COMMUNITY EMPOWERMENT MODEL (CEM)
INTRODUCTION

Poverty is not limited to lack of material assets, but it is a set of socio-economic and political conditions that together combine to disempower the people and to create a trap from which it is difficult to escape. Development efforts that fail to acknowledge this complexity and do not aim to empower beneficiaries cannot be sustainable. While the importance of empowerment to development and poverty eradication initiatives as well as of being increasingly acknowledged, lack of an in-depth understanding of this concept is one of the greatest obstacles to its application in the Niger Delta and elsewhere else in the world.

The model of community empowerment, articulated by Stakeholder Democracy Network, is a result of a decade of its work in the Niger Delta and evaluation of best practice empowerment approaches and initiatives. We believe that only communities that are knowledgeable, confident, cohesive, inclusive and organized can become agents of change and are able to participate in decision making to uphold their basic social, political, economic and environmental rights. Therefore, empowering communities is the only sustainable way is the only sustainable way of reversing the dominance of government and oil companies that created the current situation of entrenched poverty in the Niger Delta.

The above five core elements of empowerment have been adapted to suit particular issues that also constitute the root causes of poverty and conflict in the Niger Delta. Most of these approaches and strategies have been implemented and tested by SDN and its partners. Given the holistic nature of empowerment, the programmes based on our different models will have the greatest impact if applied simultaneously, so that they can reinforce one another.

NATIONAL DELTA

Anatomy of disempowerment and poverty

Nigeria is one of the most unequal countries in the world. 61% of Nigerians survive on less than $1 a day and the proportion of citizens living in absolute poverty has increased five times in 20 years. In the same period, Nigeria’s GDP grew more than 120 per cent. The Niger Delta, which fuels Nigeria’s economy, remains one of the poorest parts of the country. According to a UNDP 2006 report, “the Niger Delta is a region suffering from administrative neglect, crumbling social infrastructure and services, high unemployment, social deprivation, abject poverty, filth and squalor, and endemic conflict.”

The communities of the Niger Delta lack capabilities and assets to take control of their own lives and improve them. This deepens their vulnerability and creates a feeling of powerlessness and insecurity, which in turn contribute to perpetuation of underdevelopment and poverty. Unable to uphold their basic social, political, economic and cultural rights, the population of the Delta is trapped in a vicious cycle of chronic underdevelopment, poverty and violent conflict. Powerless in front of the State and oil companies and unable to influence social, political and economic factors that determine their wellbeing, communities become victims of poor governance, arbitrariness of the government and disempowering practices used by the multinationals. Discriminatory social and cultural norms, values and customary practices within the family and community also reinforce poverty at the community and family level.
Empowerment as a process of reversing the unbalance of power

From Victims to Partners

Empowering communities is the only sustainable way of reversing the dominance of government and oil companies that created the current situation of entrenched poverty and conflict in the Niger Delta.

Disempowered and oppressed communities frequently internalize their powerlessness. The process of empowerment has the potential to transform communities from powerless victims to powerful partners and thus to change the dynamics of power between themselves and government and oil companies.

Power cannot be bestowed upon individuals, it has to be self-generated. This process of empowerment starts when individuals gain self-respect, confidence and awareness of their inner strength (‘awakening’). The next stage is realizing the strength that comes from associating together and networking (‘mobilisation’) and act to realise individual and collective goals (‘action’).
Government and oil companies have power over disempowered communities. Their dominance is maintained and reinforced through patronage politics of political elite, 'divide and rule' by oil companies and other disempowering practices.

"Conscientised" individuals see value in associating together: they start to cooperate, organize and network.

"THE WHOLE" IS GREATER THAN THE SUM OF INDIVIDUALS. MOBILISED COMMUNITIES CAN ACHIEVE MORE THAN INDIVIDUALS ACTING IN ISOLATION

Empowered and mobilized communities are able to challenge the unbalance of power, becoming partners of government and oil companies.

COMMUNITIES PARTICIPATE IN DECISION-MAKING PROCESSES AND INFLUENCE THEM ACHIEVING THEIR COLLECTIVE STRATEGIC GOALS. THEY MAKE GOVERNMENT AND OIL COMPANIES UPHOLD THEIR POLITICAL, ECONOMIC, SOCIAL AND ENVIRONMENTAL RIGHTS.
SDN'S THEORY OF CHANGE
Phases of empowerment

SDN believes that communities that are knowledgeable, confident, cohesive, inclusive and organized can become agents of change.

