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6.3 – Policy Objectives, Goals and Targets

Empowerment is defined as "... the expansion of assets and capabilities of poor people to participate in, negotiate with, influence, control, and hold accountable institutions that affect their lives..."¹² This definition of empowerment is a direct response to the universal definition of poverty. According to the United Nations Committee on Economic, Social and Cultural Rights, poverty is a "human condition characterized by the sustained or chronic deprivation of the resources, capabilities, choices, security and power necessary for the enjoyment of an adequate standard of living and other civil, cultural, economic, political and social rights." Improving the capacities and capabilities of people and providing access to economic opportunities is therefore very crucial to poverty reduction efforts. Consistent with the overall objectives of the State Comprehensive Development Framework, the purpose of the State Economic Empowerment Policies is to bring about a positive societal transformation in which the social and economic wellbeing of the people is uppermost. Specifically, the objectives of the State Economic Empowerment Programmes include the following:

- Improving the capacities and capabilities of people such that would empower them to be initiative and enterprising. To empowering them to struggle and to succeed in their effort to live a decent life above the poverty line;
- Easing the burden of chronic poverty among vulnerable segment of the population;
- Countering the possible negative effects socioeconomic development through social safety nets;

Specific targets are as follows:

- Provide xxx jobs and employment opportunities annually for the next five years through the Skill Acquisition Centres, Small Scale Agro-allied Value-adding Initiatives and other Economic Empowerment Programmes;
- Facilitate the development of xxx trade-based cooperatives and women groups annually for next five years;
- Facilitate access to micro credit for xx cooperative groups and xx individuals annually;
- Provide entrepreneurship development training for xxx number of people annually;

6.4 – Economic Empowerment Strategies

The multidimensional nature of poverty requires multifaceted approach in empowering people with a range of assets and capabilities at both individual and collective levels. It requires the removal of formal and informal institutional barriers that prevent people from taking action to improve their social and economic wellbeing individually and collectively. The Government plays a central role in the provision of favourable economic environment that improves accessibility to economic opportunities especially for the poor. This requires the pursuit of: -

- All-inclusive policies that ensure access to means of production and markets particularly by the poor. Access to land, labor and capital for investors and

¹² World Bank's Empowerment Source Book

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economically incapacitated individuals. This would be through appropriate land tenure and land administration policies, access to credit, encouraged labor mobility, etc;

- Developing and maintaining the infrastructure in order to provide physical access to means of production and markets which could encourage large scale farming and provide opportunities to engage in more profitable farm and non-farm activities particularly small and medium scale enterprises;

Broad Strategic Areas where various initiatives for Economic Empowerment would be pursued include:

- Youth & Women Empowerment activities
- Access to Credit through micro-finance banks, SMEDAN, etc
- Skill Acquisition Centres
- Establishment of Small Scale Agro-allied Value-adding Initiatives
- Provision of Safety Nets
- Establishment of an Economic Empowerment Trust Fund
- Development of Trade-based Cooperatives for Youth and Women Groups

The Directorate of Economic Empowerment was established as part of the Government Strategy for a comprehensive and coordinated approach to Economic Empowerment in the state. The Directorate has the mandate of designing and implementing programmes aimed at combating mass unemployment particularly among the youth and women groups. The approach of the Directorate also includes:

- Entrepreneurships Development Training/Empowerment;
- Rural Employment Creation;
- Skills Acquisition Training, and
- Employment Promotion through trainings and loan facilities.

6.4.1 - Skill Acquisition and Job Creation

This involves the pursuit of Economic Empowerment through Skills Acquisition Centres that provides opportunities for job /employment creation and means of sustainable livelihoods for the people. The target is to develop 10 state-owned Skill Acquisition Centres as well as facilitates the development of Local Government-owned mini Skill Centres in each of the 27 Local Governments in the state. Each of Centres would be equipped to offer vocational training and skills in several trades particularly among the youth, unemployed school graduates, women groups, retired and serving civil servants, etc. The trades include:

- Carpentry.
- Block making and Block laying (Concreting).
- Electrical Installation.
- Auto Mechanic.
- Welding and Metal Fabrication.
- Air Conditioning and Refrigeration (Cooling System).
- Fashion Design (Tailoring) and Knitting.
- Computer Studies.

