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Diagnostic Study of the Legislative and Institutional Framework of the Great Green Wall and its Activities in Nigeria



Great Green Wall

Nigeria

UN environment programme 1972-2022

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FEDERAL REPUBLIC OF NIGERIA NATIONAL ASSEMBLY



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Acronyms

AAD	Action Against Desertification
ACP	Organisation of African, Caribbean and the Pacific States
AFOLU	Agriculture, Forestry and Other Land Use
AUC	African Union Commission
BAU	Business As Usual
BURI	First Biennial Update Report
CBN	Central Bank of Nigeria
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CFRN	Constitution of the Federal Republic of Nigeria, 1999 (as amended)
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
COP	Conference of Parties
CSO	Civil Society Organisation
Defra	UK Department for Environment, Food and Rural Affairs
DIB	Development Impacts Bonds
DLDD	Desertification, Land Degradation and Drought
DRM	Disaster Risk Management
EIA	Environmental Impact Assessment
ERGP	Economic Recovery and Growth Plan, 2017 -2020
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FGN	Federal Government of Nigeria
FLEGT	Forest Law, Enforcement, Governance and Trade
FMEnv	Federal Ministry of Environment
FMF	Federal Ministry of Finance, Budget and National Planning
FMHADMSD	Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development
GDSA	Gaborone Declaration for Sustainability in Africa
GEF	Global Environment Facility
GGW	Great Green Wall
GGWI	Great Green Wall Initiative
GGWSAP	Great Green Wall Strategic Action Plan
GLOBE	Global Legislators Organisation for a Balanced Environment
HDI	Human Development Index
IPCC	Intergovernmental Panel on Climate Change
ISWAP	Islamic State's West Africa Province

IUCN	International Union for Conservation of Nature
LDN	Land Degradation Neutrality
LEMA	Local Emergency Management Agency
LFN	Laws of the Federation of Nigeria
LUA	Land Use Act
MDAs	Ministries, Departments and Agencies
MEAs	Multilateral Environmental Agreements
NAGGW ACT	National Agency for the Great Green Wall (Establishment) Act, 2015
NAGGW	National Agency for the Great Green Wall
NASS	National Assembly
NBS	National Bureau of Statistics
NBSAP	National Biodiversity Strategy Action Plan
NDCs	Nationally Determined Contributions
NDP	National Drought Plan
NDRM	National Disaster Risk Management
NDRMP	National Disaster Risk Management Plan
NEMA	National Emergency Management Agency
NESREA	National Environmental Standards and Regulatory Enforcement Agency
NEWMAP	Nigeria Erosion and Watershed Management Project
NFP	National Forest Policy
NFTF	National Forestry Trust Fund
NIRSAL	Nigeria Incentive-Based Risk Sharing System for Agricultural Lending
NPE	National Policy on Environment
NPS	National Park Service
PAGGW	Pan Africa Agency of the Great Green Wall of the Sahel and Sahara Initiative
PES	Payment for Environmental Services
PPP	Public-Private Partnership
RAMSAR	Convention of Wetlands of International Importance
REDD+	Reducing Emission from Deforestation and Forest Degradation, Conservation of Existing Carbon Stocks, Sustainable Management of Forests and Enhancement of Forest Carbon Stocks
SDGs	Sustainable Development Goals
SEEA	United Nations System of Environmental-Economic Accounting
SEMA	State Emergency Management Agency
SNA	System of National Accounts
SURAGGWA	Scaling-Up Resilience in Africa's Great Green Wall
TAC	Technical Advisory Committee
ToR	Terms of Reference
UN	United Nations

UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFF	United Nations Forum on Forest
UNSCR	United Nations Security Council Resolution
VNR	Voluntary National Review
WAVES	Wealth Accounting and the Valuation of Ecosystem Services

Acknowledgements

Let me use this medium to extend my appreciation to the many persons and organizations who have continued to lend their support to ensure the successful implementation of the GLOBE-UNEP-GEF project "*GLOBE Legislators Advancing REDD+ and Natural Capital Governance Towards the Delivery of the 2030 Agenda*". This research work, which examines the legislative and institutional framework of the Great Green Wall and its activities in Nigeria is a key plank of the project.

My appreciation first goes to the Speaker of the House of Representatives, His Excellency Rt. Hon. Femi Gbajabiamila, for launching the project on November 20, 2019.The Honourable Speaker has further gone ahead to provide support for efforts at strengthening our environmental laws. My special gratitude also goes to the Senators and Honourable Members who are part of the GLOBE family, and who have continued to champion the drive for sustainable development and the protection and preservation of our environment.

I commend and appreciate the Minister of State for Budget and National Planning, Prince Clem Agba for providing leadership for the Project's National Steering Committee; the Global Environment Facility (GEF) Focal Point at the Ministry of Environment for his support; the National Agency for the Great Green Wall ably led by Dr. Bukar Hassan for serving on the project's National Steering Committee, and for opening their offices and availing us of relevant information; the many stakeholders who provided support during the process of getting this document ready, especially our international partners such as the African Union Commission, especially Professor Elvis Tangem, UN Environment, especially Adamou Bouhari, Task Manager, UNEP-GEF Biodiversity and Land Degradation and Eric Mugo, project coordinator with the UNEP-GEF Biodiversity and Land Unit, the Foreign and Commonwealth Development Office, especially Sean Melbourne and Adesuwa Obasuyi, Mr. Garron Hansen, Director of Agriculture and Food Security at Chemonics, Mr. Juan Pablo Hoffmaister, Multilateral Governance Manager at the Green Climate Fund (GCF), the GLOBE International Secretariat led by Malini Mehra and our International Project Director Mr. Rafael Jiménez-Aybar. My commendation and gratitude also go to the GLOBE Nigeria Secretariat led by Mr. Nnaemeka Oruh, for their continuous dedication.

Special commendation to Barrister Sylvester Aroboi Okonofua for doing an excellent work.

It is now our collective responsibility to ensure that the recommendations made in this work are expeditiously implemented.



Rep. Sam Onuigbo FCIS, FNIM
Member House of Representatives
Vice President (Africa) GLOBE International &
President, GLOBE Nigeria

Foreword

In developing and implementing sustainable development policies, decision-makers are confronted with incomplete indicators for measuring economic wealth and performance, particularly concerning the interactions between economic activities and the environment. Indeed, traditional tools for economic analysis do not allow policymakers to reliably assess the effectiveness of environmental policies implemented, nor the impact of economic policies on the environment. With the frightening impact of Climate Change in our world today, and with experts projecting that we must take ambitious steps to prevent what is a catastrophe-in-waiting, it has also become imperative to pay attention to the nexus between economic activities, and the protection and preservation of our environment. This is the only sustainable way to plan for the future. Recognising that economic and environmental accounting data are indispensable tools for parliamentarians in exercising their legislative, oversight, and budgeting powers for sustainable development, GLOBE International has since called for the implementation of economic and environmental accounting since 2014. This also echoes the calls by the United Nations over the years.

It is this understanding that prompted the United Nations Statistics Division to adopt the inclusion of nature in the framework for measuring economic prosperity and sustainable development. This framework (System of Environmental-Economic Accounting—Ecosystem Accounting -SEEA EA) looks beyond GDP and insists that in measuring actual wealth, attention must be paid to our natural capitals and the ecosystem services they provide.

For years now, human activities (e.g., agricultural expansion and intensification, the burning of fossil fuels, increased urbanization, etc.) have been undermining both climate and ecological systems upon which human well-being and economies depend.

It is this need to ensure that attention is paid to the preservation of our natural capital that motivated the African Union to launch, in 2007, the Great Green Wall Initiative which seeks to recover degraded lands in Africa's Sahel region and turn the now arid region into flourishing grassland. It is expected that by 2030 one hundred million hectares of degraded land would have been recovered through this initiative, with 250million tons of carbon sequestered [1]. Nigeria, again, keyed into this noble and ambitious initiative and showed commitment by establishing the National Agency for the Great Green Wall in 2015, to oversee the country's Great Green Wall Initiative activities.

One thing is clear, these two initiatives-- REDD+ and Great Green Wall Initiative-- both seek to restore and preserve our natural capital while paving the way for attention to be paid to mainstreaming Natural Capital Accounting into our country's sustainable development plans. This is the only path that will lead to sustainable planning and implementation, and we should all be committed to it.

Aware of the importance of these initiatives, the Global Legislators Organization for a Balanced Environment (GLOBE)—a global organization of national Legislators committed to championing the protection and preservation of our environment and sustainable planning by making laws and supporting relevant policies-- is implementing the Global Environment Facility (GEF6) project "*GLOBE Legislators Advancing REDD+ and Natural Capital Governance Towards the Delivery of the 2030 Agenda*", with support from the United Nations Environment Programme (UNEP). This project, in addition to creating awareness among legislators on the role they must play in ensuring that Nigeria pays attention to the preservation of her natural capital, also seeks to identify legal and policy gaps that have militated against the implementation of REDD+, the Great Green Wall Initiative, and Natural Capital Accounting. This study was initiated to address the second objective of the project while interrogating the necessity of the former.

This study, which is a result of painstaking research and consultations, done on behalf of GLOBE, is an important policy document. It is important because it identifies gaps in policies, regulations, and laws that are relevant to the implementation of the Great Green Wall Initiative in Nigeria, and in clear terms makes

recommendations on what to do in the short and long term to plug these gaps.

I am aware that actions are already being taken by GLOBE Nigeria to bring these gaps to the attention of the National Assembly and to ensure that actions are taken. As a people-centered arm of Government, the National Assembly will always be committed to addressing these gaps. This is especially so because the future of our people is of paramount importance to us.

I charge all stakeholders to take these recommendations seriously and play their roles so that the recommendations in this very important document are fully implemented. As the Secretary-General of the United Nations, Antonio Guterres warned, "*Time is fast running out for us to avert the worst impacts of climate disruption and protect our societies from the inevitable impacts to come*." I dare say that we are out of time. So, let us get to work!



Rep. Benjamin Okezie Kalu
Spokesperson,
House of Representatives
Abuja, June 20, 2021.

Foreword

The Great Green Wall Initiative is Africa's most ambitious anti-desertification and Climate Change mitigation programme with the broad all-encompassing perspective to tackle the menace of desertification, land degradation and climate change through integrated sustainable land and water management approaches. The programme in Nigeria focuses on establishing mosaic greenbelts within the identified Great Green Wall Corridor of the country spanning the drylands of the northern states of Adamawa, Bauchi, Borno, Gombe, Jigawa, Kano, Katsina, Kebbi, Sokoto, Yobe and Zamfara— these states collectively account for about 35% of country's total land mass. The intervention seeks to restore degraded land areas, conserve biodiversity and boost agricultural productivity along the value chain, including the attainment of food and nutrition security, mitigating the impacts of climate change, alleviating poverty and promoting resilient ecosystems, sustainable livelihoods and socio-economic development in the affected communities.

The country recently developed a National Strategic Action Plan (2021) for the implementation of the GGWI, a revision of the 2012 Strategic Action Plan, through rigorous stakeholder engagement process. The Action Plan recognizes the national commitments to the UNCCD, SDGs, Africa Agenda 2063 and other international processes as well as the national context and needs of the drylands of Nigeria. The effective implementation of the Action Plan requires effective enabling legal, policy and institutional environment involving the engagement and participation of interest groups and stakeholders at all levels.

This study assessed and identified the gaps in the institutional arrangement, policies, and legal mechanisms in the implementation of GGWI in Nigeria. It analysed the successes recorded based on Sustainable Land Management (SLM) approaches and the role of the other land use sector actors. It also highlighted the relevance and prospects of integrating REDD+ activities in the GGWI within the framework of nature-based solutions to addressing climate change, desertification, land degradation and drought. It makes clear the need for greater synergy among the various sectors operating within the drylands while highlighting sustainable sources of funding. It further examined transformative actions for fund mobilisation and coordination.

The report also drew attention to the need to domesticate some relevant multilateral environmental agreements and gaps in national policies, legislation and institution arrangements and made some recommendations. By and large, this study serves to inform on some needed actions to strengthen the implementation of the GGWI based on landscape and multisectoral approaches.



Dr Buka Hassan
Director-General,
National Agency for Great Green Wall (NAGGW)
Abuja, Jul 14, 2021.

Executive summary

Nigeria is one of the over 20 countries participating in the Great Green Wall Initiative (GGWI) agreed to by the African Union in 2007. The administrative structure of the country is comprised of thirty-Six (36) States and a Federal Capital Territory. The National Agency for the Great Green Wall (NAGGW) an agency of the Federal Government of Nigeria domiciled in the Federal Ministry of Environment (FM Env) is the Focal Point of the country's Great Green Wall Initiative (GGWI). The NAGGW was established by the National Agency for Great Green Wall (Establishment) Act, 2015 (NAGGW Act) to implement the GGWI in the aridity zone of the country comprising Adamawa, Bauchi, Borno, Gombe, Jigawa, Kano, Katsina, Kebbi, Sokoto, Yobe and Zamfara States.

This report is a diagnostic study of the legislative and institutional framework of the Great Green Wall Initiative and its activities in Nigeria. The purpose was to assess the instruments for and the progress towards achieving the national Great Green Wall goal as well as the extent of synergies with other land use sectors, including the integration with Reducing Emission from Deforestation and Forest Degradation, (REDD+) actions. The national goal is to halt and reverse land degradation, prevent biodiversity loss, ensure that by 2025, ecosystems are resilient to climate change and continue to provide essential services that would contribute to human welfare and poverty eradication. The National Implementation Strategy for the Great Green Wall Initiative was formalised with the development of a National Strategic Action Plan in 2012 and now revised for the 2021 to 2025 implementation phase. It stipulates the required inter-agency collaboration, cooperation and institutional arrangement, governance and SLM that have guided the implementation of the GGWI on SLM approaches.

The methodology adopted for the study was a combination of desk study and literature review of existing reports and documents on the GGWI complemented with a structured interview engaging relevant experts and stakeholders. The data generated were subjected to qualitative analysis to respond to the requirements of this report.

The projects States have a high population (33% of the national population) and complex environmental, social, and economic challenges exacerbated by an increasing threat of desertification, land degradation and drought. The GGW States are among the poorest thirteen (13) States in Nigeria. Agriculture and livestock production are the dominant economic activities of the rural population in the GGW States. Fuelwood is the main source of energy, but it is in short supply resulting in overcutting of wood in the fragile ecosystem. Demographic displacement in villages and transhumance across the eleven GGW States are increasing due to environmental and security challenges.

The report discussed the efforts of the Government to establish modalities, policies, and strategies for the implementation of the GGWI and associated international conventions and protocols. The report also analysed the various relevant multilateral environmental agreements to which Nigeria is a signatory and the associated national instruments. The national legal frameworks, policies, economic and institutional instruments, and their interlinkages with the implementation of the GGWI on SLM approaches and gender responsiveness were further evaluated. Besides the traditional sources of funding from budgetary provisions and external grants/loans, relevant transformational funding opportunities were x-rayed including the need for policy and legal framework for Payment for Environmental Services (PES) and Development Impacts Bonds (DIB) for the GGWI. The report considered the framework for integrating REDD+ into GGWI. It concluded by recommending policies and measures as well as legislative actions towards enhancing GGWI and facilitating coordination and collaboration across the relevant land use-based sectors.

In the end, the following Key recommendations were proffered:

Institutional Arrangements and Coordination Framework

(i) The Federal Government should strengthen the institutional arrangement, organizational structure and administrative procedures for the implementation of the GGWI and REDD+ as well as the coordination and effective synergies with the projects of other land use sectors based on SLM and water management practices at the landscape levels.

(ii) The NAGGW should lead in the development of a national collaborative framework that encourages the relevant Ministries, Departments and Agencies (MDAs) and other stakeholders to fit their operational field choices into a holistic landscape architecture focused on SLM approaches to investments.

(iii) The NAGGW should facilitate the operationalisation of the State and Local Government Implementation Committees provided for under the NAGGW Act, with the membership to include representatives from relevant government institutions, project communities, relevant non-governmental organisations and other stakeholders.

(iv) The National Council of the NAGGW should strengthen the institutional structure of the NAGGW towards upscaling field implementation and stakeholder engagement as well as securing adequate community buy-in.

(v) The NAGGW should also promote bilateral cooperation among different land use sectors and other actors on a case-by-case basis.

(vi) The NAGGW should scale up knowledge sharing amongst stakeholders to achieve a shared vision and acceptable trade-offs.

(vii) The NAGGW should build on lessons learnt to strengthen the framework to enhance gender mainstreaming in the Great Green Wall Initiative.

(viii) The Federal Ministry of Finance, Budget and National Planning (FMF) should collaborate with other stakeholders to work towards the institutionalization of Natural Capital Accounting into the country's National System of Accounting.

(ix) The National Emergency Management Agency (NEMA) and the NAGGW should upscale their inter-agency collaboration and cooperation, especially at the field operational level, toward achieving climate change resilience, prevention of biodiversity loss and disaster risk reduction.

(x) The National Environmental Standards and Regulations Enforcement Agency (NESREA) should evaluate its institutional capacity (financial, technical, etc.) to implement all its regulations in the green environment. It should further strengthen collaboration with the various stakeholders, including the NEMA and NAGGW, specifically in compliance monitoring to address challenges of desertification, land degradation and drought, and disaster risk management in the GGW States.

Mobilisation of additional Funds by 2030

(i) The Federal Government's economic policies should create enabling environment for private sector participation and investments in the GGWI through incentives (financial, technical, etc.) and encourage leaders in the key private sector to support GGWI as part of their corporate social responsibility.

(ii) The Federal Government should sustain and improve the funding of the GGWI as provided under the NAGGW Act. It should also adequately fund investments in the agriculture sector to address food and nutrition security, upscale climate-smart agriculture and agro-silvopastoral practices, to poverty reduction strategies in the health and education sector.

(iii) The NAGGW should seek the assistance of the UNCCD Global Mechanism and other international partners to build in-country capacity to identify and write proposals to enhance the capability to access the untapped pool of external/international funding for GGWI from bilateral and multilateral sources.

(iv) The NAGGW should seek more funding opportunities from the Global Environment Facility (GEF) as well as the financial and technical support of other international (multilateral and bilateral) partners.

(v) The NAGGW should liaise with the Federal Ministry of Finance, Budget, and National Planning (FMF) to assess Donor Country Partnership Strategy for available grants.

(vi) The FM Env (FM Env) should develop and operationalise National Policy on the Payment for Environmental Services in the environment sector.

(vii) The FM Env should liaise with the Federal Ministry of Finance, Budget, and National Planning for the policy guidelines on the adoption of Development Impact Bonds (DIBs) as an additional funding source for the implementation of the GGWI.

(viii) The NAGGW should explore DIBs with donors as an additional funding avenue for the GGWI.

(ix) The National REDD+ Secretariat in collaboration with the NAGGW should develop the framework for the implementation of REDD+ activities in the GGW States as additional sources of funding for a nature-based solution to environmental challenges and to complement GGWI on SLM approaches as well as contributing to meeting the country's Nationally Determined Contributions under the Paris Agreement.

(x) GLOBE Nigeria in liaison with the FM Env and the Federal Ministry of Finance, Budget and National Planning should continue to support the ongoing advocacy and dialogue with the legislative and executive branches of the Federal Government on the integration of natural capital accounting into the system of national accounting.

(xi) GLOBE Legislators should support the allocation of sufficient funds to the NAGGW during the annual appropriations to enable the agency to adequately staff the field offices in the GGW operational areas.

(xii) There is also the need for Nigeria to seek additional funding support from the GCF-championed Impact Development Bonds to support private sector renewable energy investments that will help curtail deforestation that come as a result of the people's quest for energy through fuelwood.

Legislative action

(i) The FM Env should undertake a reassessment of the extent of domestication of the key elements of the relevant multilateral environmental agreements (UNFCCC, UNCCD, CBD, etc.,) and submit relevant Executive Bills to the National Assembly (NASS) for necessary legislative actions to enact appropriate domestic legislation to cover the field of implementation, compliance, monitoring and enforcement.

(ii) The NASS should domesticate all the relevant multilateral environmental agreements to which Nigeria is a signatory.

(iii) The NASS should enact the enabling law to provide the legal backing for the Payment for Environmental Services schemes and Development Impact Bonds in the environment sector.

(iv) The NASS should review and amend the following laws to enhance the legislative and regulatory framework on the implementation of the GGWI and REDD+ activities on landscape levels with the active involvement of other land use sectors through SLM approaches.

Land Use Act

Amend Sections 5, 6, 7, 21, 22 and 28 to remove barriers to land titling and enhance land and tree ownership, the security of title and economic opportunities.

Environmental Impact Assessment Act

a) Amend Section 61 and add "biological offset planting" to the list of mitigation measures to be carried out at the commencement of the project or while ongoing towards promoting ecosystem integrity and resilience.

b) Amend the Act to provide two (2) new Sections for the FM Env to:
• establish and host a National Environmental Impact Data System as public records on the environment sector; and
• prepare and publish the National State of Environment Report every five years focusing on the priority areas that should include climate change, biodiversity, air and water pollution and other sustainability issues, and also develop template(s) and guidelines for the States and Local Governments and communities to report on the state of their environment.

It is important to point out that GLOBE has also approached the House Committee on Environment proposing the amendment of Section 5, paragraphs (g), (h), and (I) of the Act to read as follows:

(g) An assessment of the likely or potential environmental health, social, cultural, economic, physical and biological impacts of the proposed activity and the alternatives, capturing the value loss of the natural capital and ecosystem services affected, and including the direct and indirect cumulative short-term and long-term effects.

(h) An identification and description of measures available to mitigate or remediate adverse environmental impacts of the proposed activity, or to rehabilitate the impacted ecosystem, and assessment of those measures, including their cost, as well as the cost of environmental management and compensation measures that may be required.

(I) A brief and non-technical summary of the information provided under paragraphs (a) to (g) of this section including an environmental economic account of the data so derived to be transmitted to the National Bureau of Statistics and other relevant Government Agencies to help advance the implementation of environmental economic accounting, which shall inform government policy.

National Environmental Standards and Regulations Enforcement Agency (Establishment) Act, 2007

Amend Section 3(1)(e) by indicating that the three other persons to represent public interest to be appointed by the Minister of Environment shall be the representatives of environmental civil society groups, academia, and industries, respectively.

National Agency for the Great Green Wall (Establishment) Act, 2015

a) Amend Section 4 (1)(e) to provide that the three members of the private sectors in the National Council of the NAGGW under this paragraph shall be from a representative of the coalition of environmental civil society organisations and two representatives of the relevant organised private sector.

b) Amend Section 6 to provide for a Feedback Grievances Redress Mechanism in the GGWI

*These recommendations have already been conveyed to the House Committee on Environment, by GLOBE Nigeria.

Nigerian Minerals and Mining Act, 2007

a) Amend Section 3 to restrict or exclude minerals and mining activities from areas of high conservation value and high carbon stocks or endangered ecological communities and areas of critically endangered species.

b) Amend Section 19(2) to include representatives of community-based organisations, the private sector and civil society organisations in the State Minerals Resources and Management Committee. The

current membership is eight members drawn only from the public service.

c) Amend Sections 78(3)(a) and (b) by prescribing stricter conditions under which a licensee or lessee can fell or take the tree in a lease area for domestic use to include biodiversity offset planting.
d) Insert a new provision in the Act to prescribe that a lessee or licensee shall undertake biodiversity offset management, including planting in an alternative site.

Note: *The Federal Ministry of Solid Mineral Development is reviewing the Act for subsequent legislative action.*

National Emergency Management (Establishment, etc) Agency, Act N34 LFN, 2004.

a) Amend Section 2 on the Governing Council:
   - Include in the membership of the Governing Council, the Federal Ministries of Environment; Land, Housing and Urban Development; Women Affairs; Agriculture and Rural Development; Education; and Humanitarian Affairs, Social Development and Disaster Management (now the supervising ministry) in line with the provisions of National Disaster Risk Management Policy, 2019.

b) Provide a new section for a Technical Advisory Committee to support the Council with NEMA as the Secretariat, in line with the provisions contained in the National Disaster Risk Management Policy, 2019.

Bills before the House of Representatives

GLOBE Nigeria should facilitate the consideration and enactment of the following Bills before the House of Representatives within the term of the current 9th NASS which ends in June 2023:

- Climate Change Bill, 2019 (HB.357).
- National Forestry Trust Fund (Establishment, etc.) Bill, 2019 (HB 352).
- A Bill for an Act to Regulate the Profession of Forestry in Nigeria and for Related Matters (HB 801).
- Environmental Impact Assessment Bill, 2019 (HB. 85)

Note: *GLOBE Nigeria has provided technical support for the Climate Change Bill and have submitted recommendations to the House Committee on Environment for the amendments of the EIA Act and the National Agency for the Great Green Wall Establishment Act.*

Draft Bills by the FM Env

The FM Env should expedite action on the finalisation of the two relevant executive bills and submit them early to the NASS for consideration and enactment within the current term of the 9th NASS.