In the light of this theory of change, empowerment is a systematic process of building capabilities and assets at the individual and community level. Empowered individuals and communities become able to participate in decision-making in order to uphold their basic social, political, economic and environmental rights.

The process of empowerment can be represented by five distinct yet complementary phases. They can be defined as: 1) capacity and knowledge; 2) confidence and attitude; 3) community cohesion and inclusiveness; 4) community cooperation and organization; 5) community participation and influence.

In our understanding, the outcome of empowerment at the individual level is the ability of individuals to achieve their personal goals, such as ability to improve income and well-being, provide education for themselves and their children, and have more voice in family and community decision-making. The outcome of collective empowerment then is the ability of community groups to ensure that their strategic needs (such as better health and education services) are met by the government and that their rights are adopted by oil companies.

See infographic ‘Stages of community empowerment’ on page 10 and 11.
Underdevelopment and poverty in the Niger Delta are caused by a mutually reinforcing mix of political, social, economic and cultural processes that disempower the local population. The communities lack capabilities and assets to take control of their own lives and to improve them. This deepens their vulnerability and creates a feeling of powerlessness and insecurity, which in turn contribute to perpetuation of underdevelopment and poverty. Unable to uphold their basic social, political, economic and cultural rights, the population of the Delta is trapped in a vicious cycle of chronic underdevelopment, poverty and violent conflict.

STAGES OF COMMUNITY EMPOWERMENT

1. CAPACITY AND KNOWLEDGE
   Impart community members various skills and knowledge, such as conflict resolution and transformation skills, leadership skills, advocacy and negotiation skills, public finance management and budget tracking skills, ICT skills, various livelihood skills.
   Acquisition of various skills will bring immediate benefits to projects but it will also translate into increased confidence and will catalogue change in people's lives.

2. CONFIDENCE AND ATTITUDE
   Impart life skills to community members, build their awareness of socio-economic and political rights and obligations of government; support their aspirations, show them how they can have their needs fulfilled and build their confidence that their lives can be improved through non-violence.
   Individuals will become self-reliant, independent and will confidently work to realise their dreams and improve their communities through non-violent action.

3. COMMUNITY INCLUSIVENESS AND COHESION
   Support peacebuilding activities, inclusive leadership and decision-making processes.
   Only peaceful and cohesive communities are strong enough to be able to challenge the unbalance of power and realise their vision of peace and development.

4. COMMUNITY COOPERATION AND ORGANISATION
   Promote solidarity, self-help initiatives, collaboration of different community groups and inter-community networking.
   Mutual trust and solidarity in resolving collective problems creates strong bonds that provide invaluable support in difficult times and are necessary for undertaking collective actions.

5. COMMUNITY PARTICIPATION AND INFLUENCE
   Mobilise community leaders, including women and marginalised groups, to develop a common vision and action plan and support them to engage the government and influence its decisions.
   Grassroots mobilisation of empowered communities to participate in government decision-making and can help achieve their collective long term goals of communities and has the potential to shift the dynamics of power.

Communities that are knowledgeable, confident, cohesive, inclusive and organized can become agents of change and are able to participate in decision making to uphold their basic social, political, economic and environmental rights.
COMPLEMENTARITY OF EMPOWERMENT

Individual and collective empowerment processes

A collective empowerment process is unlikely to take place unless individuals are empowered.

Educated and confident individuals are able to contribute to and lead on community initiatives in a more effective manner than those illiterate, thus their participation in collective action is critical.

Behavioral change: from ‘I cannot’ to ‘I can’ is crucial to achieve personal and collective objectives.

Perhaps the most crucial moment of the individual empowerment is the realisation of inner strength. Individuals acquire self-respect, confidence and become aware of their potential to realise their aspirations. Such power has to be self-generated and external interventions can only facilitate it. Therefore, this stage can be difficult to achieve and may require time, but is nevertheless necessary to the success of empowerment interventions. Once individuals are conscientised, they can have increased control over their destiny: building on their capabilities and assets they can create opportunities and improve their lives.

Material resources are necessary for empowerment, but not sufficient. Importance of self-confidence.

Poverty is much more than lack of material assets. Although income, valuables and housing are important for the well-being of individuals, they cannot provide for all the needs of individuals nor guarantee that they can achieve all their aspirations. The non-material capabilities and assets, such as self-confidence, creativity, imagination and determination, play the most important role in overcoming barriers and creating opportunities.

Collective empowerment is necessary to achieve long-term strategic objectives.