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- GSM Repairs
- Small water pump repairs
- Vegetable and fruit production
- Leather Technology.
- Leather works i.e Bags, Tuntun, fans etc.
- Tanning – local and improved methods.
- Traditional embroidering eg kwado da linzami.
- Blacksmithing – Farfaru, Babbaku.
- Local Barbing/Modern Barbing
- Manicure and Pedicure.
- Horse attire.
- Local snacks ie Alkaki, Dakuwa, Caccabe. Etc.
- Batik dying.
- Making throw pillows.
- Woodcarving – sassaka.
- Traditional building using makuba etc.
- Ceramics – pottery.

The programme would also include basic courses on financial and administrative management of small scale businesses. In addition to the vocational training, the programme would inter-link with the micro-credit scheme under which graduates of the Skills Acquisition Centres would obtain soft-loans in form of take-off capital and equipment to pursue their trades

6.4.2 - Financial Inter-mediation and Marketing

- Harmonization and unification of all Skills Acquisition centres in the state including computer centres within the Local Government Area (B/Kudu and Kaugama???)
- The State Government should direct the signing of an MOU with the Local Governments and other stakeholders on the funding, maintenance and operations of the Skills Acquisition Centres.
- Government guarantee of loans from Commercial and Micro-Finance Banks for graduates of SACs including the mega loan facilities.

6.4.3 – Economic Empowerment Trust Fund

6.4.4 - Establishment of Small Scale Agro-allied Value-adding Initiatives

In order to exploit the comparative advantage of the state in various aspects of agriculture, the Directorate of Economic Empowerment would facilitate the establishment of small scale enterprises for the processing of agricultural products. While this would provide off-farm employment opportunities for women and youths, the measure would lead to value-addition and packaging of agricultural produce for local markets and possible exports. While the strategic initiatives to be pursued in this respect would be initiated and promoted by the Government through the Directorate of Economic Empowerment, it would also involve partnerships with local trade-based cooperatives groups, the organised private sector/investors, development partners and other financing agencies. Some of the strategic initiatives include:

- Cassava / Gari Processing in Gwaram Local Government;
- Rice Padding at Hadejia;

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- Sesame Seeds Processing at Maigatari;
- Gum Arabic tapping and processing at Birniwa, Mallam Madori and Maigatari;
- Oil Milling at Dutse, Buji and Kiyawa; and
- Fruit and Vegetable Processing at Kazaure, Dutse, Hadejia and Ringim; and

Targets Groups	Targeted Instruments for Economic Empowerment
Rural Poor	<ul style="list-style-type: none"> • Agricultural extension services and access to agricultural inputs; • Access to credit and other productive assets; • Strengthening of rural cooperatives; • Social Safety nets in health and education
Urban Poor	<ul style="list-style-type: none"> • Labour-intensive public works schemes; • Access to affordable housing, water, and sanitation; • Skill acquisition and entrepreneurs development; • Access to credit; • Social Safety nets in health and education.
Women	<ul style="list-style-type: none"> • Strengthening of women cooperatives; • Women-specific skill acquisition and entrepreneurs development programs; • Safe Motherhood Initiative; • Access to credit and other productive assets; • Social Safety nets in health and education.
Youth	<ul style="list-style-type: none"> • Skill acquisition and entrepreneurs development; • Access to credit, • Strengthening of trade-based cooperatives;
Rural Communities	<ul style="list-style-type: none"> • Provision of rural infrastructure – Water and Sanitation Services, rural roads, rural electricity, Emergency Obstetric Care

6.4.5 - Provision of Safety Nets

Provision of social security is also an integral part of the social safety nets required in the pursuit of economic empowerment for the people. These refer to government actions taken in response to levels of poverty, risks, deprivation and vulnerability deemed socially unacceptable within the society. The Jigawa State Government has embarked on reform programs to provide social security support to its people. The policy thrust of the initiative lays emphasis on Social Security Support for the disabled, Targeted Interventions for the unemployed youths and Large Poor Households. Public Service Pension Reforms were also embarked upon through the contributory pension scheme in order to institute a robust, financial stable and sustainable pension policy thus safeguarding the socioeconomic wellbeing of retired civil servant.

