



ANALYSIS

OF PUBLIC SPENDING

IN THE PREVENTION OF VIOLENT EXTREMISM IN KOGI
AND NASARAWA STATES:

EVIDENCE FROM 2021 APPROPRIATION LAWS



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EXECUTIVE SUMMARY

- i. Across the world, different actors are engaging in the Prevention of Violent Extremism (PVE). ActionAid Nigeria is also intensifying actions and efforts towards supporting communities to build resilience against violent extremism to tackle radicalization and violent extremism in these states, through the second phase of the “System and Structure Strengthening Approach against Radicalization to Violent Extremism (SARVE II) Project. SARVE II aims to strengthen community resilience against Violent Extremism (VE) in Kogi and Nasarawa States. While the target is to strengthen community systems and structures to address violent extremism, poor public investment towards addressing the drivers of such VE would undermine the expected results.
- ii. While there are several approaches to address violent extremism, this report examined the role of public sector spending through the annual budget in addressing the drivers of violent extremism. The report analyses the 2021 Appropriation Bill/Law of Kogi and Nasarawa State to ascertain how state budgets are addressing drivers of violent extremism. The expected theory of change is that if government expenditure is targeted at providing access to public services, create jobs, and empower young persons, there will be disincentives for persons to commit acts of violent extremism thus, leading to overall development. The findings from the report are:
 - a. There is a rising trend of cases of violent extremism in Nigeria. This is even more prone in states with high unemployment, poverty, and social exclusion rate.
 - b. Whereas cases of internally displaced persons were driven by natural causes emanating from floods and natural disasters, recent evidence shows that it is now driven by cases of violent extremism.
 - c. Despite years of direct spending in the nation's security sector, the number of insecurity and violent extremism has continued to rise. More worrisome is the fact that higher public spending has also not translated to sustainable job creation, reduction in inequality, and poverty.



- The 2021 Budget of Kogi State is N130.55 billion, 6.16% higher than the 2020 budget of N122.97 billion. The share of the capital budget in 2021 is 43% compared to 36% in 2020.
- Total allocation to the administrative sector accounts for 38% of the budget in 2020. In the 2021 budget, however, this priority changed to the social sector. Prioritizing allocation to the economic sectors would play a vital role in curtailing the factors that serve as drivers to violent extremism.

Classifying the budget data based on other areas of developmental needs shows that in 2020 the priority of the government was on human capital development, funding governance, and infrastructural development. In 2021, however, priority was given to funding governance, infrastructural development, and human capital development.

- Maintaining focus on projects that are geared to addressing infrastructural gaps, and human capital development would be a useful disincentive to violent extremism. This would involve boosting funding to the agricultural sector as well as funding for entrepreneurship and youth engagement. Unfortunately, these sectors have the least shares of allocation in the 2020 and 2021 budgets of Kogi State.
- Share of Allocation for Renovation/ Office refurbishing in Government House/ Deputy Governor's Office in Overall 2021 Capital Budget of N56,498,907,544 in Kogi State, accounts for 1.79% while Share of Capital Allocation to Youths and Women in Overall 2021 Capital Budget account for 1.32%.
- Allocation for projects targeted at renovating government house is higher than the allocation for capital projects under the Ministry of Youth and Sports and Women Affairs combined.
- Ensuring that the sectors that are targeted at empowering youths and women in agriculture, as well as expanding opportunities in entrepreneurship would turn the attention of young people from engaging in acts of violent extremism.



- The 2021 budget of Nasarawa State of N115.72 billion is 83.77% higher than the budget of N62.97 billion in 2020.
- Although the allocation for capital expenditure in the 2021 budget in Nasarawa State accounts for 42% of the total budget, actual expenditure for capital budget is often less than expected. In 2020 for instance, the sum of N33.37 billion was budgeted for capital expenditure, the actual expenditure was 20.09 billion: implying a shortfall of 39.8%. As such, ensuring that available resources are channelled to projects that would have the most impact on the peace and progress of the state, would therefore be most vital.

- While the allocation to education, science and technology has a high share in total budget allocation, ensuring that the projects in the education sector are implemented On the basis of safe school initiative would be important. This will help to tame the rate of out of school children and sustain teachers' training programme.
- Most projects in the 2021 Nasarawa State budget are lacking in details to allow for effective tracking and monitoring. In the Nasarawa State investment and development agency for instance, the sum of N41.5 million was budgeted for capital projects in the 2021 budget. All of it was budgeted for procurement of fixed assets such as motor vehicles, office furniture and fittings, computer, printers, power generating set and ICT equipment. Ensuring that the public procurement process gives priority to youth projects or that youths are involved in the execution of projects that are designed for them, will be very useful in taming the drivers of violent extremism in Nasarawa State.
- Most of the projects have no direct expenditure line that is specifically focused on youth empowerment or capacity building. 48% of the funds are budgeted for the purchase of Motor vehicles. Advocacy messages to ensure that projects in the agency are focused on youth empowerment, would help to create inclusive jobs and empower persons to start-up businesses.

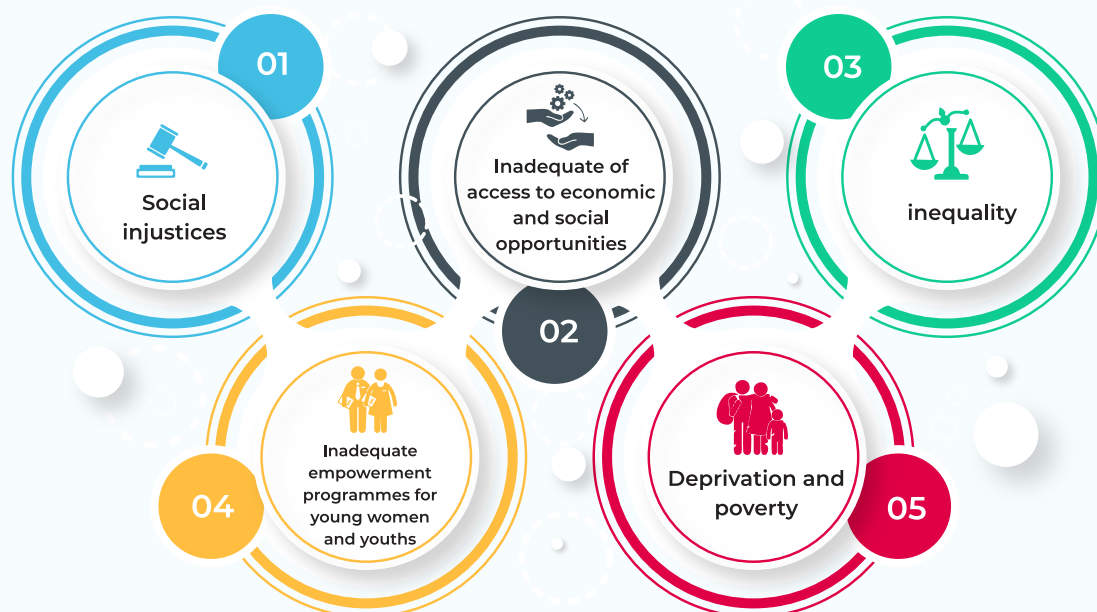


- In Nasarawa State, the total allocation to Youths and Women for capital project accounts for 0.58% of the overall capital budget for Nasarawa State in 2021. Allocation for projects in Government House and those meant for Office of the Deputy Governor concerning renovations and purchase of vehicles account for 0.73% of overall capital allocation in the 2021 Budget. This signals that higher priority is given to projects with a weak multiplier effect in terms of job creation and social redistribution than those that would have to create jobs and empower young people.
- Considering the geospatial characteristics of poverty and inequality as drivers of violent extremism in the state, it is also important to provide the details of where the projects would be located. This will enable for effective engagement of budget implementation and tracking of projects for oversight purposes.

1. INTRODUCTION

Across the world, different stakeholders are engaging in the prevention of violent extremism. ActionAid Nigeria is intensifying actions and efforts towards supporting communities to build resilience against violent extremism in order to tackle radicalization and violent extremism in these states, through the second phase of the “System and Structure Strengthening Approach against Radicalization to Violent Extremism (SARVE II) Project. SARVE II aims to strengthen community resilience against violent extremism strengthened in Kogi and Nasarawa States. While the target is to strengthen community systems and structures to address violent extremism, poor public investment towards addressing the drivers of such PVE, would undermine the expected results.

In a study by ActionAid Nigeria on Kogi, Nasarawa, Benue, and Plateau States, certain factors were identified as drivers of violent extremism. They are:



According to ActionAid Nigeria's report, these factors have push, pull and contextual effects that expose individuals and groups to radicalization which in turn, increases the cases of violent extremism. This literature identifies the aforementioned factors. Contextual factors provide a breeding ground for extremist groups. These include fragile states, the lack of rule of law, corruption, and criminality, poor coordination of government programmes that fail to cater for persons or groups outside social equilibrium.

Push factors include marginalization, inequality, discrimination, the feeling of being prosecuted, poor education, denial of rights, and other grievances. Pull factors are those that attract individuals to organized extremist groups.

While there are several approaches to address violent extremism, this report examined the role of public sector spending through the annual budget in addressing the drivers of violent extremism. The aim of this report is to analyse the 2021 Appropriation Bill/Law of Kogi and Nasarawa States to ascertain how state budgets are addressing drivers of violent extremism. The expected theory of change is that if government expenditure is targeted at providing access to public services, creating jobs and empowering young persons, there will be disincentives for persons to commit acts of violent extremism thus, leading to overall development.

This report adopts a desk analysis of the budget of Kogi and Nasarawa States for 2020 and 2021. The report analyses the spread of projects targeted at youths and draws inference on how their implementation can help to address the drivers of violent extremism.

¹Preventing Violent Extremism through 'Economic Empowerment for Young Women' by Peace Chiamaka Eneja (July 13th, 2020)

<https://nigeria.actionaid.org/stories/2020/preventing-violent-extremism-through-economic-empowerment-young-women>

²Preventing Violent Extremism through Community Policing' by Peace Chiamaka Eneja (April 15th, 2020)

<https://nigeria.actionaid.org/stories/2020/preventing-violent-extremism-through-community-policing>

2. LEGAL FRAMEWORK FOR BUDGET AS A TOOL FOR PVE

The principal legal document upon which an annual preparation of the budget is anchored is the 1999 Constitution of the Federal Republic of Nigeria (as amended). The Finance (Control and Management) Act CAP F26 and the Fiscal Responsibility Act, 2007. The opening statement to chapter one of the 1999 constitution of the Federal Republic of Nigeria (as amended) provides that:

“We the people of the Federal Republic of Nigeria having firmly and solemnly resolve, to live in unity and harmony as one indivisible and indissoluble sovereign nation under God, dedicated to the promotion of inter-African solidarity, world peace, international co-operation and understanding and to provide for a Constitution for the purpose of promoting the good government and welfare of all persons in our country, on the principles of freedom, equality and justice, and for the purpose of consolidating the unity of our people do hereby make, enact and give to ourselves the following Constitution”

This provides the premise that the Constitution will be used to promote good governance and welfare of all persons in the country, on the principles of freedom, equality and justice. This is because the budget itself when passed by the National Assembly and assented to by the President, becomes law, also serves as the nation's one-year framework for implementing recurrent and capital projects in a manner than should improve the well-being of the people. As contained in Section 3(1) of the 1999 Constitution (as amended), the well-being of the people are those in the 36 States in Nigeria spread across 774 local governments. These states are: Abia, Adamawa, Akwa Ibom, Anambra, Bauchi, Bayelsa, Benue, Borno, Cross River, Delta, Ebonyi, Edo, Ekiti, Enugu, Gombe, Imo, Jigawa, Kaduna, Kano, Katsina, Kebbi, Kogi, Kwara, Lagos, Nasarawa, Niger, Ogun, Ondo, Osun, Oyo, Plateau, Rivers, Sokoto, Taraba, Yobe and Zamfara.