Actions of individuals alone cannot meet strategic long-term needs of the poor, such as improving local governance or access to services. These can be only achieved by collective action. Only collective action has the potential to shift the dynamics of power between the communities, government and oil companies. Empowered individuals begin to see value in associating together and are capable to organize and mobilize to solve problems to overcome limited resources and marginalization in society. Popular mobilisation and collective action allow poor people to increase their access to resources and economic opportunities, obtain basic services, and participate in local governance.
COMPLEMENTARITY OF EMPowerMENT

Livelihood and mobilization empowerment processes

Livelihood empowerment is necessary for the sustainability of empowerment interventions

Direct empowerment of individuals plays a significant role in enhancing the sustainability of the empowerment process. Individuals who have been able to achieve their aspirations and satisfy their needs are more likely to participate in community decision-making and collective action. Social mobilisation, political awakening, grassroots organizing can rarely be sustained unless some attention is paid to improving access to livelihood assets.

Individuals empowered to meet their basic needs are more likely to be mobilized for collective action

Lack of time and daily struggle to ensure the survival of their families is one of the most important factors hindering the participation of individuals in the decision-making of the community. People with little income who have the responsibility to take care of their families are often unwilling to participate in community gatherings. Empowered individuals, once their basic needs are satisfied, have less preoccupations and more time for other non-work activities. At the same time, they are more likely to feel the need to associate and cooperate to achieve their long-term objectives.
The sections that follow present specific issue-based empowerment approaches tailored to the context of the Niger Delta. Core elements of empowerment have been adapted to suit particular problems faced by communities that also constitute the root causes of poverty and conflict in the Niger Delta. Most of these approaches and strategies have been implemented and tested by SDN and its partners. It is important to understand that, given the holistic nature of empowerment, the programmes based on our different models have the greatest impact if applied simultaneously so that they can reinforce one another.
The population of the Niger Delta is excluded from political, social and economic opportunities that are reserved for the patronage networks. State institutions are unaccountable to citizens and lack the capacity to meet the basic needs of the population while citizens lack capacity, confidence and tools to hold the state officials to account. The State has become increasingly reliant on unaccountable security apparatus and prone to human rights abuses. States lack of capacity, accountability and active abuse of power erodes its credibility and legitimacy. The social contract with the population is broken. Political, social and economical exclusion fuels popular discontent, contributes to and fuels cycles of violent conflict, especially around elections.

**HOW TO ENGAGE GOVERNMENT?**

1. **CAPACITY AND KNOWLEDGE**
   - Train community leaders on advocacy and negotiation techniques; improve their leadership and conflict resolution skills; give them knowledge on budget monitoring and tracking.
   - **COMMUNITIES WILL HAVE THE CAPACITY NECESSARY TO ENGAGE WITH THE GOVERNMENT**

2. **CONFIDENCE AND ATTITUDE**
   - Sensitise community members on the benefits of non-violent approach; build their awareness of their socio-political and economic rights and responsibilities of government; convince them that as citizens they need to participate in local governance and budgetary processes.
   - **COMMUNITIES WILL BECOME CONFIDENT AND READY TO ENGAGE GOVERNMENT USING THE RIGHTS - BASED APPROACH**

3. **COMMUNITY INCLUSIVENESS AND COHESION**
   - Support inclusive leadership and decision-making processes; encourage community peacebuilding initiatives.
   - **COMMUNITIES CONSISTENTLY WILL BE HELPED TO BUILD UNITY AND SUSTAINABLE PEACE THAT ARE NECESSARY TO ENGAGE GOVERNMENT**

4. **COMMUNITY COOPERATION AND ORGANISATION**
   - Promote collaborative and self-help activities; assist community members in articulation of their priority needs and community development plan; support experience sharing and networking.
   - **COMMUNITY MEMBERS WILL HAVE A COMMON VISION OF PEACE AND DEVELOPMENT AND WILL BECOME READY TO DIALOGUE WITH GOVERNMENT TO IMPLEMENT THAT VISION**

5. **COMMUNITY PARTICIPATION AND INFLUENCE**
   - Support communities to create and implement their advocacy plans; help communities to put pressure on government; assist communities to engage government in participatory budgeting, budget tracking and service delivery scorecards.
   - **COMMUNITIES WILL BE ABLE TO INFLUENCE GOVERNMENT SO THAT THE GOVERNMENT FULFILLS ITS OBLIGATIONS AND MEET BASIC CITIZEN NEEDS**

Empowered communities can influence the government and challenge the status quo. Communities that have advocacy skills, are armed with the knowledge of budgetary allocations can articulate their needs and create a common vision of development and directly approach the government, hold it to account and work together to deliver basic services, reduce the levels of poverty and improve their lives.
HOW TO EMPOWER WOMEN TO UPHOLD THEIR RIGHTS AND BECOME COMMUNITY PEACEBUILDERS?

