilding, build community resilience, and promote sustainable, effective and timely service delivery.

Mercy Corps' IBNM framework was the foundational approach employed with NRMCs, their communities, and local authorities during the action plan development process. This conflict resolution model empowers conflict parties with negotiation skills that enable them to carefully consider constructive options to violence and communicate effectively to help ensure positive and mutually-beneficial outcomes for conflict parties. Although the IBNM model acknowledges that the steps required to resolve disputes successfully may vary, depending on the type of dispute and the parties involved, it promotes commitment and effective communication. It also prioritises dispute resolution over winning. It consistently seeks ways to improve negotiation processes to achieve a *'Win-Win'* outcome for all parties in conflict. IBNM aims to increase the likelihood of success and ensure everyone involved in the negotiation is satisfied with the result. This negotiation model clarifies perspectives, identifies relationships, promotes collaboration, facilitates mediation if needed, and improves group understanding. By visually representing the conflict and all its various components, the model provides valuable insights into the conflict and the areas for common ground.[xiii]

The IBN conflict resolution approach centres on five ideals:[xiv] **separate the person from the problem, prioritize a good working relationship, identify common and shared interests, understand your BATNA,** and **ensure that an agreement is implemented successfully after it is reached.**

- *Separating the person from the problem* empowers conflict parties to remember that the other person may not always be intentionally difficult. Instead, there could be valid reasons for their conflicting position; therefore, parties must focus on the problem that escalates the conflict rather than attacking or blaming the individual involved. By recognizing the issue, parties can work towards finding a solution that works for everyone involved.

- *Prioritizing a good working relationship* entails seeking ways to maintain a positive relationship with the other party throughout the dispute resolution process. Parties should focus on the problem they seek to resolve rather than on the 'identity of the person or group' with whom they negotiate. This way, parties understand the issue(s) better and forge or strengthen [new] relationships that could enhance the quality of the negotiations and the outcome(s) during and after the conflict resolution process.

- *Identifying and dealing with the common and shared interests* between the parties in the negotiations is crucial to moving negotiations forward quickly. This process involves understanding all parties' motivations, priorities, shared goals, and objectives. Conflict parties should move beyond self-centred goals and recognise commonalities in their experiences and the desired outcomes they expect from the negotiation process.

- *Understanding your BATNA* is crucial to the quality and effectiveness of the outcomes that parties can reach during negotiation. The BATNA should always be considered and understood before engaging in negotiation. Conflict parties' knowledge of their BATNA is invaluable because it allows them to make informed decisions about whether or not to accept a negotiated agreement. It also strengthens conflict parties' leverage, ensuring they keep each other accountable to the negotiation process and can reach beneficial outcomes that could improve their relationships.

- Conflict parties must *ensure that an agreement is implemented successfully after it is reached* by establishing clear timelines, assigning responsibilities, and putting in place mechanisms to monitor and evaluate the agreement. This action will ensure that everyone involved in the negotiated agreement is accountable and stays on track and that the agreement reached is executed efficiently and effectively.

Define the problem (issues) and take on one issue at a time.

Listen to understand the emotion and facts being presented that are associated with the issue.[2]

Identify and clarify interests. interests are the underlying motivations or needs that drive a person's position on an issue, and they may be intangible, unexpressed, or inconsistent. Positions are predetermined solutions or demands that people use to describe what they want, while interests define the problem and the motivation behind the position.

Generate options: Identify a range of alternative strategies for addressing a problem. Beforehand, test to determine if the group is ready to develop strategies to address the problem as defined.

Determine the impacts of options.

Evaluate the impacts of the options.

Select a solution. Agree with the group on a decision-making framework to evaluate each of the possibilities and make an informed choice for the solution.

Before implementing the solution consider testing the solution

Consider implementing the solution or go back to an appropriate step.

If "No"　　**If "Yes"**

Consider BATNA[4] if no solution were to be found.

Implement the Agreement[6]

Figure 1: Procedure for Operationalizing the IBNM Model (Adapted from IBNM Summary Note)

In utilising the IBNM model to develop the action plan, MC operationalised the _Seven Elements tool_ designed within the model to facilitate negotiations, dialogues, and consultations among NRMCs, their communities, and local authorities in the respective project communities. The Seven Elements of the IBNM model include **interests, options, legitimacy, relationships, communication, alternatives**, and **commitments**. These elements inform the trajectory of resource-based negotiations between farmers and herders, the outcomes reached in prioritising common issues and interests, the activities that will advance these interests and resolve issues, and the concrete solutions that would address their shared resource concerns. These elements required farmers and herders to engage one another and their communities through intra- and inter-community dialogues to prioritise their resource-based concerns. It also empowered them to prioritise options for addressing these resource-based issues, identify the strategies for communicating their positions and interests, and discuss the reference or measure of their options. It also enabled them to recognise the relationships to leverage to achieve [positive] outcomes and ways for achieving the commitments of farmers and herders on the agreed outcome of negotiations.
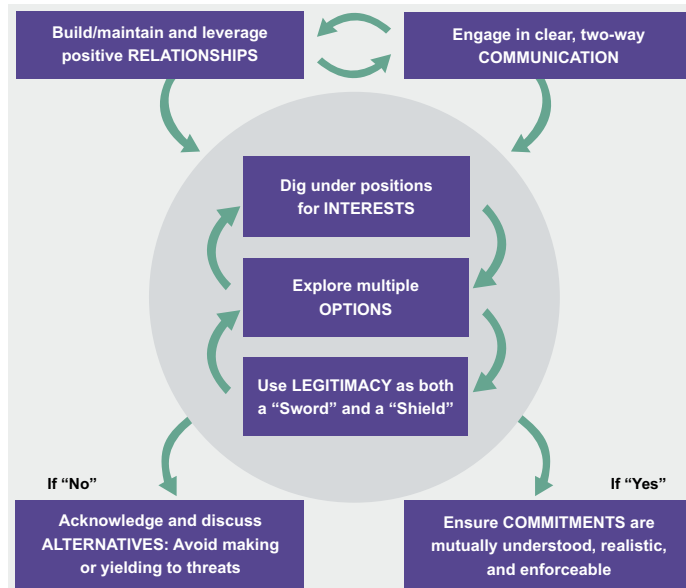
Figure 2: The Seven Elements of the Interest-Based Negotiation and Mediation Model (Adapted from IBNM Summary Note)

Complementarily, MC's operationalization of the Catalyse Framework among the project-based structures, mainly the NRMCs, and with government stakeholders facilitated collaborative governance and management of natural resources and decision-making on conflict resolution and resource-related service delivery. Stakeholders' understanding and application of the catalyse framework improved their commitment and local ownership of resource management and conflict resolution initiatives. However, because of the framework's limitations in integrating the business community and private sector, the action plan enabled the program team to conceptualize a new model that advances a more comprehensive approach to resource management. This model shows that integrating the whole-of-government and whole-of-society approaches that farmer and herder communities, local authorities, and the private sector would implement to improve service delivery and mitigate resource-based conflicts enables a **"New Collaborative Approach"** to addressing NRM, resource-related service delivery, and resource-based conflict mitigation. This collaborative approach expands MC's Catalyse Framework,[xv] demonstrating its adaptability to different program environments and the needs of the local program stakeholder population.
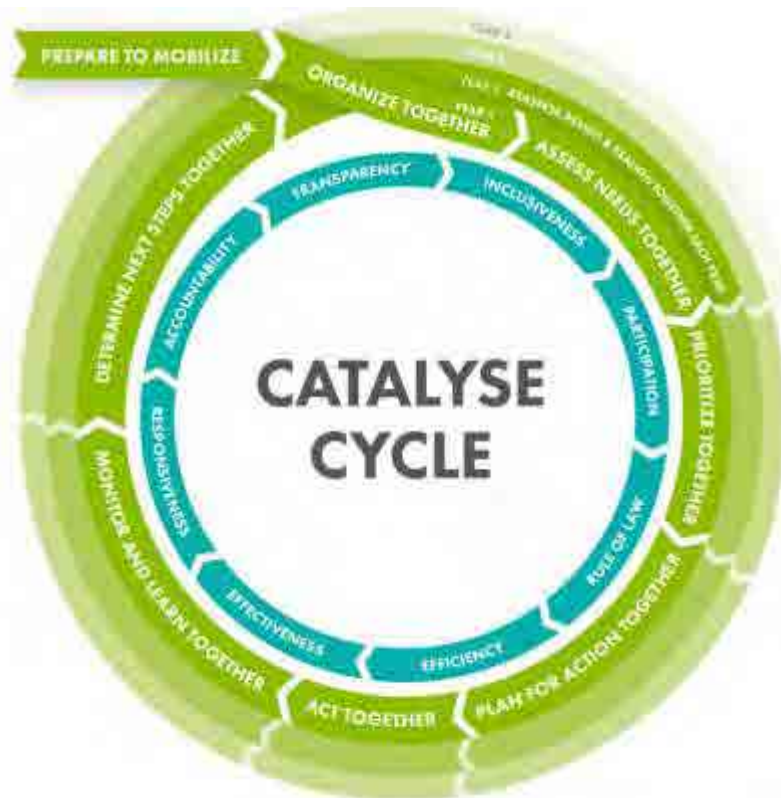
Figure 3: The Catalyse Circle (Adapted from the MC's Catalyze Framework)

Using other complementary participatory methodologies to the IBNM model, such as facilitated dialogues, consultative fora, and capacity-building training, MC accompanied the project communities and local authorities in developing the action plan. The process also adopted *Appreciative Inquiry*,[xvi] which appraised and integrated community-based social resources for conflict resolution to support resource-based conflict mitigation and collaborative NRM. Using these combined approaches, the action plan development process reinforced that land, water, and forest resources constitute the main livelihood base of farmer and herder communities, hence, the continuous contention for access, use, and control. These livelihood bases also sustain agribusinesses, promote food security, and enhance the continuation of agric-based value chains in which farmers and herders engage and benefit. The action planning process also showed that high costs and inefficiency characterize household economies and land and water resources due to poor service delivery, detrimental environmental practices by farmers and herders, and protracted climate shocks and stressors. These factors exacerbate resource-based violence, impede extensive collaborative NRM actions, impact FoM and [forced] seasonal migration within [herder] communities, and affect the sustainability of critical concrete infrastructures that support social cohesion for farmers and herders.

Beyond understanding the localized challenges of collaborative NRM in developing this action plan, MC also reviewed institutional/legal frameworks of MDAs at the federal and state levels that enable integrated NRM. This review articulated the core provisions of these frameworks and their impact on improved vertical and horizontal actions towards environmental conservation, resource-related service delivery, resource-based conflict resolution, and addressing existing ecological problems that sustain conflicts. Reviewing these frameworks revealed the relatively weak implementation of institutional mandates, weak domestication of federal NRM frameworks in state MDAs, poor knowledge of the NRM priorities of relevant MDAs within communities, and financial constraints in operationalizing

resource management activities by MDAs. Despite these gaps, the action plans enabled project stakeholders to identify shared natural resource issues, prioritize options to address them and determine the processes, stakeholders, and resources required to implement collaborative actions.

MC utilized the information from the process to create cross-sectoral linkages between issues and interventions discussed by project communities, categorizing them under the following themes: *land rights, access to transhumance corridors/stock routes, social issues, access to water for domestic use, crop production, and livestock rearing, resource-based social inequalities against women, and environmental degradation*. Other categories discussed in this plan described local authorities' challenges in delivering resource-related services to farmer and herder communities. Categorizing the issues based on these themes will enhance collective recognition of the benefits of NRM, rural land tenure and access rights, land use planning, and the integration of social, cultural, and gender factors in NRM. It will also influence resource-based business planning, climate change information development and dissemination, environmental education and awareness, transformative resource-related service delivery approaches, and critical and concrete solution infrastructure management that enhances collaboration and social cohesion.

1.5. Overview of Mercy Corps' Pathway to Possibility Strategy

The Pathway to Possibility (P2P) is Mercy Corps' 10-year global strategy.[xvii] It reflects our ambitions to meet the basic needs of communities affected by conflict and climate change and achieve lasting, transformational change at scale. While MC exists to alleviate suffering, poverty, and oppression by helping build secure, productive, and just communities, its vision is to put communities at the centre of its work, emphasizing climate change more strongly than in the past. Therefore, enhancing resilience is at the heart of MC's work and its approach to transforming communities. For MC, resilience means that people and systems can protect and improve wellbeing in the face of shocks and stresses. The organization, therefore, strengthens sources of resilience to enhance the capacities of people, markets, and institutions to handle shocks, reduce risk, build more equitable and responsive systems, and improve well-being. MC supports communities to "**cope, adapt**, and ultimately **thrive**"[4] through our programs, partnerships, and influence.[xviii]

The P2P focuses on four outcome areas: **food security, water security, economic opportunities,** and **peace and good governance**. These four connected and reinforcing outcomes determine people's well-being and support communities to cope, adapt, and thrive.

<u>Food Security</u>: People are well-nourished at all times, with access to sustainably produced, safe, and nutritious food. MC achieves this outcome through promoting sustained participation in inclusive and resilient food systems and autonomy over food choices to improve and protect food security in fragile environments. Our pathway to improved food security moves us closer to a world where people are well-nourished at all times, with access to sustainably produced, safe, and nutritious food.[xix]

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[4] To **Cope** in the midst of crisis, MC strengthens people's ability to **COPE** with the immediate effects of crises, helping them meet urgent needs with dignity and self-determination. Similarly, to **Adapt** to climate and conflict threats, MC enhances people's ability to **ADAPT** to future threats, helping them build back better after each crisis and avoid or lessen the impacts of future shocks. And to **Thrive** today and into the future, MC supports people to **THRIVE**, helping them transform their own lives and influence their local systems to address inequities and advance well-being.

<u>Water Security</u>: People have equitable and sustained access to clean and safe water to meet their everyday needs. MC aims to promote inclusive, climate-smart water systems that contribute to resilience by improving livelihoods, food security, and social cohesion. Our pathway to water security moves us closer to a world where people have equitable and sustained access to clean and safe water to meet their everyday needs.[xx]

<u>Economic Opportunities</u>: People grow and sustain their assets and income. MC envisions market systems that pivot and adapt to shocks and stresses and will, in turn, support the resilience of those who depend on them. Our pathway to increased economic opportunities moves us closer to a world where people grow and sustain their assets and income.[xxi]

<u>Peace and Good Governance</u>: People reduce or prevent violence, contribute to advancing sustainable peace, and participate meaningfully in inclusive and responsive governance systems. MC believes that communities' demonstration of resilience to conflict and climate shocks depends on peaceful, locally-led action and responsive governance processes. Our pathway to peace and good governance moves us closer to a world where people reduce or prevent violence, contribute to advancing sustainable peace, and participate meaningfully in inclusive and responsive governance systems.[xxii]

Driven by local needs and priorities, MC sequences, layers, and integrates its assistance in communities to achieve change. In the most severe crises, MC responds rapidly and meets urgent needs. The organization pivots quickly – working flexibly and employing different approaches to respond to changing circumstances. Through this global strategy, MC's resilience approach strengthens sources of resilience to enhance the capacities of people, markets, and institutions to handle shocks, reduce risk, build more equitable and responsive systems, and improve well-being. MC seeks to transform communities by implementing actions at two levels: *systems-level change* and *driving impact through influence*.[xxiii]

    i.   *<u>Systems-Level Change:</u>*

MC focuses on systems-level change to strengthen the local governance, economic, ecological, and social systems that communities rely on. When local systems are inclusive, responsive, and effectively able to pivot and adapt to shocks and stresses, they will, in turn, support the people who depend on them.

    ii.   *<u>Driving Impact through Influence:</u>*

MC recognizes that equitable and accessible systems, policies, and practices cannot be built through programming and partnerships alone. Influence and advocacy are also essential pathways to community well-being. MC, therefore, connects with and influences the most critical decision-makers in the systems and policies we seek to change.

To operationalize the P2P strategy, these five commitments underpin all that we do – regardless of programming interventions or context – and challenge us to be more accountable and to continuously push the boundaries of what is possible:

Table 2: Mercy Corps Global and Nigeria Commitments

Commitments	MC Global Approach	MC Nigeria Approach
Climate Smart	Take bold action to meet the urgency of the climate crisis	Adopt climate transformative practices and partner with communities and climate activists to scale impactful climate programming
Evidence Driven	We use data, evidence, and analytics to drive impact, scale what works, and influence others	Implement programs backed by evidence-based decision-making and promote learning to ensure greater accountability, inclusion, and impact
Innovative and Creative	We innovate and work with change-makers to test, co-create, and scale more effective solutions	
Locally Led	We are intentional about sharing and ceding power, building meaningful partnerships, and centering communities' voices in all we do	Build equitable partnerships with participants and local partners based on mutual respect, trust, and sustainability Enable local partners to lead program implementation in a mentorship capacity that allows for ownership and sustainability
Safe, Diverse, and Inclusive	We help create a culture of inclusion for all people that protects, enables, and elevates diverse community members and groups	

The action plan developed by communities, the approach to its implementation, and the different outcomes it is anticipated to produce reinforce MC's P2P strategy. It also shows project communities' and local authorities' commitment to promoting NRM, conflict transformation, environmental conservation, and resilience. It highlights how the project stakeholders can drive change within their communities and states by leading local initiatives and leveraging accompaniment from development programs like the COMITAS II project.

Table 3: Summary of Mercy Corps Nigeria's P2P Strategy

Outcome Areas	MC Global Goal	MC Nigeria Three-Year Goal	Sub-outcomes
Food security	People are well-nourished at all times, with access to sustainably produced, safe, and nutritious food	People are well nourished at all times, with access to sustainably produced, safe and nutritious food	1.1 Increased climate-resilient agricultural production and productivity, year-round
			1.2 Improved access to strong and resilient agrifood (crop and livestock) markets
			1.3 Increased financial inclusion of women and youth in Agric-food systems
			1.4 Increased consumption of diverse nutrient-rich foods by children and women
Water security	People have equitable and sustained access to clean and safe water to meet their everyday needs.	Increased and sustainable access to clean water and sanitation for safe, reliable consumption and productive use.	2.1 Improved access to safe and reliable water, particularly for women and girls
			2.2 Strengthened capacity of WaSH partners for improved and inclusive WaSH governance
			2.3 Improved use of water-efficient mechanisms for productive food systems
			2.4 Improved flood preparedness and response for the communities most vulnerable to flood events
			2.5 Reduction in violent conflict associated with water
Economic opportunities	People grow and sustain their assets and income	Create sustainable economic opportunities for marginalized women and youth by facilitating investment in climate-smart, energy-efficient market opportunities that support inclusive economic growth in conflict-affected markets, with a focus on shock-responsive food systems	3.1 Marginalized, conflict-affected HHs have access to resilient livelihoods to meet basic needs
Peace and Good Governance	People reduce or prevent violence, contribute to advancing sustainable peace, and participate meaningfully in inclusive and responsive governance systems	Vulnerable populations and communities have strengthened their capacity to adapt and adopt viable alternatives to conflict and build social cohesion and resilient peace	4.1 Women, youth, and other vulnerable groups have safe and equitable access to and control over peace and conflict resources and assets
			4.2 Local peace and governance institutions promote an inclusive mediation and dialogue process to strengthen resilience and peace
Governance	violence, contribute to advancing sustainable peace, and participate meaningfully in inclusive and responsive governance systems	communities have strengthened their capacity to adapt and adopt viable alternatives to conflict and build social cohesion and resilient peace	groups have safe and equitable access to and control over peace and conflict resources and assets
			4.2 Local peace and governance institutions promote an inclusive mediation and dialogue process to strengthen resilience and peace

The action plan development process in the project communities reinforced the existence of geographic [resource-based] hotspots. It underscored the significance of understanding the intersection of local, regional, and cultural factors contributing to resource-based violent outcomes and how they affect diverse groups in farmer and herder communities. The project communities' resource-based issues prioritized were **land rights**, **access to transhumance corridors/stock routes, social issues, access to water for domestic use, crop production, livestock rearing, resource-based social inequalities against women, and environmental degradation**. Similarly, the prioritized resource-related service delivery issues informed the description of actions that local authorities and farmer and herder communities would implement to achieve outcomes that reduce resource-based conflicts and improve collaborative management of shared land and water resources. This section summarizes the main resource-based issues and service delivery themes the project communities and local authorities prioritized.

2.1.   Prioritized Resource-Based Issues:

2.1.1. Land rights:

Despite various prevalent efforts to transform resource disputes between farmers and herders, access, use, and ownership of land remains a pressing discussion on the negotiation agenda. On the one hand, the access, use, and ownership of land resources are major triggers of the farmer-herder conflict, farm encroachment, crop damage, and competition for access to grazing areas for livestock. Although well-established local laws like the Land Use Act of 1978 dictate the allocation and use of land, operationalizing the law is somewhat challenging in communities because of the limited knowledge of farmer and herder communities about this legislation and other customary arrangements that determine land allocation and use. For instance, competition for land rights stems from the need to create human settlements for farmers and herders. In most cases, because farmers are the dominant group, they lay claims on land ownership and determine the local accommodation of herders depending on the quality of their relationship with one another and traditional authorities. These relationships enable informal land allocation systems, which have historical antecedents in the project communities, particularly when there was less land pressure. However, in modern times, herders' right to accommodation in the project communities is sometimes rescinded following their expulsion from the communities due to conflicts with farmers.