Section 16 (1) further provides that, the State shall, within the context of the ideals and objectives for which provisions are made in this Constitution:

- a) Harness the resources of the nation and promote national prosperity and an efficient, a dynamic and self-reliant economy;
- b) Control the national economy in such manner as to secure the maximum welfare, freedom and happiness of every citizen on the basis of social justice and equality of status and opportunity;
- c) Without prejudice to its right to operate or participate in areas of the economy, other than the major sectors of the economy, manage and operate the major sectors of the economy;
- d) Without prejudice to the right of any person to participate in areas of the economy within the major sector of the economy, protect the right of every citizen to engage in any economic activities outside the major sectors of the economy

(2) The State shall direct its policy towards ensuring:

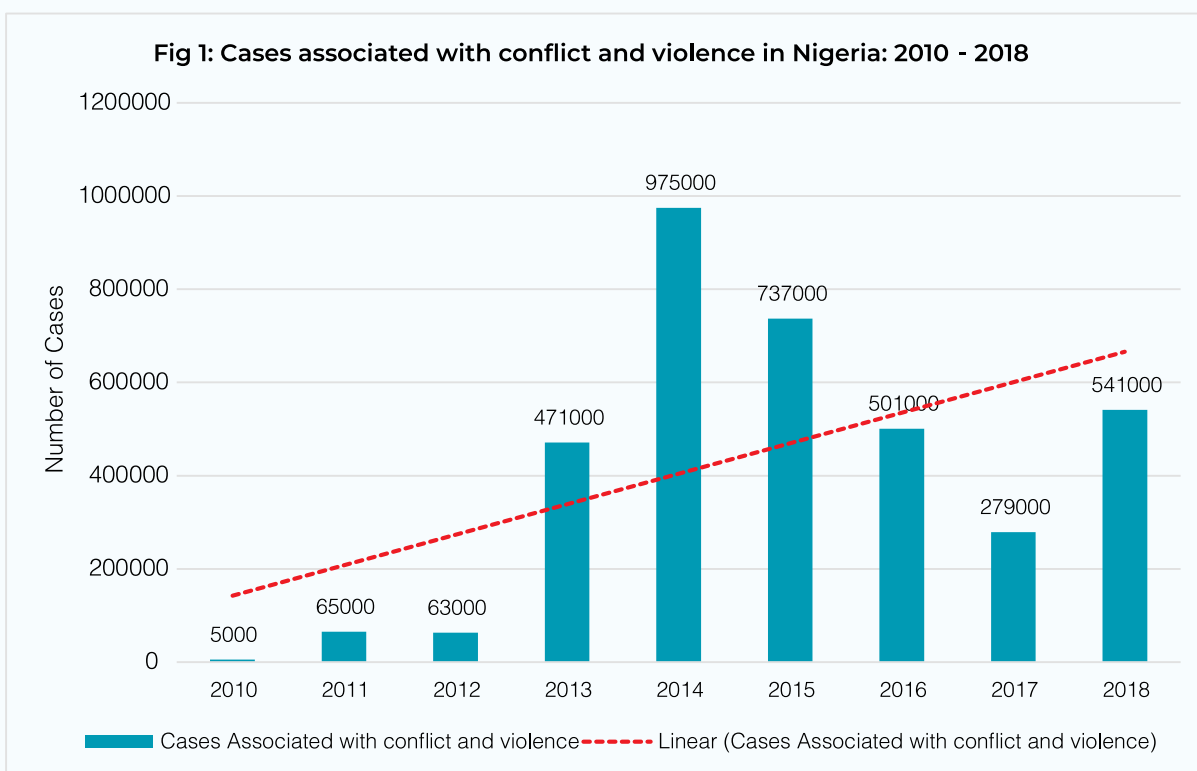
- e) The promotion of a planned and balanced economic development;
- f) That the material resources of the nation are harnessed and distributed as best as possible to serve the common good;

- g) That the economic system is not operated in such a manner as to permit the concentration of wealth or the means of production and exchange in the hands of few individuals or of a group; and
- h) That suitable and adequate shelter, suitable and adequate food, reasonable national minimum living wage, old age care and pensions, and unemployment, sick benefits and welfare of the disabled are provided for all citizens.

The Budget as a tool for national development is a creation of the Constitution. Ensuring that the budget serves its developmental purpose is therefore the responsibility of all stakeholders. The report identifies issues for advocacy tool for SARVE II, draws out information for CSOs and citizens engagement, and identifies how to strengthen state spending towards preventing violent extremism.

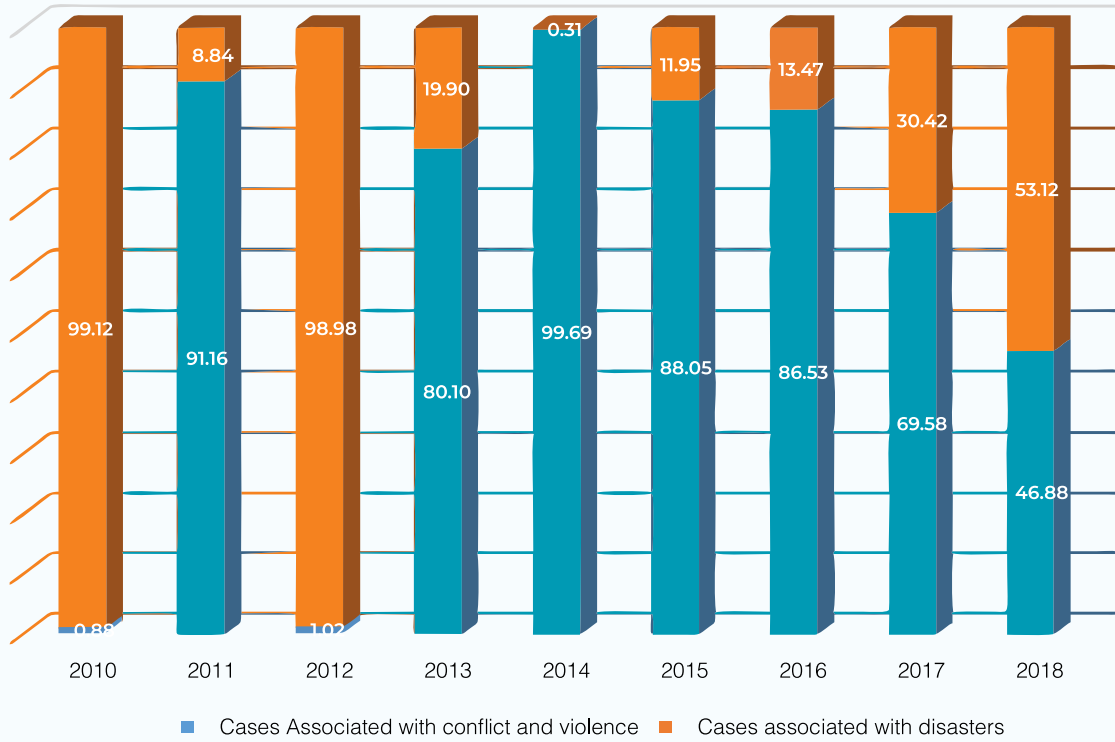
3. STYLIZED FACTS OF VIOLENT EXTREMISM IN NIGERIA

There is a rising trend of cases of violent extremism in Nigeria. This is even more prone in states with high unemployment, poverty and social exclusion rates.



Whereas, cases of internally displaced persons were driven by natural causes emanating from floods and natural disasters, recent evidence with the data shows that it is now driven by cases of violent extremism. In 2012, disasters such as floods accounted for 99% of displaced persons. By 2018, violent extremism accounts for more than 46% of displaced persons.

Fig 2: % Share of Cases associated with violent conflict in Nigeria: 2010-2018



Despite years of direct spending in the nation's security sector, the cases of insecurity and violent extremism have continued to rise. More worrisome is the fact that higher public spending has also not translated to sustainable job creation, reduction in inequality and poverty.

Fig 3: Trend of Total Federal Government in Nigeria: 2016 - 2021 (Naira trillion)

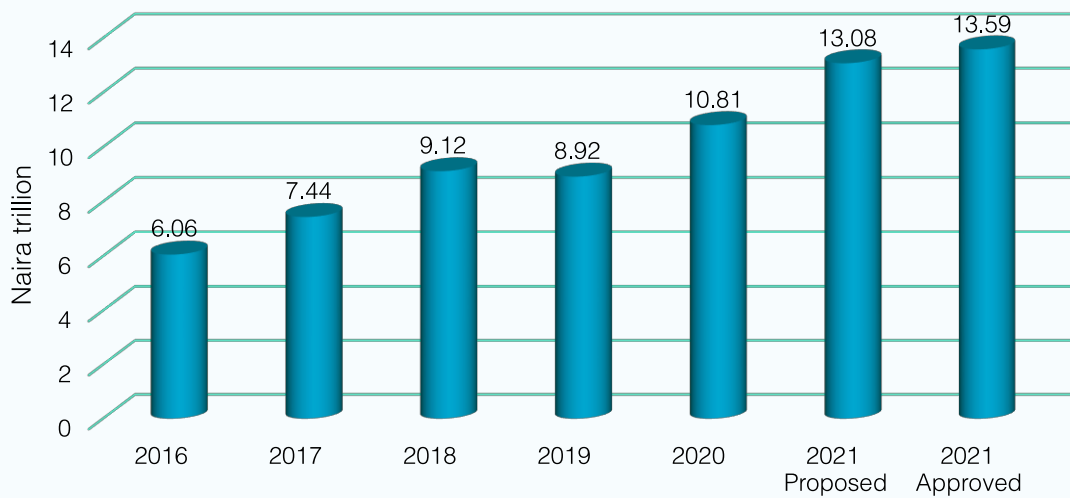
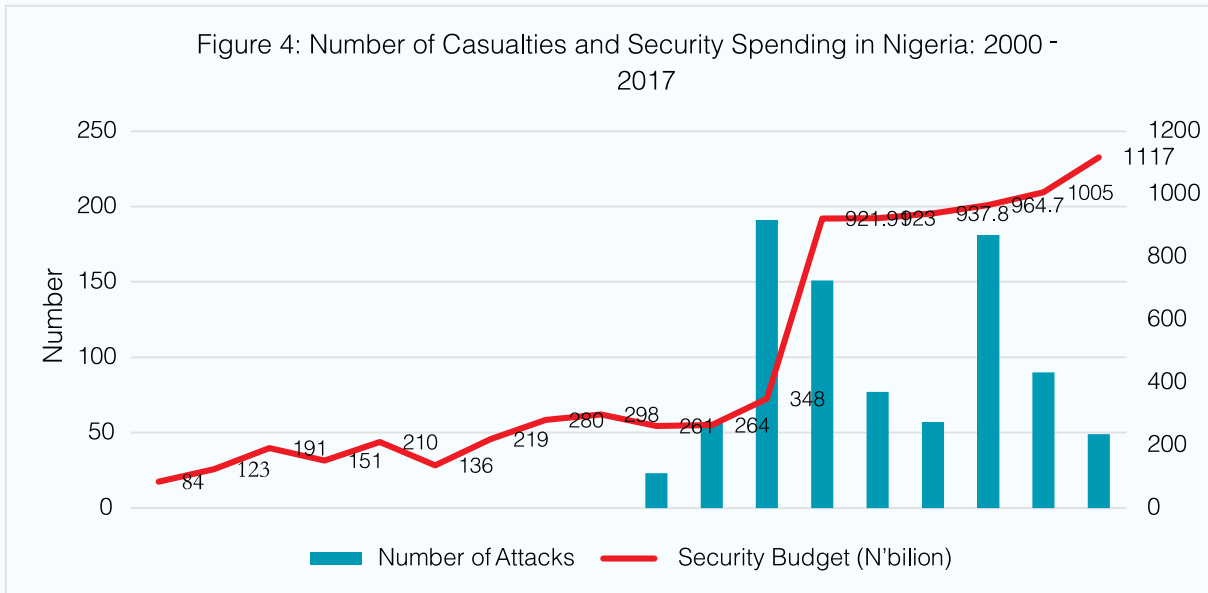
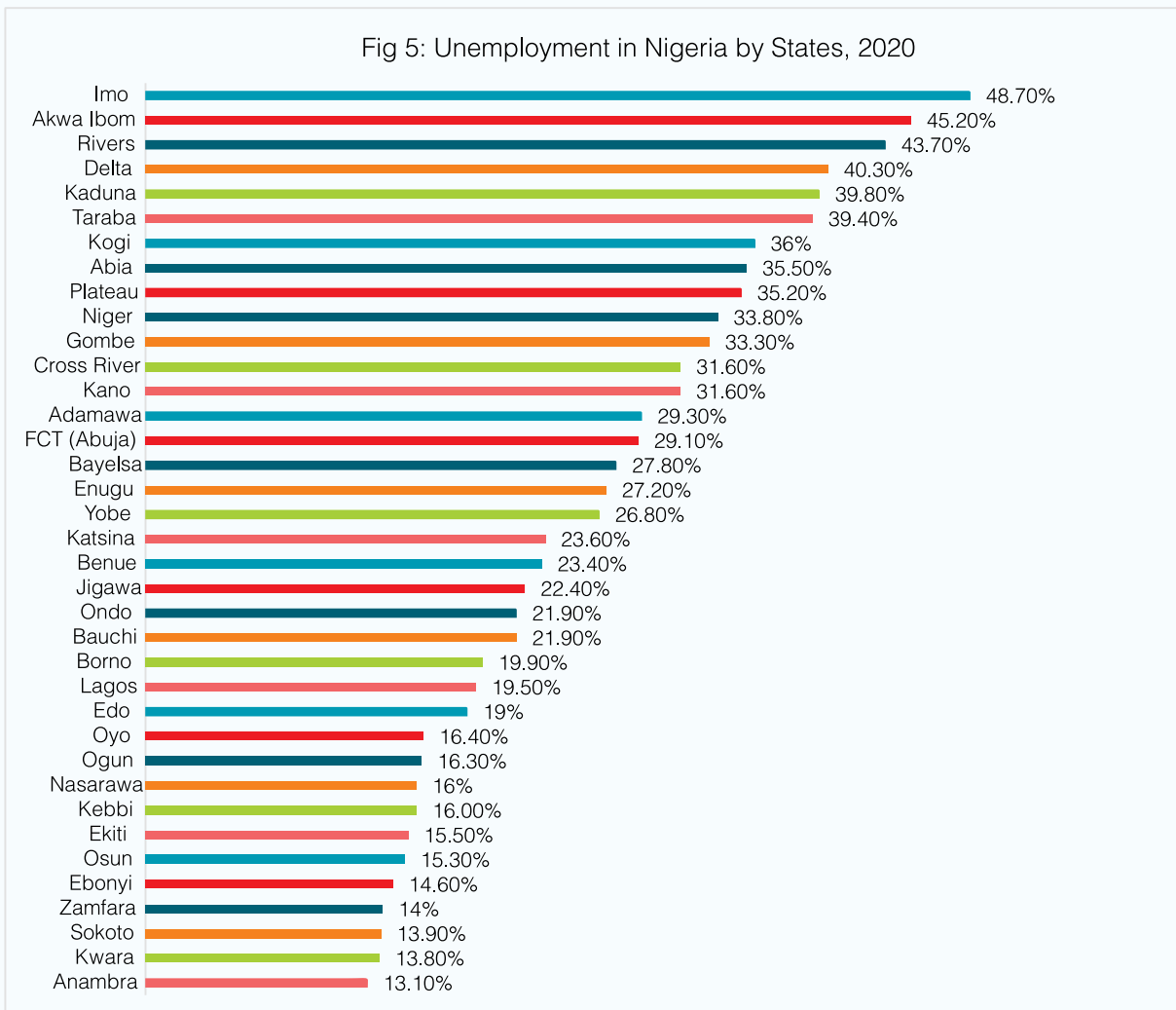