1. **CAPACITY AND KNOWLEDGE**

   Impart women livelihood and entrepreneurship skills, teach them advocacy, negotiation and conflict resolution techniques.

   **WOMEN WILL BECOME MORE SELF-RELIANT, CAPABLE TO ADDRESS THEIR NEEDS AND TO PARTICIPATE IN FAMILY AND COMMUNITY DECISION-MAKING**

2. **CONFIDENCE AND ATTITUDE**

   Sensitise women and men on women’s rights; build the life skills of women; support women to improve their economic and social position in the community.

   **MEN WILL HAVE RESPECT FOR THE RIGHTS OF WOMEN, WHILE WOMEN WILL BECOME CONFIDENT AND DETERMINED TO STAND UP FOR THEMSELVES AND UPHOLD THEIR RIGHTS**

3. **COMMUNITY INCLUSIVENESS AND COHESION**

   Support women’s participation in community decision-making processes and community needs prioritisation. Encourage women to use their peacebuilding skills to potential to build peace in the community.

   **WOMEN NEEDS AND OPINIONS WILL MATTER IN THE COMMUNITY DECISION-MAKING AND THEIR STATUS WILL IMPROVE. COMMUNITY COHESION AND PEACE WILL BE IMPROVED THANKS TO WOMEN PEACE MAKERS**

4. **COMMUNITY COOPERATION AND ORGANISATION**

   Promote women’s cooperatives and self-help initiatives. Support women networking and experience sharing.

   **COLLABORATION WITH, LEARNING AND SUPPORT FROM OTHER WOMEN WILL AMPLIFY WOMEN’S POWER**

5. **COMMUNITY PARTICIPATION AND INFLUENCE**

   Facilitate women’s participation in advocacy and campaigning; encourage and support female representatives in community and local government decision-making structures.

   **SELF-CONFIDENCE, ECONOMIC SELF - RELIANCE AND MUTUAL SUPPORT AMONGST WOMEN WILL TRANSLATE INTO POWER TO CHALLENGE ALL OBSTACLES AND IMPROVE THEIR LIVES**

Women are a particularly disadvantaged group in the Niger Delta society. Numerous obstacles at the social, political and economic levels combine and mutually reinforce to perpetuate women’s discrimination and render them extremely vulnerable to violations of their rights. The majority of women, particularly in rural areas, are illiterate or semi-literate. This affects their self-esteem, confers them lower social status and renders them economically vulnerable. Women are unaware of their rights, marginalised in family and community decision-making and lack confidence to challenge the patriarchal culture. These factors render them extremely vulnerable to violations of their rights and gender-based violence.
HOW CAN COMMUNITIES AND GOVERNMENT IMPROVE PUBLIC FINANCE MANAGEMENT AND SERVICE DELIVERY?

1. **CAPACITY AND KNOWLEDGE**
   - Improve leadership skills of community representatives; build their capacity in advocacy, negotiation techniques and budget tracking; support community groups in service mapping, tracking of government expenditure vs. delivered services and investigation of causes of poor services.
   - **COMMUNITIES WILL HAVE THE SKILLS, KNOWLEDGE TOOLS NECESSARY TO COLLABORATE WITH GOVERNMENT ON IMPROVING SERVICES**

2. **CONFIDENCE AND ATTITUDE**
   - Sensitise community leaders on their socio-economic and political rights as citizens and on the responsibilities and obligations of government to deliver basic services; teach them how to use the rights-based approach to hold government to account.
   - **COMMUNITIES WILL BECOME CONFIDENT TO ENGAGE GOVERNMENT AND SERVICE PROVIDERS AND WILL HAVE KNOWLEDGE AND TOOLS NECESSARY TO HOLD THEM TO ACCOUNT**

3. **COMMUNITY INCLUSIVENESS AND COHESION**
   - Support inclusive leadership and decision-making processes; assess and prioritise community needs, inclusive of the needs of women and marginalised groups, support community peacebuilding and solidarity activities.
   - **PEACEFUL COMMUNITIES THAT SPEAK WITH ONE VOICE WILL BE MORE POWERFUL AND ABLE TO HOLD GOVERNMENT AND SERVICE PROVIDERS TO ACCOUNT**

The oil producing states of the Niger Delta have budgetary allocations larger than entire budgets of many African states. They are also responsible for the delivery of basic services to the population. As their revenues have been rising sharply over the past fifteen years, the quality of basic services has been systematically declining. Education, health care and infrastructure services are in decay and Niger Delta has one of the worst socio-economic indicators in the world. Billions of dollars of oil revenues have been diverted and embezzled. Even a small part of budgetary allocations, if utilized effectively, could translate into significant improvements of the life of the population of the Niger Delta and reduce the conflict.