- Draft National Forestry Bill.
- Draft Bill for the Establishment of Timber and Related Forest Products Certification Council of Nigeria.

The Plan of Actions

The recommended measures for the institutional arrangements and mobilisation of additional funds require stronger political will and commitments of the executive arm of government, the collaboration of relevant stakeholders and enhanced capability (funding, training, personnel, etc.) of the NAGGW. The implementation could be done in short term (1-2 years) and consolidated during the GGWSAP 2021 -2025. GLOBE Nigeria should support the activities through the legislative oversight of the NASS.

On the recommended legislative actions, the legislators need to enact the bills before the NASS during the current 9th Assembly which tenure ends in June 2023. GLOBE Nigeria should continue its support for the early passage of the bills. The NASS could also suo moto consider the review of the other Acts recommended for legislative actions. The legislative bills not passed by the current NASS will have to be reintroduced de novo in the 10th NASS. The various MDAs should expedite actions on their respective relevant draft Executive Bills and timely present to the NASS for consideration during the tenure of the 9th Assembly.

Outcome

The implementation of the recommendations will facilitate intersectoral coordination, integrate elements of REDD+ activities in the GGWI, address some of the implementation challenges through policies, measures and legislative reviews and contribute to scale up investments in the GGWI through cross-sectoral SLM practices for a green and productive mosaic landscape.



Figure 1: Training and empowerment of youths and women from Nigeria's Great Green Wall Corridor in various off-land skills to improve the livelihood of affected communities and reduce dependence on land/vegetation dependent means of livelihood. Credit: National Agency for Great Green Wall.

Introduction

1. The Context of the Great Green Wall Initiative

Former President of Nigeria, Chief Olusegun Obasanjo GCFR, in 2005 proposed the establishment of the Great Green Wall (GGW), an 8000 Km greenbelt from the southern edge of the Sahara Desert in Senegal (in the West) to Djibouti in the East. The Great Green Wall Initiative (GGWI) was formalised by the African Union (AU) as a Pan-African programme in 2007. The vision has evolved into an integrated ecosystem management framework based on good SLM (SLM). The SLM approaches within the concept of sustainable development are expressed in the Sustainable Development Goals (SDGs) with the three pillars of economic growth, social inclusiveness, and environmental protection (FAO & UNEP 2020).

The overall aim of the GGWI is to halt land degradation and reverse desertification in the Sahel, boost food security, support local communities for sustainable livelihoods, transform millions of people in the world's poorest region, the Sahel[1]. The 2030 target of GGWI is to restore 100 million hectares of currently degraded land, sequester 250 million tons of carbon and create 10 million green jobs. The implementation is country-driven and focuses on good SLM practices on an integrated multi-sectoral landscape framework that should result in environmental, social, cultural, and economic outcomes while contributing to the attainment of SDGs. According to TerrAfrica, SLM involves the land use systems approaches through appropriate management practices that enable the optimisation of the economic and social benefits of the land as well as sustaining or improving the ecological support systems of land resources[2].

Nigeria is one of the over 20 countries, participating in the GGWI. The National Agency for the Great Green Wall is the federal government agency implementing the GGWI in eleven states (Adamawa, Bauchi, Borno, Gombe, Jigawa, Katsina, Kano, Kebbi, Sokoto, Yobe and Zamfara States) in the country. The States are in the extreme northern parts of Nigeria classified as drylands or the aridity States. The programme has received support from international partners (bilateral and multilateral). The implementation of the GGWI is built on stakeholders' ownership, government funding and assistance from Official Development Agencies, including the Action Against Desertification FAO/EU-ACP Programme (with Food and Agricultural Organisation of the United Nations (FAO) as the executing agency). The country is also leveraging on the three Rio Conventions, namely, the United Nations Convention to Combat Desertification (UNCCD), the Convention on Biological Biodiversity (CBD) and the United Nations Framework Convention on Climate Change (UNFCCC)[3] to which Nigeria is a signatory.

1 The Great Green Wall https://www.greatgreenwall.org/about-great-green-wall.

2 TerrAfrica, 2009 cited in Federal Government of Nigeria (2020) Third National Communication, Nigeria to UNFCCC

3 Plan of Action for the Implementation of the Great Green Wall Programme 2021-2025.

2. Methodology

The methodology for the study was based on a consultative and evaluative process involving a two-phased complementary approach of secondary and primary data collection and content analysis with recommendations and conclusions. The first phase involved an intensive desktop literature review of secondary data obtained from various sources relevant to the scope of the Terms of Reference. The sources of data included official reports and project documents from the NAGGW, National REDD+ Secretariat and other relevant Ministries, Departments and Agencies (MDAs), peer-reviewed research, non-published reports, and e-library resources. The primary data were sourced through interviews and the use of a questionnaire instrument administered by an expert to some critical national stakeholders in the relevant MDAs. The consultant was also a resource person in a two-day GLOBE Workshop for Members of Parliament (MPs) and MDAs on "Mainstreaming Natural Capital Accounting into National Development Plans in Nigeria" held in Abuja September 16-17, 2020, where matters related to this study were addressed. This study also complements another study on a "REDD+ Readiness Study in Nigeria".

The second phase involved the systematic content analysis of all data based on relevance, reliability, and consistency of information. This qualitative analysis was designed around the data on legal instruments, policies and measures linked with on-field activities in the implementation of the GGWI and interrelatedness to REDD+ and Natural Capital Accounting efforts. The main institutions for each mandate were outlined in each instrument. Relevant laws, policies and regulations were analysed for implementation, sufficiency, and gaps with a landscape approach, within the complexity of multisectoral actions in the same space. The recommendations and conclusions were drawn from the analyses.

The state of the environment in GGWI States in Nigeria

1. Aridity Zone

The eleven (11) GGW States occupy about 397,200 Km2. That is approximately 43% of the 923,768 Km2 land area of Nigeria. The aridity zone in the GGW States lies between latitude 11ºN and 14ºN, longitude 20º2' and 14º30'E occupying a total land area of about 174,172km2 or 18.85% of the country's total landmass of 923,768 km2 (See Figure 2).

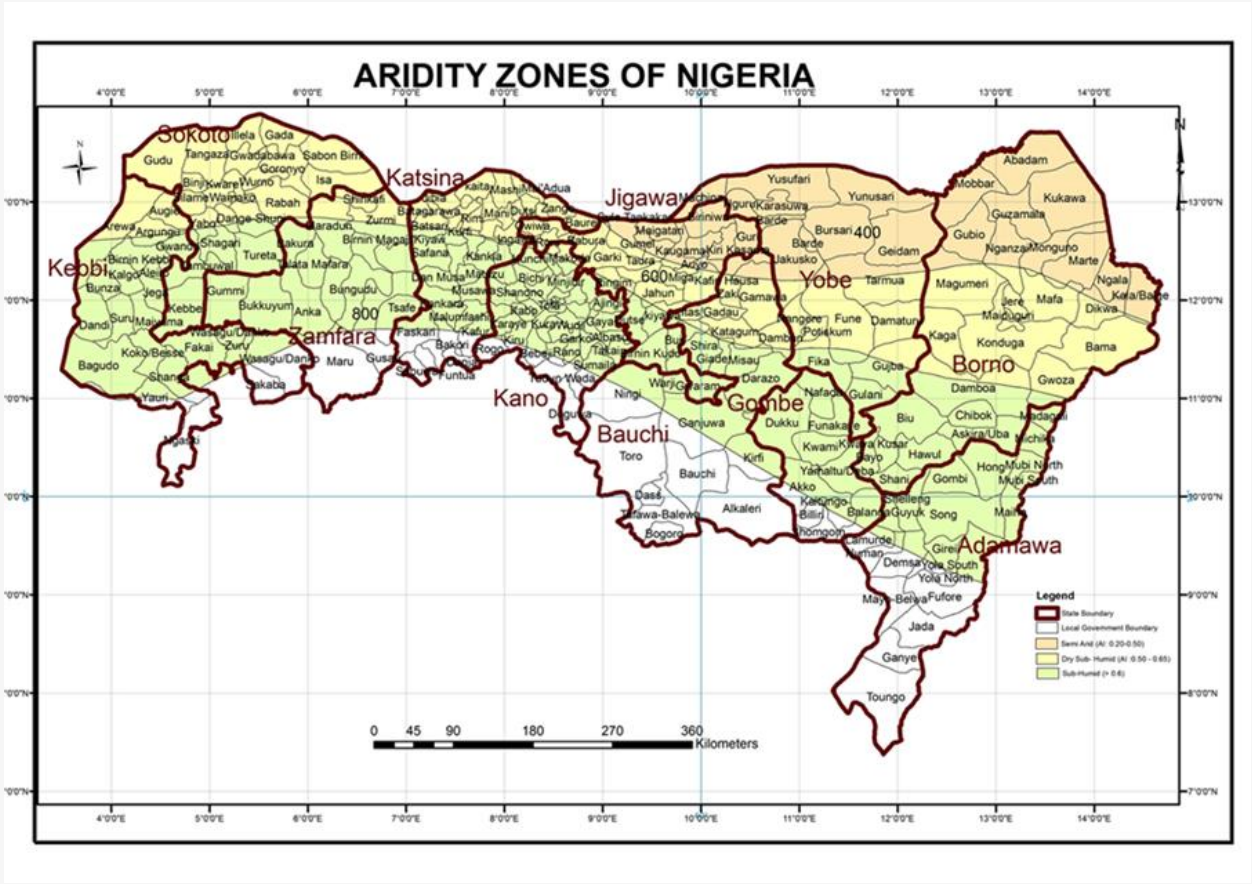


Figure 2: Aridity zones of Nigeria.

2. Demography and Human Development

The country has an annual population growth rate of about 3.5% based on 2016 population estimates. The GGWI States account for 33% (63,886,923) of the national population of 193,392,517[4]. The high population induces complex environmental, social, and economic challenges exacerbated by an increasing threat of desertification, land degradation and drought.

The country's Human Development Index (HDI) value for 2018 is 0.534. That puts Nigeria in the low human development category position of

4 National Bureau of Statistics, 2017. Demographic Statistics Bulletin.

158 out of 189 countries and territories. It is above the average of 0.507 for countries in the low human development group but below the average of 0.541 for Sub-Saharan Africa countries[5]. The GGW States are among the poorest 13 States in Nigeria based on HDI, with the following values: Borno (0.509), Kano (0.483), Adamawa (0.482), Katsina (0.454), Bauchi (0.426), Zamfara (0.415), Jigawa (0.414), Gombe (0.410), Yobe (0.365), Kebbi (0.339) and Sokoto (0.339)[6]. That is burdensome with a high population and against the backdrop that the states are prone to desertification, land degradation and drought.

3. Environmental Factors

Environmental Performance Index

Nigeria falls within the fourth laggards of Environmental Performance Index, ranking 151 among 180 countries[7] a decline from 100 among 180 countries in 2018[8]. According to Wendling et al. 2020, fourth laggards must redouble national sustainability efforts along all fronts and that the high-priority focus should be on critical issues such as air and water quality, biodiversity, and climate change.

Vegetation Characteristics

The GGW states are in the Sahel/Sudan ecological zone[9] of the country. The zone has about 3 to 4 months of the rainy season and a total annual volume of between 450 mm and 1050 mm of rainfall, experiencing a high variability in the diurnal temperatures in the two seasons (rainy and dry/harmattan seasons). The climate variability, rate of aridity and pressure on the land due to farming, grazing, unsustainable fuelwood harvesting, and indiscriminate bush burning have advanced the speed of desertification, land degradation and drought in the GGW States.

Water Availability

Accessible water is declining in the Arid Zone. Many rivers and lakes have silted, leading to rapid drying up of water bodies after the rains[10]. For example, according to the World Bank (2014), the Lake Chad Conventional Basin, under the mandate of the Lake Chad Basin Commission which straddles the borders of Chad, Nigeria, Cameroon, and Niger has shrunk in level and size by about 90% compared to what it was in the 1960s. Its surface area has also decreased from a peak of 25,000 sq. Km to approximately 1,350 sq. km due to a variety of factors including climate change and overuse of water resources[11]. Furthermore, the reducing surface water flow of the River Niger in the Niger Basin has a severe impact on the fragile and scarce water, land, and ecosystems resources within the Niger Basin[12]. Overall, the declining water resources are impacting economic activities, food and nutrition security, access to natural capital and sustainable livelihoods in the GGW States in Nigeria. It is also reported to be a contributing factor to the increasing resource use conflicts in the project areas.

5 UNDP Human Development Report 2019 http://hdr.undp.org/sites/default/files/hdr2019.pdf Retrieved 18-07-2020

6 List of Nigerian States by Human Development Index
https://en.wikipedia.org/wiki/List_of_Nigerian_states_by_Human_Development_Index. Retrieved 16/07/2020

7 Wendling, Z.A., Emerson, J.W., de Sherbinin, A., Esty, D.C., et al. (2020). 2020 Environmental Performance Index. New Haven, CT: Yale Center for Environmental Law & Policy. epi.yale.edu. https://epi.yale.edu/downloads/epipolicymakersummaryr91.pdf.

8 https://epi.yale.edu/epi-country-report/NGA

9 Federal Department of Forestry (1999). Approved Forestry Development Programme. Federal Ministry of Environment. Nigeria.

10 Federal Government of Nigeria (2012). Federal Ministry of Environment. Great Green Wall for Sahara and Sahel Initiative. National Strategic Action Plan

11 World Bank (2014). Restoring a Disappearing Lake: Lake Chad. https://www.worldbank.org/en/news/feature/2014/03/27/restoring-a-disappearing-giant-lake-chad

12 www.fao.org

4. Socio-Economic Activities in the GGW States

Agriculture and livestock are the most dominant economic activities of over 70% of the rural population in the GGWI States. Many are smallholder farmers with farm sizes of 2 to 4 hectares[13]. Farming is done jointly with backyard gardening, livestock production (large and small ruminants and poultry), petty trading and collection of fuelwood and non-wood products. Fuelwood, which is the principal source of domestic cooking energy for most people in rural areas in Nigeria[14] is in short supply in the zone and sometimes sourced from places far from homes. Limited opportunities for sustainable livelihoods exist in the arid areas of the GGW States due to unfavourable environmental factors and political dynamics. The productive elements most at risk are the ecosystem, biodiversity, agricultural productivity, and soils as well as social security and human and animal health to a varying degree[15].

5. Migration and Human Security

Demographic displacements in villages and transhumance across the eleven (11) arid states in the North are increasing resulting in migration and heightened insecurity. The reports from the Ministries of Environment in the GGW States indicate that the survival of about five (5) million livestock are threatened by the speed of desertification. Herders respond to desert encroachment by constantly seeking new grazing lands and water sources southwards thus inducing resource use conflicts. Migration of young male southwards is also being sped up by environmental factors (including climate change) and the insecurity in some parts of the States - the Boko Haram/ Islamic State's West Africa Province (ISWAP) in the North East, armed banditry/cattle rustling in the North West and the frequent farmers/herders clashes in the zone.

6. Drivers of Land degradation and Desertification in the Drylands of GGWI States

Land, water, and vegetal resources in the GGW States are greatly modified by several decades of human activities (FDF, 1999)[16] and climate change in the aridity zone. Odoh and Chilaka (2012) stated that two-thirds of the eleven states in the zone could become deserts by the turn of this century and geological data indicates a 400% increase in sand dunes over the last twenty years. Meanwhile, about 35% of cultivatable land some fifty years ago is now no longer arable[17]. These phenomena have grave implications for poverty status and the resilience of the ecosystem, biodiversity, food security, and sustainable livelihoods. Environmental degradation is generally concomitant with biodiversity loss. That is the general trend in the zone, although there is no comprehensive data on it. Annual bush burning is also common during the dry season with various degrees of threats to plant varieties and wildlife species. The total biomass is reduced, while wildlife generally tends to migrate to safer habitats thus affecting the biodiversity of the affected place.

13 Chudu, V. O. and ODUNZE A.C (2015). Priorities for Sustainable Soil Management in the Presentation For The African Regional Soil Partnership Workshop, 20-22nd May. 2015 Ghana.

14 Drought Conditions and Management Strategies in Nigeria. https://www.ais.unwater.org/ais/pluginfile.php/629/mod_page/content/6/Nigeria_EN.pdf.

15 National Drought Plan at page 52

16 Federal Department of Forestry, (1999). Approved Forestry Development Programme.

17 Odoh, S. I., and Chilaka F.C (2012). Climate change and conflict in Nigeria: a theoretical and empirical examination of the worsening incidence of conflict between Fulani Herdsmen and farmers in northern Nigeria. In Arabian Journal of Business and Management Review

Direct Drivers of Land Degradation and Desertification

The main direct drivers of land degradation and desertification in the GGW States include:

(i) Deforestation and over-exploitation of natural capital (forests, woodlands, soils, watersheds, etc.).
(ii) Unsustainable fuelwood extraction. The consequences of the unsustainable harvesting of trees from fragile and marginal lands include loss or decline in soil productivity, increase in soil and wind erosion and siltation of streams, rivers and ponds, as well as the drying up of oasis and biodiversity loss.
(iii) Extensification and intensification of agricultural practices and unsustainable use of available water resources. The production system is mostly under rainfed agriculture, complemented with irrigation. The groundwater resources are over-exploited for agriculture, livestock, human needs, etc, worsening the water stress situation in the GGW States.
(iv) Low, short duration and irregular patterns of rainfalls.
(v) Overgrazing and trampling on soils by livestock impacting on the carrying capacity and quality of the landscape.
(vi) Poor farming technologies, including lack of appropriate farming implements, low application of farmyard manure, inappropriate irrigation methods and wrong application of chemical fertilizers and pesticides with heavy impact on soil integrity in farms, ecosystems, and human populations.
(vii) Annual bush fire during the dry reason by accident or deliberate bush burning by herdsmen to stimulate an early flush of grass for livestock or by farmers as land clearing method for farming.
(viii) Infrastructural development and extractive industries[18]. Artisanal and illegal mining activities have increased in the arid zone with little or no land reclamation and rehabilitation efforts.
(ix) Increased spread of invasive species such as Striga parasitic weeds severely limits the contribution of cereal production to food security and poverty alleviation. Striga infestation, reportedly, causes 70-100% crop loss in maize, sorghum, and pearl millet farms[19], the staple foods in the zone.
(x) Unsecured land tenure. Some short-term users' rights and farmland tenure discourage long-term investments in SLM.
(xi) Soil erosion. For example, in Katsina State, the mean annual soil loss rate due to clearance of vegetation is 17 tonnes per year (McGahey et al. 2019 from CGIAR n.d)[20].

18 Intergovernmental Science-Policy Platform on Ecosystems and Biodiversity (IPBES), 2018. Assessment of Land Degradation and Restoration - Summary for Policy Makers

19 Emechebe A. M, Ellis-Jones, J, Schulz, S, Chikoye D, Douthwaite B, Kureh I, et al. (2004). Farmers' Perception of the Striga Problem and its Control in Northern Nigeria. Expl Agric. (2004), volume 40, pp. 215–232 C 2004 Cambridge University Press DOI: 10.1017/S0014479703001601

20 CGIAR, n.d. Integrated agricultural production systems for improved food security and livelihoods in dry areas: inception phase report, CGIAR Research Program on Dryland Systems. 76pp.

Indirect Drivers

There are also several indirect drivers contributing to land degradation and desertification in the zone, and these include:



Figure 3: On-the Spot-oversight visit to the Great Green Wall Project Sites in Sokoto and Kebbi States. Credit: National Agency for the Great Green Wall.

(i) Socio-economic factors characterized by rapid population growth; environmentally induced migration; and poverty-driven activities such as continuous cropping of marginal land without the resources to enhance its productivity.
(ii) Weak institutional framework due to policies and implementation failures, inadequate synergies amongst the various land use sectors across the landscape as different stakeholders want to maximize their mandates and most times exclusively, absence of a holistic land use plan, etc. There is no structured coordination and inter-sectoral monitoring of land use in the zone to fit its various potential and uses.
(iii) Gap in knowledge management. Inadequate access to information and insufficient dialogue and consensus-building amongst stakeholders on SLM at landscape levels resulting in working in silos.
(iv) Unsecured land tenure system and gender disparity in the traditional land inheritance system that favour the males.
(v) Inadequate political will and commitments for appropriate policy and legal framework to promote SLM approaches.
(vi) Poor access to finance for forestry and biodiversity projects. Most economic policies touching on SLM promote more activities in crops, livestock, horticulture, and the fisheries sectors. The forestry sector experiences low investments and limited access to financial resources (public and private) for SLM, coupled with competition for funds from mostly the same sources by various sectors of the economy

Implementation of the Great Green Wall Initiative in Nigeria

1. Overview of the implementation strategy and action plan

The Great Green Wall Initiative is one of the key mechanisms for addressing land degradation, drought, and desertification in the country. The national focus of the GGWI in the country envisions improved agricultural production and productivity, enhancement of biodiversity conservation, strengthening climate change resilience and attainment of sustainable livelihoods across the landscape through SLM practices. These are to be achieved through activities geared towards ensuring that by 2030, about 22,500 sq. km of degraded land would be restored/rehabilitated and the actions and measures will significantly upscale the economic, social, and environmental benefits of about 20 million people. The country developed the National Strategic Action Plan for the Implementation of the Great Green Wall Programme, 2012 (now reviewed for 2021-2025 implementation phase) as the planning tool towards the realisation of the targets. Between 2013 and 2020 significant improvement in the capacity of the affected people in the management and conservation of the natural resources upon which they depend for livelihoods have been achieved, including strengthening their resilience to climate change and other environmental risks through the promotion of SLM, poverty alleviation programme and provision of some basic social rural infrastructure (FMEnv, 2020a)[21]. The GGWI activities have been enhanced through complementary activities under other programmes such as the Presidential Initiatives on Afforestation, Action Against Desertification (AAD) and PAN-African Agency for Great Green Wall (PAGGW) Pilot Community Based Fish Farming Project.

2. Institutional Arrangements for GGWI Implementation

The FM Env (FMEnv) is the national authority on the GGWI. The institutional arrangement for the implementation of the Great Green Wall Initiative is regulated by the National Agency for the Great Green Wall (Establishment) Act, 2015 which established the National Agency for the Great Green Wall with headquarters in Abuja. The Governing Council of the NAGGW provides the policy direction. The Chief Executive/ Accounting Officer is the Director-General. The national institutional arrangement is comprised of the Governing Council of the NAGGW; the National Technical Committee on GGW; the State Implementation Committees; the Local Government Implementation Committees; and Community Implementation committees[22]. The NAGGW has operational field offices in each of the 11 project states. The State Ministries (with responsibilities for Desertification, Land Degradation and Drought Management), the Local Government Authorities, communities, individuals, civil society organisations and other relevant stakeholders are involved in the implementation of the GGWI. The land for the programme is provided by the respective State Governments, sourced gratis from communities and individuals or in degraded government forest reserves.

21 Federal Ministry of Environment (2020a). Implementation Status of GGW Initiative in Nigeria and the Opportunities for Upscaling Financial Collaboration among Member Countries and Partners. Presented at Virtual Ministerial Conference on the Great Green Wall Initiative on September, 16th 2020.

22 Bukar Hassan (2020). NAGGW Institutional Structure for the Implementation of GGW Programme Paper presented by the Director-General at the National Stakeholders` Workshop on the Formulation Process of Component 3: "Strengthening the Regional and National Great Green Wall Institutions, and Support for the Implementation of Climate Action Initiatives" of the Green Climate Fund (GCF) Multi-Country Project Proposal, held at Vichi Gates Hotel & Suites, Off Ahmadu Bello Way, Mabushi, Abuja, Nigeria on 28th October 2020.

3. Implementation Status of the GGWI

Governance and SLM in GGWI

The project governance is based on the 2012 strategy and action plan. Baseline studies and Environmental Impact Assessment of the project areas were conducted, and a monitoring and evaluation framework operationalised at the inception of the project. Its integrated SLM approach is multifaceted to achieve environmental, social and economic benefits through the various completed activities, which include:

- establishment of 708.46 Km of shelterbelts, 378.70ha of community woodlots and 366 ha of community fruit orchards;
- development of a farmers' managed natural regeneration framework;
- training of 500 local farmers on natural resources regeneration, conservation and management as well as climate-smart agricultural practices on a landscape basis;
- construction and rehabilitation of 193 solar-powered boreholes towards meeting the water needs for domestic, agriculture, forestry and livestock in project areas;
- provision of 193 drip irrigation facilities and 100 animal drinking troughs; and
- procurement of tractors to enhance land preparation and other land management activities.

The NAGGW has also focused on social support and the empowerment of project communities. It built five (5) skills acquisition centres with two fully equipped while six others are in the pipeline. The centres will provide capacity development in soap making, perfumery, knitting, tailoring, etc. The project addressed gender responsiveness based on local circumstances. It supported women to:

- establish micro vegetable gardens to enhance rural household incomes and food security; and
- address gender-based poverty through the training of over 300 women on different off-farm livelihood activities, gifted them with 1,705 units of solar-powered household lighting and 16,500 improved wood stoves to reduce dependence on wood and fossil fuels.

