Public Policy Implementation and Youth Unrest in the Niger Delta Area: A Study of the Niger Delta Development Commission (NDDC)

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Abstract

Public policies are key tools in addressing societal problems and instilling stability in the society. This paper examined public policy implementation and youth unrest in the Niger Delta Area of Nigeria: A study of the Niger Delta Area Development Commission (NDDC). The paper is anchored on the structural-functionalist theoretical persuasion. The paper employed a descriptive survey design and relied on a 4-point likert scale questionnaire to generate primary data. Population for the paper was based on the National Bureau for Statistics Population Projection for 2022 for the three core Niger Delta States (that is; Rivers State, Delta State and Bayelsa State), which is put at 15,650,300. The sample size for the paper is 400 determined via the use of the Taro Yamane Formula. Generated data was analyzed using frequencies, mean ratings and simple percentages. The paper found out that there is a relationship between public policies implemented by the NDDC and youth unrest, because poor implementations of it's adopted policies were unable to curb the menace of youth unrest in that area. Accordingly, the paper recommends amongst others; that government should adopt an efficient approach in combating the critical challenges that lead to youth unrest in that area. This should include addressing the deplorable situation of the environment, underdevelopment and poverty just empowering militants alone.

Keywords: Public Policy, Youth unrest, Niger Delta, Commission.

Introduction

The primary purpose of every public policy is to address critical issues or developmental gaps within the social structure of any political system. Any public policy that fails to address identified challenges could be termed as a failure. Youth restiveness has become a very fundamental behavioural issue facing the strength of the various levels of government to enhance a conducive environment for businesses to thrive. However, youth-restiveness in Niger Delta dates back to the days of the Local Chiefs, Kings, and Obas such as King Jaja of Opobo and Oba Ovonranme of Benin, etc, to that Isaac Adaka Boro, Ken Saro-Wiwa to the most recent time of Alhaji Asari Dokubo, Ateke Tom, Government Ekpemupolo alias Tompolo, etc. The Niger Delta environmental deterioration brought on by oil exploration and extraction is not being sufficiently addressed and the deterioration of the area's infrastructure is caused by the Nigerian government and oil companies. The primary causes of these instability and conflicts were the area indigenous populations' exclusion from the hugely profitable oil industry.

Armed teenagers started interfering with the operations of oil companies doing business in the area as a result of the conflict's escalation. Also, the blowing up of oil facilities led to a decline in power generation and a sharp cut in oil exports with its attendant consequences on the revenue of the Nigeria state. This caught the interest of regional and international parties, who put more pressure on Nigeria's administration to resolve the problem. The circumstance led President Olusegun Obasanjo's administration in Nigeria to devise the policy that resulted in the creation of the Niger-Delta Development Commission (NDDC), which was created from the remains of the long-gone Oil Minerals Producing Areas Development Commission (OMPADEC). The purpose of the Commission is to hasten the socioeconomic and infrastructure development of the area. Kuku (2012) clearly and concisely stated that the goal of NDDC aimed to encourage the rapid, even, and sustained development of the Niger Delta into a region of economic prosperity, social cohesion, environmental sustainability, and political turmoil. However, it is debatable whether or not the creation of the NDDC as a result of public policy aimed at quelling youth unrest in the area has been successful. Youth restiveness, which is characterized as young agitation over worries of poverty, neglect, marginalization, and unhappiness, is one of the many-sided effects of the seemingly interminable Niger Delta crisis.

The purpose of the paper was to examine pubic policies implementation by the Niger Delta Commission in addressing the underlying scourge of youth unrest in the Niger Delta. The paper is divided into five parts. Part one is the introduction which as just concluded. Part two deals with the theoretical persuasion of the paper. Part three explains the method adopted by the paper to generate and analyze data. Part four is the presentation and analysis of the generated data, while part five covers the conclusion and recommendations of the paper. The paper attempted to provide answer to the question it raised via the purpose of the paper. This was guided by a single hypothesis.

Theoretical Persuation Structural Functionalist Theory

This study adopted the structural functionalist theory, also known as functionalism. The theory is an interdisciplinary theory, which means a lot of authors and scholars have had their share in the conceptualization of the theory from different field of study.