Besides, with growing pressure on land, access to grazing land for livestock is subject to the discretion of farmers and the local traditional institutions. It is sometimes challenging for herders to find land to graze their livestock or set up settlements because of strained relationships with this group due to conflict histories and trajectories. Moreover, rural population growth impacts the desire for farmers and herders to expand their use and control of land resources for grazing or crop cultivation to meet their livelihood demands or assert dominance. Pastoral land scarcity and pre-existing social conflicts over shared resources displace herders into mountainous areas or neighboring communities where they cohabit with other herders. Likewise, some farmers leverage legislation, such as Executive Orders focused on seasonal migration, perceived as disproportionately targeting herders to perpetuate violent assaults and institutionalized structural violence against them. These challenges heighten the tensions and various [counter] attacks that worsen negative inter-communal relationships between farmers and herders.

2.1.2. Access to transhumance corridors/stock routes:

Whether local or international, transhumance corridors are anticipated to aid FoM and the easy migration of herders and their livestock, particularly to settle in new communities or search for pasture. However, the encroachment of cultivated farmlands into transhumance corridors or the absolute coveting and conversion of herders' settlement and livestock grazing areas to farms deepen herders' grievances toward farmers. Most herders perceive these actions as attempts to impede their rights to access land and water resources and forage, weakening their social capital and distorting a cultural lifestyle of livestock rearing and livelihood sustenance. The action planning sessions revealed that herders in most communities only have seasonal access to some stock routes. In contrast, other transhumance corridors/stock routes have become blocked or non-existent due to crop cultivation or conflicts that forced herders to seek alternative routes to access land and water resources for their livestock. Although some herders assert that their rights to access stock routes are often treated as secondary to those of farmers, most decisions on land use are often made through poor or non-inclusion of herders.

Besides, even though some communities have strict customary arrangements prohibiting crop cultivation within or on transhumance corridors, some farmers violate these agreements, insisting that these corridors pass through traditional farming lands. This position escalates direct violence between farmers and herders, further threatening their strained relationship. The violence that occurs along most transhumance corridors across the project communities has reportedly taken armed dimensions. For instance, the NRMCs revealed that some transhumance herders use SALWs or machetes for self-defense to respond to threats from farmers who attempt to oppose them during migration or livestock grazing. The consequent inter-group violence that emerges from undertaking this action contributes to farmers employing the same tactic to engage in retaliatory violence, often against resident or unarmed transhumance herders. Paradoxically, the armed dimensions of the farmer-herder conflicts often impede herders' access to some transhumance corridor and their subsequent expulsion or prohibition from key areas, like protected forests, through which these transhumance corridors pass.

2.1.3. Social issues:

Farmers and herders agreed that diverse social issues like drug and substance abuse, kidnapping activities, theft and cattle rustling, and physical intimation by farmers and herders complicate resource violence in the project communities. The intake of illicit drugs and harmful substances by youths of farmer and herder communities intensifies how resource-based conflicts are waged because of the violations that they commit following their intoxication. Drug and substance abuse enables rural banditry and criminality, gender-based violations, and conspiracies between farmer and herder youths to rustle livestock. While the allegations portray the youths as the main perpetrators of resource-based conflicts, most members of farmer and herder communities perceive otherwise. For instance, some of these community members alluded that since herders view livestock as a valuable "asset", some farmers capitalize on the complicity of youths in this crime to also target and steal livestock as a form of justice and a strategy to weaken herders' economic base. However, the increased frequency of cattle rustling is both a cause and effect of violent conflict between farmer and herder communities.

These behaviors heighten suspicion between livelihood groups, increase gender vulnerabilities, and threaten some participatory actions designed to transform farmer-herder conflicts. Equally, the emergence of a thriving kidnapping economy in most project communities, where farmers and herders are intermittently abducted for ransom, enables assumptions between farmers and herders that one of both parties orchestrates the action, depending on the victim of the kidnapping. These cleavages divide conflict parties further and promote clandestine

opportunities for group profiling because of the numerous dimensions with which they manifest and transform, leading to a rapid expansion of criminality, physical harassment, and the development of ostensible measures that escalate [reprisal] violence.

2.1.4. Access to water for domestic use, crop production, and livestock rearing:

Farmers and herders compete to access and use water for farming, livestock rearing, and other domestic purposes. The competing need for this resource stems from its limited availability, erratic rainfall, or non-availability in many communities due to the geographic condition of groundwater. Even though conflict parties ascribe the decline in water availability to climate change and poor knowledge of modern water management technologies and techniques, the claims that herders lead their livestock to contaminate water points used for domestic purposes escalate tensions. Similarly, farmers and herders attempt to exert control over water points – rivers, streams, local wells, and ponds – domiciled within their territories or some centralized water facilities because of 'perceived' land rights they possess. The overlapping use of the same water points for domestic purposes, farming, and livestock management exposes communities to waterborne diseases and insufficient supplies. It also limits the water quality that farmers and herders can use for their activities.

Similarly, the shortage of irrigation water due to uneven availability and distribution has become a significant challenge for many farmer and herder communities. This challenge is complicated by climatic constraints, which cause seasonal scarcity of water resources. With the burgeoning competition for water, farmers and herders often construct private water harvesting and storage systems using appropriate local technologies to collect groundwater. These efforts are individualized depending on the availability of financial resources to build sophisticated or temporary water harvesting and storage systems by farmers and herders. Nevertheless, this approach creates new forms of conflict because of the perception that these localized water innovations limit water availability to one or more groups in the community. This perception is gaining prominence because of the assumption that the construction of individual local water collection technologies shrinks the availability of central water supply for farmers and herders.

This assumption escalates a behavior where herders allegedly lead their livestock to consume water stored in some of these localized water storage systems, particularly storage facilities near centralized water points or along transhumance corridors. Most livestock reportedly destroy some of the water harvesting and storage systems when they drink from them because these facilities are constructed using local materials and are not originally designed to serve livestock purposes but for domestic use. The destruction of these local water infrastructures amplifies farmer-herder conflicts, giving rise to further instability at individual and group levels.

2.1.5. Resource-based social inequalities against women:

Articulating women's resource-related concerns is central to the sustainability of NRM plans in communities. The action-planning process revealed that social inequalities affect inter-communal relationships between farmers and herders, especially because women's voice agencies are inconsequential in resource accessibility or NRM. Cultural and structural violence complicates women's ownership, access, and use of shared natural resources, further enabling the perpetration of direct physical and psychological violence linked to resource control against women and girls and their livelihoods.

Although resource ownership and control, especially around land rights, is a perennial challenge for women in farmer and herder communities, the cultural factors enabling these practices also widen social inequalities by tacitly impacting resource-based livelihoods. For instance, the celebration of traditional activities, which involves the cultural display of masquerades, impedes

women from proceeding with their livelihood activities, including farming, the sale of Nono,[5] or attending to their market wares. Culturally, women are prohibited from having physical contact with the masquerades because such action mythologically could have negative repercussions for them. These practices sustain cultural violence against women, affecting their economic empowerment and contributions to community development, NRM, and conflict transformation.

Similarly, the proliferation of norms that sustain cultural violence has metamorphosed into diverse forms of structural violence, which further restricts women's agency and access to and use of shared land and water resources. For instance, because many of the project communities are deeply patriarchal, traditional leaders and other local elites, typically household heads or clan elders, determine inheritance rights or resource allocation to women in both farmer and herder communities. These actors possess substantial social, economic, or political power over their subordinates. They indirectly transfer some of these powers to [young and old] male subjects, who leverage culture to prevent women's access to, ownership, and use of natural resources. In some cases, due to these social structures, women are subjected to physical assaults, rape, and economic exclusion because of the indirect privileges that culture gives men over women.

On the other hand, considering the manifestation of ethnocentrism in the farmer-herder conflict, female herders are perceived as secondary citizens by female farmers. This perception causes female farmers to demand higher recognition in allocating and using limited natural resources available to women. These demands further marginalize female herders and contribute to resource grievances between female farmers and herders. These grievances result in verbal exchanges, physical confrontations at water points and farmlands, and competition for power and social status that have secondary interference from male farmers, herders, and traditional institutions, creating new trajectories for resource-based conflicts.

2.1.6. Environmental degradation:

Human activities by farmers and herders increase their community's exposure to the adverse effects of climate shocks and stressors. These activities include tree-felling, burning bushes and farm residue, using chemical fertilizers, pesticides, and herbicides on farmlands and around grazing areas and surface water, and poor waste disposal in communities. The culmination of these activities contributes to climate change, exposing farmer and herder communities and their resource-related livelihoods to whirlwinds, flash floods, and forced displacement. The outcome of environmental degradation activities and their accompanying climate stressors make land and water resources scarce or unavailable for farmers and herders, thereby increasing resource competition and threatening the climate resiliency capacities of their respective communities. For instance, across the project communities, participants noted community members' use of wood from trees as an alternative cooking fuel. However, they stated that they often failed to plant replacements for the fallen trees. Similarly, bush burning as a mark of celebration during cultural festivals or using chemicals on farmlands to enhance soil quality unknowingly creates long-term effects for communities. They cause poor land yield and crop production, low biological productivity in dry and semi-arid lands, decreased pasture availability, and low biodiversity, destabilizing natural ecosystems and landscapes because of these anthropogenic activities.

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[5] Nono is a locally pasteurized and produced milk obtained from cattle. Female herders, mainly from the Fulani ethnic group, hawk or sell this milk in community markets as a primary source of livelihood.

Also, due to limited knowledge about climate change, farmers' and herders' continued degradation of the environment and the consequent impact on shared natural resources constitute a significant threat to biodiversity conservation and the sustainability of resource-related livelihoods. Besides, the influence of some human activities and other factors have altered the quality and productivity of land and water resources and their benefits to communities, increasing farmer and herder communities' exposure to climate risks. For example, improper solid waste disposal blocks community drainages, and using chemicals to enhance fishing activities affects fisheries and water quality in the long term. These actions cause diseases for humans and livestock and affect livelihoods associated with water resources, especially for project communities in riverside and coastal areas.

2.2. Prioritized Resource-Related Service Delivery Issues:

Generally, the action plan revealed relatively poor access to essential services for farmers and herders to support their livelihoods. These service delivery challenges impact resource-based relationships, weaken trust-building between communities and local authorities, and affect farmers' and herders' effective participation in agric-based value chains. For instance, while most herders complained about the late vaccination of livestock, resulting in the outbreak of animal-borne diseases such as mouth and feet disease, most farmers noted the challenge of timely distribution of fertilizers and access to machines for irrigation farming. On the other hand, the action planning process revealed that some internal challenges within MDAs and other factors associated with the quality of their interactions with farmers and herders contribute to poor resource-based service delivery. The prioritized issues include:

2.2.1. The high cost of governance:

This challenge impacts the quality and quantity of resource-related services that farmer and herder communities can access. It also creates discrepancies in the equitable distribution of available services between farmers and herders, stoking ethnocentric perceptions that one community is preferred to the other by service providers. For example, distributing irrigation pumps to farmers remains a challenge in most communities in Taraba State because the government cannot provide sufficient pumps for all farmers. Adequately providing these pumps will limit the contact between farmers and herders and reduce conflict over water sources.

2.2.2. Poor inclusion of community stakeholders in service delivery decision-making and budgeting:

Exclusion or poor representation of farmer and herder communities in service delivery discussions and the policies influencing these services result in poor planning, budgeting, and budget implementation delays. Similarly, communities' limited or poor participation in operationalizing environmental protection plans affects how they contribute to climate change and environmental conflicts, further fueling farmer-herder conflicts.

According to participants, budgeting inaccuracies are a primary source of poor service delivery. This challenge emerges because citizens are often not adequately engaged in budget planning; hence, their needs are not properly articulated. This issue, therefore, makes it difficult for MDAs to create alignment or get buy-in on difficult or competitive funding choices. On the other hand, poor citizen-based budgeting and under-funding also affect the availability of financial resources to facilitate capacity building for some government officials, particularly in the LGS. The absence of financial resources to improve LGS staff capacity limits the innovation and outlining of collaborative processes to enhance the delivery of required services to farmers and herders. In some instances, it has caused redundancy among staff.

2.2.3. Weak trust and collaboration between MDAs and communities affect the already stretched government-community relationships:

Weak trust in local authorities enables perceptions among community members that providing limited services to farmers or herders implies taking sides with a conflicting party. For instance, land acquisition and use often fuels resource-based conflicts because the herders allege that farmers receive more preference in land purchase and allocation, particularly for farming and residential purposes. Similarly, some farmers alleged that MDAs prioritize the vaccination of herders' livestock compared to those of other community members who practice a combination of livelihoods, i.e. farming and herding. Moreover, the poor knowledge among farmers and herders about the process(es) of accessing resource-related services and poor consultation and inclusion of community stakeholders in decision-making around the delivery of policies or programs weakens trust, leaves room for assumptions, causes misinterpretation of government intentions and actions, and seemingly increases the marginalization of groups.

2.2.4. Obsolete policies impact the quality of MDAs' partnerships with other sectors:

Critical partners, such as NGOs and PPP, could support service delivery. This partnership is ambivalent because of unclear policies that define the delivery of social services to communities, resulting in poor coordination of government NRM and poverty alleviation programs and resources. This challenge also results in the duplication of efforts across development projects and assistance implemented by MDAs, NGOs, social enterprises, or private businesses. In some cases, one community, i.e., farmers or herders, may receive more services than they need, while the other receives less or is not considered in the distribution of essential services. This policy gap and intervention mismatch stirs resentment and escalates violence between farmer and herder communities.

2.2.5. Poor implementation and coordination of relevant NRM and environmental conservation policies and frameworks:

Policy or institutional framework implementation gaps could enable environmental degradation by farmers, herders, and other members of their respective communities. Operationalizing policies, such as waste management and forest management, poorly cause community members to dispose waste and cut trees indiscriminately, polluting the environment and exposing land and water resources to contamination and the adverse effects of natural disasters. Moreover, the complicity of some MDA staff in environmental degradation enables behaviors from community members that are antithetical to the government's outlined social and environmental norms, further weakening opportunities for coordinating policy implementation efforts.

For instance, while logging is crucial in some cases to allow for the reproduction of new tree species for economic purposes in project states, loggers must obtain written approvals from the State Ministry of Environment. These approvals are presented to forest guards and community leaders, authorizing loggers to cut trees. However, it is alleged that some MDA staff connive with loggers to illegally cut down trees in the forests or other parts of the communities without proper approval, creating a culture of lawlessness. This lawlessness empowers community members to continue degrading the environment without considering the negative long-term repercussions of these behaviors. This behavior is further enabled by the weak coordination of actions and institutional mandates among various MDAs responsible for ensuring NRM and environmental sustainability. Poor coordination among the MDAs results in miscommunication and confusion about MDAs' NRM and service delivery activities within communities, driving conflicts further between farmers and herders. These conflicts continue to escalate because there are no formal mechanisms to facilitate sustained interactions between farmers, herders,

and MDAs unless these actors meet on an ad-hoc basis when the need arises.

While some of these prioritized issues are not alien to farmer-herder relationships in the project communities, traditional institutions, trusted community-based dispute resolution mechanisms, and government MDAs facilitate [in]formal negotiations between conflict parties to address resource-based conflicts. MC's negotiation and NRM capacity building for NRMCs, traditional leaders, and local authorities have played central roles in empowering project stakeholders to design and implement locally-driven solutions to address varying dimensions of these prioritized resource-based challenges. The collaborative identification and implementation of community-driven solutions by farmers, herders, and MDAs influences attitudinal and behavioral changes and transforms eroded trust across vertical and horizontal relationships. They also promote collaborative NRM and resource governance, strengthen EWER systems, and mitigate self-perpetuating cycles of resource violence between farmer and herder communities.

LEGAL FRAMEWORKS: INSTITUTIONAL MANDATES AND POLICIES RELEVANT TO NATURAL RESOURCE MANAGEMENT IN THE FARMER-HERDER CONFLICT

The proposed activities in this action plan align seamlessly with the NRM priorities of the federal and project state governments. While this plan reinforces the vision of the national NRM goals, it ensures that activities and QIPs prioritized by the project communities and local authorities address their resource-based concerns and complement the NRM agenda of the Adamawa and Taraba State governments. Addressing resource-based conflicts between farmer and herder communities could be challenging unless land and water resources management policies and frameworks are adequately implemented at institutional levels. Moreover, although community-level NRM could be constrained by the weak capacity of local stakeholders to implement modernized resource management techniques, institutional frameworks of government provide the blueprint for enhancing community resource management knowledge and various modern NRM methods. These blueprints enhance public knowledge about policies and guidelines operationalized by local authorities across federal and state levels toward ensuring collaborative management of shared natural resources. Within the context of this action plan, this section summarizes the provisions of relevant legal and institutional frameworks operationalized by the federal and state governments to ensure shared responsibility for resource management and conservation, [re]distribution and [re]allocation, access and use, and climate change mitigation and environmental protection.

3.1. Relevant Federal-Level Natural Resource Management Frameworks:

3.1.1. *National Livestock Transformation Plan (NLTP 2019-2028):* The NLTP is a comprehensive strategy that discusses innovative approaches for transforming resource-based violence between nomadic cattle breeders and small-holder crop farmers. The goal of the NLTP is to create a conducive environment for **transforming** the livestock sector, leading to peaceful co-existence, economic development, and food security for the growing population. It also seeks to implement peaceful pathways into modernized farming, high-quality, cost-competitive crops, and animal food resources. The NLTP aims to contribute to transparent economic activities to increase household income and high-quality human capital, ensure job growth, and increase the contribution of these indices to peaceful co-existence and social cohesion between farmer and herder communities.[xxiv]

The NLTP also outlines a new path, which focuses on a three-pronged approach that:
- Provides a roadmap for modernizing livestock production using a mix of nomadic breeding and ranching that would serve a modernized dairy and meat-processing industry;
- Develops a plan for resettling and addressing the dislocated populations in the key conflict zones to enable them to become a part of the agriculture modernization processes and;
- Provides a mechanism for peaceful dialogue and reconciliation in the affected communities towards a harmonious, multi-cultural, interdependent, and mutually beneficial future.[xxv]

This strategy reflects the Nigerian government's federal, state, and local guide in enhancing livestock productivity and production systems and addressing direct and broader constraints that prevent the sector's potential from being fulfilled. It also serves as a framework investment document designed to help create a conducive environment for accelerating the private sector's investor role in supporting other agribusiness system sub-sectors. The strategy also aims to mobilize various partners, capital, technologies, capability, and management resources to drive the transformation of the livestock sector.
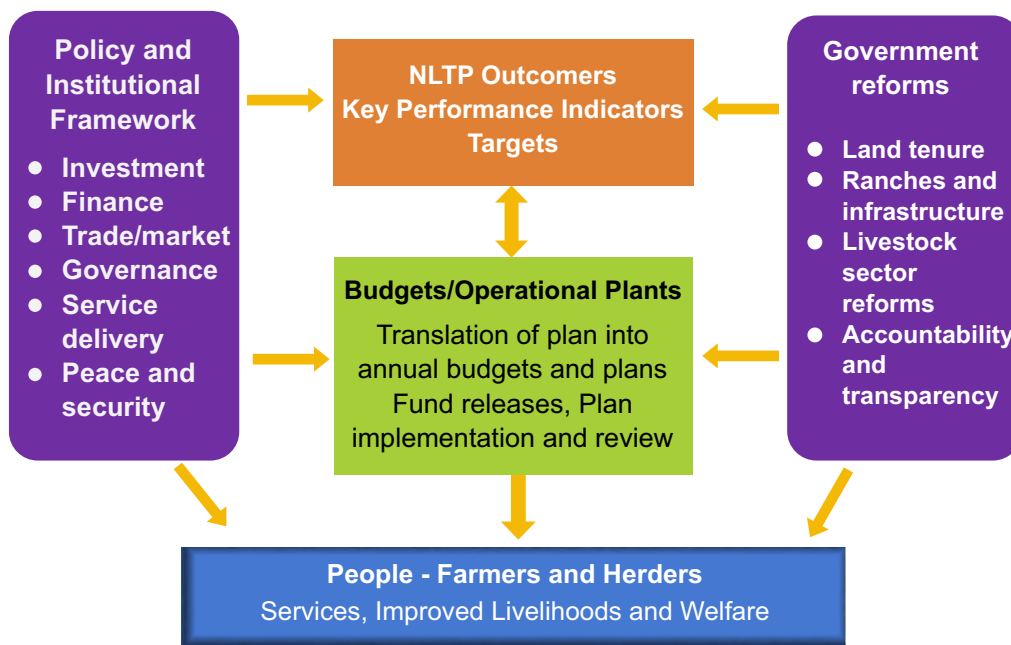
Figure 4: The Interrelationships between Institutional Contexts and Flow of Implementation Processes (Adapted from the NLTP Strategy)