Figure 4: Number of Casualties and Security Spending in Nigeria: 2000 - 2017



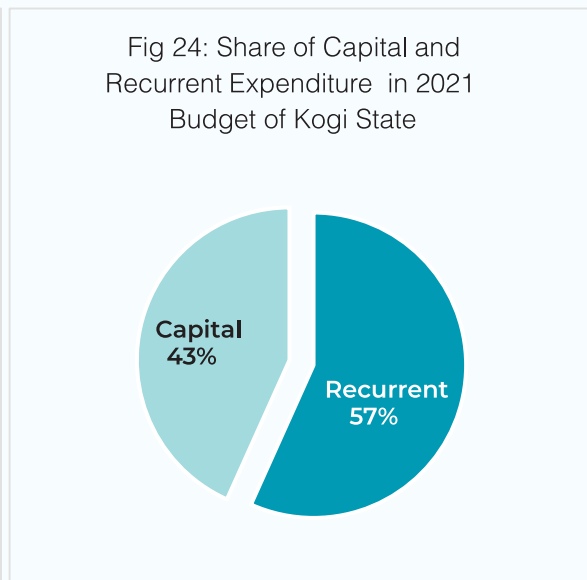
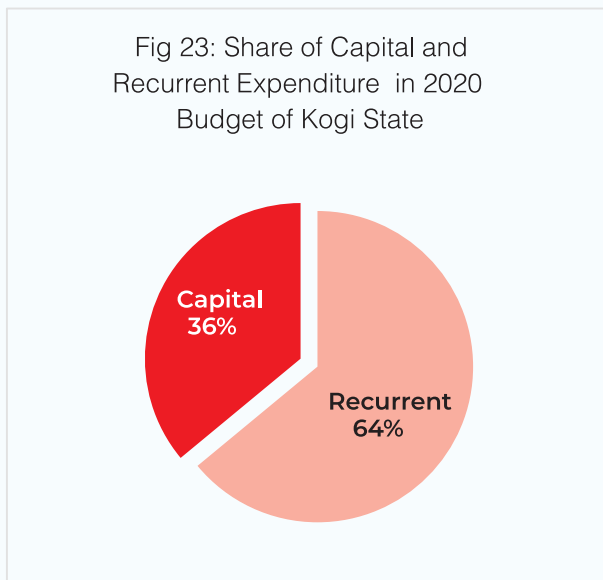
Unemployment in Kogi is very high. While the data shows a lesser rate of unemployment in Nasarawa State, the exposure of the state to the vagaries of climate change, also makes their youths who are largely into farming exposed to violent extremism.

Fig 5: Unemployment in Nigeria by States, 2020



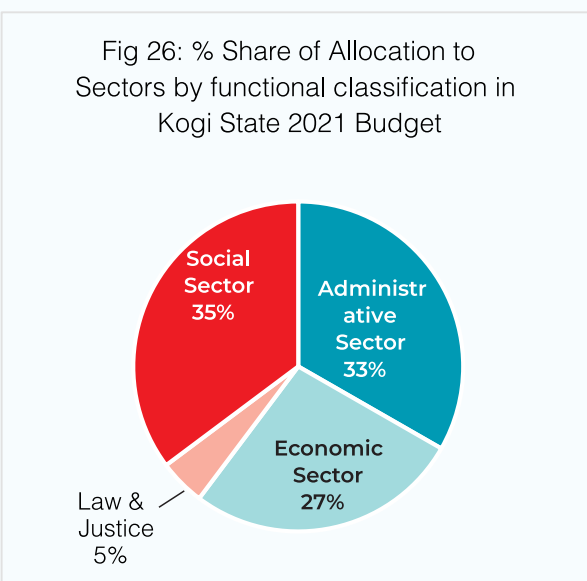
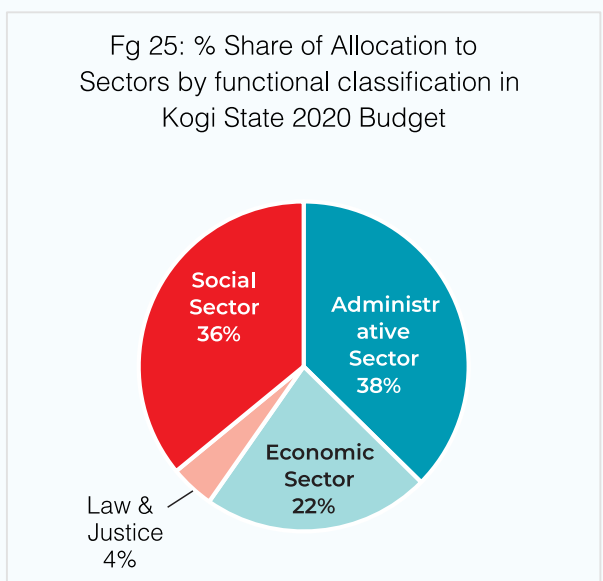
4. ANALYSIS OF KOGI STATE 2021 BUDGET AND THE DRIVES OF VIOLENT EXTREMISM

The 2021 Budget of Kogi State is N130.55 billion, 6.16% higher than the 2020 budget of N122.97 billion. The share of capital budget in the 2021 is 43% compared to 36% in 2020.

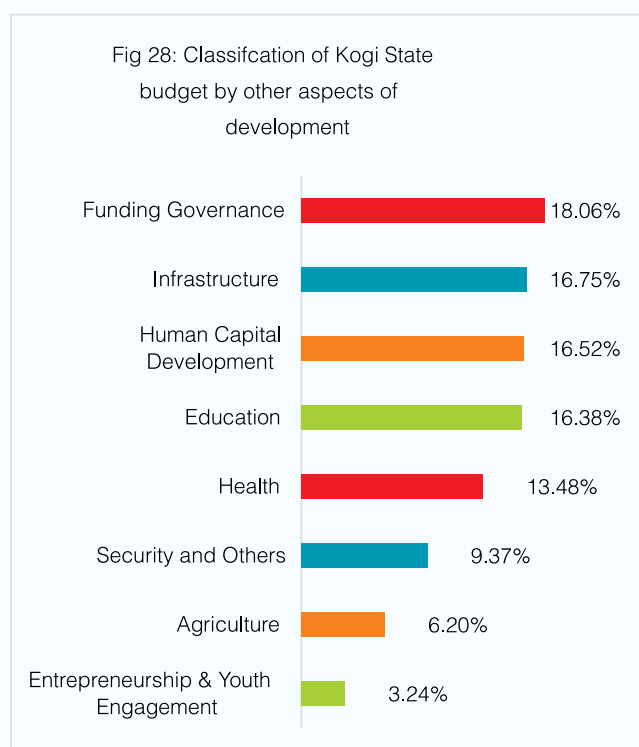
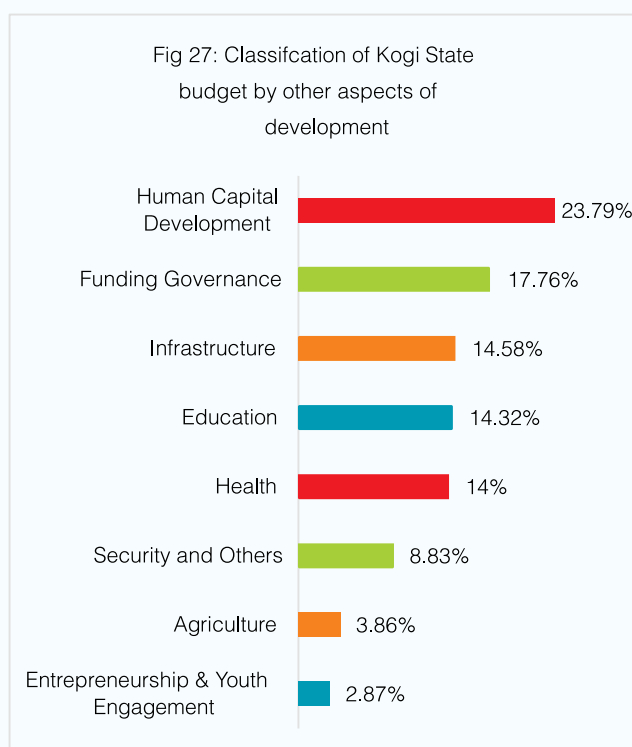


In 2020, the level of budget implementation was 50% of the total budget. The revenue to fund the 2021 budget will therefore be a challenge if nothing is done to diversify the economy and expand the revenue generating potential of all sectors.

Across the sectors (social, economic, administrative and law & Justice), the priority of total allocation in Kogi State is on administration. Total allocation to the administrative sector accounts for 38% of budget in 2020. In the 2021 budget, however, this priority changed to the social sector. Prioritizing allocation to the economic sectors, will play a vital role in curtailing the factors that serve as drivers to violent extremism.



Classifying the budget data based on other areas of developmental needs shows that in 2020, the priority of the government was on human capital development, funding governance and infrastructural development. In 2021, however, priority was given to funding governance, infrastructural development and human capital development. Maintaining focus on projects that are geared to addressing infrastructural gaps, and human capital development will be useful disincentive to violent extremism. This will involve boosting funding to the agricultural sector as well as funding for entrepreneurship and youth engagement. Unfortunately, these sectors have the least shares of allocation in the 2020 and 2021 budget of Kogi State. Ensuring that the sectors that are targeted at empowering youths and women in agriculture, as well as expanding opportunities in entrepreneurship, will turn the attention of young people from engaging in acts of violent extremism.



While there are specific projects that are aimed at addressing the contextual causes of violent extremism, the projects are not stated in a manner that will allow for project tracking and effective monitoring. The allocation of these projects in the 2021 budget are way higher than they were provided for in 2020 budget. The specific projects with increase in allocation are:

- Commercial Agriculture Scheme COVID-19 Response. It moved from N50 million in 2020 to N1 billion in the 2021 budget;
- Credit Facilities to Women Groups e.g. Widows/Women fund for Economic Empowerment (WOFE). This budget line increased from N10 million in 2020 to N16.34 million; and
- Creation and Development of Database of Youths Organisation active in Development Cooperation: from N12.096 million to N15 million

Allocation for Youths Mobilisation programmes reduced from N56.288 million in 2020 to N40 million in 2021. Overall, the allocation to these budget lines increased by 186% from N515.01 million to N1.461 billion.