However, Herbert Spencer has been recognized as the first and true proponent of the structural functionalist theory. Herbert Spencer, an English philosopher, biologist and sociologist in his book "Principles of Sociology" propounded in 1862. Herbert Spencer in his assumption of the theory stated that society is a structure with interrelated parts designed to meet the biological and social needs of the individuals in that society. In order words, Herbert Spencer saw similarities between society and the human body. He argued that just as the various organs of the body work together to keep the body functioning, the various parts of society work together to keep society functioning (Spencer 1898). The parts of society that Spencer referred to be the **social institutions**, or patterns of beliefs and behaviors focused on meeting social needs, such as government, education, family, healthcare, religion, and the economy.

Another notable assumption of the theory was from Emile Durkheim, a French sociologist. He applied Spencer's theory to explain how societies change and survive over time. Durkheim believed that society is a complex system of interrelated and interdependent parts that work together to maintain stability (Durkheim 1893), and that society is held together by shared values, languages, and symbols. Durkheim believed that individuals may make up society, but in order to study society, sociologists have to look beyond individuals to **social facts**. Social facts are the laws, morals, values, religious beliefs, customs, fashions, rituals, and all of the cultural rules that govern social life (Durkheim 1893). Each of these social facts serves one or more functions within a society. For example, one function of a society's laws may be to protect society from violence, while another is to punish criminal behavior, while another is to preserve public safety.

Another noted structural functionalist, Robert Merton, pointed out that social processes often have many functions. **Manifest functions** are the consequences of a social process that are sought or anticipated, while **latent functions** are the unsought consequences of a social process. A manifest function of college education, for example, includes gaining knowledge, preparing for a career, and finding a good job that utilizes that education. Latent functions of your college years include meeting new people, participating in extracurricular activities, or even finding a spouse or partner. Another latent function of education is creating a hierarchy of employment based on the level of education attained. Latent functions can be beneficial, neutral, or harmful. Social processes that have undesirable consequences for the operation of society are called **dysfunctions**. In education, examples of dysfunction include getting bad grades, truancy, dropping out, not graduating, and not finding suitable employment.

Almond and Powell introduced the structural-functionalist approach to comparing political systems. They argued that, in order to understand a political system, it is necessary to understand not only its institutions (or structures) but also their respective functions. This introduction of this theory to political science is due to the fact that political science is all about how the society is been governed and also the administration of political power. However, the structures and functions of the political system (such as political parties, interest groups, legislatures, executives, bureaucracies and courts) are not properly patterned and yet inspite of this, their importance is immense. In structural-functional analysis, one determines the important structures and then attempts to trace out the functions of these structures. In every political system there are certain structures, and these cannot be confused with each other. So far as the functions are concerned there is certain amount of overlapping among the function

of the structures.

The Niger Delta Dvelopment Commission (NDDC), is a structure of the executive government enshrined by an act of the legislature in July 2000. The Niger Delta Development Commission due to the formation of the Niger Delta Ministry became a parastatal under the ministry. Hence, the training, education and development of youths in the Niger Delta are the primary functions amongst the multiplicity of functions that the Commission is empowered to perform. These functions have been and have continued to be funded by the government with 0.5 percent of oil companies' exploration and production budgets and half of the 13 percent of oil revenue which, according to the constitution, should go to each oil-producing area. The policies adopted and implemented by the NDDC constitute its functions as a structure that is established to enhance stability in the political system.

Public Policy

Governments and public policy go back a long time. Public policies have been developed and put into effect anytime and wherever governments have existed, regardless of the form they have taken (oligarchy, monarchy, aristocracy, dictatorship, democracy, etc.). The government must implement numerous public policies in order to address the wide range of issues and requests of the populace (Corney, 2012).

A plan of action created and/or implemented by a government or non-profit organization typically in response to social concerns is known as public policy. It is an institutionalized recommendation to address important and practical issues. Beyond this broad definition, public policy has been articulated in several different ways. A well-known paradigm for understanding and affecting public policy is the policy cycle. There are numerous stages to it. Agenda setting, formulation, legitimation, implementation, and assessment are the basic steps, albeit the explanations of each stage may vary. Those who are perceived to be making policy have a responsibility to speak for the interests of many different stakeholders. Designing policies requires making a conscious effort to identify their objectives and map them practically. Academics and other policy studies experts have developed several tools and techniques to help with this task (Carney,2012).