The NLTP's strategic approach hinges on ensuring economic investment in livestock ranching, fodder production, value chains, relevant agric-based investment areas, and other strategic NRM priorities that could boost economic prosperity. Similarly, in creating an enabling environment for operationalizing the NLTP framework, the plan identifies five main supporting pillars as priority areas to implement the livestock sector's transformation successfully. These five pillars include **Pillar 1 – Conflict Resolution; Pillar 2 – Justice and Peace; Pillar 3 – Humanitarian Relief; Pillar 4 – Human Capital Development; and Pillar 5 – Cross-Cutting Issues**. This livestock transformation plan is designed to be implemented in two phases. **Phase one** aims to support establishing four categories of ranches/grazing reserves (small, intermediate, medium, and large) in 7 pilot states (Adamawa, Benue, Kaduna, Nasarawa, Plateau, Taraba, and Zamfara). **Phase two**, on the other hand, aims to support the remainder of the federation, outside of the 7 pilot states, to improve the capacity of related industries, investments, and capabilities required to build a viable livestock economy. Overall, the NLTP reinforces the significance of collaborative NRM, particularly in conserving and maximizing grazing land for livestock production, facilitating opportunities for improved economic growth and social cohesion between groups who can benefit from a thriving structured livestock industry.
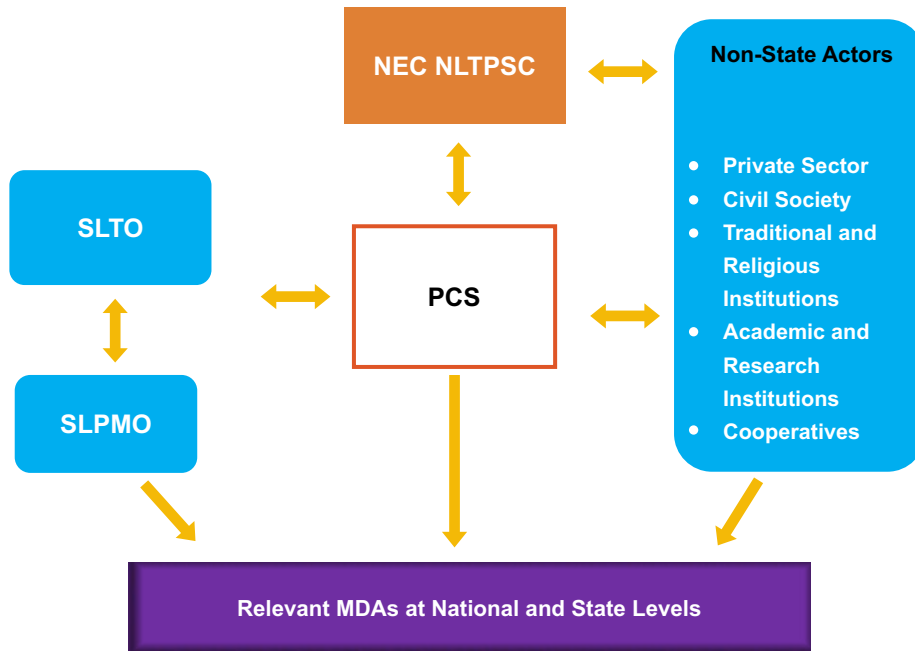
Figure 5: Institutional Arrangements for Implementing the NLTP (Adapted from the NLTP Strategy)

3.1.2. *National Action Plan on Gender and Climate Change for Nigeria (2020-2025):* This plan was developed on the premise that women are at the centre of human insecurity issues related to climate change conditions. Therefore, the need to mainstream gender in policy development and implementation is critical to addressing the gendered effects of climate change on reliance on rainfed agricultural practices and pastoral and nomadic animal husbandry activities.[xxvi] While the action plan covers a period of 2020-2025, the sectors it prioritizes include agriculture, forestry and land use, food security and health, energy and transport, waste management, and water and sanitation.

The main goal of the *Action Plan* is "**to ensure that national climate change efforts in Nigeria mainstream gender considerations to guarantee inclusivity of all demographics in the formulation and implementation of climate change initiatives, programmes, and policies.**"[xxvii] This plan demonstrates the imperativeness of a gender-responsive approach to addressing climate change issues from policy perspectives. It stresses linking climate change to human development, mainly reflecting the gender impacts of the phenomenon. This linkage is pertinent, considering that the social consequences of climate change are not gender-neutral due to social inequalities, even though males and females suffer different affective dimensions in society.

The plan acknowledges that gender mainstreaming could play a key role in policy development that targets climate change mitigation and adaptation by ensuring that a gender equality perspective is adopted. Hence, in making decisions, implementing climate mitigation activities, and building resilient communities in the face of climate change, men and women should be empowered to participate meaningfully. This Action Plan is anticipated to guide the implementation of all gender and climate change-related policies, strategies, programs, negotiations, and actions at Federal, State, and Local

Government levels. Some of the policies and strategies that this action plan is required to influence their effective implementation include: National Adaptation Strategy and Plan of Action for Climate Change in Nigeria (NASPA-CCN 2011); (ii) Nigeria Climate Change Policy Response and Strategy (2012); (iii) National Agricultural Resilience Framework (2014); (iv) Agriculture Promotion Policy (2016); and (v) National Gender Policy 2006 (revised 2015).[xxviii] This ambition resonates with the action plan developed by the project stakeholders to enhance collaborative and gender-transformative resource governance, management, and climate change response(s).

3.1.3. *National Action Plan for Revitalization of Nigeria's WASH Sector (2018-2030):* WASH is a health multiplier and poor access directly affects individuals and communities. Borne out from this submission, this WASH sector revitalization plan establishes a 13-year strategy to transform the WASH sector in Nigeria. This transformative action is a product of extensive consultation between the Federal and State Governments. This plan provides concrete actions that federal and state governments will follow to implement WASH activities across three phases: Emergency Plan, Recovery Program, and WASH Revitalization Strategy.[xxix]
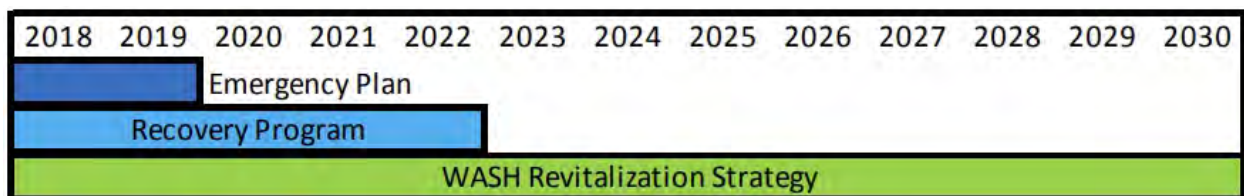
Figure 6: Phases of Implementing the WASH Plan (Adapted from WASH Revitalization Strategy)

This plan's goal is "**to ensure that all Nigerians have access to sustainable and safely managed WASH services by 2030, in compliance with the SDGs for Water (Goal 6.1) and Sanitation (Goal 6.2)**".[xxx] It also comprises five main components: Governance, Sustainability, Sanitation, Funding and Financing, and Monitoring and Evaluation.
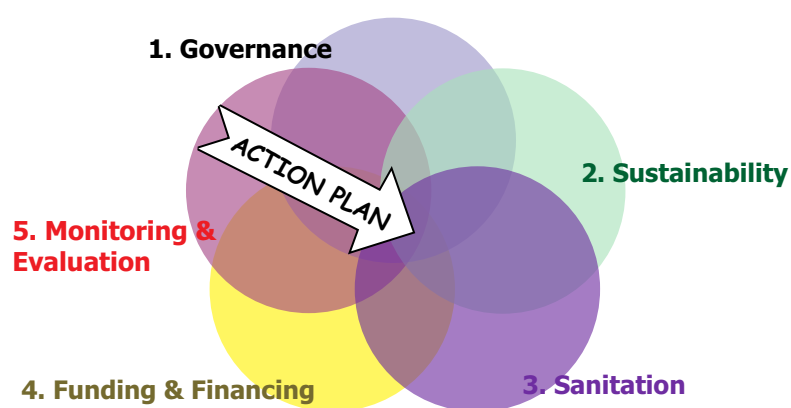
Figure 7: Systemic Representation of the Components of the WASH Revitalization Plan (Adapted from WASH Revitalization Strategy)

This legal framework expands and strengthens Nigeria's WASH services and systems and improves its effective and sustainable management. On the other hand, the Emergency Plan aims to launch a renewed Federal-State partnership for WASH sector development by committing both levels of government to jointly: a) Improve the sustainable management of existing Water Supply and Sanitation Services in both urban and rural areas to address the emergency; and b) Engage development and civil society organizations and other key stakeholders in the expansion of services, therefore establishing the partnerships and momentum required for the duration of the Revitalization Strategy to attain the 2030 SDGs.[xxxi]

Similarly, the Recovery Program aims to establish and institutionalize the enabling environment required to support Nigeria's WASH services' effective and sustainable management, laying the groundwork for implementing the necessary reforms through sound policies and laws. The Recovery Program also seeks to demonstrate immediate progress in expanding service quality and accessibility to maintain the enthusiasm and engagement required of all stakeholders to attain the objective of the overall Revitalization Strategy — the attainment of the SDGs for Water and Sanitation.[xxxii] This approach to implementing some of the water-related QIPs prioritized by the project communities aligns with this WASH revitalization strategy because while contributing to social cohesion between farmers and herders, they enable recovery, resource conservation, and management.

3.1.4. *National Water Resources Policy:* This policy reveals the FGN's philosophy and objectives for Nigeria's freshwater and marine water resources. It also highlights the policy's strategies for achieving its goals, including improving access to clean, safe, available, and accessible water. Nigeria's first draft Water Resources Policy was formulated in the year 2004 following the National Water Resources Master Plan studies in 1984 and 1993, the enactment of the Water Resources Decree 101 (Water Act 100 of the Federal Republic of Nigeria) of 1993 and the current Water Resources Management Sector Reform Programme which commenced in 1999. The 2004 draft policy was based on the philosophy and principles of promoting IWRM. However, this revised policy considers new developments in the sector, including reviewing the 1993 Water Resources Master Plan and the current Water Resources Master Plan developed in 2013.[xxxiii] Hence, the principal goals of this revised policy are (1) protecting and enhancing the quality of the nation's water resources and (2) promoting the wise and efficient management and use of water.[xxxiv]

Nigeria's key challenges this policy seeks to address include:[xxxv]
- Unevenly distributed water resources and demand.
- Inadequate access to usable water resources to meet the rapidly increasing domestic and industrial (economic) water demand.
- Degrading watershed and water courses, leading to deteriorating water quality.
- Fragmented and uncoordinated water resources development.
- Unclear roles and responsibilities at Federal and State levels.
- Poor coordination (Including International Donor Coordination), mobilization and application of funds for water supply development.
- Inadequate water resources data collection and management.
- Varied groundwater data availability as detailed study and documentation is still premature, in addition to poor monitoring and control of groundwater resources.
- Escalating costs of water production and distribution.

- Inefficient government subsidies on the provision of water services.
- Unreliable projects that provide services that do not meet consumer needs and for which the consumers are unwilling to pay.
- Poor or inefficient management of water resources infrastructures, leading to financial losses and unreliable service delivery.
- Climate change uncertainty resulting in prolonged droughts, increased flooding, widespread erosion and communal conflicts.

Considering the outlined challenges with water resource availability, accessibility, and delivery, the policy focuses on eradicating water-borne diseases, reducing poverty, and institutionalizing integrated and sustainable water resource management to meet the nation's present and future water resource needs in all demand sectors. This commitment covers human consumption, animal husbandry, agriculture, hydropower, inland waterways, and industry while protecting the environment. The policy thrust, therefore, will build on the existing National Water Resources and Environmental Management Strategy (WREMS), which urges all stakeholders to ensure integrated management and development of water resources in the country.[xxxvi]

3.1.5. *National Climate Change Policy for Nigeria (NCCP 2021-2030):* The National Climate Change Policy and Response Strategy (NCCPRS) was first developed in 2012; however, the global discourse on climate change has evolved, leading to the adoption of new initiatives that have been domesticated to guide national responses to reducing climate change's impact on society. Therefore, this revised NCCP defines a new holistic framework to guide Nigeria's response to the development challenge of climate change. It is a framework that prescribes sectoral and cross-sectoral strategic policy statements and actions for managing climate change to support Nigeria's pursuit of climate-resilient sustainable development.[xxxvii] The NCCP was developed to address the following challenges of climate change:[xxxviii]

- the opportunities and challenges of reducing emissions on a sector-by-sector basis;
- the required adaptation strategies in view of the growing impact of climate change, particularly those increasing frequency and intensity of extreme weather events;
- the integration of climate change into the national development process for effective response to the challenge;
- the role and operation of innovative financing instruments like the Green Bonds in emissions reduction and climate change adaptation;
- the opportunities in emerging global climate finance mechanisms in supporting the country to meet its emissions targets;
- the role of research, development, and innovation; and
- the imperative for good climate change governance.

Nevertheless, the policy seeks to address these challenges with the overall goal of "promoting low-carbon, climate-resilient, and gender-responsive sustainable socio-economic development" and specific objectives of the following:[xxxix]

- Implementing adaptation and mitigation measures that promote low-carbon development;
- Strengthening capacities and synergies at local, sub-national, and national levels and at individual and institutional levels to implement climate change response;

- Promoting scientific research, technology, and innovations to address the challenges of climate change;
- Developing and implementing appropriate strategies and actions to reduce the vulnerability of Nigerians to the impacts of climate change across all sectors;
- Mainstreaming gender, children and youth, and other vulnerable groups into all climate change interventions;
- Promoting sustainable land-use systems that enhance agricultural production, ensure food security and maintain ecosystem integrity;
- Promoting climate-proofing of construction and infrastructural development;
- Enhancing national capacity to mobilize international and national resources, both technical and financial, for investment in climate change;
- Developing an effective climate change communication and information management system that facilitates access by all stakeholders to climate information;
- Strengthening national institutions and mechanisms (policy, legislative and economic) to establish a suitable and functional system for climate change governance.

Some of the expected outcomes of the policy include:

- Reduced vulnerability to climate change impacts across all sectors.
- Improved social, cultural, economic and ecological resilience.
- Reduced greenhouse gas emissions.
- Increased awareness of climate change impacts and adaptation and mitigation measures.
- Enhanced and strengthened research, innovation and technology development, transfer, and systematic observations.
- Enhanced capacity to implement climate change-related interventions at national, state and community levels.
- Climate change and its cross-cutting issues mainstreamed in development.

3.1.6. *National Forest Policy (NFP 2020):* This policy is a transition from the first edition developed in 1988 and subsequent versions developed in 2006 and operationalized under the Agricultural Policy. The previous policies aimed to address the increasing rate of deforestation, illegal wildlife exportation, worsening environmental conditions, and the overexploitation of Nigeria's forests and their resources. However, the 2020 NFP provides significant strategies for improving forest governance, biodiversity conservation, improved livelihoods, climate amelioration, and fulfilment of Nigeria's international commitments around forest management.[xl] The overall objective of this NFP is to achieve sustainable management of forests and forest resources that would ensure a sustainable increase in the economic, social, and environmental benefits for the present and future generations.[xli] The specific objectives of this policy include:[xlii]

- Increase, maintain and enhance the national forest estate through sustainable forest management practices.
- Address the underlying causes of deforestation, forestland degradation, and desertification.
- Promote and sustain good forest governance.
- Promote and sustain private sector investment in forestry development and forest products value chain and encourage public-private partnerships.
- Promote ownership and investment in forestry through improved land and

tree tenure frameworks, policies, and measures.

- Contribute to the promotion of green growth and development in urban centres.
- Create an enabling environment for accessing global opportunities for forestry financing and development.
- Establish mechanisms for forest-dependent persons, farmers and local communities, including vulnerable groups, to improve their environment and livelihoods through new forestry initiatives and programs.
- Sustain and enhance the role of the forestry sector in climate change mitigation and adaptation and stakeholders' access to benefits.
- Ensure sustainable wildlife resources management, biodiversity conservation and environmental services of forests, including carbon sequestration and water and soil biodiversity conservation.
- Rehabilitate and converse all watershed forests, wetlands, sensitive habitats, and ecotypes.
- Build capacity and develop institutions for effective stakeholder participation in forest resources management, research, and development at all levels.
- Strengthen engagement with civil society organizations, including NGOs and CBOs, to facilitate forest development.
- Develop and support demand-driven forestry research and development.
- Develop and implement forestry programs and projects.
- Strengthen cross-sectoral coordination in the implementation of the NFP.

3.1.7. *National Agricultural Technology and Innovation Policy (NATIP) 2022-2027:* This policy integrates the interlinked frameworks of the Agricultural Promotion Policy (2016-2020), the Economic Recovery and Growth Plan (2017–2020), and the Economic Sustainability Plan (2020-2021), which focused on laying a foundation for rapid agricultural development using comparative advantage exploration, climate change adaptation, nutrition-sensitive agriculture, agro-enterprise promotion, and market access linkages. These efforts have attracted massive agricultural investments, making Nigeria closer to self-sufficiency, particularly in rice and poultry production.[xliii]

Interestingly, the extant policy direction of the government, as encapsulated in the National Development Plan (2021-2025), reiterated earlier commitments to deploy knowledge, technology, and innovative and global best practices to integrally strengthen the economic diversification process by revamping research, training, extension, improving access to inputs, technology, and markets to revitalize agricultural production and processing in a manner that would create job opportunities and increase export revenue.[xliv] Following these considerations, NATIP is uniquely designed to turn the COVID-19 pandemic into an opportunity through a well-coordinated national approach to deploying 21st-century knowledge and attracting massive public and private investments into agriculture and agribusiness. It was also conceived to address critical challenges of Nigerian agriculture and lay a solid foundation for modernizing the sector in line with the changing global food systems and supply chains. Thus, NATIP will create a diversified economy that guarantees access to nutritious food, growth, and employment opportunities across the agricultural value chains. It demonstrates a deliberate government effort to deploy knowledge and good agricultural practices to fast-track the development of agriculture.[xlv]

The specific objectives of NATIP are to:[xlvi]

- Promote knowledge generation and dissemination to agricultural value chain actors by strengthening agricultural research, innovation, and extension service delivery;
- Deploy appropriate technologies and Good Agricultural Practices (GAP) for a rapid increase in production, processing, and marketing of crops, fisheries, and livestock for domestic and international markets;
- Support the evolution of the Agricultural Development Fund (ADF) into a Mega Agency to overcome agricultural funding inadequacies and fast-track rural development;
- Increase access to agricultural finance, rural microfinance, and promotion of agricultural insurance with active private sector participation;
- Promote Digital and Climate-Smart Agriculture (CSA); Organic Agriculture and efficient water management for improved efficiency, productivity, and income in the face of climate change;
- Increase access to agricultural land through land development and rural Infrastructural development to improve the livelihood and community resilience of rural dwellers;
- Strengthen animal and aquatic diseases surveillance system for prompt detection and response to transboundary animal diseases;
- Develop high-priority value chains based on ecological or comparative advantages covering crops, livestock, and fisheries sub-sectors in collaboration with states;
- Reduce malnutrition and improve nutritional security through improved food systems;
- Increase the competitiveness of Nigeria's agricultural products in the international markets;
- Improve the security of agricultural land to create an enabling environment for agricultural investment;
- Facilitate the creation of 12 million job opportunities in the agricultural sector, and
- Re-position of agricultural cooperatives as a vehicle for the emergence of sustainable clusters.

NATIP is built around 10 intervention pillars: Synergy and MDA Alignment; Knowledge Creation and Transfer; Rapid Mechanization; Establishment of Agricultural Development Fund; Revitalization of extension service delivery; Livestock development; Strengthening Value-Chains for priority crops; Fisheries & Aquaculture, Marine and Inland Fisheries Resources Development; Market Development; Securing Agricultural Lands and Investments.[xlvii] Besides these pillars around which NATIP is developed and will be operationalized, the policy also aims to address some cross-cutting interventions relevant to the agricultural goal and outcomes that this policy seeks to address. These cross-cutting interventions include: Development of rural infrastructure; Nutrition; Standardization for Exports; Promoting Digital and Climate SMART agriculture; Strengthening Agricultural Lending and Insurance; Data and Information Management; Access to Quality Agricultural Inputs; Sustainable use of Agricultural Land and Water Resources; Gender and Youth in Agriculture; Cooperatives Revitalization; National Food Reserve for food security.[xlviii]

3.2.   Relevant State-Level Natural Resource Management Frameworks:

Adamawa State:

3.2.1. *Harmonized Water Resources and WASH Policy 2021:* This policy aims to ensure adequate water resources management and provision of safely managed water supply, sanitation, and hygiene services to the people of Adamawa State. It lays the foundation for reforming the state's WASH sector, which seeks to be implemented in an integrated matter and conformity with global standards and national WASH frameworks, policies, or strategies. Specifically, the Water Resources component of this policy envisions that "water resources are developed and sustainably managed to ensure availability for all competing demands", having a mission "to ensure a harmonized, streamlined, and coordinated sector-wide approach to ensure water resources are augmented, protected, harnessed, and sustainably managed for all social, economic, and environmental uses".[xlix]

The WASH component, on the other hand, defines specific policy objectives and targets that will address the overarching in the sector, including sectoral and inter-ministerial coordination, deficiencies in PPP arrangements, poor revenue generation and non-stakeholders' participation, inadequate investment and financial resources, framework for the sustainable delivery of WASH services, and integrated water management in the states. The policy's main objective is "to provide the institutional, legal, and economic framework that will result in improved governance in the WASH sector for increased access to adequate safely managed drinking water supply, safely managed sanitation and hygiene services in the state for socio-economic and environmental benefits".[l] This policy builds on the NEEDS, SEEDS, and LEEDS strategies developed from the federal to the local government levels, based on the provisions of the National Water Resources Policy.