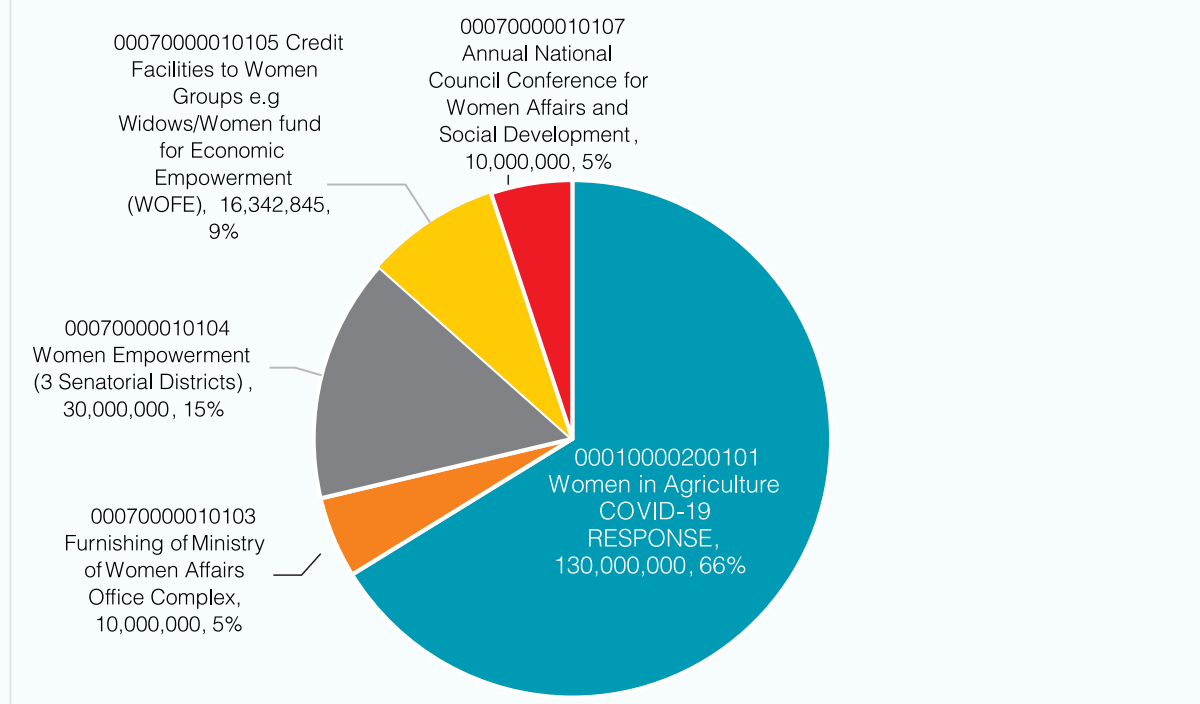
Table 8: Projects in Kogi State Budgets that addresses Violet Extremism

Description	2020	2021
Youth in Agriculture COVID -19 Response	100,000,000	100,000,000
Commercial Agriculture Scheme COVID -19 Response	50,000,000	1,000,000,000
Youth Development in Kogi State	50,000,000	50,000,000
Youth Entrepreneurship Development (EDC) (CBN Initiative Scheme) (YESSO) COVID-19 Response	6,048,000	6,048,000
Youth Advancement and Development for YESSO PWF (GCCC)	9,072,000	10,000,000
Construction and Equipping of Skill Acquisition Centres/Youth Empowerment Scheme	15,120,000	15,120,000
Youths Mobilisation programmes	56,288,000	40,000,000
Creation and Development of Database of Youths Organisation active in Development Cooperation	12,096,000	15,000,000
Provision of Vocational Skills Equipment to 21 LGAs Skill Centres for Youths and Adult Education	50,000,000	50,000,000
GYB Initiative and Empowerment within the 21 LGA of the State COVID -19 RESPONSE	24,288,000	24,288,000
Women E mpowerment (3 Senatorial Districts)	30,000,000	30,000,000
Credit Facilities to Women Groups e.g. Widows/Women fund for Economic Empowerment (WOFE)	10,000,000	16,342,855
YESSO Skill for Job (S4J) (GCCC).	12,096,000	15,000,000
Sustainable Programme for Orphan and Vulnerable Children in Kogi State COVID -19 RESPONSE	20,000,000	20,000,000
Equipping of Rehabilitation Centre for the Disabled COVID -19 RESPONSE	10,000,000	10,000,000
Furnishing of Rehabilitation Centre for the Disable	10,000,000	10,000,000
Girls Child Education in UBE/Post Basic	50,000,000	50,000,000
Total	515,008,000	1,461,798,855

Examination of projects in the Ministry of Rural Development also shows evidence of poor provisioning of project in the 2021 budget in Kogi State. For instance, the sum of N150 million is provided for purchase of transformers in the 2021 budget; having provided an earlier amount of N100 million in the 2020 budget. The location for this project, however, is not stated.

Major projects for women in the Kogi State 2021 budget are contained in the Ministry of Agriculture and Ministry of Women Affairs. Whereas a combined sum of N130 million is allocated for women in agriculture COVID-19 response, it is not clear how the funds will be disbursed along the consideration COVID-19 response for women.

Fig 29: Spread of Projects that are Women Focused in the 2021 Kogi State Budget



In the Ministry of Rural Development for instance, the total expenditure is N1,219,029,991 and capital expenditure account for 99% of the total expenditure. An inspection of the projects in the capital expenditure outlay shows that most projects are lacking in details to allow for effective tracking and oversight.

Table 9 : Capital Projects in the Ministry of Rural Development in Kogi State Budget 2020 and 2021

Code	Description	2020	2021
30000010102	Grants for Community Self Help Projects	6,048,000	5,000,000
30000020137	Government Intervention on 5 Million Community Based Project (SIP)	81,440,000	50,000,000
100000010110	Rural Water Supply Scheme (Governor's Executive Intervention on Water Boreholes) (SIP)	50,000,000 3	50,000,000
140000010102	Rural Electrification Schemes, Governor's Accelerated Electrification of Communities across the State.	100,000,000	100,000,000
140000010106	Purchase Of Transformers	60,480,000	150,000,000
140000010108	Upgrading of Ajaokuta -Anyigba Transmission Line & Distribution to LGAs/Communities	104,800,000	
140000010114	Purchase ofElectrical Testing Equipment	30,240,000	50,000,000
170000010107	Rural Feeder Roads	100,000,000	120,000,000
170000010191	Overhauling ofMRD Heavy Duty Equipment.		50,000,000
170000010255	Rural Access and Agricultural marketing project	400,000,000	250,000,000
100000010135	GYB Rural Water for All (COVID-19 Responses)		200,000,000
140000010122	Upgrading of Adavi -Eba and Kogi West to 33KVA		100,000,000
		883,008,000	1,125,000,000

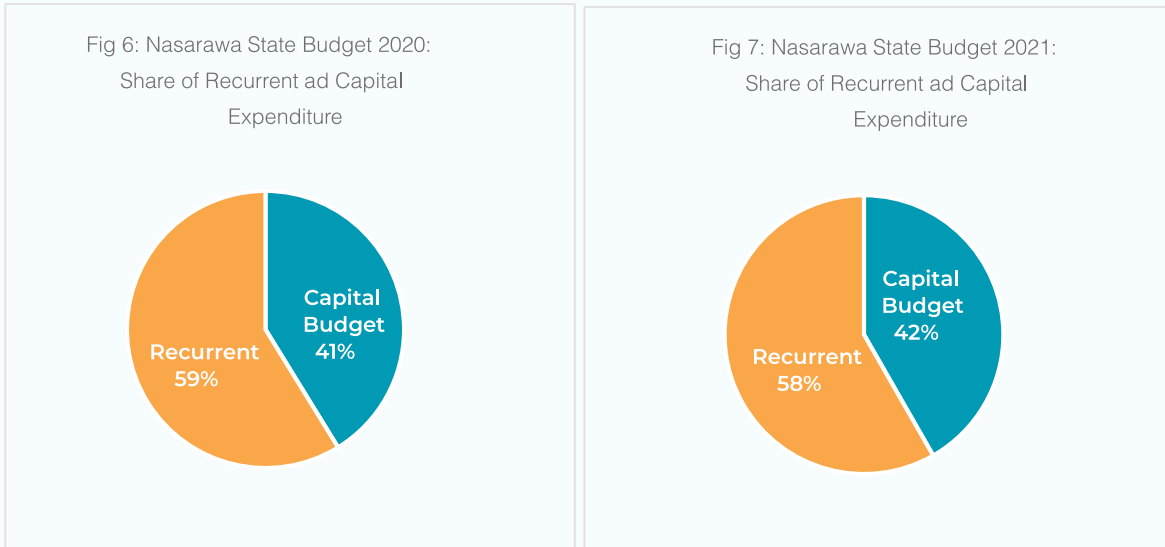
The spread of projects for persons with disability in the Kogi State 2021 budget is also weak. A search on the document shows that two projects stand out for persons with disabilities. Unfortunately, these projects are under overhead costs sub heads in the Ministry of Women Affairs.

Table 10: Kogi State 2021 Budget and Projects for Physically Challenged and Widows		
Budget Sub-Head Classification	ProjectCode/ Name	Amount
Overhead Cost	22020780 Annual Trade Fair for Exhibition of Products Made By People With Disability	2,000,000
personnel Cost	22021069 Interna tional Day Celebration for tge People With Disability	1,500,000
personnel Cost	22021071 International Day Celebration For Widows	2,000,000
Capital	00030000020139 Kogi State Intervention for Widows and Orphans (SIP) COVID -19 Response	25,000,000
Capital	00030000020140 Kogi State Intervention for the Physically Challenged (SIP) COVID -19 Response	55,000,000

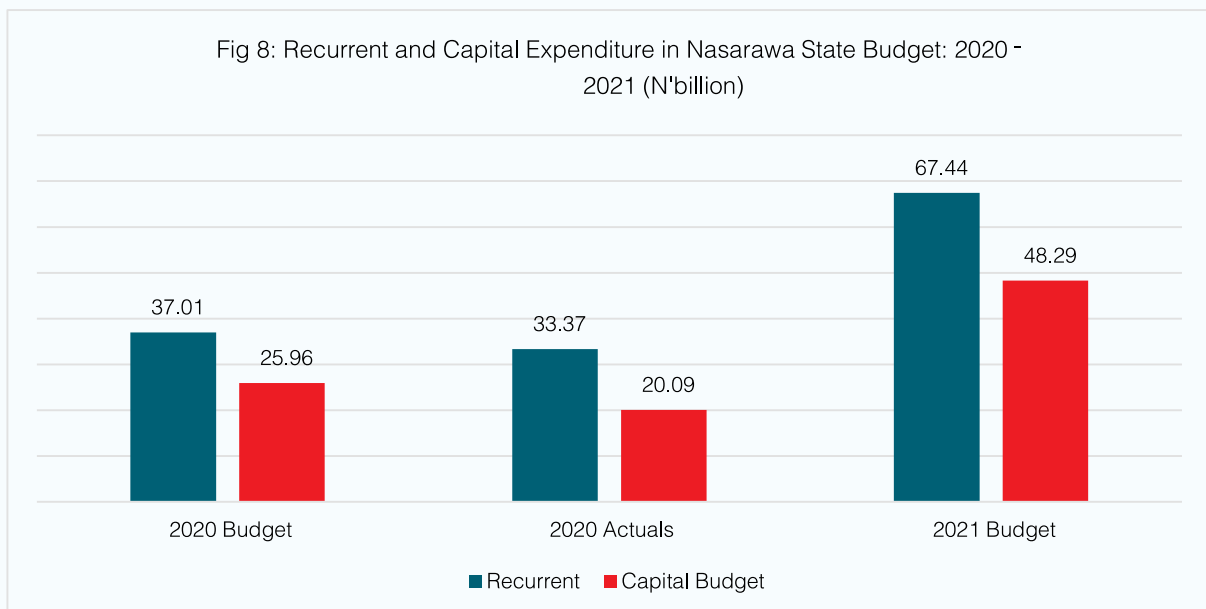
Allocation for widows and physically challenged in the 2021 Kogi State budget amounts to N80 million. Whereas the sum of N2 million is provided as overhead cost to celebrate persons with disability, there is no clear project in the 2021 Kogi State budget that is meant to address the varying challenges they face. Stakeholders engagement on how the allocation of N55 million for Kogi State Intervention for the Physically Challenged (SIP) COVID-19 Response, would be utilized as intervention will be important.

5. ANALYSIS OF NASARAWA STATE BUDGET

The 2021 budget of Nasarawa State of N115.72 billion is 83.77% higher than the budget of N62.97 billion in 2020.



Although, the allocation for capital expenditure in the 2021 budget in Nasarawa State accounts for 42% of the total budget, actual expenditure for capital budget is often less than expected. In 2020 for instance, the sum of N33.37 billion was budgeted for capital expenditure, the actual expenditure was 20.09 billion: implying a short fall of 39.8%. As such, ensuring that available resources are channelled to projects that would have the most impact of the peace and progress of the state, would therefore be most vital.