The main challenges are browsing and damage to planted trees by livestock and humans, and theft of fencing materials and other project infrastructures. Five hundred and thirteen (513) forest guards were employed from the youths in the project communities and over one hundred and fifty thousand (150,000) others engaged in various activities. The NAGGW is deploying knowledge management protocols to educate and secure sufficient community participation to reasonable success. The strategy involves radio and television jingles (in English, Hausa, Fulfulde and Kanuri languages); posters and handbills; feature articles in newspapers, videos, school outreach programmes and capacity development in alternative livelihood ventures.

Presidential Initiative to Plant 25 Million Trees (2020-2023)

The government of Nigeria has sustained the commitments to meet the Nationally Determined Contribution (NDC) under the Paris Agreement and increase the nation's forest cover. At the September 2019 UN Climate Summit in New York, President Muhammadu Buhari announced a new national reforestation/ afforestation initiative involving the youths to plant 25 million trees in four years. The Year one (1), 2020, activities included the raising of five and a half million (5.5 m) seedlings to plant in 4,254.5 hectares in Borno, Yobe, Jigawa, Katsina and Sokoto States on SLM approaches. The other GGW States will participate in subsequent years. The NAGGW is the national implementing agency for the Presidential Initiative.

Action Against Desertification (AAD) Project, 2017-2020

The AAD Project, an FAO/EU-ACP Programme, was executed in partnership with the Food and Agriculture Organisation (as the executing agency of the project in Nigeria) in Sokoto, Hadejia –Jama'are and Chad Basins, with other project locations in Jigawa and Bauchi States. The project has achieved success in:

- strengthening the implementation of the Great Green Wall Programme in Nigeria to combat land degradation and desertification in the three Basins/States/Communities;
- protection and restoration of degraded land in the project sites towards the attainment of ecosystem integrity and provisioning of ecosystem services; and
- reducing poverty and enhancing food security, sustainable livelihood and the resilience of communities to climate change.

The project developed national and local levels institutional framework for sustainable and equitable land and forest management involving relevant stakeholders[23]. The intervention accomplished, amongst others:

- the restoration of 2,240 ha of some degraded ecosystems;
- establishment of 6 km of shelterbelts and 9 ha woodlots; and
- on-farm empowerment of communities and individuals which led to the establishment of 18 apiculture associations with 354 members and the formation of 35 community associations for improved livestock fodder production with 1,041 members.

Community-Based Pilot Fish Farming Project. 2017 -2018

The NAGGW implemented the project in partnership with the PAN-African Agency for Great Green Wall in locations in Nguru and Kasarawa Local Government Areas of Yobe State. Three (3) fishponds were constructed and stocked with fingerlings of participants' choice. The capacity of the participants was also enhanced through on the field training.

Gender Mainstreaming in the GGWI

Mainstreaming gender is a key element in the implementation of the GGWI to ensure the inclusiveness of women, youths, persons with disability and other vulnerable groups in all stages of project planning and implementation. Examples of gender-based sustainable livelihood projects include as establishment of home gardens, orchards, and capacity development to enhance their skills for alternative livelihoods. A Women Environmental Programme is being implemented in partnership with the Federal Ministry of Women Affairs involving awareness packages and capacity development on strategies to mitigate the impact of desertification. The activities include:

- Efficient use of energy to reduce health hazards associated with firewood and tree felling.
- Construction of energy-efficient cookstoves from local materials
- Capacity development on alternative sources of income to complement farming.

23 Fameso T. F., (2020). Lessons Learnt on Action Against Desertification (AAD) Project to Strengthen the Great Green Wall (GGW) Action Plans Implementation in Nigeria. Paper presented at the NAGGW Stakeholders Workshop on Component 3 of SURAGGWA Multicounty Project, 28th – 29th October 2020 in Abuja, Nigeria.

The role of the private sector and Civil Society Organisations (CSOs) in the implementation of the GGWI

The Strategic Action Plan for the Implementation of the GGW, 2021, recognises the importance of securing private natural resources of the project states. Such PPPs would generate green jobs, engender environmental sustainability and result in economic benefits to the partnership. The investment is further to take advantage of the experiences learnt from other PPPs in the water, agriculture, and energy sectors. The emphasis includes the formulation of innovative sector investment in SLM practices in the GGWI through private-public-partnership (PPP), focusing on the economic potentials of the mechanisms for private sector financing of SLM approaches, biomass-based resources for renewable energy sources and environmental protection through incentives such as tax holidays, tax relief, low (below digit) interest rate, a moratorium on loan repayment, access to land and tenure security.

The role of agriculture in the implementation of GGWI based on SLM approaches

Sustainable agricultural land management approaches are complementary to the realisation of the goals and objectives of the GGWI. These approaches include promoting deforestation-free and land degradation-free commodity value chains in farming and agro-processing, reducing food waste, and improving the productivity of agricultural lands (FAO & UNEP 2020)[24]. SLM approaches on a landscape basis include:

(i) climate-smart agriculture (agroforestry, intercropping, conservation agriculture, crop rotation, integrated crop-livestock management, and water management, etc.); and

(ii) improved land preparation and use (reduced bush burning, more cover crops and green manure, targeted fertiliser application by farmers, farmer assisted natural regeneration, etc.).

The various SLM approaches help mitigate desertification and land degradation and support drought management, food and nutrition security and promotion of ecosystem restoration and integrity, and sustainable livelihoods within the GGW space.

4. Financial Mechanism

The NAGGW has some levels of sustainable funding for its programmes and projects. Part IV of the NAGGW Act elaborates the financial provisions including the sources of sustainable funding, demonstrating the commitment of the Federal Government of Nigeria to implementing the GGWI towards reversing desertification and land degradation and mitigate drought. The sources of funds (section 12) are:

a) subventions and annual budgetary allocations appropriated by the Federal Government for the NAGGW;
b) 15 per cent of the Ecological Fund accruable to the Federal Government;
c) Contributions of funds from the Natural Resources Development Fund; and
d) gifts, loans and grant in aid from national, bilateral and multilateral organizations and other international development agencies as well as individuals or corporate organisations.

The domestic finance on GGW activities amounts to USD 482,975 while external finance is USD 1,666,667 from development agencies, international institutions, and the financing mechanism of the Rio Conventions[25]. The Federal Government is the principal source of domestic sector funds for GGWI with in-kind contributions by the participating State Governments and the communities.

[24] FAO & UNEP (2020a). The State of the World's Forests 2020. Forests, Biodiversity and People. Rome. https://doi.org/10.4060/ca8642en

[25] UNCCD (2020). The Great Green Wall Implementation Status and Way Ahead to 2030.

Domestic Sector Funding

(i) Annual Budgetary Appropriations

Annual allocations are appropriated by the Federal Government (NASS) for capital and recurrent expenditure of the NAGGW. The allocations are usually not adequate as these are matched with other competing national needs.

(ii) Ecological Fund

Section 12(1)(b) provides that 15 per cent of the Federal Government's share of the Ecological Fund be used for the GGWI. Ecological Fund is a pool of fund devoted to the funding of ecological projects to ameliorate serious ecological problems nationwide[26]. It is one per cent (1%) of the Federation Account and shared between Federal, State and Local Governments. It is a sustainable source of funds for the GGWI.

(iii) The Natural Resources Development Fund

The Natural Resources Development Fund was established to develop alternative natural resources in each state of the Federation towards reducing the reliance of the Nigerian economy on petroleum. The source of revenue allocated to the Fund is a combination of funds from the Statutory Allocation and the Excess Crude Account[27]. The 25 million Presidential Tree Planting Initiative is financed by the Natural Resources Development Fund.

(iv) Green Bonds

The country is using Green Bonds as fixed income securities to finance the implementation of projects by MDAs. These are projects with positive impacts on the environment and provide solutions to climate change towards the achievement of Nigeria's commitment to the Paris Agreement with a tenor of 5-years each, guaranteed and backed by faith and credit rating of the Federal Government28. The eligible projects are those that in whole or in part, promote the transition to a low-emission economy and climate-resilient growth[29].

Sustainable Forest Management is one of the adaptation projects focusing on climate-smart agriculture and reforestation under this funding mechanism. The first bond was issued in 2017 and the second tier in 2019.

(v) In-Kind Contributions

States and Local Governments contribute in-kind through the provision of land, technical cooperation, and facility support. The communities make in-kind contributions by donating land for the project and gratuitous collaborative services.

(vi) National Desertification Control Fund

The establishment of a National Desertification Control Fund was proposed as a national strategic SLM resource mobilization approach to be facilitated and utilised by all stakeholders, including the private sector to address desertification and land degradation challenges as well as explore the opportunities for sustainable development while combating desertification (FMEnv 2012)[30]. To date, the Fund has not been established.

(vii) Other Land Use Sectors - Complementary Funding Sources.

Other projects of the FMEnv (including forestry, soil erosion control and climate change projects) complement the GGWI alongside investments in SLM by other land use sectors through their respective programmes and projects. The Sokoto-Rima River Basin Development Authority, Hadejia-Jama'are River Basin Development Authority and the Chad Basin Development Authority cover the GGW States. These authorities provide irrigation infrastructure for agricultural production, potable water to communities and watering points for livestock. The Federal Ministry of Water Resources is the supervising ministry of the River Basin Development Authorities. The World Bank finances the National Fadama Development Programme, which is in its third

26 The Presidency, Ecological Fund Office (2018). Guidance Manual on Ecological Fund. (Revised 2018)

27 Nigeria Extractive Industries Transparency Initiatives. Section 4. Development of Natural Resources. 2007-2011. https://neiti.gov.ng/phocadownload/fiscal/Development-of-Natural-Resources-300614.pdf

28 Budget Management Office, The Presidency, Nigeria (2017). The Debut Federal government of Nigeria Green Bonds

29 https://www.dmo.gov.ng/fgn-bonds/green-bond/2810-fgn-n15bn-green-bond-series-ii-prospectus/file

30 Federal Ministry of Environment (2012). Great Green Wall for Sahara and Sahel Initiative, National Strategic Action Plan, 2012

phase. The Federal Ministry of Agriculture and Rural Development coordinates the project in liaison with the state governments. The project has helped in raising the income of participating farmers by 63%[31]. The third phase, Fadama III, is providing loans for agro-enterprises. The World Bank also provides financial support to enhance sustainable livelihoods in several rural populations and towards the achievement of other sustainable development objectives.

Official Development Assistance

External/international finance continue to play critical roles in the implementation of GGWI[32] in Nigeria. The GGWI in Nigeria has received Overseas Development Assistance (ODA) including under the Support Project of African Union Commission (AUC) co-funded by the European Union (EU), Global Mechanism of the UN Convention to Combat Desertification (GM UNCCD) and FAO to develop the 2012 Strategic and Action Plan. The programme also received financial and technical supports from PAGGW, and the European Union/ACP funded Action Against Desertification

Private Sector Financing – Status, Prospect and challenges

According to the World Bank[33], private sector investment institutions where financial support can be available include core business, corporate social responsibility projects, commercial loans, etc. According to McGahey et al. (2019)[34], there was an untapped prospect to upscale private sector investment in land restoration and the availability of international private finance for the GGWI. However, to upscale investment, the barriers to investments need to be addressed. The barriers to private sector financing of the GGWI include:

- the long-time investment portfolio with low financial returns on investments;
- risk of investment and high discount rates makes investment in SLM unattractive to private investors;
- the difficulty of acquiring land by the private sector and the fear by communities and other landowners of land grab or rent-seeking by the private sector;
- uncertainty in land and tree tenure and carbon rights;
- inadequate social infrastructures such as road, telecommunication, electricity, water supply, etc; and inadequate capacity to develop bankable proposals on the array of ecosystems goods and services to meet the requirements and interest of international investors (McGahey et al. 2019).

There is a paucity of data on private sector investments in GGWI. Government policies and measures are the main drivers of private sector investments by providing an enabling environment. There are lessons to be learnt from the financing of agriculture in Nigeria by the Federal Government to adopt innovative strategies to promote private sector participation in the GGWI (including afforestation, agriculture and sustainable development in the project areas). The Federal Government introduced several concessional agricultural finance instruments to promote private sector participation and unlock the potentials for economic growth under the Central Bank of Nigeria (CBN) Development Finance Strategies. Under the Anchor Borrowers' Programme of the CBN, the institutionalized concessional lending rate to farmers is pegged at 9% accessible to farmers through designated participating financial institutions whereas the commercial lending rates are in two digits. The Nigeria Incentive-Based Risk Sharing System for Agricultural Lending (NIRSAL), wholly owned by CBN and established in collaboration with the Federal Ministry of Agricultural and Rural Development and the Nigerian Bankers' Committee further provides agricultural risk

31 Bansel, A. (2017). The National Fadama Development Project Nigeria. https://borgenproject.org/national-fadama-development-project/

32 UNCCD, 2020. The Great Green Wall Implementation Status and Way Ahead to 2030. Retrieved 15-10-2020. https://www.unccd.int/publications/great-green-wall-implementation-status-and-way-ahead-2030.

33 World Bank Document. Restoration Financing in the Middle East and North Africa. http://documents1.worldbank.org/curated/en/892321576482873799/pdf/Restoration-Financing-in-the-Middle-East-and-North-Africa-Region.pdf

34 McGahey D, Chuienui N. T and Settre. C (2019). Engaging the Private Sector in the Great Green Wall. Draft Final Report prepared by Earth Systems for IUCN.

guarantee of up to 75% to farmers to de-risk the value-chain[35]. Other schemes include Commercial Agriculture Credit Scheme, and Paddy Aggregation Scheme, Agri-Business/Small and Medium Enterprises Investment Scheme, and the Micro, Small and Medium Enterprises Development Fund and the Private Sector-Led Accelerated Agricultural Development Scheme. These concessional financial instruments in the agricultural sector promote SLM approaches and could be harnessed to advance the successes of the GGWI.

Other Potential Sources of Funds/Financial Instruments for the GGWI.

(i) Payment for Environmental Services.
Payment for Environmental Services (PES) schemes is a market instrument that involve voluntary negotiated transactions by a public or private entity for continued or improved provision of ecosystem services and benefits (including co-benefits) to the provider who is securing those services. According to FAO and UNEP 202036, PES is a social and economic mechanism for achieving environmental objectives while linking those involved in supplying ecosystem services more closely to the beneficiaries of ecosystem services, in cost-effective ways and accessing new streams of finance flow in a win-win scenario. It offers the opportunity for improving environmental performance and at the same time providing benefits for business and stimulating the development of innovative solutions, thereby minimising any unnecessary burden on the economy (Dunn 2011)37. PES applies to many ecosystems services and conservation objectives including hydrological regulation of watersheds, conservation of biodiversity, carbon sequestration and emission reduction, enhancement of scenic beauty, soil formation and genetic resources (access and benefit sharing).

Although PES is not strictly a poverty alleviation strategy, the landowner or manager who is the provider of the ecosystem services will have additional opportunities for income generation, alternative sources of livelihood and thus engenders alleviation of poverty (Dunn 2011). A PES scheme requires strong political will, good environmental governance, and technical capacity of the institutions as well as an appropriate legal framework for the valuation of the ecosystems services that will offer certain guarantees and engender ownership of the scheme by the stakeholders- both the public and private entities (FAO and UNEP 2020).

There are no known formal lessons of PES schemes in Nigeria. The National Biodiversity Strategy Action Plan 2016-2020 (NBSAP) provided for the development and implementation of a comprehensive programme for the valuation of biodiversity and payments for ecosystem services and goods, and the mainstreaming of the concept into the national budget (Target 2 of the National Targets and related Global Strategic Goals of the NBSAP). The objective was to establish and implement a national protocol for PES to enhance private sector investment and corporate social support in biodiversity management[38]. The PES scheme has not been implemented. Part of the reasons could be inadequate political will, lack of legal framework, technical capacity, funding, methodological guidelines, and private sector partners. Other than the NBSAP, there is no policy guidance on PES schemes. PES had been discussed in several environmental fora across the country. The awareness of PES for its environmental, social and economic impacts is growing. Inadequate policy and lack of a legal framework for PES schemes are the main barriers to the operationalisation of PES schemes in the country. PES law must provide for the rights and ownership of forest and forestlands, beneficiaries and benefits including a grievance redress mechanism. Security of tenure is a corollary for the successful implementation of any PES scheme[39]. Transparency and accountability are crucial factors in the implementation of PES.

36 FAO and UNEP (2020). Legislative approaches to sustainable agriculture and natural resources governance. FAO Legislative Study No. 114. Rome. https://doi.org/10.4060/ca8728en.)

37 Dunn, H. (2011). Payment for Environmental Services, Defra Evidence and Analysis Series, Paper 4. Accessed August 22nd 2018 from http://www.opsi.gov.uk/click-use/psi-licence-information/index.htm

38Federal Ministry of Environment (2015). Nigeria's National Biodiversity Strategy and Action Plan (NBSAP) 2016-2020

39 Jackson S. (2016). Legal Frameworks for Payments for Ecosystem Services: Comparative Policy Approaches to Establishing, Regulating and Enabling Payments to Conserve Ecosystems.7 IUCNAEL E-JOURNAL. Accessed January 2021 from https://www.iucnael.org › documents ›

(ii) Strengthening Complementary Funding in Other Land Sectors

Opportunities to support the GGWI through SLM approaches by other land use sectors are numerous. For example, there is a substantial investment by governments in Nigeria in agriculture. Efforts need to be sustained and intensified to fund SLM approaches in the agriculture sector in addressing food security and nutrition security through the upscaling of climate-smart agriculture and agroforestry practices as well as poverty reduction strategies of governments in the health, education, and finance sectors.

(iii) Development Impact Bonds

Development Impact Bonds (DIBs) are a relatively new results-based financing instrument being a new way of financing innovative activities and development[40]. There are lessons to be learnt from the successful implementation of DIBs in countries like India and Cambodia. DIBs are 100% focused on outcomes and have the potential to leverage private investor capital to address some of the world's greatest challenges. Given that the return of these investments would be the development objectives being attained, rather than a financial profit, a clear framework of results measurements would be required. In addition, small-scale profits would be accrued by some implementers, e.g. small farmers securing their livelihoods, as well as through the bond yield over time. Through DIBs, social impact investors would lend funding to GWW implementers, which would be paid back in full by the GGW donors against clear quantifiable targets being met, together with additional returns if predetermined targets are met. Under this scenario, capital could be mobilised that would not have been available otherwise, and the donor may be more willing to provide funding, as the risk of failed results is shared with the bond investors. The Great Green Wall can be characterised as a project of living infrastructure, delivering multiple ecosystem services to communities at local, national and regional levels including soil protection and food security. As such, the GGW is a public good, but attracting private capital to support its advancement is difficult because most of its operations are considered not profitable, particularly in the short-term, and many will never be (in real economic terms as the monetary value of the ecosystem services are not usually part of the accounting system). Nevertheless, there is a high possibility of obtaining additional financing for the GGWI through Development Impact Bonds, issued by GGW donors, to be bought by social impact investors upon the development of enabling policy and legal framework in the country.

(iv) Capacity Building of NAGGW to Source for Funds

The potentials sources of other external financing have not been fully explored by all the participating countries in the GGWI (FAO and UNEP 2020). The NAGGW is exploring other external funding opportunities from the Green Climate Fund and the African Climate Change Fund to upscale the GGWI.

The NAGGW needs to develop adequate technical capacity to map financial opportunities and be better equipped to explore domestic (public and private) and external funding sources.

(v) Impact Development Funds

The Green Climate Fund (GCF) in its bid to support transition to renewable energy provides funding that support investments that provide alternatives to energy from fuelwood or fossil fuel. But this is not something the GCF can do alone as it does not have infinite funding. To address this challenge, the GCF partners with businesses to provide private sector support hence the Impact Development Funds which are 100% private.

The KawiSafi is one of such Impact Development Funds which was birthed through a partnership between the GCF and the US-based Impact Fund, Acumen. This fund seeks to provide investment in 10-15 clean energy companies in order to drive off-grid solar power in East Africa. What is key about this funding is that it addresses the issue of energy supply for rural off-grid communities, while also ensuring less reliance on fuelwood energy, which in turn puts a stop to widespread deforestation in search of energy sources. The KawiSafi will inject USD2-10 million in each of the 10-15 companies, to support their drive towards providing off-grid and renewable sources of energy for the locals. At present, lighting costs are very high for rural off-grid populations: in Kenya, they spend around 26% of their income on kerosene, which is expensive, dangerous, and harmful to health, apart from carbon-intensive.

40 Dalberg Advisors (2019). How Development Impacts Bonds Work, and When to Use them . (https://dalberg.com/our-ideas/how-development-impact-bonds-work-and-when-use-them/

This funding opportunity is one that Nigeria needs to leverage on. This can be done by the NAGGW, the REDD+ Secretariat, the Ministry of Environment, and the Ministry of Power reaching out to them to negotiate areas of partnership. Whatever legal backing or policy concessions needed for them to be able to come into Nigeria should be provided by the Legislature and the appropriate MDAs. While this fund will not directly come to the NAGGW, what is important is that it can contribute to advancing the objectives of the GGWI.

5. Natural Capital Accounting

Natural capital assets include land, forests, wildlife, fishery, biodiversity, water and minerals. The United Nation System of Environmental-Economic Accounting (SEEA) is the general statistical framework for natural capital accounting (environmental and economic accounting), to be implemented based on national circumstances. The SEEA uses the same accounting principles and structure of the System of National Accounts, which is the basis for GDP and other macro-economic indicators including produced assets. The SEEA enables countries to better understand the role of the environment in supporting wealth and economic activities and to monitor environmental degradation and its costs (Lok et al. 2019)41. The Nigerian System of National Accounts (SNA) is a balance sheet of the most significant economic transactions among the major participants in the economy during a reference period. It does not include the valuation of ecosystem services in line with the SEEA framework.

Nigeria has taken steps to incorporate environmental accounting in her SNA through policy dialogue advocacy, capacity building and programmes. According to WAVES (2020) in a news publication, the National Bureau of Statistics (NBS) in 2015 developed a pilot energy framework and mineral resources account. The Guinea Current Large Marine Ecosystem Project, a Global Environmental Facility (GEF) funded project with support from UNIDO carried out an economic valuation study in 2009 to value the marine sectors and marine ecosystem services42. In September 2020, GLOBE Nigeria in collaboration with GLOBE International organised a national workshop with participants from the NASS and MDAs on "Mainstreaming Natural Capital Accounts into the National Development Plan". The Nigerian House of Representatives and other stakeholders are supportive of the ongoing process.
The suggested actions in the development of a natural capital accounting system in Nigeria include:

(i) Develop a National Policy and Strategic Action Plan on Natural Capital Accounting.
(ii) Enact a Natural Capital Accounting legislation to give legal backing to the action plan.
(iii) Country membership of the Gaborone Declaration for Sustainability in Africa and other global initiatives promoting the valuation and incorporation of natural capital into public and private sector policies and the decision-making process.
(iv) Capacity building and institutional strengthening on tools and methods.
(v) Enhanced political will, advocacy, and knowledge management.

41 Lok, M., Benson, E., Gough, M., Ahlroth, S., Greenfield, O., Confino, J., and Wormgoor, W., (2018) Natural capital for governments: what, why and how (4 February 2019). Retrieved December 16, 2020, from https://portals.iucn.org/library/sites/library/files
42 https://www.wavespartnership.org/en/nigeria-takes-step-mainstream-natural-capital-system-national-accounting

6. Field Implementation Challenges and Opportunities

The implementation of the GGWI in Nigeria has experienced some challenges. Inadequate finance continues to remain a major hindrance to its implementation. The other implementation challenges reportedly experienced arose from transhumance encroachment and destruction of plants (browsing of seedlings, saplings and shrubs, and lopping and felling of trees), insecurity of assets, banditry and terrorism in the operational areas and lower percentages of survival rates of planted seedlings due to climatic factors as well as plant pest and diseases. These challenges have been exacerbated due to the impact of the COVID-19 pandemic with reduced field activities, particularly during the national lockdown. The country has experienced two waves of COVID-19 pandemic. The NAGGW provided handwashing facilities and palliatives to 55 communities to mitigate the economic and social impact of the pandemic during the partial lockdown in the first phase in 2020. Some scheduled GGW activities have thus be affected by the impacts of the pandemic.

The human-induced challenges are being tackled through dialogue, increased security measures to protect assets as well as personal and community engagement. The NAGGW strives to maintain silvicultural and other technical/management procedures in field operations to enhance the survival rates of planted seedlings. Improvement in the security situation and increase in funding will enhance the opportunities to meet the goals of the GGWI.



Figure 4: On-the Spot-oversight visit to the Great Green Wall Project Sites in Sokoto and Kebbi States. Credit: National Agency for the Great Green Wall.