Public policy includes some types of overt government action to address a specific issue, as well as a decision by government officials to do nothing about a situation when governmental engagement is desired.

Youth Restiveness

However, juvenile restlessness is a condition in which youngsters find it difficult to control themselves and are unable to be calm or still, especially when they are dissatisfied with anything. It has to do with young unrest about concerns of deprivation, neglect, marginalization, and other negative emotions. It might be interpreted as illegal and self-serving activity, or as young people engaging in protests for the restoration of their rights and dignity. Similar to this, youth restiveness refers to young people's reactions to the "use and dump" mentality and attitude of people who they believe to be acting oppressively and repressively against their interests, whether positively (constructive) or negatively (destructive). It is also a purposeful tool with rising destructive potential that is used to coordinate a response to perceived grievances. Youth restlessness is, in essence, an expression of anxiety, which details both the destructive effects of worry on the human body and the psychological processes that cause anxiety to manifest in

the body. In actuality, it is a persistent protest launched by a group of organized youths with the intention of enforcing a desired result from a constituted authority. Thus, it is a trait of excessive behavior that is frequently characterized by aggression and interference with legal activity. Since the teenagers' actions in the oil-producing areas of the Niger Delta, the term "youth restiveness" has become widely used in Nigeria. Teenagers are typically connected with the phenomenon because they face a variety of fresh, unique, and challenging adjustment issues that make the need to find one's identity and place in society vital. Three forms of young restlessness were real agitation, criminal behaviour motivated by self-interest, and youth out for retribution. In spite of the lack of a generally agreed-upon definition, the phrase has progressively gained popularity in usage, particularly in Nigerian slang.

The Niger Delta Development Commission (NDDC)

Olusegun Obasanjo, the president of Nigeria, founded the Niger Delta Development Commission in 2000 with the primary purpose of promoting Nigeria's oil-rich Niger Delta area. President Umaru Yar'Adua announced the creation of a Niger Delta Ministry in September 2008, with the Niger Delta Development Commission joining the ministry as a parastatal. One of the Commission's primary duties is to educate and train the youth of the oil-rich Niger Delta areas in order to decrease militancy and conflict while constructing crucial infrastructure to encourage diversification and production. The Niger Delta, a densely populated area home to a variety of minority ethnic groups, was the main driving force behind the creation of the NDDC. These ethnic groups created organizations in the 1990s, the Ijaw and the Ogoni, in particular, to fight against the Nigerian government and foreign oil companies like Shell. Minorities in the Niger Delta have continued in requesting more freedom and authority over the area's oil resources. They support their accusations with the significant environmental harm and pollution brought on by oil operations in the area since the late 1950s.

However, the oil business has given minority populations in oil-producing areas little to no money, and environmental rehabilitation efforts are small and insignificant. Even by Nigerian norms for quality of life, the area is severely underdeveloped and has a low standard of living. Oil production has occasionally been hampered by violent confrontation with the government, oil firms, and other communities as a result of disgruntled youth or organizations purposefully interfering with oil activities in an effort to bring about change. The Nigerian oil sector has suffered tremendous losses as a result of these interruptions, thus both the federal government and multinational corporations have a stake in allowing uninterrupted extraction operations; these worries led to the creation of the NDDC, an effort to meet the needs of the people living in the delta.

The NDDC Mandate

- i. Creation of policies and regulations for the Niger Delta's growth.
- ii. Conception, planning, and execution of projects and programs for the Niger Delta area's sustainable development in the areas of transportation, including roads, jetties, and waterways, health, employment, industrialization, agriculture, and fisheries, housing and urban development, water supply, electricity, and telecommunications, in accordance with established rules and regulations.
- iii. Surveying the Niger Delta to identify the steps required to support its socioeconomic and physical growth.