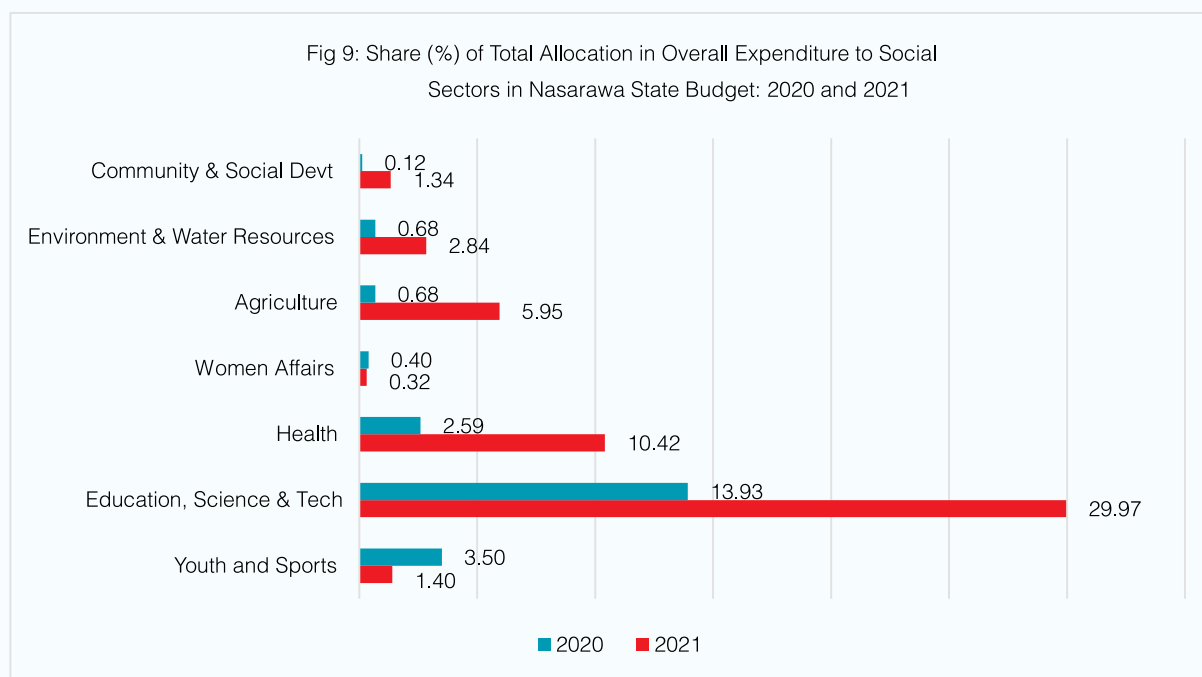


The share of allocation to the sectors that are vital to addressing the drivers of violent extremism as a proportion of total expenditure is also very low. Collectively, however, the share of these sectors in the overall budget is 21.9% in the 2020 budget and 52.24%.

Table 1: Nasarawa State Budget 2019 – 2021: Share of Total Allocation in Overall Expenditure (%)

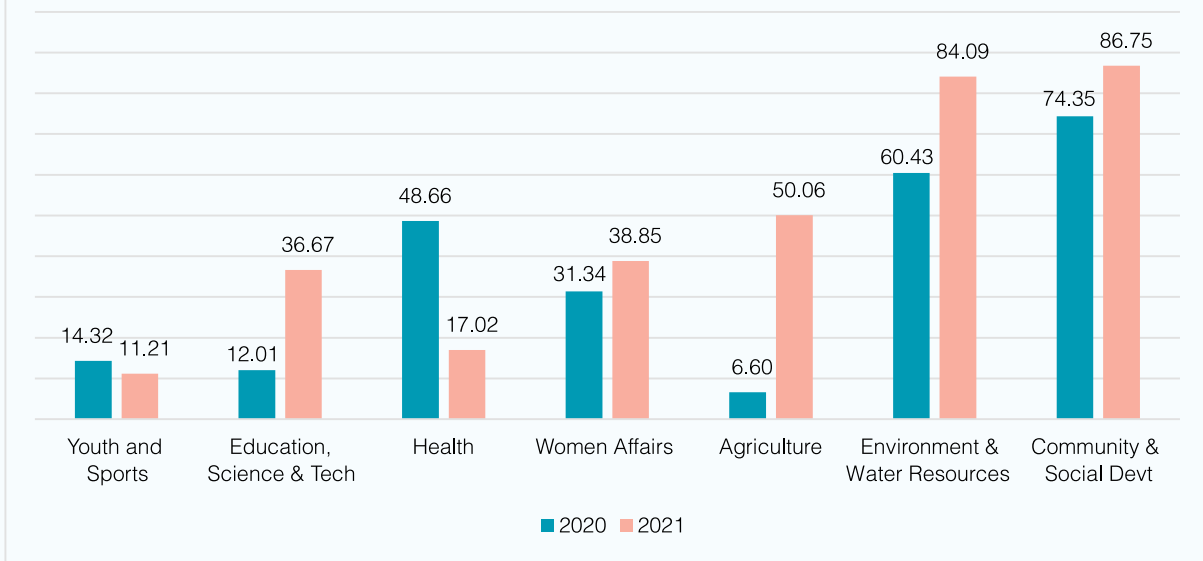
Selected Sectors	2019	2020	2021
Youth and Sports	1.91	3.503	1.40
Education, Science & Tech	8.95	13.926	29.97
Health	1.73	2.595	10.42
Women Affairs	0.29	0.395	0.32
Agriculture	0.92	0.683	5.95
Environment & Water Resources		0.683	2.84
Community & Social Devt	0.04	0.124	1.34

While *Education, Science and Technology* as indicated above has the highest allocation, ensuring that the projects in the education sector are implemented on the basis of safe school initiative would be important. This will help to tame the rate of out of school children and sustain teachers' training programme.



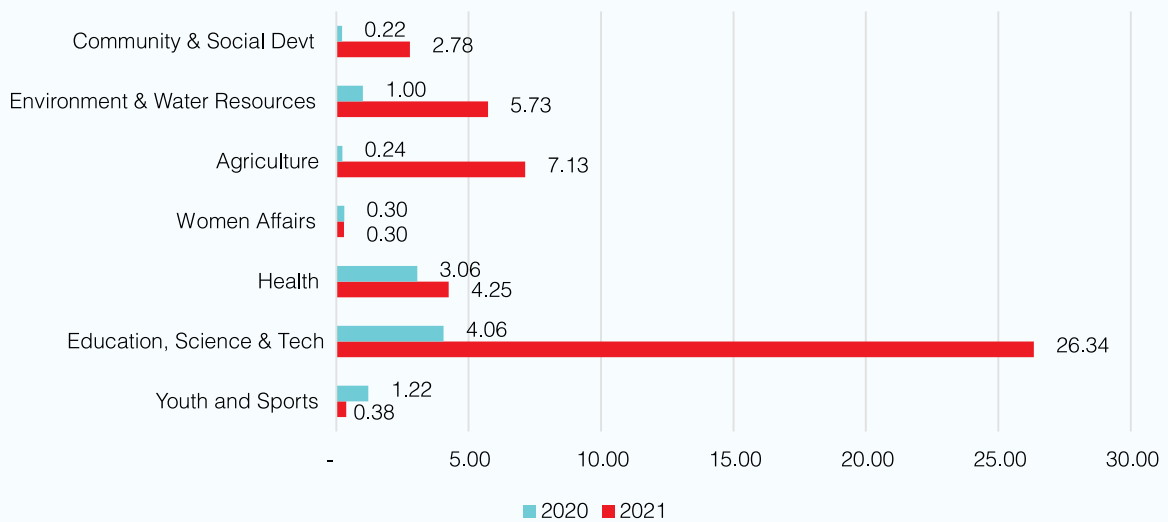
The Ministry of Youths and Sports has one of the lowest shares of allocation for capital projects in its total budget. In 2020 the share of capital in its total budget was 14.32% and reduced to 11.21% in 2021. The share of capital budget in other sectors such as education, community development and agriculture in the 2021 budget, however, accounts for 36.67%, 50.06% and 86.75% of their total budget, respectively.

Fig 10: Share (%) of Capital in Sector Specific allocation in the 2020 and 2021 Budget of Nasarawa State



As a share of total allocation in the overall 2021 capital budget in Nasarawa State, the specific shares of allocation in the 2020 and 2021 budget shows that the share of Youth and Sports allocation declined from 1.22% to 0.38%. The shares of all other sectors increased except for Youths and Sports. Examining the project and programmes that are contained in the specific budgets of these sectors would provide insight on how to engage government to sustain such effort as well as track programme implementation.

Fig 11: Share of Sector Specific Allocation for Capital Projects in Overall Capital Budget in Nasarawa State Budgets in 2020 and 2021

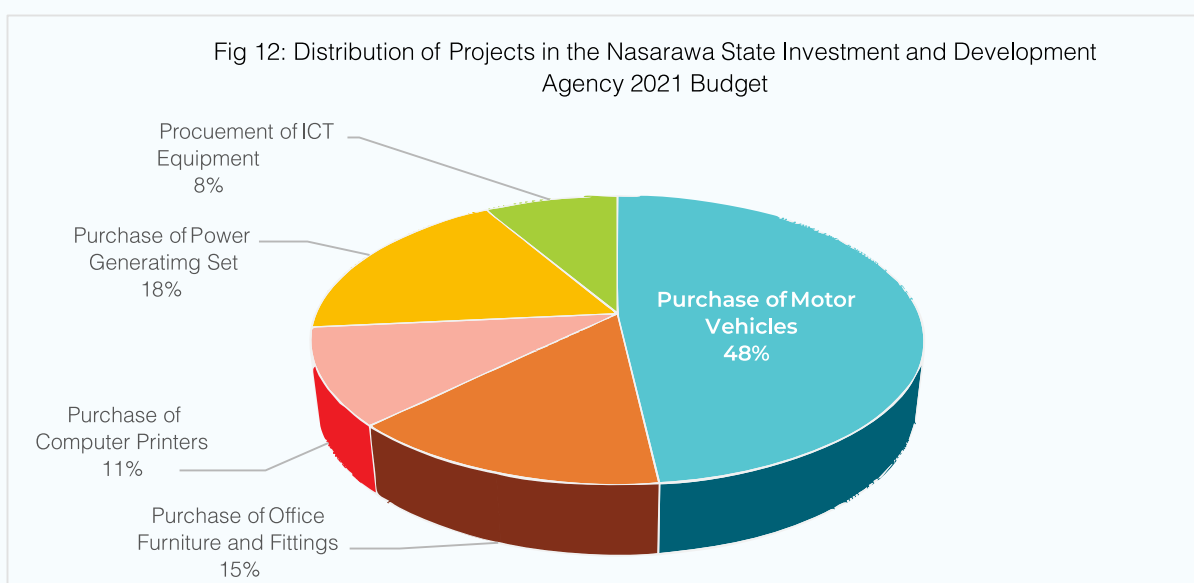


While the allocation to all the sectors would have projects that address the needs of youths, examining the specific allocation to these sectors that are focused on youths would provide insight on how to engage the state governments to address Youths and Sports and have projects that are youth-focused.

Most projects are lacking in details to allow for effective tracking and monitoring. In the Nasarawa State investment and development agency for instance, the sum of N41.5 million was budgeted for capital projects in the 2021 budget. All of it was budgeted for procurement of fixed assets such as motor vehicles, office furniture and fittings, computer, printers, power generating set and ICT equipment.

Table 2: Nasarawa State Investment & Development Agency 2021 Capital projects		
Code	Project Name/ Description	Amount
23010105	Purchase of Motor Vehicles	20,000,000
23010112	Purchase of Office Furniture and Fittings	6,000,000
23010114	Purchase of Computer Printers	4,500,000
23010119	Purchase of Power Generating Set	7,500,000
23010147	Procurement of ICT Equipment	3,500,000
	Total	41,500,000

Projects in the Nasarawa State Investment and Development Agency have no direct expenditure line that is specifically focused on youth empowerment or capacity building. 48% of the funds are budgeted for the purchase of motor vehicles. Advocacy messages to ensure that projects in the agency are focused on youth empowerment, would help to create inclusive jobs and empower persons to start-up businesses.

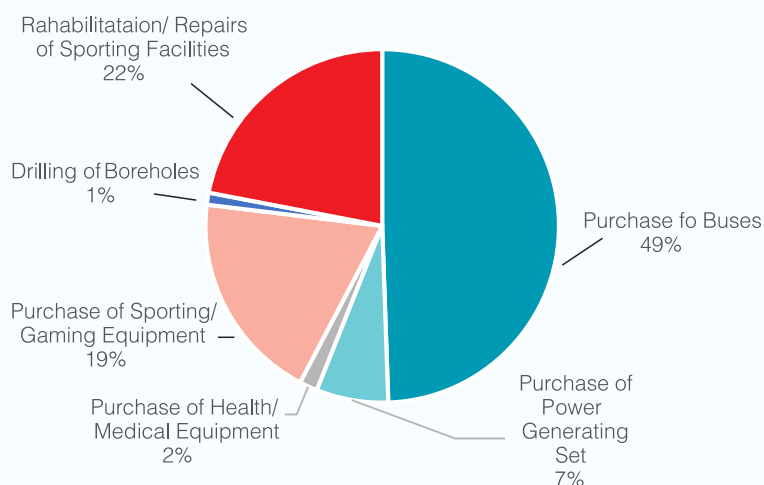


In the Ministry of Youth and Sports, the sum of N2.5 million was budgeted for capital projects in the 2020 budget. The entire amount was budgeted for the drilling of boreholes. In the 2021 budget, the sum of N182 million was budgeted for a capital project.

In 2020, the sum of N2.5 million was budgeted for the drilling of boreholes. By September 2020, however, this project was yet to be executed. Rather, a total of N4.24 million had been utilized for the purchase of sporting/ gaming equipment. The amount budgeted for drilling of a borehole in 2021 is N2 million, while the purchase of sporting/ game equipment is allotted N35 million.