REDD+ Activities, Climate Change and the Green Great Wall Initiative -Nexus

1. Implementation Frameworks – GGWI AND REDD+

The NAGGW, an agency of the FMEnv with headquarters in Abuja, has the overall mandate to implement the GGWI in Nigeria. A National REDD+ Secretariat domiciled in the Federal Department of Forestry of the FMEnv in Abuja coordinates the implementation of REDD+ nationwide and at the sub-jurisdictional levels (States) towards achieving the REDD+ objective to reduce emissions from deforestation and forest degradation. The fact that these two nature-based solutions focused bodies are in the FMEnv creates the best opportunities for synergy and coordination in the implementation of the GGWI and the introduction of REDD+ activities in the GGW States.

The REDD+ programme in Nigeria adopted a jurisdictional approach of two levels of governance – National and State. The goal of REDD+ in the country is to enhance the country's resilience towards climate change mitigation through improved forest conservation activities and the enhancement of sustainable livelihoods of communities. The REDD+ implementation process in Nigeria started in 2009 with Cross River State as the pilot State. The country has received financial and technical support mainly from the UN-REDD and Forest Carbon Facility Programme. Cross River State is at the investment phase of REDD+ activities, to access available national and international funding to implement REDD+ investments across the landscapes[43]. Six other states (Nasarawa, Ondo, Ogun, Edo, Plateau and Kaduna States) have joined the REDD+ process. The REDD+ management structures have been developed and functioning in the States to enable them to mainstream REDD+ into their policies and programmes and engage with local stakeholders.

Climate change and the impacts of global warming have serious consequences globally, particularly in West Africa and the Sahel exacerbating poverty, the declining land productivity, reduction in ecosystems services (provisioning, regulatory and supporting functions), livelihoods standards, etc. Nigeria ratified the UNFCCC in 1994, an instrument of global commitment to clean development and sustainable development. The country has been actively participating in global climate change processes including the Conference of Parties (COPs) and demonstrated commitments to its decisions. REDD+ is one of the smart nature-based actions to contribute to climate change mitigation under the UNFCCC. The Cancun Agreements 2010 encourage developing countries to contribute to mitigation actions in the forest sector by undertaking the following activities, as deemed appropriate by each Party and per their respective capabilities and national circumstances:

- Reducing emissions from deforestation;
- Reducing emissions from forest degradation;
- Conservation of forest carbon stocks;
- Sustainable management of forests; and
- Enhancement of forest carbon stocks[44].

The REDD+ activities and GGWI have linkages based on the complementary land use elements of the two frameworks and can be implemented in the same landscape. They each amongst others promote sustainable land/forest management practices involving the enhancement of forests and woodlands,

44 UNFCCC Decision 1/CP.16, paragraph 70

conservation of carbon stocks, agroforestry, generating sustainable flows of other ecosystem goods and services, including economic and social co-benefits. There are, however, several other cross-sectoral and multidimensional activities involving different levels of stakeholders and sectors that take place in the same landscape as the GGWI. Furthermore, the seven REDD+" Cancun Safeguards" are predicated on the protection and avoidance of risk, while promoting co-benefits.[45] Internalising relevant measures, subject to the local circumstances, will enhance the economic and social benefits of implementing the GGWI. Other land use sectors (including agriculture, mining, transportation, energy and infrastructure) also focus on sustainable development. Notwithstanding the benefits, the negative or reverse impacts and risks of some of the outcomes of those sectors that may lead to tree felling, forest degradation and poor land management are often the consequences of inadequate coordinated planning and synergies at the landscape and country levels as well as sectors acting in silos. The success of REDD+ and the GGWI will be enhanced by working in synergy within the GGWI and REDD+ frameworks and with the other land use sectors at the landscape level. It will also involve promoting an integrated process of stakeholder engagement and ownership drive through improved coordination and well-planned platforms at various levels, which will further engender more opportunities towards achieving the SDGs at the national and field levels.

Through several of its land-use and land-use change components, GGWI promotes the restoration and enhancement of carbon stocks and aims at reducing the pressure on forest resources and generating sustainable flows of forest ecosystem services through SLM approaches. That means that the GGWI can serve as an effective framework for implementing REDD+ activities in the GGW States. So far, there is a wealth of lessons learned from the implementation of GGWI projects and obstacles. The impediments are mainly knowledge and technical limitations, political and institutional factors and financial inadequacy. Nevertheless, the achievements of the NAGGW have brought about some appreciable levels of environmental, social and economic benefits.

2. National Development Framework

The Economic Recovery and Growth Plan, 2017 - 2020 (ERGP) demonstrates the clear linkages of the implementation of GGWI and REDD+ activities within the context of national development. The focus of the ERGP is on the national economic, social and environmental dimensions of development consistent with the aspirations of the 2030 Agenda and the Sustainable Development Goals[46]. The ERGP had well laid out strategies for afforestation, reforestation, employment and sustainable livelihoods towards greater access to finance, addressing the threat of climate change on the sector and investments to boost the growth of the forestry sector under the environmental sustainability plan of the ERGP, which conceptually demonstrated the alignment of GGWI and REDD+ activities nationally (See Table 1).

45 UN-REDD Programme Collaborative Workspace. Safeguards. https://www.unredd.net/knowledge/redd-plus-technical-issues/safeguards.html

46 Federal Government of Nigeria (2020b) Nigeria Integration of the SDGs into the National Development Planning. A Second Voluntary Review, June 2020. Published by the Presidency, OSSAP-SDGs.
https://sustainabledevelopment.un.org/content/documents/26309VNR_2020_Nigeria_Report.pdf

Strategy	Key Activities for Environmental Protection	Status
Take targeted action to address environmental priorities	Implement projects under the Great Green Wall Initiative to address land degradation and desertification, and support communities adapting to climate change (e.g. planting of trees)	In Progress
	Raise a Green Bond to finance environmental projects (issued to finance renewable energy, afforestation, and transportation projects)	Series II Green Bond of N15 billion Green Bond (2019 -2026)
	Establish one forest plantation in each State	In progress
	Rehabilitate all the forest reserves and national parks to enhance ecotourism	In progress
	Establish a functional database on drought and desertification	In Progress
	Encourage and promote the development of green growth initiatives	In progress

Table 1: Environmental Sustainability Strategy of ERGP
Source: Adapted from Ministry of Budget & National Planning (2017).
Economic Recovery & Growth Plan 2017 -2020

The green bond financing is focused on climate change adaptation (see Table 2), towards achieving SDG 13 (Climate Action).

Theme	Equivalent NDC Target	Project Type
Sustainable Forest Management	Climate-smart agriculture and reforestation	Investments in initiatives that benefit sustainable agriculture, fishery, aquaculture, forestry and climate-smart farm inputs such as biological crop protection or drip-irrigation

Table 1: Green Bond Finance: adaptation Project
Source: Ministry of Budget & National Planning (2017).
Economic Recovery & Growth Plan 2017 -2020

3. Poverty Reduction Strategies

The national poverty reduction strategies are multifaceted, drawing from various policies and measures towards growing the economy, enhancing productivity and opportunities through human capital development, financial flows and investments, technological innovations, etc. The strategies are dynamic and include sector-specific action plans. In response to the health and economic emergencies due to the COVID-19 pandemic, the Federal Government of Nigeria (FGN) developed the" Bouncing Back: National Economic Sustainability Plan, 2020"[47]. The plan addressed the crosscutting nature of poverty reduction through a mix of project and policy approaches focusing on job creation in agriculture, agro-processing, food security, housing, construction, renewable energy, infrastructure, manufacturing, and the digital economy. The key agricultural sector project, for example, under the plan aimed to put between 20,000 and 100,000 hectares of new farmland under cultivation in every State of the Federation towards creating millions of job opportunities, directly and indirectly, and enhancing food and nutrition security over 12 months. The FGN policy and measures are to lift 100 million Nigerians out of poverty by 2030 (within the next ten years). The policy instruments are the Medium-Term National Development Plan 2021-2025 and the Agenda 2050 (Perspective Plan under preparation). These are successors plans to the Vision 20 20:20 and ERGP which implemented the Vision 20 20:20 from 2017 -2020[48]. Generally, national policy instruments contain strategies to encourage gender participation in the economy



Figure 5: Meeting with Field/Desk Officers on Natural Resources Development Fund (NRDF)-supported Afforestation Project. Credit: National Agency for the Great Green Wall.

47 Federal Government of Nigeria (2020c). Bouncing Back: National Economic Sustainability Plan. https://bizwatchnigeria.ng/wp-content/uploads/2020/06/Nigeria-Economic-Sustainability-Plan-2020.pdf

48 Elebeke, E. (2020). FG to Launch new development plan 2021 -2025 in December. Reporting in Vanguard Newspaper on September 4, 2020, on the Speech of the Nigerian Minister of State for Budget and National Planning, Prince Clement Abba. Retrieved on January 29, 2021, from https://www.vanguardngr.com/2020/09/fg-to-launch-new-development-plan-2021-2025-in-december/

Analysis of key policies and legislation

The political, cultural, social, environmental and economic circumstances of each country determine its sectoral legislation and policies. Generally, some of the laws and policies also present cross-cutting themes, which either mitigate or amplify some issues (FAO & UNEP 2020b). Legislation and policies in Nigeria must be within the provisions of and powers conferred in the Constitution of the Federal Republic of Nigeria, 1999 (as amended), referred to as "CFRN". The laws and policies are often sector driven. However, most environmental instruments have interlinkages across various sectors. Environmental actions are also intricately linked to human rights.

1. The Constitution of the Federal Republic of Nigeria and Environmental Governance.

The federal system of government, comprising three tiers of government – Federal, States and Local Governments is enshrined in the CFRN. Section 4 provides that the legislative power of the Federal Government is vested on the NASS (the House of Representatives and the Senate) and that of a State Government in the State House of Assembly. The Federal Government exercises exclusive authority in all matters in the Exclusive Legislative List (Part 1 of the Second Schedule of the CFRN) while the Federal and State Governments share legislative powers on the matters in the Concurrent Legislative List (Part II of the Second Schedule of the CFRN) to the extent provided by the Constitution.

Section 20, Chapter 2 ('Fundamental Objectives and Directives Principles of State Policies) of the CFRN) stipulates the national environmental goal. It provides that "The State shall protect and improve the environment and safeguard the water, air and land, forest and wildlife of Nigeria". Although it is generally a non-justiciable provision, its constitutionality provides the general policy direction and objectives on environment matters in Nigeria, including commitments to Multilateral Environmental Agreements (MEAs) and domestic matters. The country is a signatory to several international legal instruments and protocols with several commitments therefrom. Section 12 of the CFRN provides for the enforceability and domestication of treaties. The Federal Government has authority through the NASS over matters in the exclusive legislative list. For matters in the concurrent legislative list, both the Federal and State Governments have shared authority through the NASS and by subsequent ratification of a majority of all the Houses of Assembly in the Federation.

The country has continued to demonstrate commitments to the International Agreements through policies and measures as well as reporting. Despite the challenges posed by COVID-19, Nigeria presented her Second Voluntary National Review (VNR) on the SDGs focusing on the critical issues of poverty (SDG-1); good health and well-being (SDG-3); quality education (SDG-4); gender equality (SDG-5); decent work and economic growth (SDG-8); peace, justice and strong institutions (SDG-16); and partnerships (SDG-17). The focus is on national development priorities stipulated in the Economic Recovery and Growth Plan 2016 -2020 and the three cardinal objectives of President Buhari's administration of growing the economy, security, and the fight against corruption 49. The Federal Government of Nigeria has submitted the Third National Communication, 2020 to the Secretariat of the UNFCCC50 and the 6th

[49] Federal Government of Nigeria (2020a) Nigeria Integration of the SDGs into the National Development Planning. A Second Voluntary Review, June 2020. Published by the Presidency, OSSAP-SDGs.
https://sustainabledevelopment.un.org/content/documents/26309VNR_2020_Nigeria_Report.pdf
50 Federal Government of Nigeria (2020b). Third National Communication of the Federal Republic of Nigeria under the United Nations Framework Convention on Climate Change (UNFCCC)

National Biodiversity Report, 2018 to the CBD Secretariat, amongst others. Many MEAs are not fully domesticated into the national legal framework. National actions on some treaties and conventions that have not been domesticated are being implemented through policies and measures initiated by the executive arm of the federal government51. The policy measures are in place as stopgaps in such instances but not legally enforceable.

According to Okorodudu-Fubara52 cited by Ekhator (2015)53, another approach for domesticating international conventions into Nigerian law is via the use of subsidiary legislation. Examples are the various environmental regulations made by the Minister of Environment under Section 34(3) of the National Environmental Standards and Regulations Enforcement Agency (Establishment) Act 2007 in respect of some international environmental Conventions that Nigeria is a signatory. The domestication of the three (3) Rio Conventions and many other related MEAs, therefore, requires federal legislative action and then ratification by the majority of the State Houses of Assembly, where applicable under Section 12 of the CFRN.

2. Relevant International Instruments

The discussion on international instruments is within the context of the relevance or influence in the legislative or policymaking process in Nigeria. The international instruments which are either compatible with or have been domesticated to conform with the country's compliance to such international agreements are outlined in this section.

Post-2015 Development Agenda

Nigeria is working with international partners in the implementation of international frameworks on sustainable development towards meeting her obligations under the Post-2015 United Nations Development Agenda of "Transforming Our World: The 2030 Agenda for Sustainable Development" and its Sustainable Development Goals adopted in 201554. Many of the goals and targets are relevant to the GGWI and REDD+ activities. SDG target 15.3 provides that parties should "By 2030, combat desertification, restore degraded land and soil, including land affected by desertification, drought and floods, and strive to achieve a land degradation-neutral world". That is the crux of the implementation of GGWI in the Post-2015 Development Agenda in the various SLM and livelihoods activities. Nigeria is committing substantial investments to achieve SDG Target 15.3, including the Land Degradation Neutrality (LDN) target. The REDD+ activities of reducing emission from deforestation and forest degradation and the GGWI would upscale the successes of national sustainable development objectives through SLM approaches and other poverty reduction strategies (income generation, alternative livelihoods, building up resilience to climate change, etc.).

51 Matakala P. W. and Okonofua, S. A. (2016). Assessment of Policy, Legal and Regulatory Instruments for REDD+ Strategy Development. Support for the Development of the Integrated Analysis for REDD+ in Cross River State, Nigeria. Federal Government, Cross River State and UNDP, Nigeria

52 (Margaret Okorodudu-Fubara 'Country Report: Nigeria. Legal Developments, 2009-2011' (2012) 1, IUCN Academy of Environmental Law e-Journal Issue, 170.).

53 Eghosa Osa Ekhator (2015) The impact of the African Charter on Human and Peoples' Rights on domestic law: a case study of Nigeria, Commonwealth Law Bulletin, 41:2, 253-270, DOI: 10.1080/03050718.2015.1049633 https://www.tandfonline.com/doi/abs/10.1080/03050718.2015.1049633?scroll=top&needAccess=true&journalCode=rclb20. Accessed on 16th August 2020

54 http://sustainabledevelopment.un.org/?menu=1300

United Nations Convention to Combat Desertification

The United Nations Convention to Combat Desertification was adopted in 1994. It entered into force in 1996. Nigeria became a party to the Convention on 24th September 1997. The national administrative authority for UNCCD is the FM Env while the focal point is the Department of Desertification, Land Degradation and Drought Management of the Ministry. Several policies and measures have been put in place in Nigeria within the framework of the UNCCD supportive of the programmes on Desertification, Land Degradation and Drought (DLDD) and the implementation of GGWI.

National Legislation, Policies and Measures relevant to the UNCCD Framework

(i) National Agency for the Great Green Wall (Establishment, etc Act), 2015
(ii) National Drought Plan, 2018
(iii) National Drought and Desertification Policy, 2007
(iv) National Action Plan for Emergency Preparedness and Response (2013-2015)
(v) National Strategic Action Plan for the Implementation of the Great Green Wall Programme in Nigeria(GGWSAP), 2012. The GGWSAP has been reviewed in line with the UNCCD 2018-2030 Strategic Framework and national circumstances.
(vi) Land Degradation Neutrality Target Setting. The country has submitted the Final Report of the Land Degradation Neutrality Target Setting Programme 2018 to the United Nations.
(vii) National Environmental (Desertification Control and Drought Mitigation) Regulations. S. I. No. 13, 2011

The United Nations Framework Convention on Climate Change

Nigeria ratified the United Nations Framework Convention on Climate Change in 1994 as a Non-Annex I Party. The country is an active party. The SLM framework (including afforestation and climate-smart agriculture) of the GGWI in the country is part of the mitigation and adaptation strategies towards climate change resilience and meeting the national commitment under the Paris Agreement. The FM Env is the national administrative authority while the national focal point is domiciled with the Department of Climate Change of the Ministry.

National Policies and Measures under the UNFCCC

(i) National Policy on Climate Change, 2012
(ii) National Climate Change Strategy and Action Plan (2018 -2020)
(iii) Ratification of the Paris Agreement on 28th March 2017
(iv) Nationally Determined Contribution – Commitment to the 20% emission reduction on Business as Usual (BAU) by 2030 and 45% conditional commitment.
(v) The Third National Communication submitted to the Secretariat of the UNFCCC in 2020
(vi) The First Biennial Update Report (BURI) of the Federal Republic of Nigeria under the UNFCCC, 2018. The Second Biennial Update Report is under preparation.
(vii) Ratified the Kyoto Protocol on 10th December 2004.
(viii) Ratified the Doha Amendment to the Kyoto Protocol on 2nd October 2020
(ix) National Action Plan on Gender and Climate Change for Nigeria, 2020

United Nations Convention on Biological Diversity, 1992

Nigeria became a Party to the Convention on Biological Diversity in 1994. The country is an active participant in the international policy negotiations on CBD and the implementation of commitments under CBD. The FM Env is the national administrative authority while the national focal point is the Federal Department of Forestry of the Ministry.

National Legislation, Policies and Measures under CBD

(i) National Biodiversity Strategy Action Plan 2016 – 2020. It addresses national circumstances within the framework of the Strategic Plan for Biodiversity 2011-2020 and its 20 Aichi Biodiversity Targets and the commitments to the SGDs.
(ii) The 6th National Report for the Convention on Biological Diversity, 2018
(iii) National Environmental (Access to Genetic Resources and Benefit Sharing) Regulations, S. I. No. 30 2009.

The Convention on Wetlands of International Importance (RAMSAR)

The country's accession to the RAMSAR Convention was on 2nd October 2000. The FMEnv is the Administrative Authority. The focal point is the Federal Department of Forestry of the Ministry.

National Legislation, Policies and Measures on RAMSAR Implementation.

(i) Draft Framework for the Development of National Wetland Policy in Nigeria.
(ii) Eleven conservation areas are designated as RAMSAR Sites in Nigeria. Five RAMSAR sites are in the GGW States (Baturiya Wetland, Maladumba Lake, Lake Chad Wetlands, Nguru Lake (and Marma Channel) Complex, Dogano Sanctuary Lake and Baturiya Wetlands). The management objectives of the Ramsar sites are complementary to GGWI
(iii) National Environmental (Wetlands, River Banks and Lake Shores) Regulations, S. I. No. 26, 2009.

The Convention on International Trade in Endangered Species of Wild Fauna and Flora

The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) entered into force on 1st July 1975 and was ratified by Nigeria on 5th May 1974[55].

55 https://www.cites.org/eng/disc/parties/index.php

National Legislation, Policies and Measures for the Implementation of CITES

(i) Guidelines for export of processed, semi-processed and other allied wood products (Non – CITES Listed Wood Species), 2019
(ii) Endangered Species Act (Control of International Trade and Traffic in Endangered Species), (Amendment) Act, 2016
(iii) Endangered Species Act (Control of International Trade and Traffic in Endangered Species), Cap E9 LFN 2004
(iv) National Environmental (Protection of Endangered Species in International Trade) Regulations, 2011, S.I. No. 16, 2011.
(v) Log Export Ban, 1976

United Nations Strategic Plan for Forests, 2017-2030

The UN General Assembly adopted the United Nations Strategic Plan for Forest 2017 -2030 (UNSPF) in April 2017. It is a global reference framework for actions at all levels on sustainable management of all types of forests and trees outside forests including halting deforestation and forest degradation, within the United Nations Forum on Forests (UNFF) framework. The three Rio Conventions (UNFCCC, CBD, and UNCCD) are mutually supportive of the achievement of the global forest goals and targets[56].

National Legislation, Policies and Measures on the Implementation of UNSPF

(i) National Policy on Environment, 2016
(ii) National Park Service Act Cap N65 LFN 2004
(iii) National Forest Policy, 2020
(iv) National Forestry Trust Fund, S.I No 23 of 2017
(v) National Environmental (Control of Bush/Forest Fire and Open Burning) Regulations, S. I. No. 15, 2011.
(vi) Environmental (Control of Charcoal Production and Export) Regulations S.I No 62, 2014
(vii) National Environmental (Control of Alien and Invasive Species) Regulations S.I No 32, 2013
(viii) National Environmental (Watershed, Mountainous, Hilly and Catchments Areas) Regulations, S. I. No. 27, 2009

Drafts.

(ix) Draft National Forestry Bill, 2020
(x) Draft Forest (Charcoal) Policy Guidelines
(xi) Draft Bill for the Establishment of Timber and Related Forest Products Certification Council of Nigeria, 2020
(xii) Bill for an Act to Regulate the Profession of Forestry and Other Related Matters Therewith (A public hearing was conducted by the House of Representative, NASS, Abuja on 27th May 2021).

56 United Nations strategic plan for forests, 2017-2030. https://www.un.org/esa/forests/wp-content/uploads/2016/12/UNSPF_AdvUnedited.pdf, Accessed 26th August 2020

Sendai Framework for Disaster Risk Reduction 2015-2030

The Sendai Framework for Disaster Risk Reduction 2015–2030 (Sendai Framework) recognises that the State has the primary role to reduce disaster risk but that the responsibility should be shared with other stakeholders including local governments, the private sector and other stakeholders. The national competent management authority of the National Disaster Risk Management Policy (NDRMP) is the National Emergency Management Agency, an agency in the Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development (FMHADMSD).

National Legislation, Policies and Measures for Implementing the Sendai Framework

(i) The National Disaster Risk Management Policy, 2019
(ii) The National Drought Plan, 2018, an alignment to Disaster Risk Reduction under the UNCCD framework, a collaboratory mechanism
(iii) National Emergency Management Agency (Establishment, etc.) Act, N34 LFN 2004

The UN Convention on the Elimination of All Forms of Discrimination Against Women

The United Nations General Assembly adopted the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1979. It was ratified by the Federal Government of Nigeria in 1985. The country has also ratified the Optional Protocol to CEDAW. The Convention defines discrimination against women as "...any distinction, exclusion or restriction made based on sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field"[57]. Many women are in the informal sector of the economy where they enjoy some relative degree of autonomy. Women are generally disadvantaged while the men are often in control of land and credit, from a societal perspective. The implementation record of Nigeria under the CEDAW is low. The Ministry of Women Affairs and Social Development is the national management authority.

National Policies and Measures on the Implementation of CEDAW

(i) National Action Plan for the Implementation of UNSCR 1325, 2017 -2020
(ii) National Gender Policy, 2006
(iii) Seventh and eighth combined periodic reports under article 18 of CEDAW in 2016 submitted.

The African Charter on Human and Peoples Rights; and the Protocol to the African Charter on Human and Peoples Rights on the Rights of Women.

Nigeria is committed to the African Charter on Human and Peoples Rights and the Protocol to the African Charter on Human and Peoples Rights on the Rights of Women to ensure gender equality in Africa.

57 https://www.refworld.org/publisher,CEDAW,,NGA,,,0.html. Accessed 15 August 2020.

National Legislation on African Charter on Human and Peoples' Rights.

Domestication of the Treaty as African Charter on Human and Peoples' Rights (Ratification and Enforcement) Act, Cap A9 LFN 2004.

United Nations Declaration on the Rights of Peasants and Other People Working in Rural Areas (UNDROP)

The Declaration on the Rights of Peasants and Other People Working in Rural Areas (UNDROP 2018) recognises the dignity of the world's rural populations, their contributions to global food production, and the 'special relationship' they have to land, water and nature, as well as their vulnerabilities to eviction, hazardous working conditions and political repression. It reiterates human rights protected in other instruments and sets new standards for individual and collective rights to land and natural resources, seeds, biodiversity and food sovereignty[58]. The Declaration is relevant to the implementation of REDD+ and GGWI in Nigeria to the rights of the rural people.

3. National Land Administration

Tenure and Land Use Act, Cap L5 LFN 2004 (LUA)

Ownership of land in the country confers possessory rights and opportunities to the holders of the ownership rights[59], subject to some duties. Tenure refers to the category of interest on land including acts of possession, the use of land and management. According to FAO and UNEP 2020, tenure is the interest in land by individuals, families, communities, corporate entities or other persons. For that reason, tenure arrangements can affect practices that contribute to or work against SLM. The control, ownership and management of land are therefore crucial elements to the implementation of any programme or project. Accordingly, the land tenure system includes the rights, duties and responsibilities on the use, transfer, alienation and ownership, security of the land and its resources (Oluwatayo, et al. 2019)[60].