3.2.2. *Adamawa State Technical Committee for the Resolution of Farmer-Herder Conflict:* This structure was established in 2020 by the Adamawa State Government, led by Governor Umaru Fintiri. Its mandate was to facilitate the resolution of resource-based violence between farmers and herders in the Numan Federation,[6] following the conflict's lingering nature. This committee was established following the collapse of two committees initially established to address the distinct needs of farmers and herders. The two committees – the Committee of Farmers and the Committee of Herders – were led by the Hama Bata and Hama Bachama and the Lamido of Adamawa, respectively. Similarly, while the Committee of Farmers was chaired by Mr Timawus Mathias, the Committee of Herders was chaired by Dr Abubakar Girei.[li]

Following the merger of these committees to form the Adamawa State Technical Committee for the Resolution of Farmer-Herder Conflict, a new committee coordinator was appointed, alongside four representatives each from the farmer and herder communities and four representatives of the state government. The state government formally supported this committee's activities, including strategic multistakeholder dialogues and community consultation, demonstrating its unwavering commitment to mitigating the protracted violence between farmers and herders over shared natural resources. In attempting to transform the conflicts, the committee, comprising representatives on all sides of the conflict, drew up guiding principles that legitimized its activities. The committee complemented other efforts of international development partners, such as IOM, MC, and SFCG, through the COMITAS project and other community-based conflict resolution structures, such as TPAC, to stem conflict tides

between farmers and herders in the Numan Federation.[lii]

Taraba State:

3.2.3. *Taraba State Water Supply, Sanitation, and Hygiene (WASH) Policy (2019):* This policy, housed by the State's Ministry of Water Resources, emerged as a product of the Taraba State Inter-Ministerial Committee's review of the state's WASH policy in November 2015. The policy envisions developing the state's water resources management to meet domestic, industrial, and irrigation demand requirements. It also aims to ensure that all cities, towns and villages in Taraba State become totally sanitized, healthy, and livable.[liii] Specifically, the policy objectives include:[liv]

- To provide guidance and direction in institutional, economic and legal reforms that will lead to improved water governance at all levels throughout the state.
- To improve access to safe and adequate water supply and provide adequate sanitation and hygiene in an affordable and sustainable way for the people of Taraba State.
- To embed and promote IWRM principles and practice in the management of water resources within the state.

While this policy provides a framework for engaging the water sector and its related core businesses, it also serves as an operational plan to guide the ongoing water sector reforms to achieve IWRM in Taraba State. Its long-term ambition is to ensure that WASH services reach more people, bring more investment to build WASH infrastructure to meet the increasing population, and achieve integrated and sustainable water management across the state.

Similarly, the policy enables the implementation of collaborative resource governance actions and other negotiation activities around allocating and using water resources to support livelihoods, including farming and herding activities.

The policy also reflects the Taraba State Government's position on ensuring WASH services in Urban, Small Towns and Rural communities are well-coordinated through public-private Water and Sanitation Service Providers (WSSP). This policy emphasizes private sector-led development, as demonstrated in the state government's efforts towards ensuring policy stability and creating an investor-friendly environment for businesses to thrive. The WASH Policy represents an integral part of the government's overall strategy to put water, sanitation, and hygiene in the appropriate perspective, duly locating them within the context of all international resolutions, national policy frameworks, and local water demand dynamics. This policy encapsulates the rational, strategic content, and institutional frameworks synergizing to achieve the Taraba State government's WASH Vision.[lv]

3.2.4. *Taraba State Forestry Regulations:* This law was enacted in 1943 and revised in 1963. This amended law remains functional in guiding forest conservation and management activities in Taraba State. It summarizes the government's powers in administering forest resources and the anticipated and exempted activities that should occur within the state's designated forestlands. It also spells out the management functions for public forest resources, including forest materials with multiple uses and economic functions. The law defines specific prohibitions and exemptions that should not occur on forestlands while highlighting the efforts that should be implemented to sustain the yield of forest resources.

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[6] The Numan Federation comprises Demsa, Numan, Guyuk, Shelleng, and Lamurde LGAs.

This forest management regulation also splits private and public management, with public forests being the sovereign property of the State. The law summarily seeks to ensure:

- the environmental protection through the existence of adequate forest ecosystems;
- the obtaining of appropriate approvals from relevant authorities before exploiting forest resources;
- significant biodiversity conservation;
- conservation of forest trees and other forest species;
- mitigation of harmful impacts of the greenhouse effect by carbon sequestration, oxygen release and biomass production;
- adequate economic use and benefits of forest resources;
- mitigation of excessive environmental hazards' impact on communities and
- protection of soil resources and critical infrastructures of communities.

Relevant Cross-Cutting Natural Resource Management Institutional Frameworks in Adamawa and Taraba States:

3.2.5. *Agro-Climatic Resilience in Semi-Arid Landscapes (ACReSAL) Project:* This project, implemented across most states in Nigeria's NC, NE, and NW,[7] seeks to address some of the critical challenges of land degradation and improve climate-smart agricultural practices. The project addresses some of Northern Nigeria's critical environmental, climatic, and resource management challenges. High poverty rates, low literacy, an environment of fragility, conflict, and violence, degradation of natural resources, poor agricultural productivity, climate risks, desertification, poor penetration of modern technology, and weak institutional capacity are some of the issues that characterize Northern Nigeria.[lvi] The project's objective is "to increase the adoption of sustainable landscape management practices in targeted watersheds in northern Nigeria and strengthen Nigeria's long-term framework for integrated climate-resilient landscape management".[lvii]

Table 4: Summary of Project Components and Phases (Adapted from the ACReSAL PIM)

Components	Description
COMPONENT A: Dryland Management	Support strategic watershed planning processes, prioritize major investments to address desertification and land degradation in northern Nigeria at the Federal and State levels, and complement investments at community level
COMPONENT B: Community Climate Resilience	Improve agro-climatic resilience at community and household levels by promoting locally adapted Sustainable Land and Water Management (SLWM) strategies and through climate-smart approaches to agricultural and natural resource management
COMPONENT C: Institutional Strengthening and Project Management	Improve the enabling institutional and policy foundation for integrated landscape management in Nigeria from ACReSAL activities to longer-term national framework and support overall project monitoring and management
COMPONENT D: Contingency Emergency Response	

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[7] The beneficiary states of the ACReSAL project are North-Central (Benue, FCT-Abuja, Kogi, Kwara, Nasarawa, Niger, and Plateau), North-East (Adamawa, Bauchi, Borno, Gombe, Taraba, and Yobe), and North-West (Jigawa, Kaduna, Kano, Katsina, Kebbi, Sokoto, and Zamfara).
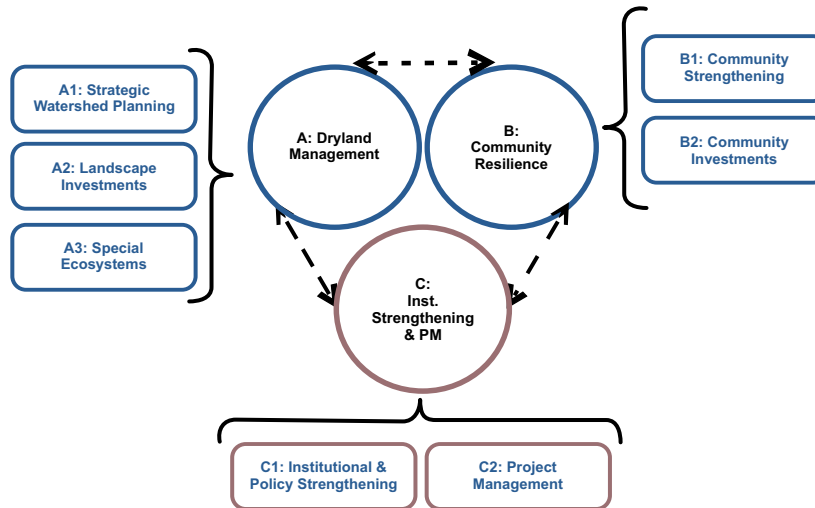
Figure 8: ACReSAL Project Components and Sub-components (Adapted from ACReSAL PIM)

Support from Component …	... to Component		
	Component A: Dryland Management	Component B: Community Climate Resilience	Component C: Institutional Strengthening and Project Management
Component A: Dryland Management		Strategic watershed priority inputs for micro-watershed planning and community investments Lessons from investments that can be further decentralized into micro-watershed levels Large-scale agricultural development supporting community/household-level agriculture	Inputs for project M&E and prioritization of investments, planning and adaptive management Data/Analytic needs Technical assistance needs Lessons from implementation Enabling policies and regulations Capacity building
Component B: Community Climate Resilience	Inputs from evolving micro-watershed planning and implementation for future updates of strategic watershed plans Lessons from innovations that can be scaled-up		Inputs into project M&E (including micro-watershed completion e-reports) and adaptive management Topics for technical assistance
Component C: Institutional Strengthening and Project Management	Watershed Planning and Monitoring and adaptive management Technical assistance for implementation support (including on strategic watershed planning across states, critical ecosystems), including specialized inputs (e.g. technical, environmental/social, IT) Support for relevant integrated multisectoral knowledge, learning & outreach	Knowledge base and analytics to support strategic micro-watershed planning and monitoring and adaptive management Technical assistance for implementation support (including on micro-watershed analytics and platforms for stakeholder engagement and innovations), including specialized inputs (e.g. technical, environmental/social, IT) Support for relevant integrated multi-sectoral knowledge, learning & outreach	

Adamawa and Taraba States are two of the NE states of Nigeria that have adopted and commenced the large-scale implementation of the project. More comprehensively, within these states, the ACReSAL framework aims to transform climate-related concerns that increase environment fragility and degradation, resource-based violence, and depletion of natural resources. It also addresses poor agricultural productivity, climate risks, shocks and stressors, desertification, poor penetration of modern technology, and weak institutional capacity. The ACReSAL project also implements an integrated watershed management approach to ensure water conservation and availability for agricultural activities. It supports the FGN's choice to prioritize a multi-sectoral and watershed-level approach to enhance dryland and community resilience against desertification under impacts related to climate change and human activity.[lviii]

The ACReSAL project is managed by four State line Ministries in Adamawa and Taraba: Agriculture, Environment, Water Resources, and Livestock. These ministries constitute the technical committee for operationalizing the project's activities, focusing on revegetating communities and addressing diverse climate-related issues impacting environmental conservation and agricultural and livestock production. The project's components aim to strengthen multi-sectoral collaboration at institutional, policy, and design levels by emphasizing multi-sectoral sustainable land and water management planning. Based on this emphasis, integrated watershed management plans will be developed in the project states. These plans will encompass watersheds at two different scales: *the watershed scale* and *the micro-watershed scale*.[lix] With targeted interventions, these plans address natural resource priorities and build climate resilience in Adamawa and Taraba States by promoting rangeland and woodland management with the participation of local communities in executing these plans.

3.2.6. *Livestock Productivity and Resilience Support (L-PRES) Project:* This project aims "to improve productivity, commercialization, and resilience of targeted livestock production systems in Nigeria",[lx] particularly those affected by farmer-herder conflicts over shared natural resources. The project's locations are selective, focusing on regions where it can demonstrate a high potential for impact. It targets selected states and value chains based on comparative advantages, subsector growth prospects, formal expression of interest by states, existing value chains and markets, and states' performance in ongoing externally financed projects in the states.[lxi] The project focuses on three interrelated components, which also have sub-components. They include **Institutional and Innovation System Strengthening, Livestock Value Chain Enhancement, Crisis Prevention and Conflict Mitigation, Project Coordination and Management, and Contingency Emergency Response**.

The LPRES project is designed to support the GoN's livestock production priorities, as reflected in the APP and NLTP. The project's objectives are:
- Strengthening sector policy and institutional foundations for improved sector productivity.
- Improving value chain performance for increased smallholder market orientation and private sector investment.
- Mitigating the farmer-herder conflict in selected areas.

Table 6: LPRES Project by Component, Sub-component and Activity (Adapted from the National L-PRES Project Strategy)

Component	Sub-component	Activities	Potential Infrastructure Items
1.0: Institutional and Innovation System Strengthening	1.1: Support to Policy Formulation, Planning, and Capacity Strengthening	Preparation of Livestock Master Plan	None expected under this sub
		Strengthening policy and regulation component formulation, harmonization, and enforcement in the sector	
		Establishment of a livestock data and market information system	
		Undertake preparatory activities for a national livestock census	
		Mainstreaming climate change adaptation and mitigation objectives across relevant policies	
		Undertaking studies to improve selected value chains' regulatory and incentive framework	
		Capacity strengthening of FMARD and relevant institutions	
		Strengthening of national livestock inputs and product quality control facilities	
	1.2: Support to Animal Husbandry and Advisory Support Services	Development of a genetic resource management strategy	None
		Establishment of artificial insemination and breed multiplication centers	Upgrade of existing facilities with Artificial Insemination and Breed Multiplication facilities
		Development of livestock extension protocol	None
		Training and capacity building of state-level extension agents	None
		Establishment of Farmer Field Schools	None
		Development of tools and mechanisms to facilitate digital extension services	None

Component	Activity	
1.3: Support to Animal Health Services Strengthening	Improving the organization and procedures of national veterinary services	None
	Development of disease surveillance and control/ eradication programs	None
	Control of veterinary medicinal products' quality	None
	Implementation of disease surveillance and control/ eradication programs	None
	Establishment of One-Health platforms at the subnational levels	None
	Creation of an enabling environment for private veterinarians	None
2.0: Livestock Value Chain Enhancement		
2.1: Support to Markets and Market Linkage Development	Organization and capacity strengthening of producers for improved market access	None
	Development of an online market information system	None
	Upgrading of livestock markets	Perimeter fencing, Simple administrative buildings, Water sources, Weighbridges, Paddocks, Loading ramps, and Veterinary clinics
	Upgrading a network of strategic abattoirs	Buildings, Sanitary facilities, Water sources
	Support to BDS	Cannot be determined at the preparatory stage. However, the exclusion list of the DBN and PFIs will apply
2.1: Support to Increased Access to Finance	Line of credit	
	Risk sharing facility	
	TA for commercial banks and other non-bank financial institutions and lenders	
Support to Selected Livestock Service Centers	Conducting detailed LSC engineering and financial feasibility studies	
	Design and supervision of works on LSCs within gazetted reserves	Knowledge and training centres, veterinary facilities, livestock

Component	Sub-component	Activity	with unencumbered titles
			markets, milk collection and cooling facilities, abattoirs, water points, input outlets, rotational grazing areas, and others
		Provision of selected catalytic goods and services	None
3.0: Crisis Prevention and Conflict Mitigation	3.1: Support to Natural Resource Management and Pasture Improvement	Assessment of the state of natural resources (feed and water) in the country	None
		Implementation of local community-driven sustainable rangeland management	None
		Construction and rehabilitation of water points	Water points
		Cultivated pasture development	None
	3.2: Support to Conflict Mitigation	Development of governance mechanisms for accessing grazing areas	None
		Establishment of national and local level committees for conflict mitigation	None
		Capacity building for livestock and farmer community leaders in conflict resolution	None
		Organization of dialogue on transboundary agreements on animal movement	None
		Construction and rehabilitation of critical infrastructure along stock routes	Stock routes, Water points, Irrigation facilities
		Development of early warning systems for crisis prevention	None
		Feasibility studies on livestock insurance mechanisms	None
4.0: Project Coordination and M&E	Communication		None
5.0: Contingency Emergency Response Component		Unknown	Unknown

In addition to implementing the L-PRES project in Adamawa State, the State Ministry for Livestock and Aquaculture constituted a **Committee for Conflict Prevention and Resolution** within the project's framework. This Ministry established this dispute resolution mechanism to mitigate resource-based conflicts between farmers and herders. It aims to create pathways to securing and yielding crop and livestock productivity. This framework has the following mandate:[lxii]

- To check, regulate, and monitor the movements of herders and their livestock along transhumance corridors/stock routes to prevent farmer-herder clashes.
- To guide the L-PRES projects in tracing and demarcating transhumance corridors and grazing reserves.
- To enlighten farmers and herders on each other's contribution to NRM and peaceful co-existence in society.
- To assess compensation packages for the loss or damage of farm produce or attack of livestock.
- To encourage disputing parties (i.e., farmers and herders) to resolve differences and conflicts amicably by accepting dispute resolution efforts, such as negotiation, mediation, dialogue, or other settlement methods, such as compensation to any party that suffers loss(es).

Although established as an ad-hoc mechanism, this structure is also localized in farmer and herder communities to ensure effective monitoring and reporting of resource-based incidents between farmers and herders that require the state government's prompt intervention, whether at policy or strategic engagement levels. This mechanism's community-level participants are drawn from leaders of farmer and herder communities and livelihood institutions, such as AFAN, MACBAN, Tabital Pulaaku, traditional institutions, and CDAs.

ANALYSIS OF THE HARMONIZED CONFLICT AND NATURAL RESOURCES MANAGEMENT, SERVICE DELIVERY PLANS, AND CONCRETE SOLUTION PROJECTS AND NATURAL RESOURCE MANAGEMENT INITIATIVES IN ADAMAWA AND TARABA STATES

This action plan shows the prioritized activities and expected outcomes that project communities and local authorities developed to influence resource-based violence prevention, including the concrete solution QIPs that will enhance social interactions and collaborative NRM. These prioritized activities include guided dialogues, negotiations, awareness-raising initiatives, innovative climate-smart and environmental sustainability actions, and institutional service delivery reforms. The culmination of the activities in the action plan will enhance peaceful coexistence, mutuality, and reciprocity among farmers, herders, and local authorities. While the harmonized action plan clearly articulates how project stakeholders will address different natural resource issues that escalate farmer-herder conflicts, the activities they will implement are informed by some critical assumptions that will constitute the foundation for their success.

4.1. Key Assumptions:

This action plan articulates some assumptions that will guide the successful implementation and results of the prioritized activities. These assumptions are based on analyzing the emerging issues discussed in the plans by communities and local authorities, predicting plausible contextual patterns across the project communities and states, and gaining a broader understanding of national and state-based NRM frameworks and government priorities. Considering that the plan focuses on NRM-related agricultural and livestock production activities, resource-based conflict mitigation, and service delivery, the aim is to recapitalize opportunities for reducing farmer-herder conflicts, advancing collaborative resource governance, and access to resource-related services. At a secondary level, the plan seeks to improve the local economies and livelihoods of rural farmer and herder households affected by the conflicts, facilitate access to and use of critical infrastructure to strengthen social cohesion between conflict parties and rebuild trust and cooperation between communities and local authorities. Therefore, this plan builds on these three central assumptions for success:

First, the plan aims to enhance the quality of relationships between farmers and herders around land and water resources and respond to their specific needs of improving group safety and access to these shared natural resources. Farmers and herders are expected to sustain constructive community-based engagements through intra- and inter-communal dialogues facilitated by NRMCs, CRNs, and CSADs. Consequently, these dialogues will enable stakeholders from farmer and herder communities to deliberate and negotiate contested land and water resources, prioritize collaborative solutions that empower men and women to safely undertake livelihood activities, and sustain the functionality of the QIPs constructed to enhance quality interactions. Through these attempts at improving farmer-herder relationships, the operationalization of the action plan will [in]directly support the local economic integration of farmer and herder households. This economic integration will incentivize farmers and herders to strengthen their livelihoods and other value chains together. It will enable them to constantly engage in financial activities that transform conflict drivers and deescalate resource-based violence. The plan anticipates farmers and herders pursuing positive outlooks through their collaborative ventures, focusing on exploring modalities to improve land tenure security, water management, and forest and environmental conservation to boost their economic prospects.

Secondly, the efforts of the Adamawa and Taraba state governments to maximize land and water resources and other economically-viable sectors that support NRM to improve livelihoods and GDP are laudable. For instance, implementing the ACReSAL program by the Governments of these states reinforces their commitments to ensuring food security, livestock production, constructive intercommunal relationships between farmers and herders, ensuring water availability, and mitigating the adverse effects of climate change. While acknowledging the challenges in ensuring timely and quality delivery of services to farmers and herders to support crop and livestock production, the ACReSAL program implements a multi-sectoral and multi-institutional approach to deliver services to farmers and herders. These approaches provide local communities with the skills, capacity, and agricultural resources to combat desertification and restore degraded lands and unique ecosystems for agriculture and biodiversity conservation. This program also complements the efforts of other MDAs responsible for providing essential services, such as quality seedlings, vaccination for livestock, and fertilizers and water pumps for irrigation farming.

Therefore, if local authorities would operationalize citizen-based programs and policies through participatory and consultative approaches, strengthen trust-building mechanisms with farmer and herder communities, and ensure quality and timely service delivery, it would positively impact conflict intensity and transform its trajectories. The continuation of participatory mechanisms by local authorities to engage farmer and herder communities on resource-based priorities will enable a collective understanding of service delivery challenges and the institutional strategies for implementing actions. These collaborative methods of engagement and proffering innovative solutions to resource-based service delivery concerns will enable stakeholders to optimize their local social resources to complement local authorities' efforts to educate communities on NRM and service delivery priorities, challenges, and opportunities.

Thirdly, implementing integrated resource management actions by farmers, herders, and local authorities will enable hybridized and sustainable solutions to resource-based conflict issues. Given the disruptions that resource-based conflicts cause for crop and livestock production and the gaps caused by weak collaboration between local authorities and communities, playing a value-added and catalytic role in assisting farmers and herders to sustain critical value chains, infrastructures (such as QIPs), and implement synergistic actions through negotiations and dialogues should be a central focus for local authorities.