Table 3: Ministry of youths and Sports Development		
Code	Description	Amount
23010108	Purchase of Buses	90,000,000
23010119	Purchase of Power Generating Set	12,000,000
23010122	Purchase of Health/ Medical Equipment	3,000,000
23010126	Purchase of Sporting/ Gaming Equipment	35,000,000
23020154	Drilling of Boreholes	2,000,000
23030111	Rehabilitation/ Repairs of Sporting Facilities	40,000,000

Fig 13: Distribution of Capital Projects in the Ministry for Youths and Sports in Nasarawa State 2021 Budget



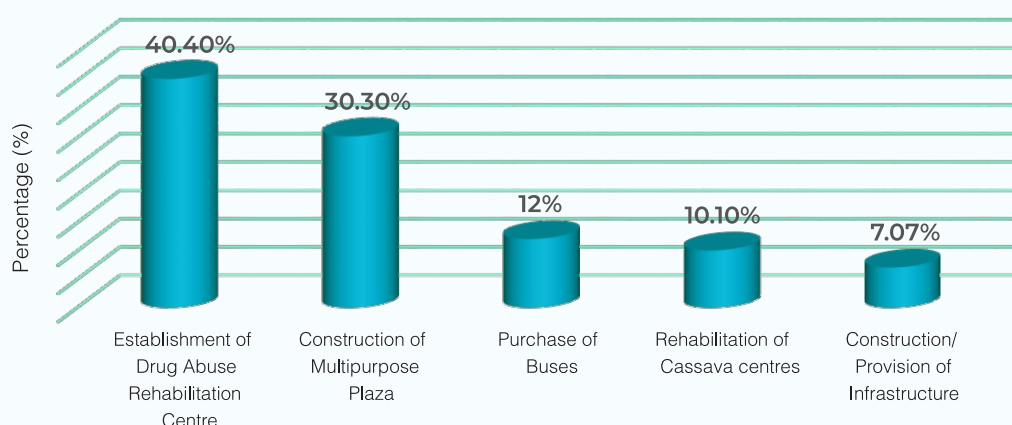
The only project with a direct effect in addressing access to water supply is borehole project. The commitment to this project, however, is not reflective in the 2020 and 2021 budget. What appears to be the priority of the government is purchase of buses and rehabilitation of sporting facilities. These projects are largely procurement. Ensuring that the public procurement process gives priority to youth projects or that youths are involved in the execution of projects that are designed for them, will be very useful in taming the drivers of violent extremism in Nasarawa State.

The share of capital expenditure in the Ministry of Women Affairs is 38.85% which amounts to N99 million compared to the N3.668 million budgeted in 2020. The only capital project in 2020 was for the construction of ICT infrastructures. As such, the amount of N3.668 million was utilized for the purpose. Analysis of the distribution of the projects in the 2021 budget shows that all of the funds are meant for the construction or setting up of a centre. The construction of the ICT infrastructures had no allocation in the 2021 budget.

Considering the geospatial characteristics of poverty and inequality as drivers of violent extremism in the state, it is also important to provide the details of where the projects would be located. This will enable for effective engagement of budget implementation and tracking of projects for oversight purposes.

Table 4: Ministry of Women Affairs & Social Development Nasarawa State		
Code	Description	Amount
23010108	Purchase of Buses	12,000,000
23020118	Construction/ Provision of Infrastructure	7,000,000
23020162	Construction of ICT Infrastructures	-
23020162	Establishment of Drug Abuse Rehabilitation Centre	40,000,000
23020165	Construction of Multipurpose Plaza	30,000,000
23030154	Rehabilitation of Cassava centres	10,000,000

Fig 14: Distribution of Projects in the Women Affairs & Social Development Ministry in 2021 Budget of Nasarawa State

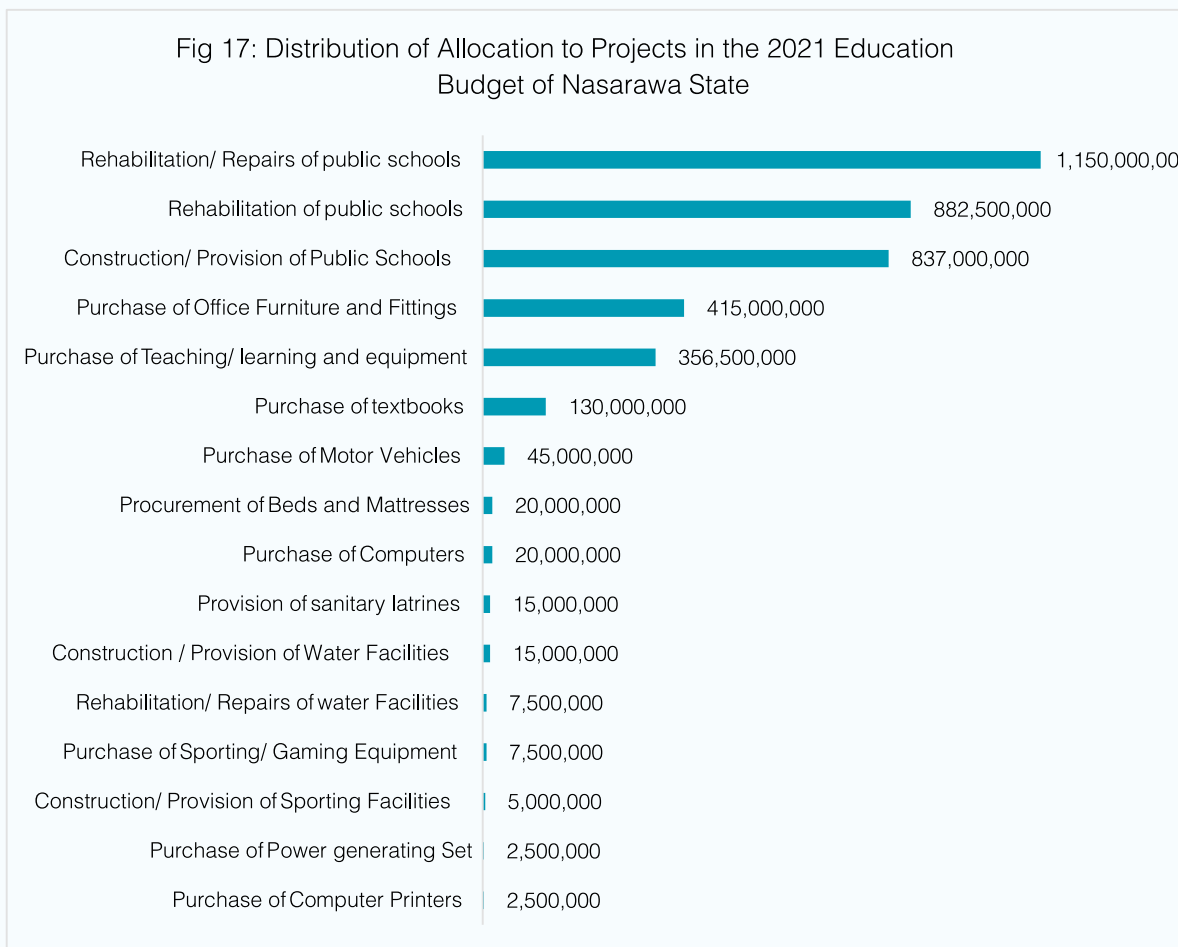
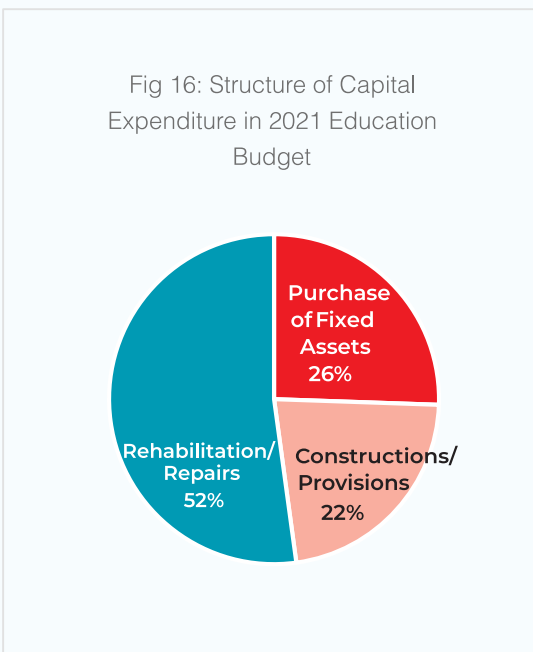
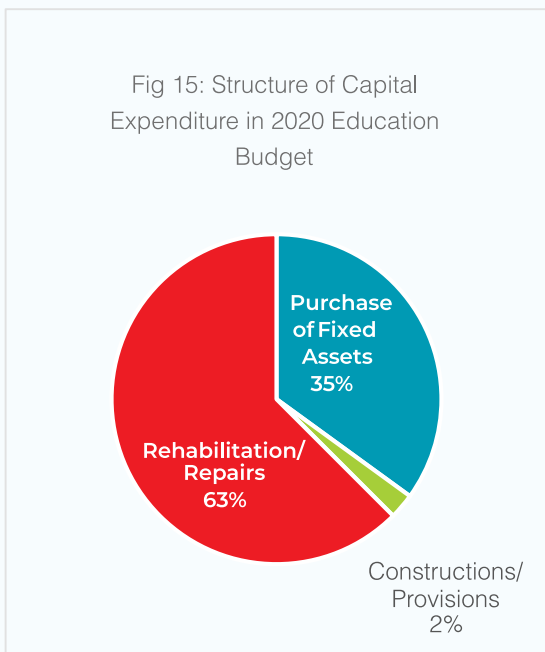


Total allocation for capital project in the Ministry of Education in the 2021 budget is N3.911 billion as against the N320 million budgeted for 2020. As with other MDAs, all of the projects under this sector are for construction, purchase of fixed assets, rehabilitation and repairs. There is no provision for teachers training, or skill acquisition programmes through vocational activities. The project that most addresses an issue of youth restiveness in schools is the provision of water facilities. This project has an allocation of N7.5 million and accounts for 0.19% of total allocation of capital budget for the Ministry of education.

Table 5: Project in Ministry of Education of Nasarawa State Budget

Code	Description	2020	2021
23010105	Purchase of Motor Vehicles		45,000,000
23010112	Purchase of Office Furniture and Fittings	100,000,000	415,000,000
230101113	Purchase of Computers		20,000,000
230101114	Purchase of Computer Printers		2,500,000
230101119	Purchase of Power generating Set		2,500,000
230101124	Purchase of Teaching/ learning and equipment	12,000,000	356,500,000
230101126	Purchase of Sporting/ Gaming Equipment		7,500,000
230101160	Purchase of textbooks		130,000,000
230101161	Procurement of Beds and Mattresses		20,000,000
23020105	Construction / Provision of Water Facilities		15,000,000
23020107	Construction/ Provision of Public Schools	8,000,000	837,000,000
23020112	Construction/ Provision of Sporting Facilities		5,000,000
23020156	Provision of sanitary latrines		15,000,000
23030104	Rehabilitation/ Repairs of water Facilities		7,500,000
23030106	Rehabilitation/ Repairs of public schools	200,000,000	1,150,000,000
23030135	Rehabilitation of public schools		882,500,000
		320,000,000	3,911,000,000

Capital expenditure in the education sector is structured into three components: Purchase of Fixed Assets; Construction/ Provisions; and Rehabilitation/ Repairs. In 2020, the sum of N320 million was budgeted for capital projects in education. Rehabilitation/ Repairs accounted for 63%, purchase of fixed assets accounted for 35% and construction/ provisions 2%.



The prioritization of repairs of public schools in the education budget is an essential aspect of addressing the drivers of violent extremism. The 2021 budget of Nasarawa State government seemed to place the right weight on these budget items. However, the absence of details in the budget on where these projects will be executed makes it difficult to track. These projects would also include construction, procurement and contract execution. Ensuring that priority is given to local content laws that prioritize local contractors would also create more jobs for citizens and resident of the communities where the projects will be implemented. All these will help to provide job opportunities and as such, curtail the spread of violent extremism.

4.1 Advocacy Issues and Stakeholder Engagement for Nasarawa State

Projects in Nasarawa State 2021 budget do not address the direct needs of young people, women and girls. The projects are mostly for construction, establishment and rehabilitation of centres. Engagement with the state legislators and the executive arm of government on how the public procurement process of the state will be engendered will therefore serve as a useful advocacy and stakeholder engagement activity.

The prioritization of projects in rehabilitation/repairs is vital for addressing dilapidating structures that are suggestive of neglect and abandonment. The construction of new projects is also vital to create an inclusive space for activities that will address the developmental needs of young people, women and persons with disabilities. However, the details on where these projects will be located, are not contained in the budget. This vital omission could create suspicion amongst neglected groups in a manner that can fuel new rounds of protest and agitations. Ensuring that the budget remains a tool of development and not a mere list of government programmes, would play a vital role in strengthening citizens trust in public institutions.