The absence of formal title in most rural land impedes the capacity of a landowner to use the land as collateral for investments that would improve the productivity and quality of the land. Many landowners continue to depend on degraded lands and are therefore unable to combat land degradation. The control, ownership and management of land remain crucial to the implementation of GGWI and REDD+. Most land in which GGW activities take place is in the rural non-urban areas.

The Land Use Act, Cap L5 LFN 2004 (LUA), promulgated in 1978 is the principal law on land administration, control and ownership nationwide. The LUA is enshrined in the CFRN (Section 315 (5)(d). It is a residual item within the legislative competence of the state

58 Claeys, P and Marc Edelman, M (2020). The United Nations Declaration on the rights of peasants and other people working in rural areas, The Journal of Peasant Studies, 47:1, 1-68, DOI: 10.1080/03066150.2019.1672665).Retrieved on December 14, 2020, from https://www.tandfonline.com/action/showCitFormats?doi=10.1080%2F03066150.2019.1672665

59 Otubu A.k (2015). The Land Use Act and Land Ownership Debate in Nigeria: Resolving the Impasse. Accessed December 17, 2020 from https://www.researchgate.net/publication/272173374_ The_Land_Use_Act_and_LandOwnership _Debate_in_Nigeria_Resolving_the_Impasse/

60 Oluwatayo, I.B., Omowunmi, T., Ayodeji O. O (2019). Land Acquisition and Use in Nigeria: Implications for Sustainable Food and Livelihood Security, Land Use - Assessing the Past, Envisioning the Future, Luís Carlos Loures, IntechOpen, DOI: 10.5772/intechopen.79997. Available from: https://www.intechopen.com/books/land-use-assessing-the-past-envisioning-the-future/land-acquisition-and-use-in-nigeria-implications-for-sustainable-food-and-livelihood-security

government.[61] By the provisions of Section 4 and the Second Schedule to the Constitution, which excludes land from the listed items in the schedule, land administration falls within the exclusive residual jurisdiction of the States of the Federation (Otubu 2018)[62]. Any Act of the NASS that purports to regulate access to land or to regulate the control, management and devolution of land rights in the State is unconstitutional and void[63].

The LUA provides that all land in the territory of each State (except land vested in the Federal government or its agencies) vest solely in the Governor of the State. The State Governor holds all such land in trust for the people and has the responsibility for the allocation of land in all urban areas to persons and organisations for residential, agriculture, commercial and other purposes. Conversely, similar powers vest on Local Governments authority over non-urban areas. The consent of the Governor is mandatory if the non-urban land is more than 500 hectares for agricultural purposes, or 5,000 for grazing purposes, (Section 6(2) of LUA). The Federal Government (the President or his nominee/appointee to act on his behalf) is only vested with powers over all land in its possession before the commencement of the LUA or acquired under the LUA (Section 49). Section 44(3) of the CFRN also vests the Federal Government with the exclusive authority over all the minerals, mineral oils and natural gas in, under or upon any land in Nigeria.

Section 7 of the LUA suggests discrimination against adults between 18 years of age and under 21 years. A person under the age of 21 years cannot obtain a statutory right of occupancy or consent to assign or sublet a statutory right of occupancy from the Governor except through his/her guardian (Section 7(2). That is contrary to constitutional rights. For example, Sections 77(2) and 117(2) of the CFRN guarantee the right to vote by persons aged 18 years and above and by implication such persons have attained adulthood. Furthermore, generally under Nigerian Law, a testator must be 18 years (legal age) and above. See also the several provisions of the Child's Rights Act, Cap C50 LFN 2004. Following these reviews, it is suggested that Section 7 of LUA should be amended to reflect the constitutional rights of persons aged between 18 and 21 years as adults. It will strengthen the capacity to exercise the tenurial rights and interests of that group which is a vibrant group in the implementation of GGWI and REDD+ activities in Nigeria.

Notwithstanding the provisions of the LUA, the predominant tenurial system is under Sharia law or the customary or traditional practices. Under these tenurial systems, land acquisition is by inheritance, purchase, gift, lease, and any other form of informal tenurial arrangement. These acts of possession, ownership or user rights are not statutory forms of land tenure and titling under the LUA and they have limitations as acceptable tradeable instruments in the formal sector of the economy, which may pose some challenges in ascertaining rights to carbon benefits and sustainability in REDD+ activities.

Gender inequality in traditional land management is still common, particularly under the patrilineal hereditary system of land sharing of family land. The women also do not have the same rights in the management of community land as much as men do. Traditions and customs foist several unwritten limitations on women, including the transfer of land acquired through inheritance. However, there is no statutory limitation to the ownership of land by women under the LUA.

61 Smith, I. O. (2008) Sidelining Orthodoxy in Quest for Reality: Towards an Efficient Legal Regime of Land Tenure in Nigeria. An Inaugural Lecture Delivered at the University of Lagos, Nigeria On Wednesday, 18th June 2008> https://core.ac.uk/download/pdf/2791133.pdf

62 Otubu, A. (2018). The Land Use Act and Land Administration in 21st Century Nigeria: Need For Reforms. Afe Babalola University: Journal of Sustainable Development Law & Policy Vol. 9: 1: 2018

63 See the case of Elegushi & 5 Ors v. A.G Federation & 2 Ors FHC/L/CS/669/95.

Land Use Act in the implementation of GGWI AND REDD+

(i) The power of a State Governor to acquire land on the grounds of public interest, when exercised judiciously, could free land outside the forest reserves for GGWI and by extension REDD+ activities, but it will be necessary to comply with the Cancun safeguards.
(ii) Release of land for government project by individuals is an emotive and economic issue. Furthermore, the landowner may view that as an act of dispossession or a deviation from the customary land use practices. The consent of the landowners through advocacy and effective stakeholders' participation is necessary.
(iii) Landholdings for many in the rural communities are fragmented in parcels of less than 5 hectares. Land for large scale projects like shelterbelts may only be conveniently sourced from the forest reserves or community lands. There has to be definitive transparent strategies and safeguards for the inclusion of contiguous private lands within the corridors of the project interventions.
(iv) Customary or traditional title to land does not confer tradeable security or security of tenure on the property.
(v) Apathy, lack of political will, slow bureaucracy, high cost of obtaining a certificate of occupancy, fear of land use charges on titled properties and inadequate sensitisation hinder statutory land titling programme. Many have advocated for the review of the LUA.
(vi) The LUA should make registrable, customary, Islamic, and traditional titles to land through codification and a system of harmonisation based on a transparent, accountable and stakeholders' ownership process.
(vii) The process of securing formal registration of title is cumbersome, costly with several bureaucratic bottlenecks and is time-consuming.
(viii) The LUA is enshrined in the CFRN. This presents difficulty in any amendment as it requires the concurrence of all the States Houses of Assembly in the Federation.
(ix) The LUA is discriminatory against the exercise of property ownership rights by adults of 18 years old and under 21 years, except through guardians.

4. National Environmental Policy, 2016 and Related Legislation

National Policy on Environment 2016

The National Policy on Environment (NPE) 2016 derives its legality from the non-justiciable provision of section 20 of the CFRN which provides that the "State shall protect and improve the environment and safeguard the water, air and land, forest and wildlife of Nigeria". The NPE is a transformative framework that guides the management of the environment and the natural resources of the country. It also focuses on fulfilling the various commitments to several international treaties in the environment sector to which Nigeria is a signatory. It prescribes inter-agency, sectoral and cross-sectoral strategic policy measures and actions for the management of the country's environment for sustainable development, bringing together diverse interest groups and stakeholders. The relevance of the NPE to GGWI is its overarching goal to ensure environmental protection and the conservation of natural resources for sustainable development through various action plans.

Environmental Impact Assessment Act Cap E12 LFN 2014

The FM Env is the management authority of the Environmental Impact Assessment Act Cap E12 LFN 2004 (EIA Act) with its Department of Environmental Assessment as the focal department. The EIA Act provides the legal framework for environmental impact assessment on certain public or private projects. It is a governance decision-making and implementation tool for impact assessment and mitigation measures. Section 1(a) of the EIA Act provides that before a decision to undertake or authorize the undertaking of any activity, such matters that may likely or to a significant extent affect the environment or have an environmental effect on those activities shall be addressed. The EIA Act further stipulates that environmental and social considerations shall be taken into account during all stages of a project cycle, including planning, implementation and closure of some categories of projects. Under the Act, several Sectoral Guidelines and Standards have been formulated to regulate the implementation of various major projects for which mandatory EIAs are required. The EIA process provides for public display of the draft EIA report as well as public review. The process strengthens stakeholder participation and public access to information by affected people and other stakeholders. It also provides for the establishment of a public registry for all EIAs to enhance transparency and accountability. The NAGGW concluded baseline studies of the GGW States included mapping of corridors of the aridity zone and an EIA study for the GGWI.

Relevance of EIA to GGWI activities.

(i) The strict compliance with the EIA Act would enhance environmental and social safeguards in the implementation of GGWI.

National Environmental Standards and Regulations Enforcement Agency (Establishment) Act, 2007; and the National Environmental Standards and Regulations Enforcement Agency (Establishment) (Amendment) Act, 2018.

The National Environmental Standards and Regulations Enforcement Agency (NESREA) is the environmental compliance monitoring and enforcement agency of the FM Env. The agency, established under the provisions of the National Environmental Standards and Regulations Enforcement Agency (Establishment) Act, 2007 has the mandate for the protection and development of the environment, biodiversity conservation and sustainable development of Nigeria 's natural resources in general and environmental technology on matters of enforcement of environmental standards, regulations, rules, laws, policies and guidelines. The mandate also includes the coordination and liaison with relevant stakeholders within and outside Nigeria on matters of enforcement of environmental standards.

Section 8 of the Act empowers NESREA to make and review regulations relevant to its mandate. Thirty-Three (33) environmental regulations have been made and published in the Federal Republic of Nigeria Official Gazette and are now in force. As for deterrents, there are offences and penalties sections provided for contraventions of any of the provisions of the regulations. Twelve of the regulations are on the green environment (forestry, wildlife, biodiversity conservation, desertification, land degradation and drought). The synopsis of the relevant regulations on the green environment is presented below[64].

64 https://www.nesrea.gov.ng/publications-downloads/laws-regulations/

National Environmental (Protection of Endangered Species in International Trade) Regulations, 2011, S.I. No. 16, 2011.
The regulations aim to protect endangered and threatened species of fauna and flora, and prevent their extinction by controlling international trade in their living specimens, parts and derivatives listed as CITES Appendix I and Appendix II species or of critical national conservation interests. The regulations provide the enforcement and compliance framework for the Endangered Species Act.

National Environmental (Desertification Control and Drought Mitigation) Regulations, S. I. No. 13, 2011
The regulations provide the monitoring and enforcement framework for sustainable management and development of areas affected by desertification as well as the protection of vulnerable land.

National Environmental (Control of Bush/Forest Fire and Open Burning) Regulations, S. I. No. 15, 2011
These regulations aim to prevent and minimize the destruction of ecosystems through fire outbreak and the burning of any material that may affect the health of the ecosystem through the emission of hazardous air pollutants.

National Environmental (Control of Charcoal Production and Export) Regulations S.I No 62, 2014.
The Regulations seek to protect the ecosystem from further depletion arising from unsustainable charcoal production and handling, including its export, and in particular to regulate the felling of trees for charcoal production.

National Environmental (Dams and Reservoirs) Regulations S.I No 61, 2014.
The regulations seek to control the impact of Dams and Reservoirs on the environment and human health as well as to reduce or minimize environmental hazards and disasters such as dam break, sediment load and dam water releases causing downstream flooding and erosion.

National Environmental (Control of Alien and Invasive Species) Regulations S.I No 32, 2013.
This instrument aims to prevent the decline, minimize the modification and destruction of the ecosystem, economy and human health caused by alien and invasive species.

National Environmental (Quarrying and Blasting Operations) Regulations S.I No 33, 2013.
The objective of these Regulations is to control the effects of quarrying and blasting operations on the environment and human health as well as encourage the wise use and exploitation of natural resources and the protection of the ecosystem.

National Environmental (Soil Erosion and Flood Control) Regulations, S.I. No. 12, 2011
The overall objective of the Regulations is to regulate earth-disturbing activities, practices or developments for non-agricultural, commercial, industrial and residential purposes.

National Environmental (Coastal and Marine Area Protection) Regulations, S.I. No. 18. 2011
These regulations provide for the regulatory framework for the application of preventive, precautionary and anticipatory approaches to avoid degradation of the coastal and marine environment.

National Environmental (Access to Genetic Resources and Benefit Sharing) Regulations, S. I. No. 30 2009
The overall purpose of these Regulations is to regulate access to and use of generic resources towards ensuring sustainable development as well as fair and equitable sharing of the benefits from their utilization.

National Environmental (Watershed, Mountainous, Hilly and Catchments Areas) Regulations, S. I. No. 27, 2009
The subsidiary instrument seeks to protect water catchment areas and ensure the minimization of significant risks and damage to the environment.
National Environmental (Wetlands, River Banks and Lake Shores) Regulations, S. I. No. 26, 2009
These Regulations provide for the conservation & wise use of wetlands & their resources and ensure sustainable use of wetlands for ecotourism as well as to protect wetland habitats and species.

NESREA has effectively carried out compliance monitoring and enforcement in four regulations:

- National Environmental (Control of Charcoal Production and Export) Regulations S.I No 62, 2014;

- National Environmental (Quarrying and Blasting Operations) Regulations S.I No 33, 2013;
- National Environmental (Access to Genetic Resources and Benefit Sharing) Regulations, S. I. No. 30 2009.

Box 13: Relevance of NESREA Regulations to GGWI and REDD+

(i) Regulating activities to promote SLM.
(ii) Regulating activities towards enhancing sustainable development, including
(iii) sustainable resource use, fair and equitable benefit-sharing and good governance.

5. National Policies, Legislation relevant to UNCCD Framework

National Agency for the Great Green Wall (Establishment) Act, 2015

The NAGGW Act vests the National Council on the Great Green Wall with the function of providing policy direction and guidance on the mandate of the NAGGW (See Section 4).

NAGGW Act - Relevancy and Adequacy

(i) The NAGGW Act has smart provisions towards addressing climate change, biodiversity and livelihood actions.
(ii) The multi-sectoral composition of the National Council on the Great Green Wall promotes coordination and synergies among the relevant key players in the environment at a high policy level. However, there was no specific mention of representatives of Civil Society Organisations and Communities in the Council, which ought to give the council a more grassroots flavour.
(iii) The 23-member National Council appears to be large in terms of overhead costs bearing in mind that the government is committed to a reduction in the cost of governance.
(iv) The Act adequately provides for measures to address economic, social and environmental objectives of mitigating DLDD as well as contributing to the attainment of SDGs.
(v) The Act provides for SLM approaches on a landscape basis in the implementation of projects.
(vi) It further provides for sustainable sources of funding.
(vii) The Act lacks extant provisions for Grievance Redress Mechanism and safeguards

(viii) No specific mention of gender or women in the NAGGW Act. The Federal Ministry of Women Affairs and Social Development, which is the national management authority on gender, is however represented in the National Council. Also, the Rural Department and Extension Services Department of the NAGGW has a gender desk and implements gender-based programmes.

(ix) Definitive provisions for the inclusion of the representative of the Civil Society Organisations and Communities in the National Council will be desirable to engender greater cross-fertilisation of ideas in the implementation of GGWI at the policy level.

(x) Amend Section (4)(1)(e) to indicate that the three representatives of the private sector shall instead be representatives of one member each from the Civil Society Organisation, Communities and the organised private sector.

(xi) Measures should be addressed to strengthen and facilitate the full operationalisation of State and Local Governments, and Community Level Implementation Committees for more effective synergy and buy-ins through adequate funding and technical support.

(xii) The Act aligns to meeting UNCCD, CBD, UNFCCC and REDD+ actions.

National Strategic Action Plan for the Implementation of the Great Green Wall Programme in Nigeria, October 2012 (GGWSAP).

The implementation of the GGWSAP is focused on integrated SLM within the landscape of the aridity zone of the GGWI States and enhancing environmental sustainability within the context of national development. The SLM approaches incentivise opportunities for ecosystem restoration, increasing agricultural productivity and production, creating green jobs, enhancing carbon trading and sustainable use of natural resources. Additional opportunities within the framework include the development of sustainable livelihoods options, ecotourism, expansion of natural resources-based industries, value chain development, trade and investment. It also opens opportunities for financial assistance and the transfer of environmentally sound technology from multilateral and bilateral partners while adopting an integrated landscape ecosystem management. The action plan followed eight strategic pillars (Table 3).

Pillar 1	Improvement of the management of land resources and their sustainable use
Pillar 2	Enabling policy, legal and institutional framework for SLM and desertification control
Pillar 3	Improvement of critical infrastructure for enhanced and sustainable socio-economic development and environmental sustainability
Pillar 4	Enhancement of private sector investment in SLM
Pillar 5	Sustainable financing for desertification control
Pillar 6	Effective Communication for improved land management
Pillar 7	Monitoring and Evaluation System
Pillar 8	Eco-regional approach for improved transboundary SLM

Table 3: Eight Strategic Pillars of GGWSAP, 2012

Adequacy of GGWSAP in Addressing DLDD

(i) GGWSAP focuses on ecosystem restoration and functioning, poverty reduction and improved livelihoods as well as environmental sustainability in the GGW States through SLM approaches.
(ii) GGWSAP reflects on several national circumstances and aligns to international commitments (Rio Convention, Agenda 2030, etc) as well as best practices.
(iii) GGWSAP has reviewed to meet the requirements of emerging imperatives and aligned with the UNCCD 2018-2030 Strategic Framework to produce the GGWSAP 2021-2025.

National Strategic Action Plan for the Implementation of the Great Green Wall Programme in Nigeria, 2021 -2025 (GGWSAP 2021-2025).

The GGWSAP 2021-2025 is a revision of the GGWSAP, 2012 which was validated by stakeholders in February 2021 and undergoing the final governmental process for its operationalisation. It aims to provide the framework plan for further the implementation of the GGWI and towards contributing to achieving national development goals, particularly in addressing DLDD. It will also align with and leverage on the global framework for the strategic action plan, including the Pan-African 5-year Strategic Action Plan (2019-2023), the UNCCD 2018-2030 Strategic Framework, the United Nations Strategic Plan for Forests (2017-2030), and the UNCCD Land Degradation Neutrality Setting Programme to contribute to meeting national commitments under LDN Target, Global Forests Target, NDC and SDGs. The action plan will promote evidence-based participatory SLM approaches to improving the livelihoods of the affected people and ecosystem rehabilitation and restoration.

Elements of the GGWSAP 2021-2025

(i) Strengthen the implementation of GGWI
(ii) Refocus the implementation of the GGWI to meet national and international commitments including the Paris Agreement, UNCCD Strategic Framework of Action (2018-2030), LDN Targets, UN Strategic Plan for Forests 2017-2030, the Africa Union Agenda 2063, CBD, etc, through evidence-based SLM approaches.
(iii) Elaborate on gender inclusiveness.
(iv) The implementation alignment with and incorporation of REDD+ strategies will require the full incorporation of Cancun Safeguards in the GGWI.

National Drought Plan 2018

The National Drought Plan (NDP) provides a framework for a long term, holistic approach towards assessing and managing drought risks faced by the various economic sectors l sectors, activities, groups or zones in the country. It focuses on the development of drought resilience and sustainable livelihoods measures, including mitigating actions and emergency responses. Gender issues have been mainstreamed at all levels, including decision-making, policy and regulation, financing, awareness-raising and capacity building and service delivery[65]. The National Drought Plan also identifies the strategic activities, institutions and

65 National Drought Plan, 2018

other stakeholders involved at different levels, groups and zones. Vulnerability to drought is a critical assessment tool for the development of engagement and intervention measures in the context of NDP[66] .

Policy Alignments with GGWI, REDD+ and others

(i) Aligns with the Sendai Framework for Disaster Risk Reduction and National Disaster Risk Management Policy 2019.
(ii) Promotes environmental resilience and sustainability.
(iii) REDD+ relevant in approaches to adaptation and climate risk management of forest loss arising from drought and disasters.

Land Degradation Neutrality Target Setting Programme, 2018

Nigeria submitted her Final Report of the Land Degradation Neutrality Target Setting Programme in May 2018 to the Secretariat of the UNCCD. The national target is aimed at achieving LDN by reducing land degradation by 20% by 2030 as compared to 2015 (net gain) consistent with the development objectives. It reinforces strategies for the implementation of the country's commitments to the three (3) Rio Conventions and protocols/agreements thereon as well as contributing to achieving the African Union Agenda 2063, United Nations Agenda 2030 and its SDGs. The overarching national focus is to avoid, minimise and reverse land degradation through initiatives that will lead to an increase in the integrity of the ecosystems, rehabilitate degraded areas, enhance agriculture, increase the carbon stock and carbon sequestration potentials, increase tree cover, half forest conversion and promote sustainable livelihoods. The approach is multi-sectoral with the FM Env as the administrative authority and its Department of Desertification, Land Degradation and Drought Management as the focal point. The LDN targets are quite ambitious. These include:

- Rehabilitate 1,722,660 ha of croplands showing declining land productivity and 10,565,040 ha of croplands showing early signs of declining land productivity by 2030.
- Increase forest cover by 20% by 2030 as compared to 2015.
- Halt the conversion of forests and wetlands to other land cover classes by 2020.

Analysis of the Implementation of LDN Target vis-a-viz GGWI and REDD+ actions

(i) The target for LDN appears not realisable based on the country's resources and debt burden.
(ii) Although there is a dearth of accurate and verifiable data sources, collectively, the LDN targets are far from being realisable or achieved.
(iii) LDN Targets align with and are complementary to the GGWI and REDD+ actions for SLM.
(iv) LDN is SLM approach based.

66 Drought Conditions and Management strategies in Nigeria:
https://www.ais.unwater.org/ais/pluginfile.php/629/mod_page/content/6/Nigeria_EN.pdf

6. National Policies and Legislation Relevant to the UNFCCC Framework

Nigeria Climate Change Policy Response and Strategy, 2012

The policy seeks to foster low-carbon, high growth economic development and build a climate-resilient society through the attainment of the five key objectives:

- Implement mitigation measures that will promote low carbon as well as sustainable and high economic growth;
- Enhance national capacity to adapt to climate change;
- Raise climate change-related science, technology and Research & Development to a new level that will enable the country to better participate in international scientific and technological cooperation on climate change;
- Significantly increase public awareness and involve private sector participation in addressing the challenges of climate change; and
- Strengthen national institutions and mechanisms (policy, legislative and economic) to establish a suitable and functional framework for climate change governance.

The policy elaborates on adaptation and mitigation programmes and actions to climate change impacts in key sectors, including energy, agriculture, forestry and land use sector, water, transport, health and human settlement. It recognises the strategic linkages between climate change actions and responses to policies and measures in various sectors. These include policies on drought and desertification; forestry; biodiversity protection; erosion, food control and coastal zone management; and national sanitation policy.

Nigeria is also meeting her reporting obligations under the UNFCCC, demonstrating policy responsiveness through the submission to the UNFCCC Secretariat of:

(i) The Third National Communication in March 2020.
(ii) The First Biennial Update Report (BURI) of the Federal Republic of Nigeria under the UNFCCC, 2018.
(iii) The Second Biennial Update Report is under preparation.

Linkages of REDD+ and GGWI under the National Policy on Climate Change

(i) Afforestation and reforestation are key activities for climate change mitigation and adaptation and enhancing low carbon growth development within the implementation framework for the National Policy on Climate Change. The National Forest Policy, 2020 integrates climate change action into the policy strategic framework for sustainable forest management through afforestation and reforestation, promotion of REDD+ activities, verifiable carbon tenure, carbon trading and other mechanisms.
(ii) The National Policy on Climate Change provides a strategy for addressing climate change issues in sectoral frameworks in agriculture, livestock, forestry and other land use sectors towards environmental sustainability and poverty reduction.
(iii) REDD+ activities are aligned with the GGWI

National Action Plan on Gender and Climate Change, 2020

The National Action Plan on Gender and Climate Change, 2020 presents the strategic action plan (2020 – 2025) for mainstreaming gender issues in the national response to climate change, including the formulation and implementation of climate change initiatives, programmes and policies. A midterm review is planned to take place in 2022. The plan emphasises gender contribution toward meeting the commitments in Nigeria's Nationally Determined Contribution to the UNFCCC as well as the alignment of gender equality and empowerment of women in other climate change actions and national development agenda. The plan elaborated on collaboration and building of synergies through cross-sectoral actions of integrating climate-smart and gender-responsive actions within a landscape approach in various sectors:

- Agriculture, Forestry and Other Land use (AFOLU);
- Food Security and Health,
- Energy and Transport;
- Waste Management; and
- Water and Sanitation sectors.