Hence, advancing local authorities' NRM activities through localized initiatives of communities will deepen understanding of MDAs' resource management agenda, improve trust, contribute to attitudinal and behavioral change(s), and sustain collaborative resource governance. Through these integrated actions, local authorities and farmer and herder communities could conceptualize their collaborative NRM initiatives as a violence prevention project. The effort will involve utilizing lessons learned from implementing localized activities to inform catalytic peacebuilding and resource governance models that promote sustainable change. These catalytic models would also guide stakeholders in implementing NRM as a holistic intervention, strengthening local EWER systems, enhancing environmental sustainability commitments, providing consultative opportunities on resource-based violence prevention, and improving quality and timely service delivery. The outcomes will lead to a '***New Collaborative Approach***' for resource-based violence prevention, service delivery, and NRM. This new collaborative approach will create **community impact models** that will further strengthen social cohesion between farmers and herders.

Table 7: Harmonized Conflict and Natural Resources Management Plan of Project Communities

S/N	PROBLEM AREA	IDENTIFIED NATURAL RESOURCE ISSUE	PROPOSED OPTIONS	PROCESS OF IMPLEMENTATION	KEY STAKEHOLDERS TO LEAD, DRIVE, AND PARTICIPATE IN THE PROCESS	OUTCOME(S)
1	Land rights	Limited availability of grazing land for livestock	Farmers and herders will practice bush fallowing and negotiate land allocation for farming and grazing purposes Herders and other livestock owners will learn and adopt modern feed production approaches, such as fodder production, for their livestock to promote centralized grazing	- Facilitate negotiation and dialogue activities between farmers and herders on land use and allocation - Conduct sensitization and awareness-raising campaigns for farmers and herders on best practices to conserve land - Convene dialogues between farmers, herders, government officials, and traditional institutions to deliberate land tenure systems and land allocation for grazing purposes	Village Heads, Ward Heads, NRMCs, CRNs, CSADs, Ardos, PADs, Ardos, District Head, AFAN, MACBAN, Youth leaders, CAN, Muslim Council, Hunters, Vigilante, Women leaders, Sarkin Noma,[8] Sarkin Dodo,[9] LG Departments of Lands, Works, Forestry, and Agric, Ward Councilors, LG Chairpersons, State Ministries of Lands and Survey, Justice, Women Affairs and Social Development, Agric, Livestock ACReSAL, Environment	Reduced conflict incidents between farmers and herders
		Farm encroachment and crop destruction by farmers, herders, and their livestock	Demarcate farmlands with red paint and cast concrete to avoid encroachment by other farmers. Demarcate the boundaries	- Convene dialogues between farmers and herders, and their leaders agree on and implement the suggested options to prevent farm encroachment and crop	Village Heads, Ward Heads, District Heads, Ardos, CAN, Muslim Council, Youth leaders, Ardos, Women leaders, NRMCs, CRNs, CSADs, MACBAN, AFAN, Sarkin Fulani, relevant CDAs, Sarkin	Reduced conflict incidents between farmers and herders

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[8] Sarkin Noma is the traditional title for the head of farmers and farmlands in farming communities. Under the supervision of the traditional leader(s), he oversees the activities of farmers and plays a central role in resolving farmland conflicts and the allocation of lands for crop production.
[9] Sarkin Dodo is the custodian of the communities' culture and ancestral practices. He is sometimes the replica of a native doctor, providing spiritual protection and guidance to communities. They are primarily found in farming communities, with stakeholders who occupy this position emerging from ethnic groups to which farmers belong.

			Dodo, Sarkin Noma, Ward Councilors, LG Chairpersons	
	of farmlands and grazing areas using red color materials and locally constructed fences to prevent the entry of livestock	destruction - Convene dialogues among farmers to discuss farmland boundaries and agree on the timeline(s) for harvesting crops to prevent farm encroachment and crop destruction by livestock		
	Report all cases of crop destruction and farm encroachment by livestock or other farmers to NRMCs and traditional leaders			
	During harvest season, all farmers should harvest their crops at the same time before selling/allowing livestock to graze on farm residue	- Convene multistakeholder dialogues among traditional leaders, Ardos, farmers, and herders to discuss the importance of identification and registration/ documentation of transhumance herders migrating into the community before settling with other herders		
	Track and document all the transhumance pastoralists' movements with their livestock across communities with traditional leaders to prevent crop destruction and farm encroachment during migration	- Organize sensitization events to enlighten members of farmer and herder communities, especially the youths, on the effects of farm encroachment and crop destruction on community relationships		
Violation of relevant land use laws and customary land arrangements	Enforcement of relevant land laws to ensure allocation, access and use of land by farmers and	- Organize awareness creation campaigns for farmers and herders on the 1978 Land Use law	State Ministries of Agric and Natural Resources, Livestock, Environment, Lands and Survey, Justice, LG Depts of	Improved adherence of farmers and herders to government laws governing land use

Issue	Actions	Stakeholders	Outcome
	herders Implement environmental and local customary laws prohibiting indiscriminate burning of bush(es) and farm residue, especially during traditional events such as the Belle and Dodo Festivals and harvest season	- Convene dialogues to sensitize farmers, herders, and other community members about the penalty for violating land and environmental laws	Lands, Agric, Forestry, District Heads, Village Heads, Ward Heads, MACBAN, AFAN, CAN, Muslim Council, Youth leaders, Women leaders, CRNs, CSADs, Hunters/Vigilante, Sarkin Dodo, Ardos, NRMCs, CRNs, CSADs, MACBAN, AFAN, Sarkin Fulani, relevant CDAs, LG Departments of Lands, Works, Forestry, and Agric, Ward Councilors, LG Chairpersons	Reduced conflict incidents between farmers and herders
Night grazing of livestock by herders	Restrict movement of herders and their livestock at night Stop night grazing	- Convene multistakeholder fora for herders, farmers, Ardos, and MACBAN to discuss the challenge(s) of night grazing and agree on the time of the day when herders will conduct grazing activities - Organize sensitization activities for herders, mainly cattle owners, on the impact of night grazing on farmer-herder violence	Ardos, Herd Managers, Vigilante, Hunters, MACBAN, AFAN, District Heads, Ward Heads, Village Heads, NRMCs, CRNs, CSADs, LG Depts of Agric and Livestock, Ward Councilors, LG Chairpersons	
Grazing livestock in culturally/ancestrally-reserved areas where farming and grazing activities are prohibited	Farmers and herders will use red clothing materials on trees and wood stumps at the boundaries of these ancestral lands to indicate their location	- Organize sensitization campaigns targeting herders and their leaders about grazing livestock in these ancestrally-reserved areas - Convene regular dialogues between	District Heads, Ward Heads, Village Heads, AFAN, NRMCs, Ardos, CRNs, CSADs, MACBAN, Sarkin Dodo, Sarkin Noma, Youth leaders, Women leaders, Hunters, Vigilante, Ward Councilors	Reduced conflict incidents between farmers and herders

S/N	Access to transhumance corridors/ stock routes	Problem	Activities	Stakeholders	Expected Outcome
			community leaders of farmer and herder communities to resolve any concerns/ issues of trespass into these lands instead of resorting to diabolic or violent options		Reduced conflict incidents between farmers and herders
2	Access to transhumance corridors/ stock routes	Blockage of transhumance corridors/stock routes	Re-open all blocked official transhumance corridors/ stock routes Establish local transhumance corridor/ stock routes to ease livestock movement across communities - Convene multistakeholder dialogues among community leaders, herders, and farmers to negotiate the [re]opening of blocked official transhumance corridors/ stock routes - Organize awareness campaigns among farmer and herder communities to support the [re]opening of transhumance corridors/ stock routes	District Heads, Ward Heads, Village Heads, AFAN, NRMCs, Ardos, MACBAN, Sarkin Dodo, LG Depts of Agric, Livestock, and Works, Women leaders, Youth Leaders, Sarkin Noma, Sarkin Fulani, Ward Councilors, State Ministries of Lands and Survey, and Livestock, LG Chairpersons, CRNs, CSADs, Vigilantes/Hunters	
		Cultivation of crops and encroachment of farms on stock routes	Farmers will stop cultivating farms on transhumance corridors/ stock routes - Organize sensitization and awareness campaigns in farmer and herder communities for community members to stop cultivating crops on and close to transhumance corridors/ stock routes - Convene dialogues between leaders of farmer and herder communities to negotiate, agree on, and implement the required distance between	District Heads, Ward Heads, Village Heads, AFAN, NRMCs, Ardos, MACBAN, Sarkin Dodo, LG Depts of Agric and Livestock, Women leaders, Youth Leaders, Sarkin Noma, Sarkin Fulani, Ward Councilors, LG Chairpersons, CRNs, CSADs, Vigilantes/Hunters	Improved FoM and livestock access to grazing land and water Reduced conflict incidents between farmers and herders

#	Category	Issue	Recommendations	Activities	Responsible actors	Outcomes
				farmlands and stock routes		
3	Social issues	Intimidation of livestock/herd managers by farmers	Farmers should stop intimidating livestock/herd managers during grazing activities in agreed grazing areas	- Convene community dialogues between farmers and herders to discuss expectations and review action points around livestock/herd management - Organize awareness creation events to sensitize community members on the importance of collaborative access and use of natural resources	District Heads, Ward Heads, Village Heads, AFAN, NRMCs, Ardos, MACBAN, CAN, CRNs, CSADs, Muslim Council, Youth leaders, Women leaders, Sarkin Dodo, LG Departments of Agric, Livestock, Sarkin Noma, Sarkin Fulani, Vigilantes/Hunters, Ward Councilors	Reduced conflict incidents between farmers and herders Improved feeling of safety on access and use of natural resources
		Cattle rustling and stealing of other livestock – goats, sheep, chicken	Formation of community security watch groups comprising farmer and herder representatives Butchers and livestock dealers should report suspected sale of livestock in the market to traditional leaders Herders and other livestock owners should inscribe unique marks on their livestock to differentiate them	- Strengthen EWER systems and community security watch groups to maintain patrol and improve response to insecurity - Convene dialogues between farmers and herders and local community security groups (vigilantes/hunters) to discuss strategies for curbing incidents of livestock rustling in communities and along the transhumance corridors/stock routes - Organize sensitization	District Heads, Ward Heads, Village Heads, AFAN, NRMCs, Ardos, MACBAN, CAN, CRNs, CSADs, Muslim Council, Youth leaders, Women leaders, Sarkin Dodo, Sarkin Noma, Vigilantes/Hunters, Sarkin Fulani, Ward Councilors	Improved EWER systems to mitigate resource-based criminality Reduced conflict incidents between farmers and herders

Issue	Activities	Strategies	Responsible Actors	Expected Outcomes
		meetings to mobilize support from leaders of farmer and herder communities to collaboratively establish community security watch groups		
Drug and substance abuse among youths in farmer and herder communities	Sensitize youths on the effects of drug and substance abuse Report dealers of banned drugs and illicit substances and expel them from the community	- Conduct awareness creation campaigns for youths in farmer and herder communities on the dangers of drug and substance abuse, targeting drug and conflict hotspots - Facilitate partnerships between traditional leaders, informal security services in the community and the NDLEA to conduct raid operations, arrest, and expel dealers of banned drugs and harmful substances	District Heads, Ward Heads, Village Heads, AFAN, NRMCs, Ardos, MACBAN, CAN, CRNs, CSADs, Muslim Council, Youth leaders, Women leaders, Sarkin Dodo, Sarkin Noma, Vigilantes/Hunters, Sarkin Fulani, LG Chairpersons, Ward Councilors, NDLEA	Reduced criminality and violence associated with youth restiveness Reduced conflict incidents between farmers and herders
Under-aged livestock/herd management	Stop under-aged livestock/ herd management Only adult herders who are 18 years and above should manage livestock herds during grazing [Re]Open nomadic schools in communities to promote nomadic education	- Convene meetings for Ardos, other Fulani leaders, farmers, and other community stakeholders to discuss and agree on actions to address the issue of under-aged livestock/herd management - Organize awareness and sensitization campaigns for herders and other	Village Heads, Ward Heads, Ardos, District Heads, CAN, Muslim Council, Youth leaders, Ardos, Women leaders, NRMCs, CRNs, CSADs, MACBAN, AFAN, Sarkin Fulani, relevant CDAs, LG Departments of Lands, Works, Forestry, Agric, LG Chairpersons, Ward Councilors, State Ministries of Livestock, Education, and Agric	Reduced conflict incidents between farmers and herders

#	Issue	Problem	Intervention	Activities	Stakeholders	Outcome
4	Access to water for domestic use, crop production, and livestock rearing	Inadequate accessibility to and availability of water	Construction of water infrastructures, such as solarized boreholes with animal troughs, earth dams, and infiltration galleries, to supply water for human and livestock use	owners of livestock to stop under-aged livestock/herd management - Organize sensitization activities in farmer and herder communities on collaborative water management - Carryout advocacies to development organizations, community philanthropists, political representatives, and other stakeholders to request support for the construction of water projects to serve domestic and livestock purposes - Convene community multistakeholder dialogues between representatives of farmer and herder communities to agree on centralized locations for siting water projects	Ardos, Sarkin Fulani, AFAN, NRMCs, MACBAN, CAN, CRNs, Muslim Council, CSADs, Youth Leaders, Women Leaders, District Heads, Ward Heads, Village Heads, Mercy Corps, LG Chairpersons, Ward Councilors, LG Departments of Lands, Works, Forestry, and Agric, State Ministries of Lands and Survey, Justice, Women Affairs and Social Development, Livestock, Agric, ACReSAL, Environment, and Water Resources	Improved and uninterrupted access to clean & safe water for human and livestock use Reduced conflict incidents between farmers and herders
			Rehabilitation of non-functioning water infrastructures, such as boreholes and handpumps	- Organize sensitization activities in farmer and herder communities on collaborative water management - Carryout advocacies to development organizations, community philanthropists, political	Ardo, Sarkin Fulani, AFAN, NRMC, MACBAN, CAN, CRN, Muslim Council, Youth Leaders, Women Leaders, District Head, Ward Head, Village Head, Mercy Corps, LG Chairpersons, Ward Councilors, Ministries of Works, Water Resources, Lands and Survey	Improved and uninterrupted access to clean & safe water for human and livestock use Reduced conflict incidents between farmers and herders

#	Theme	Issue / Approach	Activities	Stakeholders	Outcome
			representatives, and other stakeholders to request support for the construction of water projects to serve domestic and livestock purposes - Convene community multistakeholder dialogues between representatives of farmer and herder communities to mobilize financial resources from community members to rehabilitate the community water infrastructures		
5	Resource-based social inequalities against women	Wife battering over control of natural resources Female farmers and herders will engage traditional leaders and community stakeholders in dialogues to stop wife battering in farmer and herder communities	- Convene multistakeholder dialogues to discuss and address wife battering issues over natural resource use in farmer and herder communities - Conduct sensitization campaigns targeting women's gatherings and on market days to educate women about referral mechanisms and reporting channels for SGBV - Conduct sensitization campaigns targeting male gatherings to educate men and youths about the effects of resource-based	NRMCs, CRNs, CSADs, Ardos, Sarkin Fulani, AFAN, MACBAN, CAN, Muslim Council, Youth leaders, Women leaders, District Heads, Ward Heads, Village Heads, Vigilantes/Hunters, State Ministries of Agric, Livestock, Environment, Lands and Survey, Women Affairs and Social Development, and Justice, LG Depts of Lands, Agric, Forestry, and Gender Desk, Sarkin Dodo, Ward Councilors, LG Chairpersons	Reduced natural resource-related GBV Improved referral, reporting, care, and response pathways and procedures for survivors

		SGBV on the communities		
Limited ownership and access to farmlands and water points due to cultural factors	Engage community stakeholders through dialogues and advocacies to solicit improved access to natural resources and social services in farmer and herder communities for women	- Convene multistakeholder dialogues to discuss the cultural barriers and discriminatory gender norms that affect improved ownership and access to and management of natural resources in farmer and herder communities - Partner with male gender champions to conduct sensitization campaigns among men on equitable and improved resource allocation and access for women - Conduct sensitization campaigns targeting women's gatherings and market days to educate them on strategic engagement with community and local authorities on resource allocation and resource-based service provision	NRMCs, Ardos, Sarkin Fulani, AFAN, MACBAN, CAN, CRNs, Muslim Council, Youth leaders, Women leaders, District Heads, Ward Heads, Village Heads, Hunters/Vigilantes, Sarkin Dodo, Sarkin Noma, CSADs, State Ministries of Women Affairs and Social Development and Justice, LG Depts of Lands, Agric, Forestry, and Gender Desk, Ward Councilors, LG Chairpersons	Reduced natural resource-related GBV
Cultural violence: traditional worship and cultural masquerade celebration days prevent women from engaging in resource-based livelihood activities	Traditional leaders should enforce customary laws that mandate the Dodo and other masquerades to use designated/ alternative routes to perform cultural rituals instead of passing through the town,	- NRMCs and CRNs will carry out advocacy visits to First Class Chiefs, covering the affected communities, to discuss the challenges women face in engaging in their livelihood activities due to	NRMCs, Ardos, Ward Heads, Youth leaders, Women leaders, Village Heads, District Heads, First Class Traditional Leaders, CAN, Muslim Council, CRNs, AFAN, MACBAN, CSADs, Sarkin Dodo, Sarkin Noma, CDAs,	Improved access to natural resource-related livelihoods Reduced natural resource-related GBV

	preventing community members' livelihood activities, particularly women	the activities of the Dodo and other masquerade during their festivals	LGC Depts of Gender Desk and Social Welfare/ Services, Ward Councilors, LG Chairpersons, State Ministries of Women Affairs and Social Development, Justice	
	Restore traditional practices that prevent masquerade celebration days and cultural festivals from interfering with the daily activities of community members	- NRMCs will collaborate with traditional institutions to convene dialogues with the Sarkin Dodos and CDAs to restrict the activities and movements of the masquerades to designated/ alternative routes during the performance of cultural rites during festivals - NRMCs will work with male gender champions to sensitize the youths against using the Dodo and other masquerade festivals as an opportunity to physically or sexually harass women		
Economic exploitation of women's resource-related livelihoods by male farmers and herders	Male farmer and herder youths should pay for livelihood services procured from farmer and herder women, such as the purchase of Nono, grains, vegetables, and meat Farmers and herders should stop the physical and sexual assault of women because they demand payment for the	- NRMCs, male gender champions, and traditional leaders will collaborate to convene dialogues with male farmers and herders over payment for livelihood services and goods provided by farmer and herder women and improved ownership of farmlands by women - Facilitate dialogues with	NRMCs, Ardos, Ward Heads, Youth leaders, Women leaders, Village Heads, District Heads, First Class Traditional Leaders, CAN, AFAN, MACBAN, Muslim Council, CRNs, CSADs, Sarkin Dodo, Sarkin Noma, CDAs, LGC Depts of Gender Desk and Social Welfare/ Services, Ward Councilors, LG Chairpersons, State Ministries of Women Affairs and Social Development, Justice	Reduced natural resource-related SGBV Improved referral, reporting, care, and response pathways and procedures for survivors

#	Issue	Description	Activities	Sensitization/Engagement	Stakeholders	Outcome
			purchase of resource-related goods and services Male farmers should not seize farmer women's farmlands because of their high yield but allow them to maintain crop cultivation activities on the lands	traditional leaders of farmer and herder communities to develop strategies for ensuring women's safety during the conduct of their livelihood activities - Organize sensitization activities for herders and farmers on economic exploitation of women's livelihoods and the effects of SGBV and other forms of VAWG on community peace		Improved collaboration on natural resource management and environmental conservation
6	Environmental degradation	Erosion and flashfloods because of overgrazing of land by livestock and felling of trees by herders and farmers for domestic and livestock use	Stop tree-felling in semi-arid areas Plant more trees to prevent deforestation Plant cover crops, such as groundnut, beans, cabbages, and cowpeas, to minimize erosion Minimize grazing activities by livestock in specific grazing areas over a period Community members should adopt briquettes as an alternative cooking fuel to firewood	- Sensitize community members on the negative effects of environmental degradation - Engage in community tree-planting campaigns to enable afforestation - Convene community dialogues to discuss the implementation of community climate risk management plans	District Heads, Ward Heads, Village Heads, AFAN, NRMCs, Ardos, MACBAN, CAN, CRNs, CSADs, Muslim Council, Youth leaders, Women leaders, Sarkin Dodo, LG Departments of Agric, Livestock, Works, Sarkin Noma, Sarkin Fulani, Vigilantes/Hunters, Sarkin Dodo, Ward Councilors, LG Chairpersons, ACReSAL, State Ministries of Agric Livestock, Lands and Survey, Water Resources, Environment	