- iv. Preparing master plans and projects intended to further the Niger Delta area's physical development and the Commission member nations' perception of the area.
- v. Implementation of all policies agreed by the Federal Government and the Commission's member states for the development of the Niger Delta area.
- vi. Identifying factors preventing the Niger Delta area's growth and aiding the member states in formulating and implementing policies to ensure sound and effective management of the area's resources.
- vii. vii Evaluating and documenting any project that is sponsored or carried out in the area by oil and gas firms as well as any other business, such as non-governmental organizations, and making sure that any monies made available for such initiatives are used effectively.
- viii. Addressing ecological and environmental issues that result from oil resource development in the Niger Delta area and providing guidance to the federal government and the member states on how to prevent and contain environmental degradation, gas flare-ups, and oil spills.

President Olusegun Obasanjo used the Niger-Delta Development Commission, which was founded in 2000, as one of his election-year campaign strategies in 2003. The commission was established specifically to hasten the development of the Niger-Delta area, which is rich in mineral resources and crude oil, which has sustained Nigeria's economy since its independence from Great Britain on October 1, 1960, for many years. The commission was burdened with numerous development projects, youth empowerment programs, poverty alleviation plans, and environmental clean-up plans.

Wilson (2014) also mentioned that Ondo, Edo, Delta, Bayelsa, Rivers, Imo, Abia, Akwa Ibom, and Cross Rivers States are among the nine (9) states in the Niger-Delta area that are included in the project. These states have oil bearing communities and made to have some developmental projects so as to pacify the sufferings of the people whose ecosystem has been polluted by oil exploration and exploitation activities of the companies that are operating in their communities. The commission is expected to live up to the expectations of the people whose means of subsistence and environment have been destroyed as a result of these businesses' exploitation of the oil.

The Niger Delta Development Commission was given its own ministry in a later government or administration to make sure that sufficient reparations are made to appease the residents of the oil-producing communities. However, the ministry of Niger Delta affairs has been implicated in a number of failures, including rampant theft of public cash and facilities intended for the host communities. The Niger-Delta area is being misconstrued by so many people as the south-south geopolitical Zone. This has made a critical role of the NDDC to be politicized thereby making some part of the Niger-Delta to be neglected by those in authority. For instance, Ondo State is home to multiple oil exploration businesses despite not being in Nigeria's South-South Geopolitical Zone. Commitment on the part of the government has not been intensified upon as several administrations that come and go, do have diverse views of the peculiar problems of the oil-bearing states in southern Nigeria.

Method

The paper adopted the descriptive survey design which deals with data collection, research questions and hypothesis testing. It specifically entails investigation a portion of the study area, as a reference to the larger area or as a generalization to the study overall study area.

Three core Niger Delta State were selected for the study. The states are Rivers, Delta and Bayelsa. There population is as follows: Rivers, Delta and Bayelsa were 7,476, 800, 5,636,100 and 2,537,400 respectively making a total population of 15,650,300. Thus, the population of study is 15,650,300 which is the total population of the three selected Niger Delta States. (Source: NBS Population Projection, 2022).

This paper adopted the Taro Yamane formula in determining the sample size:

n =
$$\frac{N}{1+(e)^2}$$
 or $n = \frac{N}{1+N(0.5)}$

Where n represents the necessary sample size for the population being studied.

N: is the population size

e: is the margin of error (MOE) which is 0.05

Thus, if the total population of the three Niger Delta States were 15,650,300, the sample size will be:

n =
$$\frac{15,650,300}{1+15,650,300(0.05)^2}$$

= $\frac{15,650,300}{39,126.75}$
= $399,999$
n = 400 approximately

Primary and secondary sources were used to acquire data for the study.

Primary Sources of Data: It is data that has been gathered first-hand for the user's specific purpose. The primary data for this paper was from two respondents determined via the Taro Yamane formula.

Secondary Sources of Data: These data were acquired second-hand from published or recorded sources; in contrast to data specifically gathered first hand Textbooks, periodicals, newspapers, journals, government documents, and the internet were used as secondary sources for this paper.