National Action Plan on Gender and Climate Change, 2020 and Linkages to GGWI

(i) Elaborates on the roles of women, youth and other vulnerable groups towards the achievement of climate resilient development, green and productive landscapes and sustainable livelihoods from across various sectors including the AFLOU sectors.
(ii) Promotes gender-specific climate activities linked with poverty reduction.

7. National Policies and Legislation on Forestry, Biodiversity and Wildlife

National Forest Policy, 2020

The National Forest Policy, 2020 (NFP), approved by the Federal Government in August 2020 is a revision of the NFP, 2006. It is the overarching national framework for the implementation of forestry, biodiversity and wildlife programmes and projects in Nigeria and aligns with the country's commitments to international goals and commitments, subject to national circumstances. The states are argued to adopt the policy subject to their local circumstances.

The policy addresses seven thematic areas of global Sustainable Forest Management

- The extent of forest resources.
- Biodiversity.
- Forest health and vitality.
- Protective functions of forests.
- Productive functions of forests.
- Socio-economic functions of forests.
- Legal, Policy and institutional frameworks.

The Policy aligns with the United Nations Strategic Plan For Forest 2017 -2030 (UNSPF) which contains the Global Forest Goals, including Global Forest Goal 1 to "*Reverse the loss of forest cover worldwide through sustainable forest management, including protection, restoration, afforestation and reforestation, and increase efforts to prevent forest degradation and contribute to the global effort of addressing climate change*"[67].

67 Global Forest Goals:https://www.un.org/esa/forests/wp-content/uploads/2019/12/Nigeria.pdf

The NFP and its framework for synergies between the GGWI and REDD+ Actions on SLM Approaches.

(i) The NFP creates opportunities for appropriate synergies between GGWI with REDD+ actions based on a landscape approach to SLM involving relevant AFOLU sectors.
(ii) The Policy aligns with the United Nations Strategic Plan For Forest 2017 -2030 which contains the Global Forest Goals, including Global Forest Goal 1 to "*Reverse the loss of forest cover worldwide through sustainable forest management, including protection, restoration, afforestation and reforestation, and increase efforts to prevent forest degradation and contribute to the global effort of addressing climate change".*

National Park Service Act Cap N65 LFN, 2004

Nigeria has seven (7) National Parks (Kainji Lake, Old Oyo, Chad Basin, Gashaka-Gumti, Cross River, Kamuku and Okomu National Parks). Two of the parks are located in the GGW States, namely Gashaka-Gumti (in parts of Adamawa and Taraba States); and Chad Basin National Park (in parts of Borno and Yobe States). The National Park Service Act Cap N65 LFN, 2004 (NPS Act) established the National Park Service (NPS), a federal government environmental para-military agency responsible for the preservation, enhancement and protection of wild animals and plants and other types of vegetation in the National Parks, and for matters connected therewith. The mission of the NPS is therefore to manage and regulate the use of those unique ecosystems designated as National Parks by such means and measures that would preserve and conserve Nigeria's heritage, particularly the fauna and flora, the habitats they live in, and the unique sceneries they afford. It is also focused on providing social, cultural and economic benefits to the communities living in and around the parks, as well as promoting the tourism potentials and research development in the country within the national development plan through sustainable management of the resources of the national parks.

Relevance of NPS to GGWI and REDD+ Activities

The broad objectives of the NPS align with the GGWI and REDD+ activities in SLM, biodiversity conservation, anti-deforestation and anti-poaching activities, enhancement of forest carbon stocks, etc.

Endangered Species Act (Control of International Trade and Traffic in Endangered Species), Cap E9 LFN 2004

This Act (Endangered Species Act) enacted in 1985 domesticated the Convention on International Trade in Endangered Species of Wild Fauna and Flora. The Endangered Species Act provides for the conservation and management of Nigeria's wildlife and the protection of some of her endangered species facing extinction as a result of over-exploitation, as required under certain international treaties to which Nigeria is a signatory. The Act also promotes the SLM principles and sustainable management and utilisation of species supportive of the GGWI and REDD+. One of such evidence-based actions was the ban on the export of *Pterocarpus erinaceus* (African rosewood) from Nigeria due to its overexploitation and illegal felling. The Act was amended in 2016 as the Endangered Species Act (Control of International Trade and Traffic in Endangered Species) (Amendment) Act 2016 wherein the fines were reviewed upwards for more deterrent effect and to reflect the economic realities of the country.

Relevance of Endangered Species Act to GGWI and REDD+ Activities

The Act supports the GGWI and REDD+ activities in biodiversity conservation, protection and sustainable utilization of species.

National Biodiversity Strategy and Action Plan 2016 -2020

According to Davies, J, 2017 the Great Green Wall Initiative is one of the main vehicles for delivering the Sustainable Development Goals and the Rio Conventions. The importance of biodiversity includes the role in determining soil productivity and water cycles and providing the foundation for risk management and resilient ecosystems[68]. The NBSAP provides a national agenda for the conservation and sustainable utilization of biodiversity, access to genetic resources and the fair and equitable sharing of the benefits arising from their utilization. It seeks to integrate biodiversity consideration into national planning, policy formulation and decision-making processes. It aligns national commitments, subject to national circumstances, to the decisions of the COPs of CBD and more particularly the CBD Biodiversity Strategic Action Plan 2011 – 2020 and its Aichi Targets as well as the SDGs in Agenda 2030.

Some of the strategic actions of NBSAP include:

(i) Increase the total forest cover, under sustainable management, from the current 6% to 25% of land area.
(ii) Promote the conservation of agro-biodiversity.
(iii) Development of a database for indigenous food trees, crops, microbes, etc.
(iv) Strengthen Agriculture and Forest Research Institutes.
(v) Promote sustainable utilization of biological diversity.

68 Davies, J. (2017). Biodiversity and the Great Green Wall: managing nature for sustainable development in the Sahel. Ouagadougou, Burkina Faso: IUCN. xiv + 66 pp.

National Targets	Related Aichi Target linked with GGWI	Related Global Strategic Goals linked to GGWI
Target 3: By 2020, the adoption of a national ecosystem-based spatial planning process and plans, promoting the values of biodiversity and ecosystem services to sustain development.	Related Aichi Targets- 5 & 7	Relevant Strategic Goals - 1, 2 & 3
Target 4: By 2020, up to 15% of the areas of degraded ecosystems in Nigeria are under programmes for restoration and sustainable management.	Related Aichi Targets- 5, 14 & 15	Relevant Strategic Goals - 2, 3 & 4
Target 5: By 2020, six (6) management plans are implemented for habitats of endemic and threatened plants and animals, including sites for migratory species.	Related Aichi Targets- 9	Relevant Strategic Goals -1, 2 & 3
Target 6: By 2020, at least 10% of Nigeria's national territory is sustainably managed in conservation areas at varying levels of authority, with the representation of all ecosystem types.	Related Aichi Targets- 5 & 11	Relevant Strategic Goals - 2 & 3
Target 7: By 2020, the genetic diversity of cultivated plants, domesticated animals and their threatened wild relatives, including culturally valuable species, are documented, maintained and valorised in two key institutions in Nigeria.	Related Aichi Target- 13	Relevant Strategic Goal – 3
Target 9: By 2020, invasive alien species and pathways are identified and prioritized and priority species controlled or eradicated, and measures are in place to manage pathways in the six ecological zones.	Related Aichi Target- 9	Relevant Strategic Goal – 2
Target 12: By 2020, community participation in project design and management of key ecosystems is enhanced in one (1) each of the six (6) ecological zones.	Related Aichi Targets- 7,11	Relevant Strategic Goals - 1, 2 & 3
Target 14: By 2020, the capacity of key actors is built and gender mainstreaming carried out for the achievement of Nigeria's biodiversity targets	Related Aichi Targets- 2,14,19	Relevant Strategic Goals -1, 4 & 5

Table 4: National Targets, Global Strategic Goals and linkages to GGWI
Source: NBSAP

The NBSAP contains 14 targets with 21 impact indicators and 67 actions with 123 performance indicators. Eight of the targets have strong linkages to GGWI (Table 4)

National progress in the implementation of NBSAP and Relevance to GGWI and REDD+

(i) As part of the commitments under CBD, the 6th National Biodiversity Report was submitted to the CBD Secretariat in 2018. It documents the progress in the implementation of the NBSAP.
(ii) The PES institutional and legal framework is yet to be developed.
(iii) The implementation framework for NBSAP follows a cross-sectoral and multi-stakeholder approach with a paradigm shift to promoting decentralization and local participation in natural resources management, supportive of GGWI and REDD+ actions.
(iv) The NBSAP incorporates climate change and desertification issues towards strengthening the implementation of the three Rio Conventions and harnessing the necessary synergies with the other land use sectors.

Guidelines for Export of processed, semi-processed and other allied wood products (Non – CITES Listed Wood Species).

The guidelines aim to ensure that harvesting, processing and export of Non-CITES listed wood species comply with both local and international standards and legal requirements, including compliance with Forest Law Enforcement, Governance and Trade (FLEGT). The guidelines also aimed at promoting sustainable forest management, value addition in the wood industry and economic development in the forestry sector.

National Forestry Trust Fund, S.I No 23 of 2017

The forestry sector has experienced several years of inadequate funding following the decline in Official Development Assistance to the sector since the 1990s. The National Forestry Trust Fund (NFTF), was established in 2017 to provide additional funding for sustainable forest management towards enhancing the national forest cover, sustainable flows of forests goods and services and socio-economic development. The NFTF is available for funding forestry and livelihoods projects initiated by government MDAs, academia, forest-dependent communities and small/medium scale entrepreneurs, etc. The Federal Department of Forestry is the Secretariat of the Trust Fund. The sources of funds are:

(i) Contribution from wood products exporters and 25% of penalties on infringements on CITES provisions; Grants-in-aid from National, bilateral, multilateral agencies or individuals;
(ii) All monies received by NFTF which may in any way become payable or vested in NFTF by way of gifts or testamentary disposition;
(iii) Contribution of 0.005% of the annual budget by the State Governments as counterpart funding on projects.
(iv) Contributions from wood-based domestic industries (saw-millers, furniture and cabinet maker, wood panel industries etc.); and
(v) Other monies, which may from time to time, accrue to the NFTF.

Relevance of National Forestry Trust Fund to GGWI and REDD+

The National Forestry Trust Fund presents funding opportunities for the GGWI and REDD+ activities

8. Relevant National Policies and Legislation on Water, Agriculture, Energy and Mining

The activities in the water, agriculture, minerals and mining sectors have an impact on GGWI and REDD+ actions.

Water Resources Act, Cap W2 LFN 2004

Water is one of the critical resources for sustainable livelihoods and maintenance of the integrity of the environment in general. The Act vests on the Federal Government the control and management of all surface and groundwater and any watercourse affecting more than one State together with the bed and banks. The Federal Ministry of Water Resources is the administrative authority and under it are the River Basin Development Authorities and a Water Resources Institute. Section 2 of the Act provides for the rights of persons to utilise the water resources regulated under the Act for domestic, agriculture, fishing, livestock and navigation.

The country would appear to have a vast water resources network that could be developed for domestic water supply, hydroelectricity, navigation, industrial use, fishery and recreation with a surface water potential of an estimated 267.3 billion M3 and the groundwater value estimated at 51.9 billion M69. Notwithstanding, water infrastructure is lacking or inadequate resulting in poor access and availability of water for both domestic, agricultural and livestock purposes. The framework for water uses and user rights for those activities is not based on hydrogeological data. Kuruk P (2004) illustrated this with the scenario of unsustainable water abstraction and the increasing water insecurity in the Komadugu-Yobe basin, which has a network of rivers and wetlands where the economic activities of the fast-growing population have led to an increase in demand for a share of the water resources estimated at 2.5 times higher than the accessible water. The significant decrease in rainfall over the years has further aggravated the situation70.

Nigeria is among six West African countries expected to experience water scarcity by 2025.71 Climate Change brings about reduced rainfall and increased evaporation in the areas to the north with the speed of desertification increasing in the arid zone. The GGW States are highly sensitive to water scarcity. Climate variability, drought and unstainable harvesting of ground and surface water are some of the challenges in GGWI. Water conflict is on the increase in the GGW States between farmers, pastoralists, hunters and fishermen in the Fadamas [Flood plains] of Northern Nigeria72. Conflicts have been further aggravated by an increasing population (resident and environmental induced migrant herders and farmers) with attendant fierce demand and heightened competition over the limited water resources.

69 Olawale Ajai, 'Law, Water and Sustainable Development (2012). Framework of Nigerian Law', 8/1 Law, Environment and Development Journal, p. 89. http://www.lead-journal.org/content/12089.pdf 2024 No. 4 July

70 Kuruk, P. (2004) Customary water laws and practices: Nigeria. Food and Agriculture Organization, 2004. http://www.fao.org/ fileadmin /templates /legal/docs / Case Study Nigeria. pdf. Accessed 20th August 2020

71 National Policy in Environment

72 ibid

Water Management and Implementation of GGWI and REDD+

(ix) The success of GGWI and REDD+ activities will depend largely on the water resources planning and management as well as water conflict resolution.
(x) Traditional settlement of water conflicts was largely effective in the past through the interventions of family heads and the traditional institutions (family, ward, village, district and emirate levels) on a case-by-case basis in the areas of conflict. This is becoming less effective with the spike in terrorism, kidnapping, cattle rustling and armed banditry.
(xi) The nature of several of the stakeholders' conflicts in the GGW states require well defined and articulated Feedback and Grievance Redress Mechanism with stakeholders' ownership of the process.
(xii) Greater advocacy and transfer of appropriate technologies on landscape-level are required to promote improved water harvesting techniques to mitigate frequent seasonal water scarcity.

The Green Alternative: Agricultural Promotion Policy (2016-2020)

The national policy on agriculture in the country is the "The Green Alternative: Agricultural Promotion Policy, 2016-2020" (APP). The APP aims at solving core issues in agricultural production, its value chains and increasing export earnings through the involvement of and partnership building among all key stakeholders. The policy trust of APP includes focusing policy instruments on the sustainability of the use of natural resources (land and soil, water and ecosystems) with the future generation in mind while increasing agricultural production, marketing and other human activities in the agricultural sector. The policy is also based on the inclusiveness and participation of all key stakeholders. The Federal Government of Nigeria introduced preferential loans, below digit interest rates, agriculture credit guarantees and other incentives in agriculture to boost the drive for food and nutrition security. Agriculture operates in the same landscape as GGWI in the GGW States. The national policies and measures influence GGWI and REDD+ (proposed) in the arid zone.

Relevance of APP Policy Strategies to GGWI and REDD+

(i) Promoting climate-smart agriculture based on SLM approaches.
(ii) Improving management of land, water, soil and other natural resources.
(iii) Strengthening of the institutional linkages and partnerships for enhancing climate-smart agricultural governance, policies, legislations and financial mechanisms.
(iv) Compliance with the requirement of Environmental Impact Assessment for major agricultural projects.
(v) Promoting the use of renewable energy with the involvement of the private sector.
(vi) Facilitating the production and use of soil map to improve land use and management practices.
(vii) Promoting the increased adoption of global best practices in handling climate change, including the aspects of adaptation, mitigation and carbon credit.
(viii) Monitoring and reporting as a feedback mechanism for transformative change

A new agricultural policy to be operationalised has been developed, that is, *the National Technology and Innovation Plan* to drive the national agricultural sector, including production and agro-industry along the value chain as well as strengthen private-sector participation, amongst the key components of the policy.

National Gender Policy on Agriculture, 2019

The policy aims to promote and ensures gender-sensitive and responsive approaches in agricultural policy towards achieving food and nutrition security as well as accelerating development in Nigeria. It promotes equity and equal access to and control of productive resources (land, farm inputs, finance, etc.) by both men and women and increasing productivity along the agricultural value chain. It also seeks to promote gender-mainstreaming actions in climate change adaptation and mitigation. The policy will also contribute to the achievement of SDGs of eradicating poverty (SDG-1), ending hunger, achieving food security, improved nutrition and sustainable agriculture (SDG-2) and achieving gender equality and empowerment of women and girls (SDG-5).

Relevance of the National Gender Policy on Agriculture to GGWI and REDD+

Places gender issues on the front burner and as a major safeguard in project/programme implementation and thus facilitating ownership by the vulnerable groups

National Renewable Energy and Energy Efficiency Policy (NREEEP), 2015

The goal of the policy is to promote the development of electricity generation from biomass through:

(i) Effectively harness biomass resources and integrate them with other energy resources for electricity generation.
(ii) Promote the use of efficient biomass conversion technologies.
(iii) Encourage the use of waste wood as a source of electricity in the nation's energy mix.
(iv) Intensification of efforts to increase the percentage of landmass covered by forests in the country.

Relevance of National Renewable Energy and Energy Efficiency Policy to GGWI and REDD+

(i) Aims to reduce high dependence on fuelwood and increase fuelwood use efficiency by the rural communities.
(ii) Measures that will contribute to an increase in forest cover and reduction of greenhouse gas emission through a decrease in the use of fuelwood.
(iii) Policy measures to minimise wood wastes.

Nigerian Minerals and Mining Act, 2007 (NMMA)

The Federal Ministry of Solid Minerals Development is the national management authority. The government of the federation has exclusive legislative power for mines and minerals. Section 44(3) of CFRN further vests on the FGN, the entire property and control of all minerals, mineral oils and natural gas in, under or upon any land in Nigeria or in, under or upon the territorial waters and the Exclusive Economic Zone of Nigeria.

Mining and quarrying operations have impacts on the integrity, health and functions of ecosystems through pollution, loss of biodiversity, deforestation and land degradation. The mining sector is one of the major drivers of deforestation and land degradation and will affect the implementation of the GGWI and REDD+ activities where the mining area is within the same landscape. Operations of the sector also affect the availability of water for other SLM activities. These impacts require balancing in the economic and sustainable development space. The GGW States have abundant minerals with extensive small-scale mining and artisanal mining. There is extensive mining of gold, for example in Zamfara, resulting in serious land degradation problems. Mining and quarrying are among the mandatory activities under the EIA Act that require EIA studies before the commencement of operations to put in place impact mitigation measures as well as rehabilitation for restoration at closure or abandonment of the site(s).

Section 119 of the NMMA provides for an Environmental Impact Assessment study before the commencement of mining or quarrying to regulate the environmental safeguards on mining operations. It prescribes measures to mitigate environmental risks such as environmental protection, mine rehabilitation, reclamation and mine closure. However, these activities are undertaken mostly after the cessation of mining and quarrying in the environment. There is no specific provision to carry out biodiversity/carbon offset planting in an alternative degraded site(s) within the area of operation to compensate for the loss of biodiversity and the resultant carbon emission while mining or quarrying is ongoing, especially in forest reserves and other areas of high conservation value and high carbon stocks.

Relevance of NMMA to GGWI and REDD+ Activities

(i) Elaborates environmental safeguards in the NMMA to mitigate impacts of mining operations, including quarrying on the ecosystem.
(ii) Prohibits minerals exploration and exploitation in the National Parks (See Section 3(d).
(iii) Minerals and mining operations are not barred in most ecologically sensitive areas or areas of high conservation areas (therefore the NMMA is non-responsive in high conservation areas) and could impact the GGWI and REDD+ activities in those areas.
(iv) No specific provision in the Act for offset planting in another site during mining operations aimed at biodiversity management and reducing the carbon footprint (Non-responsive).

9. National Policies and Legislation on Disaster Management

National Emergency Management Agency (Establishment, etc.), Act N34 LFN 2004

The National Emergency Management Agency (Establishment, etc.) Act N34 LFN 2004 (NEMA Act), enacted in 1999 is the legal framework for disaster management in Nigeria. The Act established the NEMA as the national agency at the federal level responsible for disaster management under the Federal Ministry of Humanitarian Affairs, Disaster Management and

Social Welfare which became the national management authority in August 2019 upon the establishment of that ministry. The mandates of NEMA cover all forms of disasters – natural or man-made through partnerships and coordination of all actions of all federal government's MDAs and other stakeholders as well as liaising with the State and Local Government disaster management institutions. The scope of disasters includes "any disaster arising from any crisis, epidemic, drought, flood, earthquake, storm, train, roads, aircraft, oil spillage or other accidents and mass deportation or repatriation of Nigerians from any other country"(Section 6(2). The Act also provides for the establishment of disaster management authorities at the State level (State Emergency Management Authority- "SEMA") and Local Government Level (Local Emergency Management Agency- "LEMA"). However, not being a matter in the exclusive legislative list of the CFRN, this provision is not self-executing and is subject to the peculiar circumstances of each state.

Relevance of NEMA to GGWI and REDD+

(i) NEMA is the national authority for Disaster Management with relevant mandates critical to the successful implementation of GGWI and REDD+ through the complementarity of roles and synergy building.
(ii) Knowledge management on disaster risk management, etc.

National Disaster Risk Management Policy, 2019 (NDRMP)

The National Disaster Risk Management Policy, 2019 aligns with the Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Management, 2015 – 2030 and the African Regional Strategy for Disaster Risk Reduction as well as supporting several other plans and guidelines on disaster management developed by NEMA.

The NDRMP aims at a substantial reduction of disaster losses in lives, and the social, economic and environmental assets of communities and people in Nigeria. The policy defined institutional mandates, with shared responsibilities and coordination mechanisms at the federal, state, local government and community levels. The emphasis of the policy is on Disaster Risk Management (DRM) and not disaster management. The goal, therefore, is to institutionalise the development and application of DRM systems, mechanisms, practices, and programmes that effectively and efficiently reduce hazard risk as a means of ensuring resilience to disasters within the context of sustainable development at the Federal, State and Local Government levels.

The policy recognises the multi-sectoral and inter-sectoral dimensions of disaster management and seeks to foster appropriate synergy at all levels through coordination and partnership building. The policy further recognises that several sectoral legislation and regulatory frameworks touching on DRM lacked detailed provisions on hazard management and that there is no cohesive link between the various pieces of legislation and the NEMA Act. The policy, therefore, advocates a revision of the NEMA Act to include detailed hazard management provision in related sectors of climate change, environmental management, urban, management, water resources management and land use planning and management in line with best international practices.

Relevance of National Disaster Risk Management Policy 2019 to GGWI and REDD+

(i) Knowledge management platform to address climate change, floods, drought, desertification, deforestation and land degradation disaster risk-reducing strategies.
(ii) Promotes developmental approaches to natural resources-based activities as against emergency management approach.
(iii) Promotes sustainable development by reducing the vulnerability associated with climate risk and actions towards meeting national commitments under UNFCCC concerning NDC.
(iv) Supports measures to address interlinked processes such as land use changes, sustainable land and forest management, desertification and erosion control programmes and soil conservation measures.
(v) Supports measures for sustainable transhumance of livestock and avoidance of conflicts.

National Policy on Erosion, Flood Control and Coastal Zone Management, 2005

The FM Env developed the National Erosion and Flood Control Policy aimed to ensure coordinated and systematic measures in the management and control of the climate-related hazards, risks of erosion and floods on land use and to reduce their impacts on the people and the environment. The FM Env has installed 307 web-based flood-warning systems all over the country (Erekpokeme, 2015)[73] as one of the policy measures.

Relevance of National Policy on Erosion, Flood Control and Coastal Zone Management, 2005 to GGWI and REDD+

(i) Flood and hazard early warning and monitoring system installed in FM Env useful as key components of the strategies for desertification, drought and land degradation risk preparedness.
(ii) Knowledge management on erosion and flood control in drought-prone areas.

[73] Erekpokeme L. N (2015). Flood Disasters in Nigeria: Farmers and Governments' Mitigation Efforts. Journal of Biology, Agriculture and Healthcare www.iiste.org ISSN 2224-3208 (Paper) ISSN 2225-093X (Online) Vol.5, No.14, 2015. Retrieved on 25 January 2021 from https://core.ac.uk/download/pdf/234661588.pdf

Nigeria Erosion and Watershed Management Project

Nigeria Erosion and Watershed Management Project (NEWMAP) is a project in the FM Env aimed at contributing to efforts to mitigate adverse effects of soil and land degradation arising from erosion and flooding in the targeted watersheds for environmental sustainability in the country. NEWMAP receives financial and technical support from the World Bank and GEF. The project targets hotspots resulting from erosion, flooding and other forms of land degradation, as well as impacts of climate change. The project is implemented in 22 states including five (5) GGW States (Gombe, Kano, Sokoto, Borno and Katsina States). The NEWMAP complements the investments in SLM in GGWI and offers opportunities for REDD+ actions.

NEWMAP and Linkages with Disaster Risk Management in GGWI.

(i) To reduce vulnerability to soil erosion in targeted sub-watersheds.
(ii) The focus areas are biodiversity conservation, climate change and land degradation.
(iii) The gully restoration and watershed management activities of NEWMAP are relevant to good SLM practices and enhancement of the land and water resources as well as disaster risk mitigation.