Problem	Recommendation	Activities	Responsible Stakeholders	Expected Outcome
	Community members should improve their collaboration with forest guards to apprehend and report people who cut down trees illegally			Improved collaboration on natural resource management and environmental conservation
Bush burning by farmers, herders, and traditional worshippers during festivals	Stop bush burning to prevent erosion and low soil yield Sanctioning and payment of penalty by offenders/ defaulters	- Convene community dialogues to discuss the impacts of bush burning on crop productivity and soil yield - Carry out sensitization campaigns among farmers and herders on the impacts of bush burning on climate change	District Heads, Ward Heads, Village Heads, AFAN, NRMCs, Ardos, MACBAN, CAN, CRNs, CSADs, Muslim Council, Youth leaders, Women leaders, Sarkin Dodo, LG Departments of Agric, Livestock, Works, Sarkin Noma, Sarkin Fulani, Vigilantes/Hunters, Sarkin Dodo, Ward Councilors, LG Chairpersons, ACReSAL, State Ministries of Agric, Livestock, Lands and Survey, Water Resources, Environment	Improved collaboration on natural resource management and environmental conservation
Burning of farm residues after harvest	Stop the burning of farm residue but allow herders to graze their livestock on them for free Farmers should sell farm residues to herders after harvest instead of burning them	- Conduct awareness creation campaigns targeting stakeholders from farmer and herder communities on the environmental and economic benefits of farm residues - NRMCs will facilitate negotiations between farmers and herders to agree on timelines for the sale and grazing of farm residues	District Heads, Ward Heads, Village Heads, AFAN, NRMCs, Ardos, MACBAN, CAN, CRNs, CSADs, Muslim Council, Youth leaders, Women leaders, Sarkin Dodo, LG Departments of Agric, Livestock, Works, Sarkin Noma, Sarkin Fulani, Vigilantes/Hunters, Sarkin Dodo, Ward Councilors, LG Chairpersons, ACReSAL, State Ministries of Agric Livestock, Lands and Survey, Water Resources, Environment	Improved collaboration on natural resource management and environmental conservation Reduced conflict incidents between farmers and herders

Issue	Recommendations	Actions	Stakeholders	Outcome
		- Convene community multi-stakeholder dialogues to design local agreements prohibiting the burning of farm residue after harvest		Improved collaboration on natural resource management and environmental conservation
Use of chemicals on the farm to boost soil yield	Stop the use of chemical fertilizers on the farm but use compost instead Farmers should form clusters to purchase organic fertilizers to reduce the financial burden of procuring alone Farmers should allow herders to graze their livestock on their farmlands after harvest to enhance symbiosis – animal dungs become sources of manure for farmers	- Convene dialogues between farmers and herders to discuss alternative techniques for improving soil fertility and crop production - Conduct sensitization campaigns to educate farmers on the health benefits of organic fertilizers	District Heads, Ward Heads, Village Heads, AFAN, NRMCs, Ardos, MACBAN, CAN, CRNs, CSADs, Muslim Council, Youth leaders, Women leaders, Sarkin Dodo, LG Departments of Agric, Livestock, Works, Sarkin Noma, Sarkin Fulani, Vigilantes/Hunters, Sarkin Dodo, Ward Councilors, LG Chairpersons, ACReSAL, State Ministries of Agric, Livestock, Lands and Survey, Water Resources, Environment	Improved collaboration on natural resource management and environmental conservation
Contamination of the streams and open water points with chemicals used to improve fishing activities	Fishermen should stop using chemicals during fishing	- Carry out sensitization campaigns on the dangers and health hazards of the chemicals that contaminate streams - Convene dialogues with fishermen to identify and implement innovative fishing techniques that are safe and environmentally-friendly	District Heads, Ward Heads, Village Heads, Fishermen Association, NRMCs, Ardos, CAN, CRNs, Muslim Council, Youth leaders, Women leaders, LG Departments of Agric, Livestock, Sarkin Fulani, Vigilantes/Hunters, Sarkin Dodo, Ward Councilors, LG Chairpersons, ACReSAL, State Ministries of Agric Livestock, Water Resources, Environment	Improved collaboration on natural resource management and environmental conservation

While the above table presents the activities that the project communities will implement to address resource-based conflict and NRM, effective service delivery is also crucial for sustainable NRM, conflict mitigation, and improved community-government relationships. The operationalization of effective service delivery efforts will complement project communities' conflict and NRM actions and help transform the vertical and horizontal drivers of resource-based conflicts between farmer and herder communities in Adamawa and Taraba States.

The action-planning process reinforced that good governance is a gateway to effective service delivery. It reiterated that a stable and improved socio-economic situation is a precondition for efficient public service; however, the government's responsibility to maintain its public service to produce effective and efficient service delivery outcomes for the well-being of its citizens is premised on good governance. The former UN Secretary-General, Kofi Annan, said that "good governance is the single most important factor in eradicating poverty and promoting development".[lxiii] In essence, the well-being of all citizens is the primary objective of good governance. Analytically, some of the drivers of resource-based conflicts between farmers and herders that communities identified are associated with resource-related service delivery. While the perception of most members of farmer and herder communities reflects one of biased service delivery by local authorities, depending on the services to be provided, feedback from local authorities revealed that farmers benefitted more from resource-related service delivery activities of the government than the herders.

In the same vein, some of the action-planning dialogues revealed that limited knowledge of farmers and herders about the availability and processes of accessing resource-related services influence notions of bias and discrimination against one of both livelihood groups. These issues underscore the importance of ensuring that good governance is participatory to guarantee quality knowledge and efficient service delivery to citizens. Nevertheless, the needs identification process of the action plans enabled local authorities and communities to analyze the natural resource priorities of farmer and herder communities, the social and financial resources available to government institutions to deliver services, and the institutional frameworks for operationalizing resource-related service delivery.

Through this action plan, local authorities and project communities agreed that without good governance, the states' resources cannot be effectively administered to provide services that citizens need. Moreover, the activity showed that communities' resource-based needs and priorities would not be fairly represented and delivered without good governance, limiting their participation in inclusive and representative public decision-making. This outcome intensifies conflict and insecurity and could create a humanitarian situation if farmer and herder communities resort to violence and ignore the rule of law. The inability of local authorities to effectively provide affordable, accessible, and quality services negatively impacts collaborative NRM and resource governance. This outcome is because the quality of services rendered to stakeholders directly involved or affected by resource-based conflicts by local authorities will be directly proportional to conflict intensity among affected communities. In essence, providing services that are below the expectations of either of the conflict parties could escalate resource-based violence. At the same time, the reverse (i.e. conflict de-escalation) could occur if both parties feel satisfied with the quality of services received from relevant local authorities.

Table 8: Service Delivery Gaps and Action Plan for Effective Resource-Related Civic Engagement and Service Delivery in Adamawa State

MDAs/LGCs	Service Delivery Gap(s)	Action(s)	Expected Output(s)	Key Performance Indicator(s)	Stakeholders/ Persons Responsible
Demsa, Guyuk, Girei, Lamurde, Mayo-Belwa, Numan, and Shelleng LGCs	Ineffective delivery of farm and animal inputs to farmers and herders in the LGA due to inadequate funds in the LGC	- Training farmers and herders on regenerative agriculture - Organize internal consultations with LGC Directors to identify and discuss prospective funding streams, particularly IGR, that will enhance the delivery of farm and animal inputs to farmers and herders - Facilitate dialogues with various LGA stakeholders to discuss automated payment of revenue	Improved capacity of farmers and herders to engage in modernized farming techniques Buy-in and support of stakeholders on implementing an automated method of revenue generation achieved	% of farmers and herders that adopt innovative farming techniques to boost yield and conserve land LGC Chairpersons demonstrate willingness, commitment, and political will to implement the automated system of revenue generation by approving it with a by-law LGC Chairpersons and Directors agree to constitute local committees to implement the initiative	LGC Chairpersons, LGC Directors of Agric and Finance, Revenue Officers, Ministries of Livestock (L-PRES Project), Livestock and Aquaculture, Agriculture, Environment and Natural Resources, Information and Strategy, Rural Infrastructure and Community Development
NRMCs in Banjiram, Borrong, Bille, Demsa, Dong, Dumna, Gamadio, Gengle, Gereng, Gorobi, Gyawana, Kodomti, Kpasham, Libbo, Ndikong, Shelleng, Tambo, and Waduku Wards	Inadequate vaccination and timely arrival and delivery of cattle vaccines	- Organize awareness and sensitization campaigns among herders about the process of accessing vaccines for cattle and the schedules for vaccination - Facilitate government-led inter- and intra-dialogues between farmers and herders to discuss and address the misconceptions around the process and access to cattle vaccines	Adequate supply and timely arrival of vaccines	% increase in the number of cattle that receive vaccination and in time	District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, MACBAN, AFAN, LGC Chairpersons, NRMCs, CRNs, Director of Agric, Vaccinators, Ward Councilors, Ardos, Ministry of Livestock (L-PRES Project), ACReSAL

	- Organize dialogues between District Councils and Ardos to agree on the location of livestock vaccination, particularly during planting seasons when livestock migrate to uplands - Educate farmers on the relevance of livestock vaccination to prevent disease outbreaks in the community that could affect humans and animals		District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, MACBAN, AFAN, LGC Chairpersons, NRMCs, CRNs, Director of Agric, Ward Councilors, Religious leaders (CAN and Muslim Council), ACReSAL, Ministries of Agriculture and Environment and Natural Resources
Unequal distribution of fertilizers and economic palliatives[10] to farmers and herders	- Organize awareness and sensitization campaigns for farmers and herders on the process of accessing and distributing fertilizer and economic palliatives - Educate farmer and herder communities on ACReSAL's Community Revolving Fund (CRF) program - Educate farmer and herder communities to create or join cooperatives to increase their chances of accessible small loans	Fair and equitable distribution of fertilizers and palliatives to farmers and herders Farmers and herders create/join cooperatives to boost economic independence	2000 farmers should benefit from the distribution of fertilizers 2000 herders should benefit from receiving economic palliatives

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[10] Palliatives represent food items, drugs, and agricultural inputs that enable farmers and herders to sustain crop cultivation and herding activities.

| Poor access to education and basic infrastructure (health facilities, good roads, and water) by farmers and herders | that will enable them to sustain their resource-related livelihoods

- Facilitate dialogues with farmers and herders to prioritize education needs and agree on the procedure for [re]establishing nomadic schools in communities

- Organize awareness and sensitization campaigns for parents in farming and herding communities on the relevance of adequate education on resource-based conflict reduction

- Identify and engage volunteer [retired or unemployed but trained] teachers from each community and post them to community schools

- [Re]Build/renovate dilapidated classroom block(s) in communities

- Identified teachers in community schools should integrate asynchronous learning methods (through radio and MP3 players) for students, primarily | Improved provision and access to education, health facilities, good roads, and water supply | % increase in the number of children within school-going-age enrolled in schools

% increase in the number of doctors and nurses deployed to health facilities | LG Education Secretaries, Ministries of Education, Water Resources, Health, and Rural Infrastructure and Community Development, CAN, Muslim Council, Youth leaders, Women leaders, Primary Health Care, District Heads, Ward Heads, Village Heads, MACBAN, AFAN, LGC Chairpersons, NRMCs, CRNs |

Institution	Problem / Actions	Expected Outcomes	Indicators	Responsible Parties
	because of the herders who are constantly migrating - LGC should advocate to the state Ministries of Health, Water Resources, and Rural Infrastructure and Community Development on the construction of rural roads, water infrastructure, and medical facilities			
Ministry of Environment	Poor implementation of policy on rural and urban waste management - Facilitate dialogues between the management of the ministry and the departments responsible for enforcement to discuss the timelines for implementing sanitation activities - Organize public sensitization activities in the urban and rural communities on adequate waste disposal	Clean and safe environment improved Urban and rural waste management improved	% improvement in environmental waste management	Permanent Secretary, Directors, LGC Chairpersons, LGC Dept of Environment, District Heads, Ward Heads, Village Heads, Women Leaders, Youth Leaders, NRMCs, CRNs, and Ministry of Information and Strategy
	Non-frequent waste evacuation from collection centres and inadequate disposal at dumpsites - Frequent evacuation of waste from collection centres to dumpsites - Increase the number of waste collection centres - Training of personnel on waste collection and	Improvement in a safe and healthy environment Spread of infectious diseases reduced	Reduction in environmental pollutants by 25% % reduction in the outbreak of diseases	Permanent Secretary, Directors, Environmental Sanitation Unit/Department, LGC Directors, District Heads, Ward Heads, Village Heads, Women Leaders, Youth Leaders, NRMCs, CRNs

	Non-construction of VIP toilets and water facilities in communities	sorting - Collaborate with relevant MDAs, LGCs, and community leaders to select sites for the construction of the VIP latrines	Open defecation in communities reduced Access to clean and safe WASH facilities improved Water and environmental pollution cases reduced	Increased household savings from disease outbreak Reduction in the amount of time required to access clean and safe water	Permanent Secretary, Directors, District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, MACBAN, AFAN, LGC Chairpersons, NRMCs, CRNs, Director of Agric, Ward Councilors, LGC Directors of Agric, Works, and Lands, NRMCs, CRNs
Ministry of Livestock and Aquaculture	Non-construction of proposed dams for livestock in most project communities	- Visit sites to conduct geophysical surveys - Reopen the construction process for halted and new dam projects	Improved access to water for livestock and irrigation farming	% increase in the number of livestock and farmers that can access water for herding and farming purposes	Permanent Secretary, Coordinator of the L-PRES project, Directors, District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, MACBAN, AFAN, LGC Chairpersons, NRMCs, CRNs, Director of Agric, Ward Councilors, LGC Directors of Agric, Works, and Lands, NRMCs, CRNs
Ministry of Agriculture	Late/non-distribution of reagents and chemical treatment for crops and livestock to farmers and herders	- Convene dialogues between the Ministry and farmers and herders to discuss the effects of using harmful chemicals and reagents on land and water resources, the environment and public health	Conflict and competition over shared land and water resources reduced Improved quality of crops and livestock produced	Reduction in the frequency of resource-based conflicts between farmers and herders Reduction in the use of chemical fertilizers by farmers	Permanent Secretary, Directors, MACBAN, AFAN, District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, LGC Chairpersons, NRMCs, CRNs, Director of Agric, Ward Councilors, LGC Directors of Agric, Works, and Lands, Extension Workers, NRMCs, CRNs
	Inadequate and	- Conduct training of	Improved crop yield for	Ministry staff develop and	Permanent Secretary,

	inequitable distribution of farm inputs	relevant staff and Agric Extension Workers on the distribution of farm inputs to farmers and herders	farmers and grasses available for livestock to graze implement fair criteria for distributing farm inputs Reduced incidents of conflicts between farmers and herders over farm inputs distribution	Directors, District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, MACBAN, AFAN, LGC Chairpersons, NRMCs, CRNs, Director of Agric, Ward Councilors, LGC Directors of Agric, Works, and Lands, Extension Workers, NRMCs, CRNs
Ministry of Lands and Survey	Weak level of trust and collaboration with farmers and herders in the communities Conflicting/limited access to information about land allocation for farming and grazing purposes	- Conduct training for the Ministry of Lands and Survey staff, community/traditional leaders, and youths on collaboration and cooperation in natural resource governance - Conduct awareness creation and sensitization campaigns to educate farmers and herders on land tenure systems and land acquisition and compensation	Trust between communities and the Ministry improved Resource-based conflicts over access, use, and land ownership among community members (and between farmers and herders) reduced Increased no. of community members who satisfactorily acquire and access land and compensation arrangements % increase in revenue generated for the government through land sale Improved and expedited issuance of C of O to farmer and herder land applicants Reduced conflicts over access, use, and ownership among community members (and between farmers and herders)	Permanent Secretary, Directors, District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, MACBAN, AFAN, LGC Chairpersons, NRMCs, CRNs, Director of Agric, Ward Councilors

Table 9: Service Delivery Gaps and Action Plan for Effective Resource-Related Civic Engagement and Service Delivery in Taraba State

MDAs/LGCs	Service Delivery Gap(s)	Action(s)	Expected Output(s)	Key Performance Indicator(s)	Stakeholders/ Persons Responsible
Ministry of Water Resources and Aquatic Affairs	High cost of governance impacts the quality and amount of water services communities can access Poor inclusion of community stakeholders in decision-making on water service delivery and the policies influencing the services	- Develop an institutional plan that will ensure the inclusion of community stakeholders in service delivery budgeting, planning, and decision-making - Construct water infrastructure in communities to improve access to clean, safe, and portable drinking water	Clean, safe, and portable water provided in communities Community capacity to ensure good hygiene around water infrastructure enhanced Water-borne diseases and other public health concerns reduced	No. of functional and improved portable water infrastructures in communities Improvement in the quality of water supplied to communities. % reduction in reported cases of water-borne diseases in communities	Permanent Secretary, Head of Engineering and Technical Department, MACBAN, AFAN, District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, LGC Chairpersons, NRMCs, CRNs, Director of Agric, Ward Councilors
Ministry of Information	Poor citizen-based budget preparation around the delivery of resource-based services to farmers and herders	- Conduct town hall meetings for farmer and herder communities to discuss resource-based priorities that will inform budget development and implementation - Organize sensitization campaigns in farmer and herder communities about important budget information that would inform their understanding of budget development and implementation	Participatory budget development and implementation by communities and government institutions improved	% of farmer and herder communities who confirm improved consultation by government MDAs on budget development and implementation Conflict reduction between communities and government MDAs over the delivery of services	Permanent Secretary, Director, Budget, Director Finance, District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, MACBAN, AFAN, LGC Chairpersons, NRMCs, CRNs, Director of Agric, Ward Councilors

Actor/Institution	Problem	Activity	Output	Indicator	Responsible Actors
		- Collect household and individual data of community members to inform the determination and delivery of resource-based services			
Bureau of Lands and Survey	Weak level of trust and collaboration with farmers and herders in the communities	- Conduct training for the Ministry of Lands and Survey staff, community/ traditional leaders, and youths on collaboration and cooperation in natural resource governance	Trust between communities and the Ministry improved	Increased no. of community members who satisfactorily acquire and access land and compensation arrangements	Permanent Secretary, Directors, District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, MACBAN, AFAN, LGC Chairpersons, NRMCs, CRNs, Ward Councilors, Director of Agric, Ward Councilors
	Conflicting/limited access to information about land allocation for farming and grazing purposes		Resource-based conflicts over access, use, and land ownership among community members (and between farmers and herders) reduced	% increase in revenue generated for the government through land sale	
		- Conduct awareness creation and sensitization campaigns to educate farmers and herders on land tenure systems and land acquisition and compensation		Improved and expedited issuance of C of O to farmer and herder land applicants	
				Reduced conflicts over access, use, and ownership among community members (and between farmers and herders)	
NRMCs in LAU A, Abbare B, Monkin A, and Monkin B Ward	Indiscriminate cutting of trees by community members	- Conduct community advocacies and engagements with local government authorities about tree planting and afforestation	Tree-felling in communities reduced	250 trees planted in each community yearly	District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, MACBAN, AFAN, Ward Councilors, LGC Chairpersons, NRMCs,
	Collusion between forest			Salaries and remunerations for Forest	

Ministry/Department	Problem	Activities	Expected Output	Indicator	Responsible
	guards and loggers/ log merchants to cut down trees illegally	- Facilitate sensitization campaigns for women and youths about deforestation and afforestation - Strengthen collaboration among NRMCs, CRNs, CSADs, PAD, vigilantes/ hunters, and local authorities to report, arrest, and prosecute illegal loggers and complicit forest guards		Guards and Rangers increased	CRNs, Director of Agric, Ward Councilors Hunters/ Vigilante
Ministry of Justice	Poor level of trust and collaboration between citizens and the Ministry due to poor administration of justice	- Conduct capacity-building training for lawyers at the MOJ on effective service delivery and administration of justice - Representatives of the Citizens Rights Department will pay advocacy visits to 3 local communities to survey and ascertain the level of citizens' awareness of their human rights and access to the Citizens Rights Department	Trained lawyers are well-informed and are protecting the legal rights of citizens Citizens' knowledge about their rights and the channels for accessing justice improved	A decline in reported cases of rights violation and poor justice administration by the Citizens Department by 15% 35% increase in legal pro-bono representation of communities by the Ministry, especially around resource-based violations	Permanent Secretary, Director, Citizens Rights Department, District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, LGC Chairpersons, NRMCs, CRNs, MACBAN, Ward Councilors, AFAN
Ministry of Rural & Urban Development	Poor inclusion of community stakeholders in decision-making on service delivery activities	- Facilitate consultation meetings with critical community stakeholders and traditional leaders	Knowledge of Ministry activities in rural and urban areas improved in local communities	Improved access of local communities to the Ministry to discuss developmental needs/ priorities	Permanent Secretary, Account Officer, Directors in the Directorate, Statistics Department, District Heads, Ward Heads, Village Heads,

Issue	Activities	Expected Outcome	Indicator	Responsible Parties
	- Co-draft a tentative plan and budget for community engagement activities to discuss rural [resource-based] needs	Capacity building for Ministry staff and key community stakeholders on community-based budget development improved	The Ministry's leadership approves specialized capacity-building for the Ministry's staff in community advocacy and engagement	Youth Leaders, Women Leaders, LGC Chairpersons, Ward Councilors, NRMCs, CRNs, MACBAN, AFAN, NURTW, CDAs
Ministry of Agriculture & Food Security Inadequate supply of farm inputs and supplementary feeding program	- Timely release of budgetary allocations for procuring planned farm inputs and supplementary feeds for animals - Timely procurement and distribution of quality farm inputs and supplementary feeds for animals - Monitor the distribution of the inputs to farmers and herders - Organize sensitization meetings with farmers and herders on accessing and growing farm inputs and supplementary feeds	Improved crop yield and livestock are supplemented with the desired vitamins and mineral supplements for healthy growth	% improvement in accessibility of farmers and herders to quality farm inputs and supplemental feeds % improvement in the quality of farm outputs and crop yield	Permanent Secretary, Director Agric, Director Livestock, Finance and Budget Dept., MACBAN, AFAN, LGC Chairpersons, LGC Dept of Agric, Agric Extension Workers, NRMCs, Ardos, Sarkin Fulani
Inadequate availability of and accessibility to livestock vaccines and disease surveillance mechanisms	- Procurement and distribution of livestock vaccines - Establishment of divisional disease surveillance offices	Improved livestock disease control and monitoring	% reduction in outbreaks of livestock diseases	Permanent Secretary, Director Veterinary, Director Livestock, Budget Dept., Finance Dept, MACBAN, LGC Chairpersons, LGC Dept of Agric, Veterinary Officers, NRMCs, Ardos, Sarkin Fulani