In terms of advocacy therefore, there is need to:

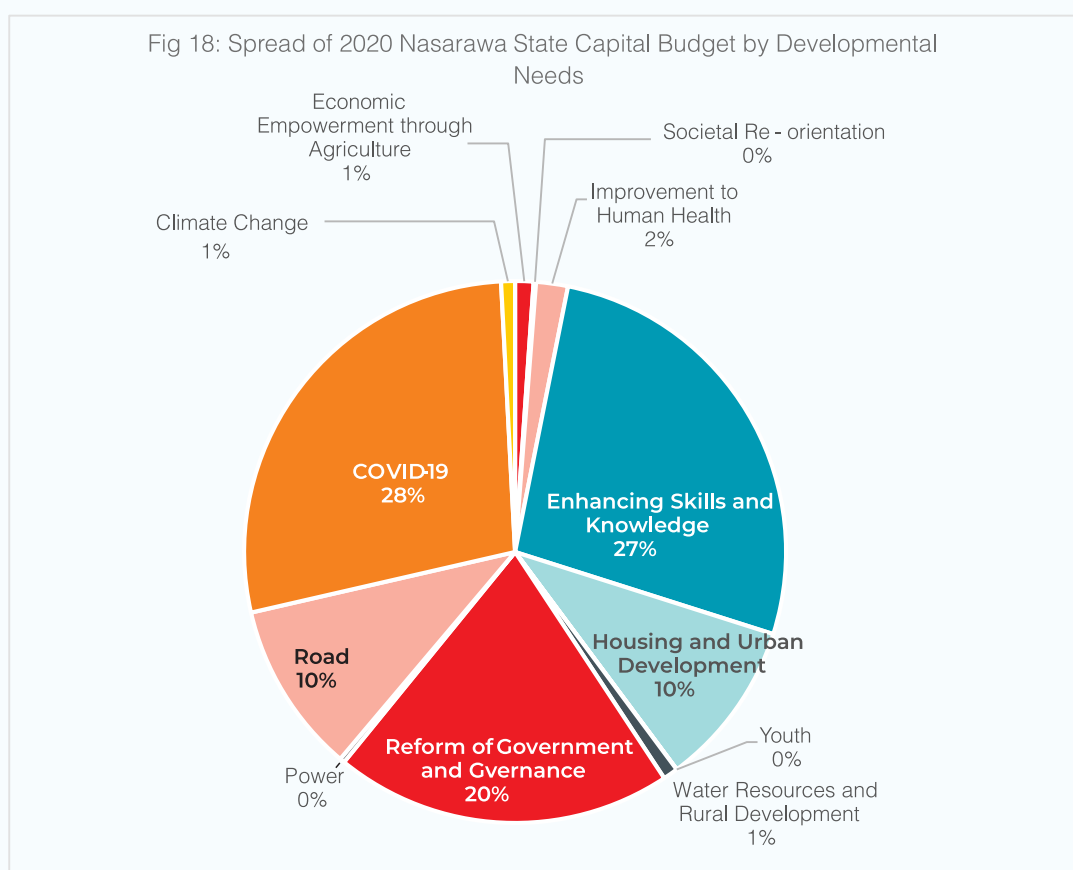
1. Engender the public procurement process and ensure that projects meant for young people or excluded groups are handled by them to allow inclusion and shared prosperity.
2. Engage the state government to ensure that project details are provided in the budget to allow for effective monitoring, tracking and oversight.
3. Ensure that the budget preparation process should give priority to citizens' participation and involvement. This will allow for a bottom up approach to budget preparation.
4. Media coverage of the budget process should go beyond the ceremonies leading to the presentation of the budget at the state legislature and assent by the Governor. Engaging the budget at every stage (preparation, enactment, implementation and oversight), would be important to raising public consciousness on the budget and how positioned it is in addressing drivers of violent extremism such as poverty, inequality and unemployment. Questions such as what proportion of the budget is going for youth specific projects, what are the projects and where will be they be located, should be asked.

Where a large chunk of the project is for procurement and construction, questions such as which contractor will be handling the projects and what share of labour or input will be sourced within the state's economy, should be asked.

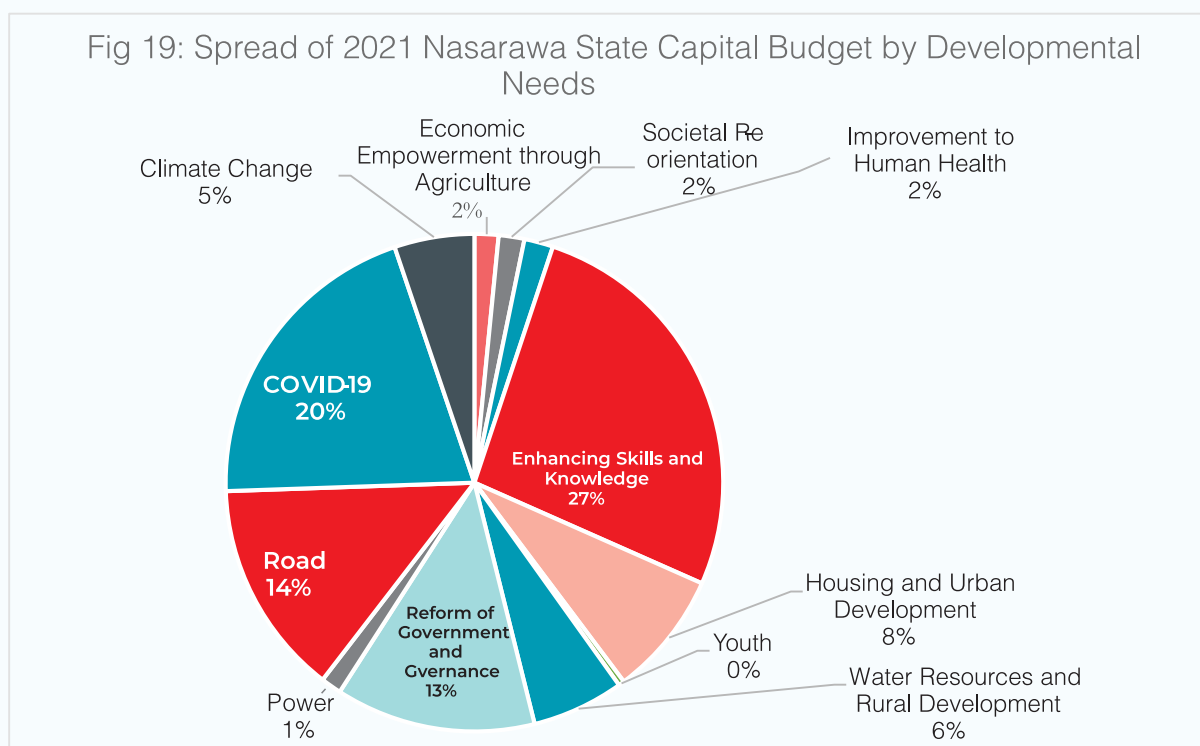
Capital budget in 2020 in Nasarawa State is N25.96 billion and N48.29 billion in 2021. The provision of capital budget in 2021 is 86% higher than the allocation for 2020. The distribution of the capital budget by developmental needs does not provide a summary aggregation for poverty alleviation, growing the private sector and ICT. Poverty, unemployment and poor access to government programmes using digital engagement, are some of the drivers of violent extremism. Making the budget of Nasarawa State to reflect government's commitment to these sectors, will provide insight into government effort towards promoting inclusive development and also flattening the curve on violent extremism.

Table 6: Distribution of Capital Projects by Development priority in Nasarawa State Budget

	2020	2021
Economic Empowerment through Agriculture	283,950,000	749,000,000
Societal Re-orientation	37,000,000	801,100,000
Poverty Alleviation		
Improvement to Human Health	492,606,144	901,681,792
Enhancing Skills and Knowledge	6,947,184,042	12,717,418,834
Housing and Urban Development	2,576,000,000	3,892,500,000
Gender		99,000,000
Youth	2,500,000	182,000,000
Environmental Improvement		228,000,000
Water Resources and Rural Development	231,003,155	2,868,000,000
Information Communication and Technology		
Growing the Private Sector		
Reform of Government and Governance	5,230,476,500	6,234,792,600
Power	76,000,000	643,000,000
Rail		
Water Ways		
Road	2,658,500,000	6,718,500,000
Airways		
COVID -19	7,206,381,389	9,757,174,000
Climate Change	215,000,000	2,492,887,700
Oil and Gas Infrastructure		
	25,956,601,230	48,285,054,926



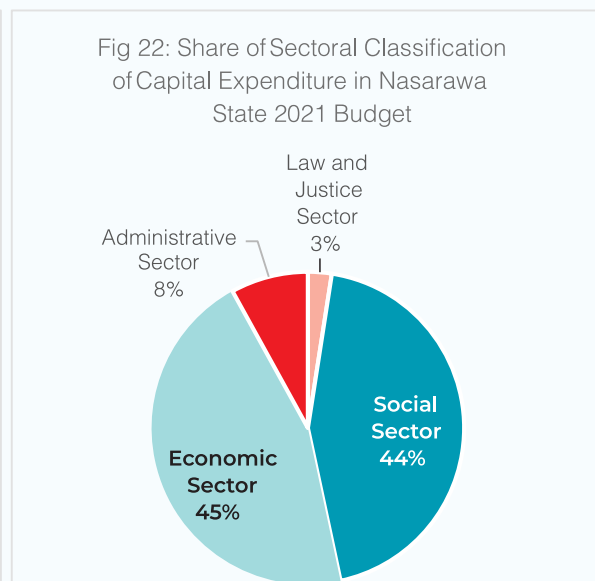
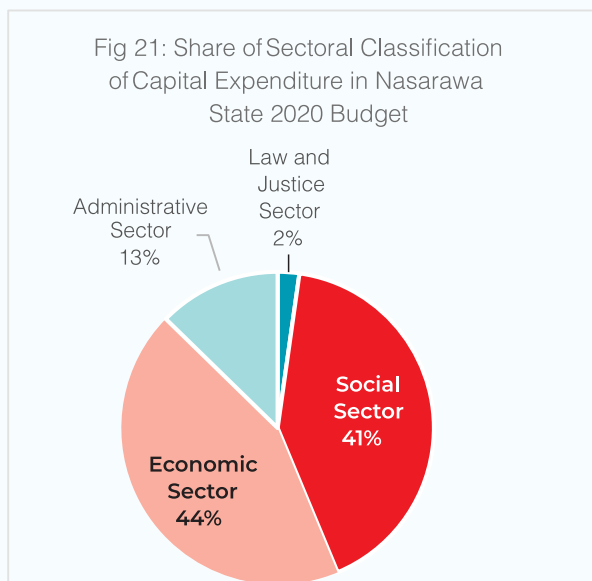
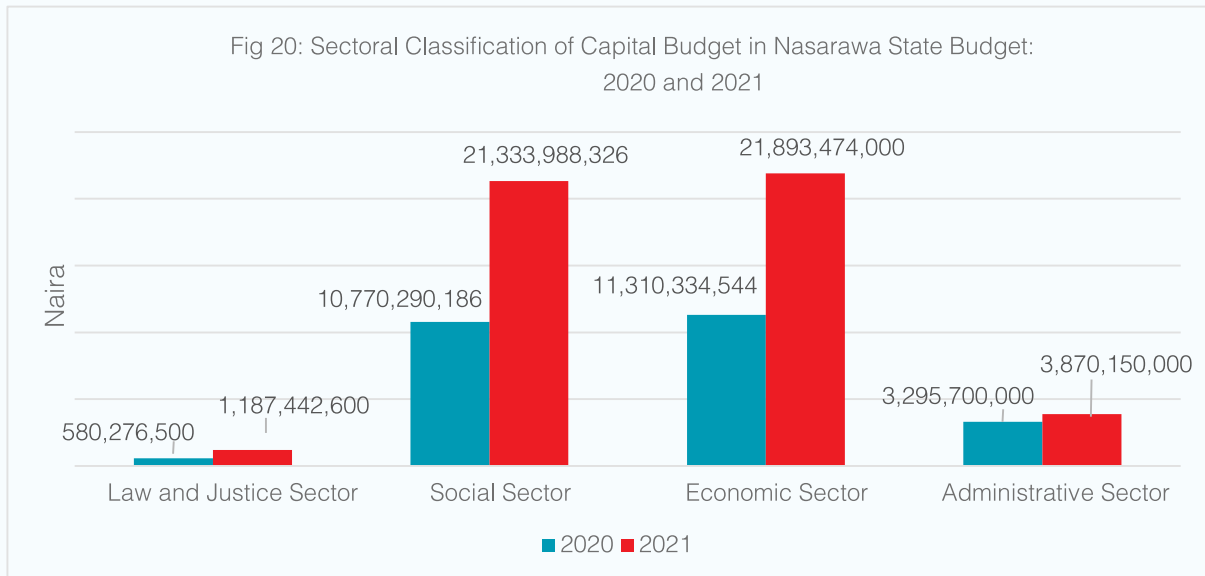
The 2020 budget of Nasarawa State, gives priority to COVID-19 response and enhancing skills and knowledge. In the 2021 budget, however, the provision for projects that would enhance skills and knowledge, was the focal sector.