10. Relevant Human Rights Legislation

Freedom of Information Act, 2011, LFN

The purpose of the Freedom of Information Act, 2011, LFN (FOI Act) is to make public records and information more freely available, provide for public access to public records and information, protect public records and information to the extent consistent with the public interest and the protection of personal privacy, protect serving public officers from adverse consequences of disclosing certain kinds of official information without authorization and establish procedures for the achievement of those purposes and; for related matters.

Relevance of the FOI Act to GGWI and REDD+

(i) Promotes good governance, accountability and transparency in the public service.
(ii) The principles of the FOI Act also align with the Cancun safeguards on REDD+ activities concerning knowledge sharing and stakeholders' engagement.

National Action Plan for the Promotion and Protection of Human Rights in Nigeria, 2006

The national action plan requires the government to recognise the right of every Nigerian to:

- An environment that is not harmful to his or her health or well being

• Have the environment protected, for the good of the present and future generations, through reasonable laws and other ways of:

i. Promoting conservation;
ii. Preventing pollution and ecological degradation;
iii. Forestation; and
iv. Securing ecologically valid economic and social development.

Relevance National Plan on Human Rights to GWWI and REDD+

(i) Promotes good environmental governance and protection of human rights.
(ii) Human rights are intricately linked to environmental rights as a decent physical environment indicates a life of dignity with the context of sustainable environmental, social and economic development of the nation – See Section 20 of CFRN.
(iv)



Figure 6: Training and empowerment of youths and women from Nigeria's Great Green Wall Corridor in various off-land skills to improve the livelihood of affected communities and reduce dependence on land/vegetation dependent means of livelihood. Credit: National Agency for the Great Green Wall.

11. Relevant Bills under consideration

Two (2) drafts Bills are under preparation by the FM Env while five (5) relevant Environmental Bills are before the House of Representatives as private members' Bills.

Draft Bills under Processing at the FM Env.

The two underlisted bills are going through the administrative approval process by the Executive Arm of the Federal Government before presentation to the NASS for consideration and enactment into law (Table 5).

S/N	DRAFT BILL	PURPOSE	STATUS
1	National Forestry Bill	The bill seeks to ensure Sustainable Forest Management and National development agenda for poverty reduction, improved livelihood, sustainable development, good forest governance, (transparency and accountability), biodiversity conservation, sustainable provision of forest goods and services as well as value chain addition, and fulfilment of international commitments. The draft contains sections on the various aspects of sustainable forest management including REDD+ initiatives, biodiversity conservation, SLM, afforestation, reforestation, and climate change. It addresses institutional and cross-sectoral coordination, amongst other forestry landscape environmental matters	Draft prepared and validated by the National Forestry Development Committee of the National Council of Environment. Action is ongoing through the procedural process in the Executive Arm of Government for clearance/approval and presentation of Executive Bills to the NASS.
2	A Bill for the Establishment of Timber and Related Forest Products Certification Council Of Nigeria	Establishment of the Timber and Related Forest Products Certification Council of Nigeria for products standardisation and traceability, establishing and operating a credible independent timber and forest products certification scheme recognised locally and internationally toward the promotion of sustainable forest management in Nigeria, trade-in certified products and matters connected thereto.	Draft prepared and validated by the National Forestry Development Committee, a technical committee of the National Council of Environment. The Executive branch of the Federal Government is processing the draft before presentation to the NASS for legislative action.

Table 2: Draft Bills Under Administrative Process at the Federal Ministry of Environment
Sources: Federal Department of Forestry, Federal Ministry of Environment, Abuja

Private Members' Bills before the House of Representatives, NASS

S/N	BILL	SPONSOR	PURPOSE	STATUS
1	Climate Change Bill, 2019 (HB.357) House of Representative, Federal Republic of Nigeria, Order Paper Wednesday, 9 October 2019. Available at: https://placng.org/i/wp-content/uploads/2019/	Hon Samuel Ifeanyi Onuigbo	Bill for an Act to provide a framework for the mainstreaming of climate change responses and actions into government policy formulation and implementation, and the establishment of the national climate change council; and for other related purposes.	1st reading on 09-10-2019 2nd Reading on 05-11-2019. Awaiting Committee Report
2	National Forestry Trust Fund (Establishment, etc.) Bill, 2020 (HB. 800) House of Representative, Federal Republic of Nigeria, Order Paper Thursday, 10 March 2020. Source https://www.nassnig.org/documents/download/10978	Hon Jonson Egwakhide Oghuma)	Establishment of a National Forestry Trust Fund for sustainable sources of funds to promote sustainable forest management, including afforestation and reforestation initiatives. Relevant as an additional source of funding for forestry-based initiatives to address environmental challenges	1st reading- 10/03/2020
3	A Bill for an Act to Regulate the Profession on Forestry in Nigeria and for Related, 2021 (HB801).	Hon Jonson Egwakhide Oghuma).	A Bill to regulate the profession of Forestry. This will standardise the practice of the forestry profession, introduce a code of conduct and the ethics of practice as well as engender accountability and transparency.	A Public Hearing on the bill was held on 27th May 2021. The House Committee on Environment is expected to present the Bill to the House of Representation for further legislative actions necessary for its enactment into law.

4	Environmental Impact Assessment Bill, 2019 (HB. 85) House of Representative, Federal Republic of Nigeria, Order Paper Thursday, 21 November 2019. Source: https://placng.org/i/wp-content/uploads/2019/12/	Hon. Mohammed Tahir Monguno.	A Bill for an Act to Repeal the Environmental Impact Assessment Act, Cap. E12, Laws of the Federation of Nigeria, 2004 and Enact the Environmental Impact Assessment Act to set out General Principles, Procedures and Methods to enable prior Consideration of Environmental Impact Assessment on certain Public or Private Projects; and for Related Matters.	1st Reading – 11/07/2019 2nd Reading- 19/09/2019 Committee of the Whole -19/09/2019 Awaiting Committee Report
5	A Bill for an Act to amend Section 3 of the National Agency for the Great Green Wall Act and for Related Matters (HB727)	Hon Jonson Egwakhide Oghuma).	Section 3 provides for the "Establishment of the National Council on the Great Green Wall".	A Public Hearing on the bill was held on 27th May 2021. The House Committee on Environment is expected to present the Bill to the House of Representation for further legislative actions necessary for its enactment into law.

Table 3: Bills before the House of Representatives, NASS, Abuja



Figure 7: Meeting with Field/Desk Officers on Natural Resources Development Fund (NRDF)-supported Afforestation Project. Credit: National Agency for the Great Green Wall.

Recommendations and conclusion

This provides the recommendations and conclusion drawn from the key findings following the situational analysis of the implementation of the GGWI including the various sectoral players and their linkages based on landscape approaches to SLM and the integration of the REDD+ process into the overall framework of the GGW activities. It also provides the recommended legislative actions to support SLM approaches and the implementation of the GGWI. The conclusion is therefore drawn from the lessons learnt and the suggested policies and measures to be considered by the Executive branch as well as the proposed legislative actions for the NASS.

1. Recommended Policy Measures

The national policies and plans examined are:

a) Economic Recovery and Growth Plan, 2017 -2020.
b) National Strategic Action Plan for the Implementation of the Great Green Wall Programme in Nigeria, 2012.
c) National Strategic Action Plan for the Implementation of the Great Green Wall Programme in Nigeria, 2021 -2025.
d) National Drought Plan 2018.
e) Land Degradation Neutrality Target Setting Programme, 2018.
f) Nigeria Climate Change Policy Response and Strategy, 2012.
g) National Action Plan on Gender and Climate Change, 2020.
h) National Forest Policy, 2020.
i) National Biodiversity Strategy and Action Plan 2016 -2020.
j) Guidelines for Export of processed, semi-processed and other allied wood products (Non – CITES Listed Wood Species).
k) The Green Alternative: Agricultural Promotion Policy (2016-2020).
l) National Gender Policy on Agriculture, 2019.
m) National Renewable Energy and Energy Efficiency Policy (NREEEP), 2015.
n) National Disaster Risk Management Policy, 2019.
o) National Policy on Erosion, Flood Control and Coastal Zone Management, 2005.
p) Nigeria Erosion and Watershed Management Project.
q) National Action Plan for the Promotion and Protection of Human Rights in Nigeria, 2006.

Several sectoral national policies are responsive to GGWI, reflecting their multi-dimensional and cross-sectoral perspectives. These national policies also incorporate relevant international conventions, treaty and protocols.

The following policy measures are recommended:

Institutional and Coordination Framework

(i) Institutional Coordination

The sustainable development perspective of addressing DLDD in the GGWI is multi-dimensional and multi-sectoral with a range of actors at all levels (local, state, zone, national and international).

The 23-member Governing Council of the NAGGW is comprised of representatives (Directors) from a broad spectrum of relevant key MDAs, knowledgeable individuals from the six geopolitical zones and representative of the private sector. The Council would appear to offer a veritable platform for cross-fertilisation of various sectoral initiatives on SLM approaches. Strategic plans and projects of GGWI would be expected to have received adequate buy-in from the members of the Council to subsequently synchronise, as appropriate, with their respective sectoral plans and projects. Nevertheless, a major drawback still experienced at the operational level is that most institutional key sectoral players in the landscape continue to work in silos in the field. The reasons are probably not farfetched. These may include the absence of a properly formalised framework at the field level to foster inter-sectoral and multi-sectoral cooperation and collaboration amongst the players. Besides, many players seem to guard their portfolios/mandates for fear of losing any perceived or actual advantage or even due to lack of adequate information on the complementarity of other SLM projects and the mechanism for field collaboration. There is also the opinion expressed by some stakeholders that the membership of the Governing Council is large in terms of the federal government stance to reduce the cost of governance in MDAs.

Recommended Policy Measures

a) The NAGGW should be strengthened to lead inclusive, transparent and accountable collaborative activities at the various field operational levels as well as narrow the operational gaps amongst and across AFOLU sectors and build effective synergies on SLM approaches to investments due to the expansive and cross-sectoral scope of the GGWI,
b) The collaborative platform (with the NAGGW as the lead) should promote activities that address ecosystem restoration and rehabilitation, climate change, poverty alleviation, food and nutrition security, peacebuilding, employment generation, gender responsiveness and sustainable livelihood.
c) The partners in GGWI should include relevant Federal and State MDAs, civil society organisations, communities, development collaborators, private sector, etc operating within the GGW States.
d) The FMEnv is expected to liaise with the NASS to review the adequacy or otherwise of the composition of the membership of the Governing Council to implement the GGWI.

(ii) States and Local Government Implementation Committees.

The States and Local Governments in the GGW states have not operationalised the States and Local Government Implementation Committees provided for in Part IV of the NAGGW Act. There is no provision in the Act for a similar structure at the community/unit levels. These structures are desirable to strengthen collaborative partnerships among the various actors at the field implementation level.

Recommended Policy Measures

a) The NAGGW should facilitate the formation and operationalisation of the States and Local Government Implementation Committees through advocacy and technical support.
b) The NAGGW should promote site-level platforms to coordinate, bolster and sustain inter-sectoral SLM approaches taking into consideration the operational choices and mandates of the respective actors.

(iii) Implementation of REDD+ in the GGW States

No GGW States is currently participating in the REDD+ programme in Nigeria. The GGWI, including its afforestation and other SLM approaches, is REDD+ responsive.

Recommended Policy Measures

The National REDD+ Secretariat and the NAGGW should evolve an action plan to mainstream REDD+ activities into the GGWI towards contributing to mitigating the impact of climate change and the earning of accrual REDD+ benefits by the participating communities and the States.

(iv) Strengthening Intersectoral Cooperation on SLM Approaches

The Federal Government of Nigeria has demonstrated a high level of political commitment through its institutions and the various actions and programmes in addressing DLDD and DRM. Further policy measures to strengthen the cooperation between the institutions are necessary

Recommended Policy Measures

a) The NAGGW strengthen its liaison and collaboration with the FMHADMSD/NEMA on disaster risk management.
b) The NAGGW should strengthen its mechanism for collaboration with all relevant key land use sectors and other stakeholders for cross-fertilisation of ideas and strategic synergy on the implementation of projects/activities as well as the promotion of SLM approaches by the different sectors on a landscape basis. The mechanism should also facilitate bridging the gap amongst the various sectors currently working in silos.
c) The NAGGW should also promote bilateral cooperation among different land use sectors and other actors on a case-by-case basis.
d) The NAGGW should further promote knowledge sharing amongst stakeholders to achieve a shared vision and acceptable trade-offs.

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(v) Gender Mainstreaming

Gender mainstreaming remains a key strategy in the implementation of the GGWI to ensure that women, youths, persons with disability and other vulnerable groups are considered and involved in the implementation of the programme.

Recommended Policy Measures

a) The NAGGW should build on lessons learnt to strengthen the framework to enhance gender mainstreaming in the Great Green Wall Initiatives.
b) The Federal and State Governments should through advocacy and measures review the gender disparity in the traditional land inheritance system that favour the males.

Mobilisation of Funds

Nigeria is facing a budget deficit challenge and heavy debt burden, exacerbated by the instability in the oil market and the impact of the COVID-19 pandemic. There is great pressure on the national treasury to meet various developmental goals with the dwindling national finances. Investments in the GGWI is needed from the public sector, private sector and international sources.

Recommended Policy Measures

a) The Federal Government should:

(i) continue to meet the funding obligations as prescribed under the NAGGW Act;
(ii) sustain the innovative funding mechanism through the Green Bonds and explore any other capital market instruments;
(iii) sustain investments in the agriculture sector to address food and nutrition security through the upscaling of climate-smart agriculture and agro-silvopastoral practices as well as on poverty reduction strategies in the health and education sectors;
(iv) engage private sector leaders and provide appropriate economic policy instruments to incentivise the private sector to undertake afforestation and reforestation for economic benefits as well as nature-based corporate social responsibility;
(v) develop the framework for payment for environmental services;
(vi) establish the Desertification Fund advocated in the Nigeria Land Degradation Neutrality Target Setting Programme;
(vii) seek more funding opportunities from the Global Environment Facility as well as the financial and technical support of other international (multilateral and bilateral) partners; and
(viii) build the in-country capacity of the NAGGW to identify, write proposals and access the untapped pool of external/international funding opportunities for GGWI from bilateral and multilateral sources in partnership with international partners.

b) The NAGGW should liaise with the Federal Ministry of Finance, National Planning and Budget to assess Donor Country Partnership Strategy for available grants.

Land Administrator

The informal land tenure system (customary, Islamic and traditional) is the most common form of the tenurial system, particularly in rural areas. The LUA does not give the required recognition to these forms of informal land transactions, limiting their acceptability as tradeable instruments in the formal sector. The bureaucracy, cost and time for obtaining a statutory right of occupancy are major challenges and disincentive to compliance with the LUA. The review of the LUA has been canvassed by many in different fora. A review of the LUA is needed to address incongruences in the property rights of the various tenurial systems and land administration in general.

Recommended Policy Measures

GLOBE Nigeria should through the NASS platform promote dialogue with stakeholders including the Executive and Legislative Arms of the Federal and State Governments to buy into the review of the LUA.

Upscaling SLM

The GGWI presents great prospect to continue to build on and collaborate with other stakeholders in upscaling SLM approaches to addressing desertification, land degradation and drought as well as mitigating poverty and engendering sustainable livelihoods. Some of the current SLM practices include shelterbelt establishment, fallowing, agroforestry, community orchards, climate-smart agriculture, improved fodder production, water resources management (solar-powered boreholes for provision of water livestock and human consumption), vegetable home gardens, improved wood stoves, woodlots establishment and capacity building of rural communities on SLM and alternative means of livelihood. While the membership of the governing council of the NAGGW presents the opportunities for interaction at high policy levels, working in silos is prevalent at the field level.

Recommended Policy Measures

The NAGGW should develop a field-level operational framework to forge closer collaboration and build stronger partnerships among stakeholders.

Payment for Ecosystem Services

There is no framework for PES under the GGWI. Performance-based payment is a form of Payment for Ecosystem Services within the REDD+ framework.

Policy Measures

The FM Env should develop a national policy and the methodological guidelines on the PES scheme.

Natural Capital Accounting

The integration of natural capital accounting into the national system of accounting is an evolving process in the country.

Policy Measures

a) The FM Env in collaboration with other MDAs, stakeholders and partners should formulate a National Policy and Strategic Action Plan on Natural Capital Accounting.
b) The FMF in liaison with the Ministry of Foreign Affairs should take necessary steps for Nigeria's membership of the Gaborone Declaration for Sustainability in Africa (GDSA), and other global initiatives that support the valuation and incorporation of natural capital accounting into public and private sector policies and decision-making.
c) The FMF should seek international support for capacity building and institutional strengthening to internalise the SEEA-Central Framework.
d) The Federal Government should demonstrate greater political will and commitment to the adoption of Natural Capital Accounting in the National System of Accounts.
e) GLOBE Nigeria should support continuing advocacy and knowledge sharing on Natural Capital Accounting through legislative lobbying for budgetary allocation to FMF for that purpose.

Security

Security challenges are rated medium to high across the aridity zone due to terrorism by Boko Haram and other insurgent groups in the North East as well as armed bandits, kidnapping, cattle rustling, etc. in the North West. The situation puts the project staff and assets at great risk. The security situation has slowed the implementation of GGWI and increased the avoidance or abandonment of high-risk project areas.

Policy Measures

a) The NAGGW should support peacebuilding and community engagement in project areas.
b) The NAGGW should understand and be in close contact with the security architecture in each project site to guide during project implementation.
c) The NAGGW should explore innovative steps to secure project assets and personal safety.

COVID 19

The implementation of the GGWI has further slowed down because of the COVID 19 pandemic. The second wave of the pandemic that started in Nigeria in December 2020 further slowed down the implementation process. There is a possibility of a third wave of the pandemic. The Federal and State Governments, development partners and other stakeholders have various activities in response to the pandemic.

Policy Measure for GGWI

The NAGGW should continue to educate and encourage project staff and communities on strict adherence to COVID 19 protocol.

Regulations made by National Environment Standards and Regulation Enforcement (Establishment) Agency Act, 2007

The FM Env has created twelve regulations on the green environment under the NESREA Act. NESREA has demonstrated capacity to carry out compliance monitoring and enforcement in four regulations, namely National Environmental (Control of Charcoal Production and Export) Regulations S.I No 62, 2014; National Environmental (Quarrying and Blasting Operations) Regulations S.I No 33, 2013; National Environmental (Protection of Endangered Species in International Trade) Regulations, 2011, S.I. No. 16, 2011; and National Environmental (Access to Genetic Resources and Benefit Sharing) Regulations, S. I. No. 30 2009

Policy Measures

a) NESREA should undertake a reassessment of its institutional capacity to implement the regulations on the green environment.
b) The NASS should appropriate adequate funds for the activities of NESREA.

2. Recommended Legislative Actions

Legislation accommodates and makes provision for the linkages between environmental, social and economic activities towards achieving sustainable development and outcomes[74]. Many of the laws relevant to GGWI and REDD+ activities are sectoral in approach while some also addressed cross-sectoral issues. The recommendations for national legislative actions incorporate the need to enhance cross-sectoral institutional engagements and collaboration in the land use sectors, promote SLM approaches and boost the implementation of the GGWI and incorporating REDD+ activities in the GGW States.

International Instruments

Several relevant international instruments influence national policies and measures. These include the SDGs, UNCCD, UNFCCC, CBD, RAMSAR, CITES, UNSPF, Sendai Framework, CEDAW and African Charter on Human and Peoples Rights. Most of these international instruments for which policies and measures are in place have not been fully or only partly backed by national legislation. The CITES, for example, is backed by the Endangered Species Act while the African Charter on Human and Peoples Rights is fully domesticated. Section 12 of the CFRN regulates the procedure for the domestication of international instruments in the country.

Recommended Legislative Actions

Domestication of relevant multilateral environmental agreements (whole or relevant parts, as applicable) under the provisions of Section 12 of the CFRN.

a) United Nations Framework Convention on Climate Change
b) United Nations Convention to Combat Desertification
c) United Nations Convention on Biological Diversity and its Protocols
d) The Convention of Wetlands of International Importance
e) Sendai Framework for Disaster Risk Reduction
f) United Nations Convention on the Elimination of All Forms of Discrimination Against Women.

74 FAO & UNEP (2020b). Legislative Approaches to Sustainable Agriculture and Natural Resources Governance. FAO Legislative Study No. 114. Rome. https://doi.org/10.4060/ca8728en.)

Land Use Act, Cap L5 LFN 2004

LUA is entrenched as a provision of the CFRN. The alteration of any of the provisions of the LUA has to satisfy the provisions of section 9(2) of the CFRN to the effect that an Act for the amendment (including the LUA) shall not be passed by in either House of the NASS unless the proposal is supported by the votes of not less than two-thirds majority of all the members of that House and approved by resolution of the Houses of Assembly of not less than two-thirds of all the States. Most lands in the rural areas are not registered under the LUA but acquired under customary / Islamic / traditional tenure. Such acts of possession, ownership or user rights are not statutory forms of land tenure and titling under the LUA and they have limitations as acceptable tradeable instruments in the formal sector of the economy and may pose some challenges in ascertaining rights to carbon benefits and sustainability in REDD+ activities. For GGWI and REDD+ activities, the tenurial or ownership rights over the land, trees and carbon are crucial to secure stakeholder participation and ownership of the initiatives.

Since the promulgation of the LUA as a decree in 1978, it has been the subject of several judicial decisions, discussions by scholars, academia, and other stakeholders. There are a plethora of recommendations and calls for legislative interventions to amend the LUA due to the lacunae and challenges in the operation of the LUA. The recommended legislative actions to support GGWI and REDD+ activities are:

Recommended Legislative Actions

a) Amend section 6 of the LUA so that the customary right of occupancy or deemed grant will have the same force of recognition as a statutory grant by the Governor to enhance the tenurial security ownership status and commercial value.
b) Amend Section 7 so that persons who have attained the legal age of eighteen years and not twenty-one years can exercise proprietary rights over land, obtain a statutory right of occupancy or consent to the assignment or subletting of a statutory right of occupancy from the Governor and not through his/her guardian or trustee as provided in Section 7(1).

Explanatory Note. *Eighteen years is the legal age in Nigeria. Examples of statutory provisions: voting rights (Sections 77(1)(2) & 117(2) of CFRN); and Section 35(1)(d) of the Child Rights Act on the obligations for the care of persons under eighteen years of age for purposes of education and welfare.*

c) Amend Section 21 of the LUA to remove the requirement for the consent of the Governor or the Local government as appropriate, to be first had and obtained before holders of Customary Rights of Occupancy can alienate their rights by way of assignment, mortgage, transfer of possession, sub-lease or otherwise. The amendment will dispense with the requirement for the approval/consent of the Governor to be first had and obtained thereby enhance the ease of dealing in land matters.
d) Provide for the registration in the Deed Registry of the State/Local Government transactions made under the amended Section 21 as recommend in (c) above.
e) Delete Section 28(3)(d) which empowers the Governor to revoke a Customary Right of Occupancy on the grounds of public interest following the contravention of the extant provisions of Section 21 on consent/approval (based on the amendment of Section 21).
f) Amend Section 22 of the LUA to eliminate the requirement of obtaining the consent of the Governor before holders of statutory Right of Occupancy can alienate their rights by way of assignment, mortgage, transfer of possession, sub-lease or otherwise without requiring the approval/consent of the Governor to be first had and obtained.
g) Provide for the registration in the Deed Registry of all Governments (Federal, States and Local Governments) the transactions made under the amended Section 22.
h) Amend Section 5(1)(f) to delete the provision on penal rent for any breach in not obtaining the prior consent of the Governor to transactions under reference.
i) Delete Section 28(2)(a) which empowers the Governor to revoke a Statutory Right of Occupancy on the grounds of public interest following the contravention of the extant provisions of Section 22 on consent/approval.

Explanatory notes. *The amendments of Sections 21 and 22 will promote land tenure security, support economic activities in the land and the ease of doing business, minimize cost, bureaucracy and time of obtaining the approval/consent of the Governor to transactions (alienate right of occupancy or any part thereof by assignment, mortgage, transfer of possession, sublease or otherwise).*

Environmental Impact Assessment Act, Cap E12, LFN 2004

The Environmental Impact Act was enacted in 1992. It provides the legal framework for environmental impact assessment (EIA) in Nigeria. It classified the categories of public and private projects for which EIA will be conducted.

Recommended Legislative Action

a) Section 61 (Interpretation Section) - Amend the meaning of the word "mitigation" to include the words "biological offset planting" in the list of mitigation measures thus providing additional support to GGWI and REDD+ activities in the EIA process.