MDA	Challenge	Activities	Outcomes	Responsible Officers
		- Organize sensitization for herders on the process and schedule for accessing livestock vaccines		
	Weak implementation of land tenure systems, reforms, and legislation on grazing reserves (i.e., ranch sites)	- Collaborate with the Bureau of Land Management to sensitize farmers and herders on the enforcement of already designated grazing reserves & transhumance corridors and stock routes - Organize community dialogues with farmers and herders to discuss the enforcement of land reforms and demarcated grazing reserves (i.e., ranch sites) for the intended uses	Improved implementation of land reforms and relevant legislation on grazing reserves	Permanent Secretary, Land & Survey Dept, Director Livestock, Divisional Livestock Officers, District Heads, Village Heads, Ward Councilors, LGC Chairpersons, NRMCs, Bureau of Land Management, Ministry of Livestock, Ardos, Sarkin Fulani
			Improved compliance by farmer communities with the rule of law, particularly on land use	
			Reduced encroachment of crop cultivation activities into grazing reserves	
			Improved implementation of relevant land use legislation on farming and grazing by the Ministries of Agriculture and Food Security and Livestock and the Bureau of Land Management	
			Traditional cattle breeders utilize and conserve grazing reserves and comply with range management practices	
Ministry of Environment and Climate Change	Poor implementation and coordination of relevant NRM, environmental, and climate change policies and action plans in the state	- Develop an institutional framework to effectively harmonize and operationalize relevant state-based environmental, NRM, and climate policies	Improved waste collection and disposal in communities	Permanent Secretary, Director, Climate Change, CAN, Muslim Council, District/Village/Ward Heads, Youth Leaders, Women Leaders, LGC Chairpersons, LGC Depts
			Illegal deforestation reduced	
			Development of SOPs on proper waste management and indiscriminate tree-felling to complement existing environmental conservation policies	

Issue	Activities	Expected Outcomes	Responsible Parties
	- Develop waste and forest management SOPs that will ensure proper waste disposal and prevent indiscriminate tree-felling	Strengthening opportunities and efforts for coordinating and implementing environmental and climate change mitigation policies	of Forestry, Health, Environment, NRMCs, Ministry of Health
Obsolete environmental and climate change policies and laws	- Initiate the process of reviewing or updating environmental and climate change policies and laws	Relevant policies and laws are reviewed, updated, and enacted Ministry's Commissioner and Permanent Secretary approves budget to commence the review of obsolete laws Ministry of Justice and the Taraba State House of Assembly agree to collaborate with the Ministry of Environment and Climate Change to review and update the obsolete laws	Commissioner, Permanent Secretary, Director, Climate Change, Legal Officer, Head of Agency, Taraba Environmental Protection Agency (TEPA)
Poor community participation in forest restoration and revegetation of degraded and deforested areas	- Educate rural communities on the benefits of afforestation and tree-planting - Collaborate with community leaders to conduct tree-planting campaigns in degraded and deforested areas across the state - Provide tree seedlings to rural communities to	Degraded and deforested areas in the communities are revegetated Community attitude towards tree-planting and environmental conservation improved Timely approval and disbursement of budgetary allocations by the Ministry for tree-planting and other environmental conservation activities Improved tree seedlings are nurtured, distributed and planted in degraded areas and other parts of the communities	Permanent Secretary, Director, Climate Change, CAN, Muslim Council, District/Village/Ward Heads, Youth Leaders, Women Leaders, LGC Chairpersons, LGC Depts of Forestry, Health, Environment, NRMCs, TEPA

		facilitate afforestation			LGC Chairpersons, Directors of Finance Dept, LGC Executive Secretaries, Ward Councilors, District Heads, Ward Heads, Village Heads, Youth Leaders, Women Leaders, NRMCs, CRNs, MACBAN, AFAN, NURTW, CDAs
Lau and Zing LGC Staff	Poor delivery of community resource-related projects in farmer and herder communities due to poor budgeting and under-funding	- Organize meetings with the budget department to discuss poor budget performance - Conduct community consultation meetings to gather feedback on the effectiveness of community projects delivered by the LGC and assess new community needs to inform budgeting for the next fiscal year - Conduct review meetings between farmer and herder communities and the leadership of the LGC on the presented community needs - Monitor funds disbursement and their utilization for the purpose for which they are disbursed	Improved integration of farmer and herder communities' needs in budget development for the new fiscal year Timely disbursement of funds for community projects improved	Bi-annual disbursement of funds to meet the appropriate needs of farmer and herder communities Improved budget performance for proper funding and implementation of projects by 20%	
	Weak planning and execution of community projects	- Organize community-based data collection capacity building for LGC staff - Deploy data collection activities from communities through surveys	Improved planning of community projects using evidence from data collected in communities Capacity and morale of LGC staff enhanced to deliver essential resource-based services	35% improvement in the implementation of staff training programs to boost service delivery in communities Data banks developed in the LGC headquarters for storing community service delivery data	LGA Head of Service, Director of Administration and General Services, LGC Chairpersons, Director of Works Department, Directors of Finance Dept, LGC Executive Secretaries, Ward Councilors, District Heads, Ward Heads, Village Heads, Youth

Table 10: Summary of the COMITAS II Concrete Solution QIPs and Natural Resource Management Peace Initiatives in Adamawa and Taraba States

State	LGAs	Phase One			Phase Two		
		Wards	Prioritised QIPs	Prioritised Location	Ward	Prioritised QIPs	Prioritised Location
Adamawa	Demsa	Demsa	Solar-powered borehole to serve domestic and animal use	Kodomun Upper	Dong	Solar-powered borehole to serve domestic and animal use	Dong
		Borrong	Construction of a solar-powered borehole	Koseyel			
		Kpasham	Upgrade of an abandoned hand-pump borehole to a solar-powered borehole	Kpasham			
		Kpasham	Rehabilitation of borehole to solar-powered	Dakli			
		Bille	Construction of a solar-powered borehole	Gejembo			
	Guyuk				Dumna	Spring Development	Dumna - Tselbu
					Banjiram	Solar-powered borehole to serve domestic and animal use	Komaijuye
	Lamurde	Gyawana	The drilling and construction of a solar-powered borehole	Vampti/Overseer	Waduku	Hybrid solar-powered borehole to serve domestic and animal use	Nahuta

State	LGA	Project description	Location	LGA	Project description	Community
Mayo Belwa	Gengle	Construction of five (5) improved wells	Wuro Galadima, Kauheru (2), Bakaka A (Gengle Wuro), Bidda	Gorobi	Solar-powered borehole to serve domestic and animal use	Wakakiri
	Ndikong	The upgrade of water facility from a generator-powered borehole to a solar-powered borehole	Mararaban Mbilla			
Numan	Kodomti	Hybrid borehole to serve domestic and animal use	Byemti	Gamadio	Solar-powered borehole to serve domestic and animal use	Kanti
Shelleng				Shelleng	Infiltration Gallery	Labri Jei-Jei
					Infiltration Gallery	Gweila, Shelleng
				Libbo	Solar-powered borehole to serve domestic and animal use	Nomadic
					Infiltration Gallery	Jabi
Girei	Gereng	Hybrid borehole to serve domestic and animal use	Sukwam			
	Gereng	Woodlot fencing and plating of seedlings	Noine			
	Gereng and Tambo	Upgrade of Community Peace Center from a Marquee tent to a permanent structure	Girei			
	Tambo	Upgrade of artesian well to a solar borehole construction	Tambo Jimoh			
	Tambo	The construction 1 number of 23 meters span pedestrian bridge to facilitate access to resource-based livelihood activities	Tambo Sala – Tambo Jimoh			
Taraba	Lau			Lau A	4 Span-Reinforced	Kabawa Road,

				Gada Hoto - Hoto
		Abbare B	Concrete Vehicular Bridge	Dingale
Zing			Hybrid borehole to serve domestic and animal use	Bakin Kasuwa
		Monkin A	Rehabilitation and upgrade of the small-town water system to a solar-powered borehole to serve domestic and animal use	
		Monkin B	Solar-powered borehole to serve domestic and animal use	

SECTION FIVE

CONCLUSION: CRITICAL CONSIDERATIONS FOR POLICY DESIGN AND IMPLEMENTATION, PROGRAMMING, AND COLLABORATIVE ACTION

The conflict, NRM and service delivery action plan analyzed in this document require mutually reinforcing multistakeholder efforts to ensure effective implementation and achievement of outlined goals. These multistakeholder efforts would require intersectional considerations that involve exploring institutional policy and legal frameworks, community-based social resources, and technical expertise in development, NRM, and peacebuilding to facilitate its comprehensive delivery. This section outlines some critical considerations that stakeholders involved in implementing this plan must consider.

5.1. Critical Considerations for Policy Design and Implementation:

The findings from analyzing the relevant NRM legal and institutional frameworks of the federal and project state governments revealed that although there are national-level frameworks for managing land, water, and forest resources, some of which are domesticated in the project states, these policies are poorly implemented. This poor policy implementation impacts the extent and quality to which farmers and herders know these institutional frameworks, their application to NRM, and their contributions to transforming access and use of shared natural resources and service delivery among relevant groups, such as farmers and herders.

Besides the weak implementation of available resource management policies and legal frameworks at the state level, operationalizing distinct institutional mandates around resource administration and allocation is unclear or poorly defined. This unclarity sometimes stems from weak articulation of the government's NRM priorities and aligning these priorities with the institutional mandate of MDAs. The weak alignment of NRM priorities with institutional mandates of MDAs at the strategic level of the institution's leadership affects the performance of the staff in implementing activities related to these aligned priorities. This challenge, therefore, constitutes a setback for resource-related service delivery because most government actors, especially field staff, do not have sufficient knowledge and skills to apply specific NRM frameworks, creating conflict sensitivity issues that could escalate (or create new forms of) resource-based violence.

Similarly, although most national and state-level institutional NRM and service delivery frameworks comprehensively outline the guiding principles for their implementation, the defined structures for operationalizing their activities are less effective due to the diffusion of responsibilities and excessive adjustments of the implementation frameworks between higher-level and lower-level authorities. These adjustments often cause contradictions or distortions to some corresponding provisions in the frameworks or the original goal for which the frameworks were developed, particularly during the domestication or localization of these policy instruments. For example, there are instances where intra-departmental sectoral priorities or corporate interests directly contradict the provisions of national or state resource management policies or priorities. Such situations enable the violation of the affected institutional frameworks, resulting in inadequate NRM and resource-related service delivery. On the other hand, internal contradictions and conflict in operationalizing institutional NRM and service delivery frameworks often reflect insufficient monitoring of the rapidly changing natural resource and social relationships landscape to update institutional frameworks and policies accordingly.

Consistently monitoring and tracking societal changes in implementing and reviewing resource management policies and frameworks enable government institutions to mitigate a potential mismatch in understanding and applying policy frameworks. It also enables local authorities to

identify pathways for transforming the barriers that could impede the comprehensive operationalization of resource management frameworks or policies in society. Therefore, the following critical considerations would be helpful for policy implementation of NRM and service delivery institutional frameworks among MDAs:

i. The relevant MDAs implementing NRM actions should educate and build staff members capacities on their institutional mandates and NRM priorities to ensure adequate coordination of efforts and activities among various units of their respective institutions. These activities should also emphasize the significance of functional interdependence and effective collaboration among the MDAs to deliver the government's resource-related priorities.

ii. The state government should expedite action in domesticating and operationalizing relevant national-level NRM-related legal and institutional frameworks in their states to facilitate complementarity between federal and state governments' efforts in addressing nationwide and state-wide resource-related issues (including farmer-herder conflicts). Similarly, obsolete NRM-related state legislation and policies should be reviewed, updated, and [re]enacted in line with best practices and contemporary realities.

iii. The state government should institutionalize an interministerial committee among relevant MDAs that implements [aspects of] the government's NRM priorities. This committee will ensure complementarity in implementing institutional NRM frameworks and follow established guiding principles.

iv. Ensure prompt information-sharing among relevant MDAs implementing NRM and service delivery-related activities using the Inter-agency/Interministerial Coordinating Committee as its platform.

v. MDAs should implement and sustain effective and continuous consultations and engagements (through an established interministerial and inter-agency coordinating mechanisms) in delivering integrated NRM services. This action includes engaging with community stakeholders through periodic and predictable dialogues to educate them on institutional NRM frameworks and policies and the state governments' resource management priorities.

vi. Considering that most of the MDAs' work relies on funding, there should be improved collaboration between the State Ministry of Finance, Planning Commission, and other relevant Ministries implementing NRM efforts to ensure timely release of funds by the State Government to implement prioritized community resource management needs.

vii. To forestall wanton destruction of forest resources, including illegal tree-felling by loggers, the state government should implement relevant forest conservation legislation, including punishing offenders to ensure they serve as deterrence to others. However, proper orientation of Forestry officials on conserving forest resources is also recommended. Similarly, relevant MDAs should collaboratively launch tree-planting campaigns across farmer and herder communities to improve afforestation and forest conservation. When necessary, MDAs should incentivize farmer and herder communities to commit to planting, nurturing, and protecting the trees, empowering them to understand the long-term impact of these activities on climate change mitigation.

viii. Following the role that land resources play in amplifying resource-based violence, the Ministries of Lands, Agriculture, Livestock, and Rural and Urban/Community Development should conduct a joint, periodic sensitization for the public, especially in rural communities, about the status of agricultural and grazing lands allocated and/or utilized by farmers and herders. Community-government relationships can also be improved because of the transparency in information dissemination around NRM.

ix. The ACReSAL and L-PRES projects offer significant entry points for transforming resource-based violence, enhancing local agricultural and livestock production activities,

and improving environmental revitalization and conversations at policy and programmatic levels. Therefore, the project state governments should sustain the implementation of its counterpart-funding commitment to the project to enable easy operationalization of project activities to contribute to enhanced NRM and service delivery among farmers and herders. This funding commitment should not be unique to the ACReSAL or L-PRES framework; however, other MDAs implementing NRM-related initiatives should benefit from this gesture.

x. To sustainably institutionalize and implement this action plan, MDAs should develop implementation strategies outlining the procedure for carrying out some of the resource-related service delivery activities outlined in the plan. This implementation strategy will ensure that MDA staff and leadership are aware of the resource management needs and priorities of the government and communities, and how MDAs will address the identified issues in line with their institutional mandates.

5.2. Critical Considerations for Programming:

This action plan outlines issues impacting farmer-herder relationships and quality and timely resource-based service delivery, which influence group vulnerability and safety. Furthermore, they contribute to unsustainable NRM and agricultural practices, such as deforestation, water and air pollution, overfishing, and overgrazing, which threaten millions of people's food security, livelihoods, nutrition, and safety.[lxiv] Conversely, the plan demonstrates that implementing sustainable agricultural and livestock production practices, such as crop rotation, integration of perennials and agroforestry, IWRM, production of fodders, engaging planned symbiosis between farmers and herders, and stopping deforestation will enhance NRM, mitigate climate change, address resource-based violence, and improve livelihoods.

Moreover, timely and quality delivery of resource-related services across agricultural and livestock production systems can foster sustainable natural resource access and use, enhance NRM, improve social accountability in resource governance, and promote vertical and horizontal collaboration and trust-building around resource management. Besides, it will empower communities and local authorities to effectively incentivize sustainable improvements in NRM, climate change mitigation, post-conflict reconstruction and conflict transformation, and support livelihoods and value chains. The description of programmatic considerations transcends the roles that MC should play in implementing this plan. Instead, it represents actions MDAs should consider in operationalizing this plan through accompaniment from MC across the Adamawa and Taraba States. Some of these considerations include:

i. MDAs should leverage MC's institutional expertise in negotiation, NRM, CLA, and conflict sensitivity/DNH to strengthen institutional capacities in integrated NRM, institutional resource management framework(s) development, and timely and quality service delivery to farmers and herders, transforming the relationship between communities and local authorities.

ii. In developing or revising institutional NRM and service delivery frameworks, MDAs should employ participatory methodologies of engaging communities and collecting data to ensure the developed frameworks reflect communities' priorities and contextual realities. This approach enables communities and local authorities to collectively own and drive resource management and service delivery frameworks or policies, facilitating their easy operationalization, sustainability, and impact(s).

iii. MDAs should leverage their coordination mechanisms, such as the Interministerial Coordination Committees, to design and implement interdependent and complementary NRM and resource-related service delivery interventions in farmer and herder communities. This continued and sustained support is needed to develop

a systemic approach to improving functional relationships that will translate to effective service delivery and NRM among farmers, herders, and local authorities. This outcome can be achieved through training in two steps: first, develop MDAs' interagency collaboration and coordination capacities. Some of the modules this capacity-building activity should discuss should include communication, collaborative problem-solving techniques, community learning, and conflict and grievance management. Secondly, MDAs should deploy cluster coaching (i.e. accompaniment and hand-holding) for their field staff, particularly at the LGA level, to improve strategic engagements and functional relationships with local communities. Through these actions, interagency coordination and collaboration become key to ensuring improved relationships and trust-building between farmer and herder communities and local authorities.

iv. As part of the NRM and service delivery interventions that MDAs will implement in communities, they should produce policy papers and relevant institutional briefs that clearly define the mandates and functional relationships of the MDAs operating in the broader NRM sector (i.e. agriculture, livestock, water management, land management). MDAs can leverage their State Humanitarian Coordination Forums to discuss and disseminate these briefs to development partners. This category of stakeholders are strategic partners because of their roles in engaging and educating local communities on the constitutive and institutional mandates of MDAs, further strengthening effective collaboration between MDAs and communities.

v. MDAs should improve their institutional capacities in cost-share arrangements among government institutions and with other development partners to facilitate co-financing of NRM, resource-related service delivery, and resource-based violence mitigation activities. Implementing cost-share arrangements enables the availability of substantial resources that are well-coordinated to amplify or create greater impacts of diverse initiatives. Similarly, MC should adapt its cost-share framework to the unique needs of program design, using the intersection of NRM, governance, and service delivery.

5.3. Critical Considerations for Collaborative Action:

Operationalizing this action plan collaboratively is a critical component that reinforces the functionality of the plan. Hence, some actions required to implement collaborative action include implementing local community engagement and advocacy initiatives, clarifying and strengthening legal and institutional frameworks on NRM and service delivery, and conducting public education on NRM, climate change, and resource-based service delivery. Other actions involve strengthening local negotiation and institutional conflict resolution capacities (which also requires enhancing gender and NRM discourse), facilitating social mobilization for ecological improvement, and improving PPP on NRM and service delivery.
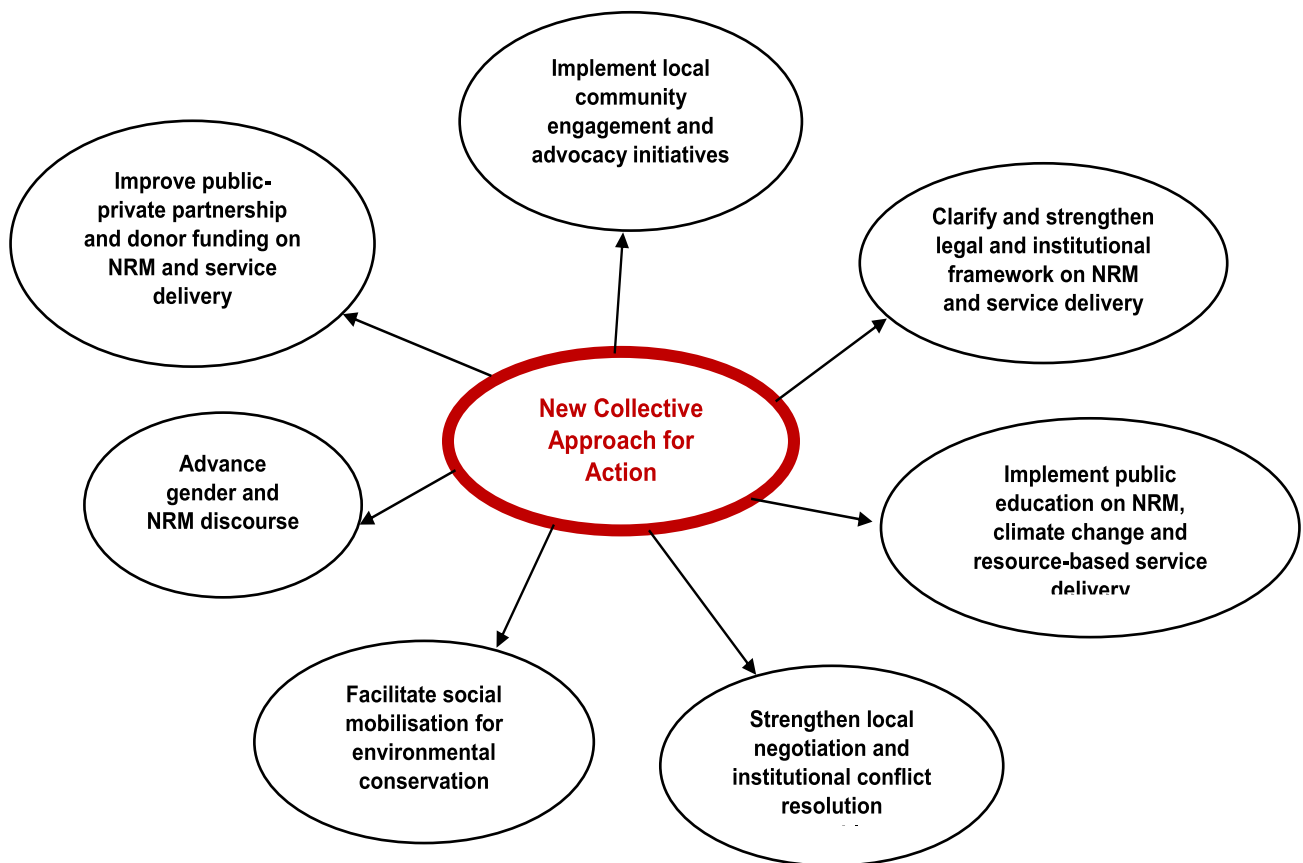
Figure 9: New Collaborative Approach to NRM, Resource-Based Conflict Mitigation, and Service Delivery

As highlighted above, the efforts to facilitate collaborative action in this action plan should be iterative and reinforcing. It should ensure the effective participation of MDAs, farmer and herder communities, and other secondary actors, such as the media, private sector, and business community, and development partners, in implementing outlined activities. Collaboratively, relevant stakeholders need to establish a system of incentives and benefits to make all participants in this collaborative model recognise the relevance of their roles in resource-based conflict mitigation, NRM, effective service delivery, and environmental conservation and climate change mitigation. Similarly, the stakeholders should determine the procedure for implementing monitoring and evaluation frameworks for the action plan to ensure the process is participatory and collectively owned and reinforces the '**New Collaborative Approach**' for resource-based violence prevention, NRM, and resource-related service delivery.