Data Presentation and Analysis

Table 1: Distribution of Questionnaire and the Rate Response

Respondent	Respondent No. of copied distributed		No. of retrieved ercentage of return		
Rivers	191	189	42		
Delta	144	143	41.3		

Bayelsa	65	53	13
Total	400	385	96.3

Source: Field, 2023

Table 1 shows the questionnaire distributed to the respondents in the three core Niger Delta State and retrieved Rivers 189(49.1%), Delta 143(37.1%) and Bayelsa 53(13.8%). In summary, we have a total of 385 (96.3%) questionnaire returned. This implies that our calculations shall be based on the returned 385 questionnaire.

Questions

What were the public policies implemented by Niger Delta Development Commission in addressing the underlying scourge of youth unrest in the Niger Delta area?

Table 2

%)
%)
5%)
9%)
0%)
%)
%)
4%)
9 9

Source: Field work, 2023

The data in Table 2 illustrates the response rates and frequency for the public policies implemented by Niger Delta Development Commission in addressing the underlying scourge of youth unrest in the Niger Delta area measured on a 7-item and scaled on a 4-point likert scale.

From the outcome of the responses of the respondents, the first item showcases whether NDDC Youth Volunteer programme was a policy implemented by Niger Delta Development Commission in addressing the scourge of youth unrest in the Niger Delta. The responses prove that NDDC Youth Volunteer programme was a policy adopted by the Niger Delta Development Commission in addressing the scourge of youth unrest in the Niger Delta area. The second item interrogated whether NDDC – globacom self-employment business scheme was a scheme implemented by Niger Delta Development Commission in addressing the scourge of youth unrest in the Niger Delta area. The responses elicit that NDDC – globacom self-employment

business scheme was a scheme implemented by Niger Delta Development Commission in addressing the scourge of youth unrest in the Niger Delta area. The third item interrogated whether NDDC skill acquisition programme was a scheme adopted by the Niger Delta Development Commission in addressing the scourge of youth unrest in the Niger Delta area. Majority of the responses prove that NDDC skill acquisition programme was a scheme adopted by the Niger Delta Development Commission in addressing the scourge of youth unrest in the Niger Delta area. The fourth item interrogated whether scholarship programme was a scheme adopted by the Niger Delta Development Commission in addressing the scourge of youth unrest in the Niger Delta area.

The fifth item questioned whether Niger Delta Computer training programmewas also a policy adopted by Niger Delta Development Commission in addressing the scourge of youth unrest in the Niger Delta area. Majority of the responses revealed that Niger Delta Development Commission also implemented Niger Delta Computer training programme as a means of addressing youth unrest. The sixth item also interrogated whether the Niger Delta Development Commission also implemented NDDC assisted mass transit programme as a means of addressing youth unrest in the Niger Delta. The responses generated shows that the Commission also implemented this policy to aid in ameliorating the scourge of youth unrest. Lastly, the seventh item interrogated whether NDDC partnership with Federal Government Amnesty Programme was a policy directed towards addressing youth unrest in the area. From the responses, it shows that NDDC partnered with Federal Government Amnesty Programme in order to address youth unrest in the area.

Hypothesis

There is no significant relationship between the public policies implemented by Niger Delta Development Commission and the underlying scourge of youth unrest in the Niger Delta area.

Chi-square test on the relationship between public policies implemented by Niger Delta Development Commission and the underlying scourge of youth unrest in the Niger Delta area.

Options	No of Respondents	Percentage
Large extent	320	83
Moderate extent	30	8
Low extent	35	9
Total	385	100

Source: Field work, 2023

No	Observed value	Expected value	О–Е	(O-E) ²	(O-E)2 E	
1	320	128.33	191.69	36737.3889	286.2728	

2	30	128.33	-98.33	9668.7889	75.3432
3	35	128.33	-93.33	8710.4889	67.8777
					$X^{2} \Sigma 429.493$

Source: Field work, 2023

Hence the calculated value of X^2 =429.493 From the table at@5% level of confidence df(n-1) =(3-1) =2 $X^2(0.05) = 5.9$

Since the chi-square value calculated is greater than the chi-square tabulated. There is a significant relationship between the public policies implemented by Niger Delta Development Commission and the underlying scourge of youth unrest in the Niger Delta area

Discussion

The Niger Delta Development Commission (NDDC) was established in July 2000 as an agency that promotes development in the Niger Delta. The Commission also acts as an intervention agency in curbing the scourge of youth unrest. In addressing this scourge, the Commission has implemented several policies towards curbing the scourge of youth unrest. The study identified several policies which include: NDDC Youth Volunteer programme, NDDC – globacom self-employment business scheme, NDDC skill acquisition programme, NDDC Scholarship programme, Niger Delta Computer training programme, NDDC – assisted mass transit scheme and NDDC partnership with Federal Government Amnesty Programme.