The major policy target of Social Security initiative is to create an enabling environment for improving and sustaining the level of social and economic wellbeing of people living below the poverty line. Law No. xx of xx has provided for the payment of social security allowance for the disabled people in the state. The law is thus very critical in the light of Government's commitment and objectives in providing economic protection for the poor and other vulnerable groups of the society.

Law No. xx of yy on Social Security has specifically provided that:

“.....”

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It is therefore envisaged through the diligent implementation of these laws; the stated strategic objectives would be achieved. Other policy targets and objectives to be pursued within the State CDF include the following:

6.4.6 - Development of Trade-based Cooperatives for Youth and Women Groups

6.4.7 - Specific Short and Medium Term Actions

1. Expansion of existing Hadejia, Gumel, Kazaure, Ringim and B/kudu Skill centres and establishment of new ones at Dutse, xxx and xxx; This involves development of new structures (workshops, classrooms, administrative blocks, training equipment and materials, etc)
2. Support for Local Government –owned Skill Acquisition Centres;.
3. Recruitment/sourcing of additional instructors.
4. Training of trainees for instructions.
5. Survey and Mapping of existing dead traditional crafts.
6. Registration for Federal Labour Trade Test.
7. Establishment of Entrepreneurship Development Department
8. Grouping and facilitation of micro-credit.
9. Pursuit of Partnerships such as NDE, SMEDAN, MDGs CGS, DFID, etc

SECTION III

Social Development

- *Education*
- *Health & Nutrition*
- *Water Supply and Sanitation*
- *Social Welfare and Development*

CHAPTER 7
Education

7.1 - Introduction

Education is foremost among the “irreducible minimums” that constitute the “social charter” component of the state socioeconomic empowerment and development strategy. Because for all times, education is the most critical determinant of how well people and societies progress economically, technologically, scientifically and spiritually, it constitutes one of the four pillars of the state CDF. The fact that poverty is said to begin whenever a child is denied the right to qualitative and functional education, the state CDF considers education as strategic tool for poverty reduction and socioeconomic empowerment. Indeed, studies have indicated that there is a causal relationship between education and socio-economic development in any society. As long ago observed by the World Bank¹³ in its Education Sector Strategy: -

“...education has become more important than ever before in influencing how well individuals, communities and nations fare. The world is undergoing changes that make it much more difficult to thrive without the skills and tools that a high quality education provides. Education will determine who has the keys to the treasures the world can furnish. This is particularly important for the poor, who have to rely on their human capital as the main, if not the only, means of escaping poverty...”

While the challenge of meeting the Millennium Development Goals as a whole and on target is very daunting, that of achieving universal access to qualitative education is even more overwhelming. This is despite recent successes in the educational sector involving the resuscitation of structures, provision of instructional materials, improvement of teacher quality and introduction of new measures aimed at effective monitoring and supervision of service delivery in the sector. Other recent efforts include training and re-training of existing teachers (including the up-grading of the under-qualified) and recruitment of additional ones, introduction of new measures aimed at improving access to free education specifically targeting some disadvantaged groups include females and the physically challenged)

In both relative and absolute terms, Jigawa State is still lagging behind in terms of educational development which makes it one of the “*educationally disadvantaged states*” in the country. The average literacy rate in any language is about 39.5% in 2006 (20.1% for women and 58.9% for men) according to CWIQ 2006. This rate is well below the national average 65.7% (56.8% for women and 74.6% for men). If the literacy rate is measured in English, this rate is only 11.1% (5.2% for women and 17% for men) in Jigawa state. Gender disparity in education is therefore glaringly to the disadvantage of the girl-child in both primary and secondary enrolment particularly in rural areas mainly due to socio-economic and cultural impediments. Other statistics in the sector indicate that presently there are 1,788 primary, 326 junior secondary, 111 senior secondary schools and eight tertiary Institutions (including those under Ministry of Health) across the state.

¹³ *Education in the new Millennium - World Bank Education Sector Strategy, 1999*

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The key objective of the current National Educational Policy on Education (NPE) that stipulates a 6-3-3-4 structure is the attainment of Universal Basic Education by 2015 in accordance with the Millennium Development Goals. The provision of basic education is thus a key priority for the long-term development of the State which also explains the Government's commitment towards the attainment of the MDGs and EFA Goals.