An extraction of some of the projects that have direct effect on addressing contextual factors of violent extremism but are lacking in details in the 2021 and 2020 budget of Nasarawa state government are:

Table 7: Identification of Projects in Nasarawa State Budget that are lacking in Details		
Description of Projects	2020	2021
Purchase & Supply of Basic Clinical Equipment & Hospital Consumables to 50 PHCs across 13 LGAs	40,000,000	50,000,000
Purchase of Furniture to 50 Primary Schools	40,000,000	60,000,000
Purchase & Distribution of Tree Seedlings		10,000,000
Provision of Solar Lightning at 25 Boarding Schools & 25 PHCs	20,000,000	70,000,000
Reticulation & Replacement of Generating Set for Daddere Water Scheme	5,000,000	15,000,000
Construction of 5No. Stand Alone Solar Powered Borehole with Overhead Tanks in Schools & Hospitals	15,000,000	50,000,000
Construction of Classrooms at Primary Schools	70,000,000	80,000,000
Construction of Classrooms at 13 Junior Secondary Schools	50,000,000	80,000,000
Support to 260 People for Skill Acquisition/ Entrepreneurship in Collaboration with Relevant Technology & Other Relevant Training Bodies		13,000,000
Entrepreneurial Training on Fishery, Poultry, Grass-Cutter Farming & Cattle fattening		2,500,000
Provision of Solar Lightning at 25 Boarding Schools & 25 PHCs	20,000,000	20,000,000
Establishment of Recreational Centres in the 3 Senatorial Zones		80,000,000
Construction of Office Complex & Multipurpose Training Centre for Physically Challenged Persons		8,000,000

Though N25.96 billion was budgeted as capital expenditure in 2020, the level of implementation as at September 2020 is 77.39%. With that in mind, it becomes doubtful if the revenue to fund the 2021 capital budget of N48.29 billion will be available. Revenue challenges can therefore constrain government's ability to implement planned programmes even when the budget has been signed off.



In the 2020 budget, the priority sector for Nasarawa State was the economic sector. This was sustained in the 2021 budget as sectors classified as economic had a higher share of allocation for capital projects. Diversifying the state's economy to open up new sources of revenue generating activities, will also help to create jobs and curtail the spread of violent extremism.

6. ALLOCATIONS TO YOUTH FOCUSED PROJECTS IN ADMINISTRATIVE SECTORS AND THE ISSUES FOR CONCERN

The allocation to Kogi State Government House in the 2021 budget is N15.305 billion (N15,305,766,824). This 33.76% lower than the budgeted amount of N23.108 billion in 2020.

The allocation for capital projects in the budget accounts for 6.08% which is higher than the proportion of 4.89% in 2020.

An inspection of the distribution of capital projects shows that allocation for projects to remodel the government house or carry out minor repairs account for more than 50% of capital fund allocated to the government House.

Whereas an allocation of N50 million was made for the construction of the official guest house of the Chief of Staff to the Governor in 2020, nothing was reported as the amount utilized for this project as of September 2020. The question of why the Chief of Staff will require a separate guest house in the State house also comes up.

An allocation for projects for Youth Development under the governor's office in Kogi State in the 2021 budget is N100 million. It is not clear why this should be the case considering that there is a Ministry for Youths and Sport.

The projects under the Ministry of Youth with the highest project allocations are:

00080000020114 Kogi State Sports Intervention Programme (SIP) – N60,480,000; and

00080000020107 Provision of Arena Equipment including Furnishing of Offices.

The project on Youths Mobilization Programmes (with project code 00080000020113), has an allocation of N36.288 million in the 2021 Kogi State budget. The point here is that, Kogi Government House has a higher allocation for projects than the Ministry of Youths.

Project Code and Description	2020	2020 Actual (as at September)	2021	Comment
00060000010115 Construction of Official Guest House of Chief of Staff	50,000,000	-	-	Why does the chief of staff need a separate guest house in the state House
00080000010105 Youth Development in Kogi State	50,000,000	-	100,000,000	How does the office of the Executive Governor intend to implement programmes of Youth Development
00110000010129 Establishment of New Direction Pilot ICT Centre of Excellence in each Senatorial District of the State.	20,268,500	-	50,000,000	Is the State assuming the role of State Ministry of works? How does the state intend to implement to programmes in each senatorial district

00130000030201 Government House Minor Capital Works (Direct Labour)	450,000,000	207,292,544	250,000,000	allocation for projects to remodel the government house of carry out minor repairs, account for more than 50%
00130000030203 Remodeling of Government House Structure	200,000,000	23,961,658	250,000,000	

Allocation for renovation and furnishing of deputy governors lodge had an allocation of N100 million in the 2021 budget. This is separated from the allocation of N200 million that is meant for furnishing of Deputy Governor's office plus the addition of N60 million for the extension of the deputy governor's office complex.

Another project with an allocation of N100 million in the 2021 Budget of Kogi State, was allocated for the construction of Storm Water Drainage in the deputy governor's office premises.

Altogether, allocation for projects in the Government House and deputy governor's office for office renovation and refurbishing, are higher than the allocation for capital projects in the ministry of Youths and Women Affairs combined.

Total allocation for renovation/ office refurbishing in the Governor's House and Deputy Governor's office amounts to N1.01 billion and accounts for 1.79% of the overall capital budget for Kogi state in 2021. On the other hand, total allocation for capital projects for Youths and Women Affairs amount to N743.566 million, and account for 1.32% of the total allocation for capital project of Kogi state in the 2021 budget.

Table 12 : Identification of Projects in Kogi Government House, Deputy Governor's Office and Ministry of Youths and Women Affairs		
Project Code	Project Description	2021
011100200100 Deputy Governor's Office	00060000030106 Rehabilitation/Repairs of Deputy Governor's Residential Building	50,000,000
	00130000030125 Furnishing Of Deputy Governor's Office	200,000,000
	00130000030126 Renovation & Furnishing Of Deputy Governor's Lodge	100,000,000
	00130000030155 Extension of Deputy Governor's Office Complex	60,000,000
	00130000030166 Construction of Storm Water Drainage in Deputy Governor's Office Premises	100,000,000
011100100100 Government House	00130000030201 Government House Minor Capital Works (Direct Labour)	250,000,000
	00130000030203 Remodeling of Government House Structure	250,000,000
	Allocation for Office renovation and refurbishing in Government House and Deputy Governor's Office	1,010,000,000
Ministry of Youth capital Budget	Total Capital Budgetfor Ministry of Youth	312,936,000
Ministry of Women Capital budget	Total Capital Budgetfor Ministry of Women	430,630,855
	Sum of Capital Budgetfor Ministry of Youth and Ministry of Women Affairs	743,566,855
% Share of Capital in Overall 2021 Capital Budget	Share of Allocation for Renovation/ Office refurbishing in Government House/ Deputy Office in Overall 2021 Capital Budget of N56,498,907,544	1.79%
	Share of Capital Allocation to Youths and Women in Overall 2021 Capital Budget of N56,498,907,544	1.32%

In Nasarawa State, the allocation for the renovation of Government House office complex in 2021 budget is N20 million, while the allocation for minor renovation of governor's office is allotted the sum of N30 million.

Purchase of office furniture/ Air conditions are allocated the sum of N30 million as well. Other purchases for computers and printers have an allocation of N4 million.

Comparison between Allocations to Youth Focused Sectors and Other Administrative Allocations

Table 13: Identification of Projects Nasarawa State Government House		
130000000000	Purchase of Computers	3,000,000
130000000000	Purchase of Printers	1,000,000
130000000000	Purchase of Office Furniture/ACs	30,000,000
130000000000	Minor Renovation of Government House Office Complex	20,000,000
130000000000	Minor Renovation of Governor's Residence	30,000,000
		84,000,000

Allocation for the expansion of the deputy's governor's lodge in Abuja, is allocated the sum of N170 million in the 2021 Nasarawa State budget. Purchase of vehicles for public officers and others is allocated the sum of N100 million. Note that in 2020, the sum of N900 million was allocated for the purchase of vehicles. As at September 2020, the whole amount had been used up.

The sum of N600 million is allocated for special projects in the Deputy Governor's office. Further engagement with the executive to unpack what is referred to as special projects will also enhance the quality of budget preparation and implementation in the state.

Table 14: Nasarawa State Government 2021 Budget Estimates: 016100100100 - Office of the Secretary to the State Government - Projects		
130000000000	Purchase of Vehicles for Public Officers & Others	100,000,000
130000000000	Furnishing of Special Advisers' Offices	10,000,000
130000000000	Expansion of Deputy Governor's Lodge, Abuja	170,000,000
130000000000	Special Projects	600,000,000
		880,000,000

The sum of allocation for Purchase of Vehicles for Public Officers & Others (N100 million) in the deputy governor's office, and N170 million for Expansion of Deputy Governor's Lodge, Abuja, as N84 million for renovation in government house is N354 million. The allocation for capital project to Youths and Women Affairs in the 2021 budget of Nasarawa State budget, however, is N281 million.

While the total allocation to Youths and Women for capital project accounts for 0.58% of the overall capital budget for Nasarawa state in 2021, the allocation for projects in Government House and those meant for Office of the Deputy Governor concerning renovations and purchase of vehicles, account for 0.73% of overall capital allocation in the 2021 Budget of Nasarawa State.

7. SUMMARY AND ISSUES FOR ADVOCACY AND ENGAGEMENT

Share of Allocation for Renovation/ Office refurbishing in Government House/ Deputy Governor's Office in Overall 2021 Capital Budget of N56,498,907,544 in Kogi State, accounts for 1.79% while Share of Capital Allocation to Youths and Women in Overall 2021 Capital Budget account for 1.32%.

In Nasarawa State, total allocation to Youths and Women for capital project accounts for 0.58% of the overall capital budget for Nasarawa State in 2021. Likewise, allocation for projects in Government House and those meant for Office of the Deputy Governor concerning renovations and purchase of vehicles account for 0.73% of overall capital allocation in the 2021 Budget.

Total allocation to Youths and Women for capital project accounts for 0.58% of the overall capital budget for Nasarawa State in 2021. Allocation for projects in Government House and those meant for Office of the Deputy Governor concerning renovations and purchase of vehicles, account for 0.73% of overall capital allocation in the 2021 Budget.

The higher allocation for renovation and purchase of vehicles signals that higher priority is given to projects with a weak multiplier effect in terms of job creation and social redistribution compared to those that would create jobs and empower young people.

The capital budgets of the Government House of both states and their respective Offices of the Deputy Governor have the higher allocation for Youth-focused projects than the Ministries of Youth. Not stating the location where the projects will be carried out also leaves the implementation of these projects to the discretion of the executive governor/ deputy governor.

Despite the increase in allocation to sectors that can address the contextual factors that fuel Violent extremism, government allocation to key projects and programmes in Kogi and Nasarawa States do not allow for accountability, follow up and monitoring. Projects in the Nasarawa and Kogi states 2021 budget are mostly for construction, establishment and rehabilitation of centres. The allocation to projects also does not effectively address social economic ills that are at the root cause of persistent cases of violent extremism. As such, there is need to engage state legislators and the executive arm of government on how the public procurement process of the states will be engendered to serve as a useful advocacy and stakeholder engagement activity.

As an activity, there is need to engender the public procurement process and ensure that projects meant for young people or excluded groups are handled by them to allow inclusion and shared prosperity.

Also, engaging the state governments to ensure that project details are provided in the budget to allow for effective monitoring, tracking and oversight.

The budget preparation process should give priority to citizens' participation and involvement. This will allow for a bottom up approach to budget preparation.

Poor budgeting for persons that are physically challenged is a driver of violent extremism. Engagement with stakeholders to ensure that blanket allocation for projects meant to benefit persons with disability are actually used for projects that benefit them.

Media coverage of the budget process should go beyond the ceremonies leading to the presentation of the budget at the state legislature and assent by the Governor. Engaging the budget at every stage (preparation, enactment, implementation and oversight), will be important for raising public consciousness on the budget and how positioned it is in addressing drivers of violent extremism such poverty, inequality and unemployment. Questions such as what proportion of the budget is going for youth specific projects? What are the projects and where will they be located? Where a large chunk of the project is for procurement and construction, questions such as which contractor will be handling the projects and what share of labour or input will be sourced within the state's economy, should be asked.



Media scrutiny of these projects and effective follow up on their implementation is therefore needed in order to ensure that the projects are targeted towards benefiting those that the projects are meant for.

Reference

2020 and 2021 Budgets of Nasarawa State Government

2020 and 2021 Budgets of Kogi State Government

Action Aid Nigeria (2020), 'Preventing Violent Extremism (PVE) Programming in North -Central Nigeria: Research Findings and Recommendations' A Publication by Action Aid Nigeria (September, 13th) <https://nigeria.actionaid.org/publications/2020/preventing-violent-extremism-pve-programming-north-central-nigeria#downloads>



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