However, the study in identifying NDDC Youth Volunteer programme generated responses from the respondents. Out of the 385 usable questionnaire, 82% of the respondents agreed while 18% of the respondents disagreed. In identifying NDDC – globacom self-employment business scheme, as a policy implemented by the Niger Delta Development Commission in curbing youth unrest. 69.1% of the 385 respondents agreed, while 30.9% of the respondents disagreed. NDDC skill acquisition programme was another policy identified by the study as a measure used to curb youth unrest in the Niger Delta area. Out of the total respondents 58.7% of the respondents agreed, while 41.3% of the respondents disagreed.

In the same vein, the study also identified NDDC computer programme as a policy implemented by the Commission in tacking youth unrest in the area. 78.1% of the respondents agreed while 21.9% of the total respondents disagreed. The study went further to identify NDDC assisted mass transit scheme as a policy implemented by the Commission in tackling youth unrest in the area. Out of the total respondents, 78.9% of the respondents agreed while 21.1% of the respondents disagreed. Lastly, the study identified NDDC partnership with Federal Government Amnesty Programme as a measure to arrest the scourge of youth unrest in the Niger Delta area. Out of the total population of the study, 69.9% of the respondents agreed while 30.1% disagreed. These findings are in line with Goddey (2012) who revealed that thus: out of the four thousand (4,000) handsets / lines and accessories distributed by the

NDDC to the youths of the nine (9) Niger Delta states, Rivers State youths benefited four hundred forty seven (447) lines and handsets. This implies that since it was distributed on basis of one person one handset / line, 447 youths benefited from the scheme. Also, NDDC within the first phase of her assisted mass transit scheme, which started in April, 2004 distributed 800 buses on hire purchase bases without any collateral to cooperative societies that have a minimum number of ten (10) members in the area. Rivers State youths benefited 143 buses. This implies that 143 cooperative societies benefited, and means an empowerment to 143 groups of minimum of ten persons each. Also, NDDC instituted computer training programme for the Niger Delta youths as a medium for youth empowerment, and granting them opportunity to gain a better employment opportunities in other establishments. The programme started in May 2003 with a total of 5,000 Niger Delta youths. Nevertheless, NDDC introduced vocational skill training for the Niger Delta youths in various trades – fitting, welding, automobile and river craft repairs, electrical / electronics, GSM repairs, upholstery, mechanical business skill etc. A total of six thousand and seventy (6,070) Niger Delta youths benefited from the manpower training programme in different trades (p.264).

Conclusion/Recommendations

The Niger Delta Development Commission (NDDC) was established in July 2000 as an agency that promotes development in the Niger Delta. The Commission also acts as an intervention agency in curbing the scourge of youth unrest. In addressing this scourge, the Commission has implemented several policies towards curbing the scourge of youth unrest. The study identified several policies which include: NDDC Youth Volunteer programme, NDDC – globacom self-employment business scheme, NDDC skill acquisition programme, NDDC Scholarship programme, Niger Delta Computer training programme, NDDC – assisted mass transit scheme and NDDC partnership with Federal Government Amnesty Programme and found out that; these policies have not being able to curb incidences of youth unrest in the area of the country.

Based on the finding, the following recommendations are made:

The government should adopt an efficient approach in combating critical challenges that lead to youth in the area. Empowering the militants alone without addressing the deplorable situation of the environment, the underdevelopment, and poverty in the area was erroneous.

The intervention agency, the Niger Delta Development Commission should be adequately funded to carryout massive development projects in the area.

The training and skill acquisition packages of the NDDC promises a better future for youths in the area. Thus, upon completion of their training programme, the government should ensure that they are engaged in meaningful work or better still they are recruited in industries through the reservation of some employment quota for locals.

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