7.2 - Constraints and Major Challenges of the Educational Sector

Education costs money, but ignorance costs much more. By far, the greatest challenge is the whopping gap between the resources availability and the ever-increasing resources requirement of the sector and the fact that education has to compete with other critical sectors. Limited resource is therefore a key constraint and major challenge. Despite the recent support to the education-sector through the corporate social responsibility of some segments of the private sector in the state (particularly financial institutions), the level of participation by community and other private organizations and individuals in the delivery educational services is still low which left the sector virtually dependent on government's scarce resources. Other key challenges / constraints include the following: -

- The extent of decay in the sector in terms of dilapidation of structures, shortage of essential supplies, low morale and apathy among key stakeholders and near-system breakdowns have all combined to make the task meeting set targets very daunting;
- Widespread poverty among the population which leads to inability of parents to meet the educational needs of their children. This also, along with other socio-cultural factors, act as a constraining factor in raising enrolment and transition rates as parents would rather have their children go to farms and/or attend to some chores than be in schools. This also contributes to enrolment and retention as parents failed see any intrinsic value from western education. This is not unconnected with the poverty situation of the parents and the economic values of the children. Additionally, poor learning outcome is another reason for the low enrolment;
- The sheer number of children of school-going age who are currently out of school coupled with very lo enrolments constitute a huge challenge which is constantly being compounded by the rapid increase in that number due to demographic reasons (relatively high birth rates and seasonal migration of almajirais). The number of primary and secondary schools drop-outs and those who could not transit to tertiary level is also very significant as to constitute a big policy challenge for the education sector. The results of 2008 placement examination shows 85% transition into senior secondary schools;
- Shortage of teachers in both the required quantity and quality particularly in Mathematics, English, Science and Technical subjects. Recent statistics have indicated that as at the 2005/06 session, there were 14,579 teachers in public schools of which less than 10% were female teachers. Of this total number of teachers, only 2,951 representing slightly over 20% were qualified. All others were assessed unqualified even at the pre-primary and primary education levels.

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As can be seen in Table 2.9, the pupil/teacher ratios (PTR) are still far beyond the national average of 40 for primary and 35 for secondary schools.

- Gender disparity in education has been found to be at the disadvantage of the girl-child in both secular primary (as against Islamiyya Schools) and secondary

	PTR	Class size	% Qualified Teachers	Textbook / Pupil Ratio	Pupil / Classroom Ratio
Pre-primary*	154.9	41.3	40%		
Primary	68.3	55.3	20%	0.28	50.9
JSS	56.2	63.5	69%	0.20	63.5
SSS	49.4	69.4	88%	0.09	69.4
Technical	24.0	51.0	71%	0.50	51.0

Source: Jigawa State Ministry of Education, Science and Technology, 2008

enrolment. Primary GER at secular schools is around 55.5% only, with gender parity index (GPI) of 0.84. In other words, female students are a minority compared to their male counterparts in secular primary schools. Girls are again disadvantaged at junior secondary education level, with low GPI (0.47), only second after Chad (0.36) from the end of the list of selected countries (Figure 2.7). What's more, the GER of female students, in secular schools, drastically decreases from primary to junior secondary, from 50.7%

down to 12.4%. This disparity is amplified in rural areas. Girls' gross enrolment ratio is higher in primary education, but much lower at junior secondary level.

- Low private sector provision and participation at all levels (less than 1%) which has left the sector mainly dependant on scarce government resources. This is despite the establishment of School Based Management Committees (SBMC) for all primary, junior and senior secondary schools in the state aimed at full participation of local communities in the management of schools.
- Poor conditions of infrastructure and physical facilities: about 70% of the schools are in poor condition in terms of physical infrastructure and facilities. Examples of these state of despair is that in pre-primary/primary schools in the state, out of the total of 7,851 classes, 3,304 are dilapidated while out of 66,268 pupils/students' furniture, 23,311 are in bad condition. In all the schools visited, accommodation for both teachers and students is a major source of concern. The 37 boarding schools in the state have a hostel to students' ratio of 1:130. Staff quarters are also in bad shape and need rehabilitation/renovation.. Many of the school facilities, in the rural areas, under-utilised, while those at the urban centres are reportedly over-utilized
- Overall, learning achievement is poor at all levels and systems for monitoring learning achievement in the state are generally weak and are not institutionalised. At basic education level, systems for MLA exist but are not sufficiently implemented, e.g. continuous assessment and learning achievement tests. At secondary level, the 2007 examination results indicated poor levels of achievement. The percentage of those who failed SSCE/WAEC examinations was more than 70%. Those who passed SSCE/WAEC with 5 credits and above represented a mere 13%.