Explanatory note. *This will prescribe biodiversity conservation and enrichment measures in an alternative site while the project activities are going on or at the preparation stages towards reducing carbon footprint and enhancing the environmental integrity of the project environment.*

b) Amend the Act to provide two (2) new Sections for the FM Env to:

- establish and host a National Environmental Impact Data System as public records on the environment sector; and
- prepare and publish the National State of Environment Report every five years focusing on the priority areas that should include climate change, biodiversity loss, air and water pollution and other sustainability issues, and to develop template(s) and guidelines for the States and Local Governments and communities to report on the state of their environment.

Explanatory note. *The amendment will enhance good environmental governance and knowledge management.*

National Environment Standards and Regulation Enforcement Agency (Establishment) Act, 2007; and National Environment Standards and Regulation Enforcement Agency (Establishment) (Amendment) Act, 2018

Recommended Legislative Actions

a) Amend Section 3(1)(e) to reflect that the three other persons to represent public interest to be appointed by the Minister of Environment shall be the representatives of environmental civil society groups, academia and industries.

Explanatory Note: *Nine (9) out of the thirteen (13) members of the Governing Council are public officers. The suggested amendment will ensure that the regulated industry, academia and the environmental CSOs are members of the Governing Council to enhance its capacity and broader representation and spread on the subject matter.*

National Agency for the Great Green Wall (Establishment) Act, 2015

Recommended Legislative Actions

a) Review section 4 on the adequacy or otherwise of the 23 membership Council

Explanatory Notes: *The membership of the National Council on the NAGGW would appear already large at 23 members. The supporting opinion expressed by some stakeholders is that the membership of the Governing Council is large in terms of the federal government stance to reduce the cost of governance in MDAs and that the policy contributions of some of the members will be more effective as technical inputs at the field operational levels through their various SLM projects. The Ministry of Environment should liaise with the NASS on the adequacy or otherwise of the membership of the National Council on the GGW for any amendment to the NAGGW Act.*

b) Amend section 4(1)(e). Instead of providing for three (unnamed) members of the private sectors as members, it should read specifically, "a representative of the coalition of environmental civil society organisations and two from the organised private sectors".

Explanatory Note: *This will ensure that at least an environmental NGO is among the three persons under that subparagraph that would be appointed by the President on the recommendation of the Minister of Environment.*

c) Amend Section 6 (on the functions of the agency) by inserting the words " .....and grievance redress" after the word "feedback" to read "establish appropriate mechanisms for monitoring and evaluation of the Programme and put in place appropriate feedback and grievance redress mechanisms for necessary action of implementing institutions and stakeholders;".

Explanatory Notes: *The purpose is to charge the NAGGW to develop a transparent and accountable framework to address field level grievances of communities and other stakeholders in line with global best practices.*

The Great Green Wall (Establishment) Act, 2015 provides the legal framework for the NAGGW and the implementation of the GGW with a twenty-three membership governing body. (National Council on the Great Green Wall) as the governing body (Section 4). Thirteen of the members are from the public service.

Nigerian Minerals and Mining Act, 2007

This Act is under review by the Federal Ministry of Solid Minerals Development, the national administrative management authority. It regulates the exploration and exploitation of solid minerals in Nigeria and related purposes. The recommendations for amendment of the Act arose because of the need to minimize the carbon footprint on the ecosystem, promote good forest management, biodiversity conservation and SLM in mining operations with appropriate mitigation measures towards contributing to the implementation of GGWI and addressing climate change.

Recommended Legislative Actions

a) Amend Section 19(2) by insertion of three new paragraphs, namely:
   (i) Section 19(2)(i) a representative of community-based organisations.
   (ii) Section 19 (2)(j) a representation of the private sector.
   (iii) Section 19(2)(K) a representative of civil society organisations.

Explanatory Notes. *Section 19 provides for the establishment of the State Minerals Resources and Management Committee, an advisory body to the Minister in Charge of Solid Minerals Development. The eight-member committee is comprised of only civil servants at the Federal, State and Local*
Governments levels. There is no member from the private sector, civil society organisations and community-based organisations in the committee. The proposal is to increase the members of the committee to eleven members to include a representative each from community-based organisations, private sector and civil society organizations. This will engender trust, accountability and transparency in the governance of mining operations. Furthermore, the Ministry of Solid Minerals Development should operationalize the committee in each States.

b) Amend Section 3 (Lands excluded from minerals exploration and exploitation) to include a new paragraph (e) and to renumber former paragraph (e) as paragraph (f). Paragraph 3(1)(e) to read "areas of high conservation value and high carbon stocks or endangered ecological communities and areas of critically endangered species".

Explanation Notes. *The National Parks are in the exclusion list under Section 3(1)(d). This amendment is to take measure to protect other critical, endangered or pristine ecosystems from mining operations.*

c) Amend the Act to remove the privileged rights of the holder of exploration license (Section 60(1)(h) and of the holder of a quarry lease (Section 78(3)(a) to take the tree for domestic use.

Explanatory Notes. *It is difficult to ascertain that such trees would be for the domestic use of the licensee. In any case, an uncontrolled exercise of such rights could further lead to deforestation and land degradation in a mining area even in parts of the mining lease area where mining or exploration activities were yet to commence.*

d) Amend section 78(3) (b) to read, "a lessee under a quarry lease shall not take a protected tree without a permit issued by a competent forest officer in the services of the state government where the mining operation is taking place and under an obligation to undertake offset planting".

Explanatory Notes. *The extant Section 78(3)(b) provides that "a lessee under a quarry lease shall not take a protected tree without the consent of a proper forest officer". The amendment will remove the ambiguity of who is a "proper forestry officer". The requirement for offset planting will reduce carbon footprint and promote biodiversity conservation in mining operations.*

e) Amend Section 164 (Interpretation) to include the meaning of a "forestry officer" to mean- "an officer so designated by the State Government Ministry responsible for sustainable forest management, utilization, conservation, and regeneration of forests and other related matters in the concession area where the minerals and mining activities are taking place".

Explanatory Notes. *The purpose is to remove any ambiguity as to who a forest officer is.*

f) Amend Section 98(3) to read - "a licensee or lessee who causes injury or damage to any area, tree or thing in the subsection (1) of this section, shall a pay fair and adequate compensation to the persons or communities affected by injury or damage; and in the case of trees shall undertake and nurture replacement planting of the indigenous tree species in a site determined by the community or concerned group".

Explanatory Notes. *Section 98 provides for the prohibition of mineral exploration in certain areas. The Act provides that the remedy for the breach of the provision of Section 98(3) shall be fair and adequate compensation; hence the recommended amendment to the subsection to provide for "replacement planting and nurturing of the same species of trees in a site determined by the community or concerned group". The other reason is that protected/sacred/venerated trees should be preserved for the social, environmental, cultural, historic, scientific, educational, etc, values and all efforts should be made to accomplish that objective and prevent their degradation or removals.*

g) Amend the Act to include in the obligations of a mining titleholder or permittee to undertake offset planting in alternative sites during mining operations as one of the key activities in the rehabilitation and reclamation actions.

Explanatory Notes. *A mining lease is for twenty-five years, renewable every twenty-four years (section 66). Biodiversity offset management is, therefore, necessary to mitigate the impact of mining during the active stages of operations and to address ecosystem health and integrity. Generally, the recommendation for offset planting comes up strongly to ensure that reasonable mitigation steps are taken progressively to rehabilitate and enhance the overall quality of a mining lease area, whether or not rehabilitation, reclamation or closure activities have commenced in the actual operational area of the mining site/lease.*

National Emergency Management Agency (Establishment, Etc.) Act N34 LFN.

The NEMA Act, enacted in March 1999, is due for amendment given the emerging imperatives of disaster risk management. The National Disaster Risk Management Policy, 2019 re-emphasised the place of appropriate legal and institutional frameworks for the effective governance of DRM at all levels in the country. It recognised the cross-sectoral nature of DRM and the need to strengthen NEMA, SEMAs and the LEMAs to operationalise DRM Policy and compliance monitoring and enforcement.

Recommended Legislative Actions

a) Amend Section 2 to include the representatives of the Federal Ministries of Environment; Land, Housing and Urban Development; Women Affairs; Agriculture and Rural Development; Federal Ministry of Education; and Humanitarian Affairs, Disaster Management and Social Development (which is the supervisory ministry) in the Governing Council

Or

Amend Section 2 as above but with Honourable Ministers as members of the Governing Council.

Explanatory Notes.

- *The expanded membership of the Governing Council from 13 to 18 will offer the opportunity for those critical stakeholders to be involved in high-level national policy decision-making on disaster management and for subsequent implementation at the ministerial levels.*
- *The National Disaster Risk Management Policy, 2019 recommends the amendment of Section 2 to include the representatives of the Ministries of Environment; Land, Housing and Urban Development; and Women Affairs in the Governing Council (See Article 6.2.2(B).*

b) Create a new section for the establishment of an independent Technical Advisory Committee (TAC) as the advisory body to NEMA, with NEMA providing the Secretariat as stipulated in Article 6.2.2.5 of the country's National Disaster Management Policy, 2019.

Explanatory Notes.

- *The functions and membership are stated in Article 6.2.2.5 (A) on page 19 of the National Disaster Risk Management Policy.*
- *The TAC will provide advisory technical services to the Governing Council on DRM as well as facilitate the building of necessary cross-sectoral synergies in national disaster risk management.*

Bills before the House of Representatives.

The following Private Member Bills are before the House of Representatives.

(i) Climate Change Bill, 2019 (HB.357).
(ii) National Forestry Trust Fund (Establishment, etc.) Bill, 2019 (HB 352).
(iii) Environmental Impact Assessment Bill, 2019 (HB. 85)
(iv) A Bill for an Act to Amend Section 3 of the National Agency for the Great Green Wall and for Related Matters (HB.727)
(v) A Bill for an Act to Regulate the Profession of Forestry on Nigeria and for Related Matters (HB 801)

Recommended Legislative Actions.

a) GLOBE Nigeria should facilitate the consideration of the Bills before the House of Representatives.
b) NASS should pass the bills before the end of the 9th Assembly in 2021.

3. Summary of the Recommendations

Policy Measures

POLICY ISSUES	RECOMMENDED POLICY MEASURES
Institutional Coordination Framework	a) The NAGGW should be strengthened to lead inclusive, transparent and accountable collaborative activities at the various field operational levels as well as narrow the operational gaps amongst and across AFOLU sectors and build effective synergies on SLM approaches to investments due to the expansive and cross-sectoral scope of the GGWI, b) The collaborative platform (with the NAGGW as the lead) should promote activities that address ecosystem restoration and rehabilitation, climate change, poverty alleviation, food and nutrition security, peacebuilding, employment generation, gender responsiveness and sustainable livelihood. c) The partners in GGWI should include relevant Federal and State MDAs, civil society organisations, communities, development collaborators, private sector, etc. operating within the GGW States. d) The FMEnv is expected to liaise with the NASS to review the adequacy or otherwise of the composition of the membership of the Governing Council to implement the GGWI.
States and Local Government Implementation Committees	a) The NAGGW should facilitate the formation and operationalisation of the States and Local Government Implementation Committees through advocacy and technical support. b) The NAGGW should promote site-level platforms to coordinate, bolster and sustain inter-sectoral SLM approaches taking into consideration the operational choices and mandates of the respective actors.
Implementation of REDD+ in the GGW States	The National REDD+ Secretariat and the NAGGW should evolve an action plan to mainstream REDD+ activities into the GGWI towards contributing to mitigating the impact of climate change and the earning of accrual REDD+ benefits by the participating communities and the state.
Strengthening Intersectoral Cooperation on SLM approaches	a) The NAGGW strengthen its liaison and collaboration with the FMHADMSD/NEMA on disaster risk management. b) The NAGGW should strengthen its mechanism for collaboration with all relevant key land use sectors and other stakeholders for cross-fertilisation of ideas and strategic synergy on the implementation of projects/activities and as well as the promotion of SLM approaches by the different sectors on a landscape basis. The mechanism should also facilitate bridging the gap amongst the various sectors currently working in silos. c) The NAGGW should also promote bilateral cooperation among different land use sectors and other actors on a case by case basis. d) The NAGGW should further promote knowledge sharing amongst stakeholders to achieve a shared vision and acceptable trade-offs.
Gender Mainstreaming	a) The NAGGW should build on lessons learnt to strengthen the framework to enhance gender mainstreaming in the Great Green Wall Initiative.

	b) The Federal and State Governments should through advocacy and measures review the gender disparity in the traditional land inheritance system that favour males.
Mobilisation of Funds	a) The Federal Government should: (i) continue to meet the funding obligations as prescribed under the NAGGW Act; (ii) sustain the innovative funding mechanism through the Green Bonds and explore any other capital market instruments; (iii) sustain investments in the agriculture sector to address food and nutrition security through the upscaling of climate-smart agriculture and agro-silvopastoral practices as well as on poverty reduction strategies in the health and education sectors; (iv) engage private sector leaders and provide appropriate economic policy instruments to incentivise the private sector to undertake afforestation and reforestation for economic benefits as well as nature-based corporate social responsibility; (v) develop the framework for payment for environmental services; (vi) establish the Desertification Fund advocated in the Nigeria Land Degradation Neutrality Target Setting Programme; (vii) seek more funding opportunities from the Global Environment Facility as well as the financial and technical support of other international (multilateral and bilateral) partners; and (viii) build the in-country capacity of the NAGGW to identify, write proposals and access the untapped pool of external/international funding opportunities for GGWI from bilateral and multilateral sources in partnership with international partners. b) The NAGGW should liaise with the Federal Ministry of Finance, National Planning and Budget to assess Donor Country Partnership Strategy for available grants.
Land Tenure	GLOBE Nigeria should through the NASS platform promote dialogue with stakeholders including the Executive and Legislative Arms of the Federal and State Governments to buy into the review of the LUA.
Upscaling SLM	The NAGGW should develop a field-level operational framework to forge closer collaboration and build stronger partnerships among stakeholders.
Payment for Ecosystem Services	The FM Env should develop a national policy and methodological guidelines on the PES scheme
Natural Capital Accounting	a) The FM Env in collaboration with other MDAs, stakeholders and partners should formulate a National Policy and Strategic Action Plan on Natural Capital Accounting. b) The FMF in liaison with the Ministry of Foreign Affairs should take necessary steps for Nigeria's membership of the Gaborone Declaration for Sustainability in Africa (GDSA), and other global initiatives that support the valuation and incorporation of natural capital accounting into public and private sector policies and decision-making. c) The FMF should seek international support for capacity building and institutional strengthening to internalise the SEEA-Central Framework. d) The Federal Government should demonstrate greater political will and commitment to the adoption of Natural Capital Accounting in the National System of Accounts.

	e) GLOBE Nigeria should support continuing advocacy and knowledge sharing on Natural Capital Accounting through legislative lobbying for budgetary allocation to FMF for that purpose.
Security	a) The NAGGW should support peacebuilding and community engagement in project areas. b) The NAGGW should understand and be in close contact with the security architecture in each project site to guide during project implementation. c) The NAGGW should explore innovative steps to secure project assets and personal safety.
COVID 19	The NAGGW should continue to educate and encourage project staff and communities on strict adherence to COVID 19 protocol.
Regulations made by National Environment Standards and Regulation Enforcement Agency (Establishment) Act, 2007	a) NESREA should undertake a reassessment of its institutional capacity to implement the regulations on the green environment. b) The NASS should appropriate adequate funds for the activities of NESREA.

Legislative Actions.

LEGAL INSTRUMENTS	RECOMMENDED LEGISLATIVE ACTIONS
International Instruments	Domestication of relevant multilateral environmental agreements (whole or relevant parts, as applicable) under the provisions of Section 12 of the CFRN. a) United Nations Framework Convention on Climate Change b) United Nations Convention to Combat Desertification c) United Nations Convention on Biological Diversity and its Protocols d) The Convention of Wetlands of International Importance e) Sendai Framework for Disaster Risk Reduction f) United Nations Convention on the Elimination of All Forms of Discrimination Against Women.
Land Use Act, Cap L5 LFN 2004	a) Amend section 6 of the LUA so that the customary right of occupancy or deemed grant will have the same force of recognition as a statutory grant by the Governor to enhance the tenurial security ownership status and commercial value. b) Amend Section 7 so that persons who have attained the legal age of eighteen years and not twenty-one years can exercise proprietary rights over land, obtain a statutory right of occupancy or consent to the assignment or subletting of a statutory right of occupancy from the Governor and not through his/her guardian or trustee as provided in Section 7(1). Provide for the registration in the Deed Registry of the State/Local Government transactions made under the amended Section 21 as recommend in (c) above. c) Delete Section 28(3)(d) which empowers the Governor to revoke a Customary Right of Occupancy on the grounds of public interest following the contravention of the extant provisions of Section 21 on consent/approval (based on the amendment of Section 21).
Environmental Impact Assessment Act, Cap E12, LFN 2004	a) Section 61 (Interpretation Section) - Amend the meaning of the word "mitigation" to include the words "biological offset planting" in the

	list of mitigation measures thus providing additional support to GGWI and REDD+ activities in the EIA process. b) Amend the Act to provide two (2) new Sections for the FM Env to: • establish and host a National Environmental Impact Data System as public records on the environment sector; and • prepare and publish the National State of Environment Report every five years focusing on the priority areas that should include climate change, biodiversity loss, air and water pollution and other sustainability issues, and also the develop template(s) and guidelines for the States and Local Governments and communities to report on the state of their environment.
National Environment Standards and Regulation Enforcement Agency (Establishment) Act, 2007; and National Environment Standards and Regulation Enforcement Agency (Establishment) (Amendment) Act, 2018	Amend Section 3(1)(e) to reflect that the three other persons to represent public interest to be appointed by the Minister of Environment shall be the representatives of environmental civil society groups, academia and industries.
National Agency for the Great Green Wall (Establishment) Act, 2015	a) Review section 4 on the adequacy or otherwise of the 23 membership Council. b) Amend section 4(1)(e). Instead of providing for three (unnamed) members of the private sectors as members, it should read specifically, “a representative of the coalition of environmental civil society organisations and two from the organised private sectors”. Amend Section 6 (on the functions of the agency) by inserting the words " …..and grievance redress” after the word "feedback" to read "establish appropriate mechanisms for monitoring and evaluation of the Programme and put in place appropriate feedback and grievance redress mechanisms for necessary action of implementing institutions and stakeholders;".
Nigerian Minerals and Mining Act, 2007	a) Amend Section 19(2) by insertion of three new paragraphs, namely: (i) Section 19(2)(i) a representative of community-based organisations. (ii) Section 19 (2)(j) a representation of the private sector. (iii) Section 19(2)(K) a representative of civil society organisations. b) Amend Section 3 (Lands excluded from minerals exploration and exploitation) to include a new paragraph (e) and to renumber former paragraph (e) as paragraph (f). Paragraph 3(1)(e) to read “areas of high conservation value and high carbon stocks or endangered ecological communities and areas of critically endangered species”. c) Amend the Act to remove the privileged rights of the holder of exploration license (Section 60(1)(h) and of the holder of a quarry lease (Section 78(3)(a) to take the tree for domestic use. d) Amend section 78(3) (b) to read, “a lessee under a quarry lease shall not take a protected tree without a permit issued by a competent forest officer in the services of the state government where the mining operation is taking place and under an obligation to undertake offset planting". e) Amend Section 164 (Interpretation) to include the meaning of a “forestry officer” to mean- “an officer so designated by the State Government Ministry responsible for sustainable forest management,

	utilization, conservation, and regeneration of forests and other related matters in the concession area where the minerals and mining activities are taking place". f) Amend Section 98(3) to read - "a licensee or lessee who causes injury or damage to any area, tree or thing in the subsection (1) of this section, shall a pay fair and adequate compensation to the persons or communities affected by injury or damage; and in the case of trees shall undertake and nurture replacement planting of the indigenous tree species in a site determined by the community or concerned group". g) Amend the Act to include in the obligations of a mining titleholder or permittee to undertake offset planting in alternative sites during mining operations as one of the key activities in the rehabilitation and reclamation actions.
National Emergency Management Agency (Establishment, Etc.) Act N34 LFN 2004.	a) Amend Section 2 to include the representatives of the Federal Ministries of Environment; Land, Housing and Urban Development; Women Affairs; Agriculture and Rural Development; Federal Ministry of Education; and Humanitarian Affairs, Disaster Management and Social Development (which is the supervisory ministry) in the Governing Council of NEMA. b) Create a new section to establish an independent Technical Advisory Committee (TAC) as the advisory body to NEMA, with NEMA providing the Secretariat as stipulated in Article 6.2.2.5 of the country's National Disaster Management Policy, 2019.
Bills before the House of Representatives.	The bills: (i) Climate Change Bill, 2019 (HB.357). (ii) National Forestry Trust Fund (Establishment, etc.) Bill, 2019 (HB 352). (iii) Environmental Impact Assessment Bill, 2019 (HB. 85) (iv) A Bill for an Act to Amend Section 3 of the National Agency for the Great Green Wall and for Related Matters (HB.727) (v) A Bill for an Act to Regulate the Profession of Forestry on Nigeria and for Related Matters (HB 801) a) GLOBE Nigeria should facilitate the consideration of the Bills before the House of Representatives b) NASS should pass the bills before the end of the 9th Assembly in 2021.

Implementation Schedule

ACTIVITIES	TIMELINE
Policy Measures	a) In short term (1-2 years) b) Consolidated throughout the GGWSAP 2021 -2025. c) GLOBE Nigeria should support the activities through the legislative oversight of the NASS in this 9th Assembly.
Legislative Actions	a) On or before June 2023: (i) The legislators will need to enact the bills before the NASS before its tenure ends in June 2023. GLOBE Nigeria should continue its support for the early passage of the bills. (ii) The NASS could also suo moto consider the review of the other Acts recommended for legislative actions. (iii) The various Ministries, Departments and Agencies (MDAs) should expedite actions on their respective relevant draft Executive Bills and timely present to the NASS for consideration during the tenure of the 9th NASS. b) The legislative bills not passed by the current NASS will have to be reintroduced de novo in the 10th NASS.

4. Conclusion

The realisation of the goals of GGWI requires effective policies backed by legal and institutional arrangements. It also needs collaboration and appropriate synergy among relevant government, civil society, and development partners in the implementation of programmes and projects. The report identified the strength and weakness in policies, legal and institutional frameworks, and the interlinkages of GGWI with the activities of other land-use sectors. Most of the multilateral environmental agreements that Nigeria is a signatory to have not been domesticated. The report recommended legislative action. The report also made recommendations to streamline and strengthen the membership of the National Council of the NAGGW based on relevance and cost of governance as input into the amendment of Section 3 of the NAGGW Act being undertaking by the NASS. Several other legislative actions for the NASS and policy measures to be carried out by the executive arm of government are recommended in the report to achieve SLM, enhance ecosystem integrity, build climate resilience and promote sustainable livelihoods opportunities on SLM approaches. These include the amendments of some sections of the Land Use Act to enable the project communities to have statutory title to land, clarity on security, tenurial rights, tree tenure, etc. The development of appropriate mechanism at policy and field operational levels will address the collaboration and coordination issues.

The issue of security remains a major challenge in the implementation of GGWI particularly, in conflict hotspots. Avoidance and ensuring that appropriate security is in place are the guiding principles. The impact of COVID 19 is best addressed by advocacy and observing the necessary protocols in project areas. The opportunities to mobilise and sustain funding towards the delivery of the 2030 Agenda within the context of the GGWI exits through the sustenance of the current public funding arrangement, building on innovative finance such as Green Bond and Development Impact Bonds, favourable government economic policies and engagements with the private sector and international funding sources. The prospect of incorporating natural capital accounting into the national system of

accounting is evolving. Nigeria has exhibited the political will to implement GGWI based on SLM approaches to mitigate the impact of climate change, promote poverty alleviation, peacebuilding, ecosystem resilience/restoration and agriculture productivity in green mosaic landscapes along the commodity value chain as well as engender sustainable livelihoods.

The recommended measures for the institutional arrangements and mobilisation of additional funds require stronger political will and commitments of the executive arm of government, the collaboration of relevant stakeholders and enhanced capability (funding, training, personnel, etc.) of the NAGGW. The implementation could be done in short term (1-2 years) and consolidated within the GGWSAP 2021 -2025. GLOBE Nigeria should support the activities through the legislative oversight of the NASS.

On the recommended legislative actions, the legislators need to enact the bills before the NASS during the current 9th Assembly which tenure ends in June 2023. GLOBE Nigeria should continue its support for the early passage of the bills. The NASS could also *suo moto* consider the review of the other Acts recommended for legislative actions. The legislative bills not passed by the current NASS will have to be reintroduced de novo in the 10th NASS. The various Ministries, Departments and Agencies (MDAs) should expedite actions on their respective relevant draft Executive Bills and timely present to the NASS for consideration during the tenure of the 9th Assembly.

The recommendations will facilitate intersectoral coordination, integrate elements of REDD+ activities in the GGWI, address some of the implementation challenges through policies, measures and legislative reviews and contribute to scale up investments in the GGWI through cross-sectoral SLM practices for a green and productive mosaic landscape.

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