This new approach re-enacts MC's P2P and the value of collaborative action towards ensuring that conflict-affected societies grappling with resource-based issues and climate change build their resilience capacities, facilitating opportunities to ***cope, thrive***, and ***adapt***. The "new collaborative approach" concept emphasizes multistakeholder participation in transforming resource-based violence, NRM, and resource-related service delivery. In essence, it will promote collective action among local institutions, farmer and herder communities, relevant private sector players and businesses, development partners, and other relevant actors to proffer solutions to a common problem.

END NOTES

[i] Kodili Henry Chukwuma (2020). Constructing the herder-farmer conflict as (in)security in Nigeria. *African Security,* 13(1):1-23. The article poses arguments that call for examining core security questions: who or what is to be secured? From what threat and by what means? How is the conflict between farmers and herders constructed, framed, and represented as (in)security within the Nigerian context?

[ii] Adam Higazi and Zahbia Yousuf (2017). *From Cooperation to Contention: Political Unsettlement and Farmer-Pastoralist Conflicts In Nigeria.* London, United Kingdom: Conciliation Resources. Retrieved from https://reliefweb.int/report/nigeria/cooperation-contention-political-unsettlement-and-farmer-pastoralist-conflicts

[iii] Ibid.

[iv] Ibid. Also see, Kwaja, C.M.A, Emah, E.B. (2023). "Peacebuilding, Fragility, Cattle Rustling, and Armed Banditry in Nigeria" In *Rural Violence in Contemporary Nigeria: The State, Criminality and National Security* by Usman A. Tar and Bashir Bala (Eds). New York: Taylor & Francis, Routledge Studies in Peace, Conflict and Security in Africa. See, Kwaja, A. M. C., & Ademola-Adelehin, B. I. (2018). *Responses to the Conflict Between Farmers and Herders in the Middle-Belt of Nigeria: Mapping Past Efforts and Opportunities for Violence Prevention.* Abuja: Search for Common Ground (SFCG). Retrieved from: https://documents.sfcg.org/wp-content/uploads/2018/03/Responses-to-Conflicts-between-Farmers-and-Herders-in-the-Middle-Belt-FINAL.pdf. Also, read Tog Gang and Ephraim Emah. *Addressing the Impacts of Climate Change in Resource-Based Conflict-Affected Communities.* August 2021. Retrieved from: https://nigeria.mercycorps.org/blog/climate-change-conflict-affected-communities.

[v] Leif Brottem. The Growing Complexity of Farmer-Herder Conflict in West and Central Africa. Africa Security Brief No. 39. *Africa Centre for Strategic Studies.* July 2021. Retrieved from: https://africacenter.org/publication/growing-complexity-farmer-herder-conflict-west-central-africa/

[vi] Emmanuel Melaiye, Ephraim Emah, and Emmanuel Igbhebo (2024). *Contributing to the Mitigation of Conflict Over Natural Resources between Farmers and Herders in Taraba and Adamawa States (COMITAS): Conflict and Natural Resource Mapping Report.* Available at: https://nigeria.mercycorps.org/sites/default/files/2024-02/conflict-and-nr-mapping-report-comitas-ii-final-reviewed-050224-revised-2.pdf.

[vii] The Council on Foreign Relations' NST is a reliable source that catalogues and maps political violence based on a weekly Nigerian and international press survey. The data presents violent incidents related to political, economic, and social grievances directed at the state or other affiliated groups (or, conversely, the state employing violence to respond to those incidents). This comprehensive tool is available at: https://www.cfr.org/nigeria/nigeria-securitytracker/p29483. Also read Olalekan W. Adigun. "Analysing the Patterns and Dominant Narrative(s) of Nigeria's Farmer-Herder Conflicts." *Accord Policy and Practice Brief.* July 2022. Retrieved from: https://www.accord.org.za/publication/analysing-the-patterns-and-dominant-narratives-of-nigerias-farmer-herder-conflicts/.

[viii] NW is a platform which covers lethal violence, conflicts, and human security in Nigeria. More information on Nigeria Watch can be found at http://nigeriawatch.org/index.php?html=10. Olalekan W. Adigun (2022), op. cit., p. 3-4. The author uses data from NW to demonstrate the correlation between the trends of farmer-herder conflicts and the fatalities that the NST reports on resource-based incidents across Nigeria.

[ix] The TTT, managed by IOM, provides reliable data on transhumant mobility, allowing traditional conflict resolution mechanisms, community dialogue platforms, and governance frameworks to define targeted plans and policies and propose concrete solutions to improve resource management and sustainable livelihoods. The TTT information strengthens community early warning and response systems to mitigate and prevent violent conflicts. It also influences decision-making about community-based planning methodologies for dialogue facilitation, implementation of Quick Impact Projects (QIPs), rehabilitation of basic social infrastructure, strengthening community safety partnerships, and raising awareness about emerging conflict and security trends, climate change and natural resource management. By combining real-time data on transhumant mobility with targeted interventions, the TTT has proven a reliable tool to mitigate conflict over natural resources in a conflict-sensitive and climate-adaptive manner.

[x] IOM. *Transhumance Tracking Tool (TTT): Adamawa and Taraba State, Nigeria - Early Warning Systems, Dashboard #22 (February 2024).* Retrieved from: https://reliefweb.int/report/nigeria/transhumance-tracking-tool-ttt-adamawa-and-taraba-state-nigeria-early-warning-systems-dashboard-22-february-2023

[xi] Ibid.

[xii] Eliot Levine and Jenny Vaughan. *Addressing Climate Drivers of Conflict: Mercy Corps' Approach.* May 2019. Retrieved from: https://www.mercycorps.org/sites/default/files/2020-03/MCClimateConflictApproach.pdf. Also read Selena Victor, Eliot Levine, and Emma Whitaker. *Climate Change and Conflict: Lessons from Emerging Practice.* April 2020. Retrieved from: https://library.alnap.org/climate-change-and-conflict-lessons-from-emerging-practice. Similarly, see Emma Whitaker, Eliot Levine, and Beza Tesfaye. *Addressing The Climate-Conflict Nexus: Evidence, Insights, And Future Directions.* December 2021. Retrieved from: https://www.mercycorps.org/sites/default/files/2022-01/Climate-Conflict-Brief-122121-digital.pdf. These articles describe Mercy Corps' transformative approach to implementing peacebuilding programs that help communities achieve long-term natural resource management, climate change mitigation, and development goals. They document firsthand evidence of the growth in the number and duration of conflict-driven crises in communities that are also experiencing the greatest effects of climate change.

[xiii] *Steps for an Interest-Based Negotiation: Interest-Based Dispute Resolution Process.* Mercy Corps. August 2023.

[xiv] Ibid.

[xv] See *Catalyse: Communities Acting Together. A Governance in Action Guide*. May 2018. "CATALYSE is the process we use to build a community's capacity to identify and organize around collective priorities, mobilize resources, implement projects and influence leaders. The CATALYSE process fosters peaceful, community-led change, empowering diverse community members to work together to address their common challenges. The iterative process demonstrates the value of collective action while strengthening the capacity of communities to lead their own development. The CATALYSE process also demonstrates the value of good governance as communities experience first-hand the importance of representative participation, transparency and accountability. Ultimately, the process encourages more informed, connected and active community members that can work collectively, advocate to their leaders and promote change". This framework focuses on facilitating collaborative governance through eight steps: Prepare to Mobilize; Organize Together; Assess Needs Together; Prioritize Together; Plan for Action Together; Act Together; Monitor and Learn Together; and Determine Next Steps Together

[xvi] Appreciative inquiry identifies the capacities of local individuals and institutions to respond to crisis and bring resilience to a social system or group experiencing conflict. See Lisa Schirch (2013). *Conflict Assessment and Peacebuilding Planning: Toward a Participatory Approach to Human Security*. p. 81-85. It is an asset-based approach to social engagement that utilizes critical questions and dialogues to help participants uncover existing strengths, advantages, or opportunities in their communities that they can leverage to address common problems and promote social cohesion across social groups.

[xvii] The Pathway to Possibility is Mercy Corps' Global Strategy that documents its 10-year ambition for communities. It tells the organization's story of who we are, what we do, why we do it, and how we centre the needs and aspirations of our partner communities in all we do. Read the details of this strategy here: https://www.mercycorps.org/sites/default/files/2022-07/Pathway%20to%20Possibility_At-A-Glance_ENG.pdf

[xviii] See Summary of the *Pathway to Possibility*. Mercy Corps. Available on: https://www.mercycorps.org/pathway

[xix] *Pathway to Possibility,* op. cit., p. 4-5.

[xx] Ibid, op. cit., 8-9.

[xxi] Ibid, op. cit., 10-11.

[xxii] Ibid, op. cit., 6-7.

[xxiii] Ibid, op. cit., 3.

[xxiv] National Economic Council (2019). *National Livestock Transformation Plan (NLTP) 2019-2028: Implementation Plan Guidelines for FGN and States*. The goal of the NLTP is to create a conducive environment for transforming the livestock subsector that will lead to economic development, peaceful co-existence and food security for Nigeria's growing population. It builds on existing federal policies, such as the Economic Recovery and Growth Plan (ERGP, 2017-2020) and Agriculture Promotion Policy (APP, 2016-202), that aim to diversify the government's economic growth efforts, considering that it is a major contributor to Nigeria's GDP and employs 70% of the total working population. The NLTP and other agricultural-based policies were developed assuming they will contribute to transforming the broader agriculture transformation agenda and move Nigeria towards achieving Sustainable Development Goals 1 (Poverty Reduction), 2 (Food Security), 3 (Good Health and Well-Being), and 8 (Dignified Work and Economic Growth). Also, See Crisis Group Africa Report N°302. *Ending Nigeria's Herder-Farmer Crisis: The Livestock Reform Plan* 4 May 2021. The report analyses Nigeria's latest plan for curbing the herder-farmer conflict. The analysis reveals that the plan, developed under former President Muhammadu Buhari, continues to face implementation obstacles, including staffing, funding shortages, and political opposition. The report submits that if this initiative fails, there could be more rural violence. It recommends that the FGN work with donors to raise money and public awareness of the scheme's benefits to transform the farmer-herder conflicts and social relationships. The report was retrieved from here: https://www.crisisgroup.org/africa/west-africa/nigeria/302-ending-nigerias-herder-farmer-crisis-livestock-reform-plan#:~:text=The%20National%20Livestock%20Transformation%20Plan%2C%20one%20of%20a%20string%20of,peaceful%20coexistence%20between%20herders%20and.

[xxv] Ibid, op. cit., 10-52.

[xxvi] Department of Climate Change (2020). *National Action Plan on Gender and Climate Change for Nigeria.* Abuja: Federal Ministry of Environment. Retrieved from: https://climatechange.gov.ng/wp-content/uploads/2020/09/climate-change-and-gender-action-plan.pdf

[xxvii] Ibid, op. cit., 26.

[xxviii] Ibid, op. cit., 27-57.

[xxix] Federal Ministry of Water Resources (2018). *National Action Plan for Revitalization of the Nigeria's WASH Sector.* Retrieved from: https://www.wateraid.org/ng/sites/g/files/jkxoof381/files/nigerias-national-action-plan-for-the-revitalization-of-the-wash-sector.pdf. This plan is developed against a backdrop of the need to provide a comprehensive response to WASH system availability and accessibility. Significant evidence suggests that limited or no access to water supply, sanitation, and hygiene (WASH) services has several damaging effects on development outcomes, including creating adverse effects on individuals' health, limiting their access to educational and economic opportunities, and hampers their work efficiency and labor productivity.

xxx Ibid, op. cit., 6.

xxxi Ibid, op. cit., 7-8.

xxxii Ibid, op. cit., 8.

xxxiii Federal Ministry of Water Resources (2016). *National Water Resources Policy.* Retrieved from: https://nesgroup.org/download_policy_drafts/NATIONAL%20WATER%20RESOURCES%20POLICY_2016_1661899 028.pdf. The underlying philosophy of this policy is the recognition that water is a key to sustainable socio-economic development as it has a direct effect on the population's health conditions, and environmental preservation, including achievement of international development targets.

xxxiv Ibid, op. cit., 1.

xxxv Ibid, op. cit., 11-13.

xxxvi Ibid, op. cit., 13-31.

xxxvii Department of Climate Change. *National Climate Change Policy for Nigeria, 2021-2030.* Abuja, Nigeria: Federal Ministry of Environment. Retrieved from: https://climatechange.gov.ng/wp-content/uploads/2021/08/NCCP_NIGERIA_REVISED_2-JUNE-2021.pdf.

xxxviii Ibid, op. cit., 7-8.

xxxix Ibid, op. cit., 8-9.

xl Federal Department of Forestry (2020). *National Forest Policy.* Abuja, Nigeria: Federal Ministry of Environment.

xli Ibid, op. cit., 28.

xlii Ibid, op. cit., 28-29.

xliii Federal Ministry of Agriculture and Rural Development (2022). *National Agricultural Technology and Innovation Policy (NATIP) 2022-2027.*Retrieved from: https://faolex.fao.org/docs/pdf/nig214137.pdf. The Federal Ministry of Agriculture and Rural Development (FMARD) implements this policy. It adopted a multi-stakeholder approach to develop the National Agricultural Technology and Innovation Policy (NATIP). The Policy adopted a mix of short-term and medium-term multi-stakeholder approaches towards ensuring resilience, recovery and growth and, at the same time, achieving a shift from subsistence farming to modern agriculture capable of ensuring national food security and contributing significantly to the national economic diversification drive and creating at least 12 million jobs. NATIP was conceived to address critical challenges of Nigerian agriculture and lay a solid foundation for modernizing the sector to align with the changing global food systems and supply chains.

xliv Ibid.

xlv Ibid, op. cit., 12.

xlvi Ibid, op. cit., 19-20.

xlvii Ibid, op. cit., 22.

xlviii Ibid, op. cit., 22-23.

xlix Adamawa State Ministry of Water Resources. *Harmonised Water Resources and WASH Policy 2021.*

l Ibid, op. cit., 22-25.

li Saheed Babajide Owonikoko. "Policy Levers for Peace: Peace-making and Peacebuilding Institutions in Adamawa State, North-Eastern Nigeria". In Ebiede, Tarila Marclint and Kwaja, Chris (eds). 2024. *Policy Levers for Peace: Sub-National and Local Peacebuilding Mechanisms in Nigeria.* Conflict Research Network West Africa, Abuja, Nigeria.

lii Ibid, op., cit., 24-25. Also see Conciliation Resources and the Institute of Development Studies (ed.). *Peace and Security for Pastoralist Communities in African Borderlands.* Accord Insight 5 (London: Conciliation Resources, 2024). Retrieved from: https://www.xcept-research.org/wp-content/uploads/2024/05/Accord-Insight-5-Pastoralism-Peace-WEB-FINAL-1-1.pdf. Also read Favour Lashem and Ibrahim Kado (2022). *Committee Resolves 90% of Complaints by Herders, Farmers in Adamawa.* Retrieved from: https://newsdiaryonline.com/committee-resolves-90-of-complaints-by-herders-farmers-in-adamawa/

liii Taraba State Ministry of Water Resources (2019). *Water Supply, Sanitation, and Hygiene (WASH) Policy.* Second Edition. Retrieved from: https://washnigeria.com/wp-content/uploads/2023/07/Taraba-State.-WASH-Policy-2019-1.pdf.

livliv Ibid, op. cit., 17.

lv Ibid, op. cit., 8.

lvi *Project Implementation Plan: Agro-Climatic Resilience in Semi-Arid Landscapes (ACReSAL) Project.* Project Document Volume 1.0, 2022. Retrieved from: https://acresal.gov.ng/wp-content/uploads/2024/09/acresal-pim.pdf. ACReSAL interventions will improve land use planning for primary beneficiaries and help many communities adapt to evolving climate impacts and dryland conditions. Communities and households most dependent on natural resources for survival and vulnerable to desertification are expected to benefit most from ACReSAL. In the communities that will receive project investments, additional benefits can be expected for residents regarding community cohesion and peacebuilding, including through improved capacity for local conflict resolution. ACReSAL will specifically target vulnerable and marginalized groups, including women, youth, the elderly, persons with disabilities, internally displaced people, and ethnic and religious minorities, to ensure their full participation in community-level structures established or supported under the project. Also, targeted livelihoods and other interventions will be provided to vulnerable and marginalized groups. Government institutions at federal and state levels and other partners from governmental and non-governmental agencies will be secondary beneficiaries of the institutional modernization and

policy support investments. The project intends to improve the capacity of the country to adapt to a changing climate, largely through modernized access and use of data and through establishing sustainable programs that will survive the project. These investments are anticipated to benefit all Nigerians.

[lvii] Ibid, op. cit., 22.

[lviii] Ibid, op. cit., 26-30.

[lix] Ibid.

[lx] World Bank. *Livestock Productivity and Resilience Support Project.* Retrieved from: https://projects.worldbank.org/en/projects-operations/project-detail/P160865. The Federal Ministry of Agriculture and Rural Development manages the L-PRES project at the national level. At the same time, the State Ministries of Livestock in the targeted states implement the project at the state level. The L-PRES project aims to assist the Nigerian Government (Federal and State levels) in developing and implementing a Livestock Sector Plan, which will govern the technical and institutional aspects of improving livestock productivity.

[lxi] Federal Ministry of Agriculture and Rural Development. *Integrated Pest Management Plan (IPMP) for the Livestock Productivity and Resilience Support (LPRES) Project.* Retrieved from: https://documents1.worldbank.org/curated/en/116401542695661897/pdf/Nigeria-Livestock-Productivity-and-Resilience-Support-Project-Environmental-Assessment.pdf.

[lxii] Adamawa State Ministry of Livestock and Aquaculture. *Livestock Productivity and Resilience Support (L-PRES) Project.*

[lxiii] See John Mukum Mbaku. Good and Inclusive Governance is Imperative for Africa's Future. *The Brookings Institution.* January 8, 2020. Although this article highlights the nexus between good governance and participatory democracy, highlighting the entrenchment of mechanisms that promote constitutionalism, accountability, democracy, and good governance if Africa is to achieve its development goals, its argument could apply to deliberating the significance of effective service delivery in society, including in social sectors such as NRM. Retrieved from: https://www.brookings.edu/articles/good-and-inclusive-governance-is-imperative-for-africas-future/. Also, Mo Ibrahim's article, *The Secretary-General's Agenda: Sustainable Development in Africa Requires Good Governance*, summarizes that good governance, development, and effective service delivery are the only ways to harness society's resources to create a truly integrated economy. Retrieved from: https://www.un.org/en/chronicle/article/secretary-generals-agenda-sustainable-development-africa-requires-good-governance.

[lxiv] United States Agency for International Development (2023). *Natural Resource Management: U.S. Government's Global Food Security Strategy Activity Design Guidance.* Retrieved from: https://pdf.usaid.gov/pdf_docs/PA00ZW1M.pdf. Also see Food and Agriculture Organization (2021). *The State of the World's Land and Water Resources for Food and Agriculture – Systems at Breaking Point: Synthesis Report.* Available at: https://openknowledge.fao.org/items/55def12b-2a81-41e5-91dc-ac6c42f1cd0f.