4. **COMMUNITY COOPERATION AND ORGANISATION**
   - Promote collaborative and self-help activities; support communities to prepare a joint advocacy action plan based on community priority needs; encourage inter-community networking and experience sharing.
   - **COMMUNITY MEMBERS WILL HAVE AN INCLUSIVE VISION AND WILL BE READY TO COLLABORATE WITH GOVERNMENT AND SERVICE PROVIDERS TO IMPLEMENT IT**

5. **COMMUNITY PARTICIPATION AND INFLUENCE**
   - Mobilise communities to collaborate with government and service providers to improve basic services through participatory budgeting, monitoring of budget implementation, service delivery scorecards and monitoring and pressuring service providers to deliver quality services.
   - **COMMUNITIES WILL BE ABLE TO INFLUENCE THE GOVERNMENT TO FULFILL ITS OBLIGATIONS. COLLABORATION BETWEEN GOVERNMENT, COMMUNITIES AND SERVICE PROVIDERS WILL DELIVER IMPROVED SERVICES**

Empowered communities can influence the government and challenge the status quo. Communities that have advocacy skills, are armed with the knowledge of budgetary allocations can articulate their needs and create a common vision of development and directly approach the government, hold it to account and work together to deliver basic services, reduce the levels of poverty and improve their lives.
The Niger Delta region and its oil fuel the Nigerian economy. Oil revenues account for 80% of Federal Government’s revenue. Yet, the region is also one of the poorest in Nigeria and in the world. Decades of political marginalisation, inequality and underdevelopment drive conflict and violence. The same structural drivers of conflict are present at the community level and can be easily exploited. With little provocation, longstanding grievances easily erupt into cycles of violence and instability.

**HOW TO BUILD SUSTAINABLE PEACE IN THE COMMUNITY?**

**1. CAPACITY AND KNOWLEDGE**

Build the capacity of community leaders, especially youths and women, in conflict resolution, transformation and reconciliation. Impart them the knowledge of non-violent advocacy and negotiation techniques.

**COMMUNITY LEADERS WILL HAVE THE SKILLS AND KNOWLEDGE NECESSARY TO BECOME AGENTS OF PEACE**

**2. CONFIDENCE AND ATTITUDE**

Sensitise community leaders on their rights and responsibilities as citizens and the benefits of non-violent approach as the best way to have their needs fulfilled. Promote the message that violence does not pay.

**THE AWARENESS OF THE RIGHTS OF CITIZENS AND OBLIGATIONS OF GOVERNMENT, AND OF COSTS OF VIOLENCE WILL ENCOURAGE THEM TO ADOPT NON-VIOLENT TOOLS TO HAVE THEIR GRIEVANCES ADDRESSED**

**3. COMMUNITY INCLUSIVENESS AND COHESION**

Promote inclusive and trusted community leadership and support community-based peace partnerships and grassroots peace, reconciliation and healing initiatives.

**INCLUSIVE AND COHESIVE COMMUNITIES ARE ABLE TO ARTICULATE AND IMPLEMENT A COMMON VISION OF PEACE AND DEVELOPMENT**

**4. COMMUNITY COOPERATION AND ORGANISATION**

Support cooperatives, community self-help initiatives and solidarity events.

**COMMUNITY COOPERATION IS FOUNDATION OF SUSTAINABLE PEACE. COMMUNITY MEMBERS THAT ARE ABLE TO WORK TOGETHER AND ARE INVESTED IN PEACE ARE LESS LIKELY TO FIGHT EACH OTHER.**

**5. COMMUNITY PARTICIPATION AND INFLUENCE**

Encourage communities to engage government and other stakeholders to jointly address root causes of violence and conflict, including poor service delivery and underdevelopment.

**DURABLE PEACE IS POSSIBLE ONLY WHEN ALL STAKEHOLDERS COLLABORATE TO ADDRESS THE DRIVERS OF CONFLICT**

Building sustainable peace in the Niger Delta requires holistic solutions that simultaneously address the political, social, economic and environmental drivers of conflict and violence. Traditional conflict resolution mechanisms and community-based structures need to play a crucial role in peacebuilding effort. They need to be empowered, given voice and support to articulate and implement together with other stakeholders a common vision of peace and development in the Niger Delta.