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- Limited capacity of the State tertiary institutions to cater for qualified Jigawa State indigenes seeking admission. For example, during the 2004/05 academic year, data available indicated that only 50% of the applicants were offered admission into College of Education, 30% into State Polytechnic, 25% into School of Nursing, 25% into School of Health Technology, 40% into the College of Islamic and Legal Studies and 65% into Informatics Institute.
- Low income among parents or stakeholders: This leads to inability of parents to meet the educational needs of their children. This, along with other socio-cultural factors, acts as constraining factors in raising enrolment and increasing transition rates as parents would rather have their children go to farms and/or attend to some chores than be in schools.

7.3 - Potentials and Opportunities

Perhaps, the greatest potential for accelerated educational development under the new State Comprehensive Development Framework is the political commitment to the sector which was manifested in the steady increase in public spending on all levels of education in the state. In 2008, the education sector was earmarked over one-fifth of the total approved budget which rose to about 27% in 2009. This was unprecedented. The developments witnessed in the education sector in the two years since August 2007 were more than witnessed in the preceding ten years. The current political commitment to the education sector is therefore seen as a great opportunity for sector in the next several years. Another opportunity for the sector is that fact that the teaching profession is highly valued in Jigawa State more than in any other State in Nigeria (including primary and secondary schools teachers in the payroll of federal Government). A teacher in Jigawa State earns a salary, which is averagely 80% higher than his counterpart elsewhere. A secondary school teacher receives a teaching indictment allowance (TIA) equivalent to 100% of basic salary which makes the sector very attractive. There was also the recent upward review of tertiary educational institutions salary structure which restored confidence. Several initiatives of the state Government in the education sector also offers great opportunities for the attainment of set policy objectives. These include amongst other the free basic education for all, free education for girls and the disabled at all levels, improvement of school feeding and the re-establishment of the Agency for Mass Education and Nomadic Education Board aimed at giving these two areas a most-deserved attention. Other potentials in the provision of education include: -

- Establishment of the State Educational Inspectorate Monitoring Unit under the Governor's Office charged with the responsibility of quality assurance;
- Increased sense of corporate social responsibility from the private sector, emerging opportunities for Public Private Partnership and increased technical support for the sector from development partners particularly DFID which has strongly supported the State Strategic Plan for the Education Sector through its ESSPIN programme.

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- Commitment of government towards IQTE (???) in the State;
- Systematic decentralization of the educational management structure through the establishment of Zonal Offices with a view to entrenching an effective, responsive and speedy decision making process;
- Strengthened community participation through the establishment of School Based Management Committees (SBMCs)
- Committed and skilled work force

7.4 - Over Policy Objectives and Strategic Targets in Education

The paramount educational policy objective in Jigawa State is to empower people through continuous access to qualitative and functional education that enables them be productive members of society as to positively contribute to the socioeconomic development of the state. The flip-side of this policy objective is to entrench modern and vibrant educational delivery system that significantly contributes to the production of high quality manpower and the scientific / technological progress of Nigeria in its match to joining the 20 topmost economies in the world by 2020. Provision of quality education is perhaps the surest and fastest way to human capital formation, which is sine-qua-non for sustainable human development. Consequently, consistent with the International Development Goals as defined by the MDGs and EFA, the specific goals of the Jigawa State Education Sector are as follows:

Internal Efficiency Indicator Targets

1. Continuous improvement in accessibility to qualitative basic education for all children of school-going age through increased gross enrolment from the current (2009) level of 48.5% and 20% for primary and secondary schools respectively to 67% and 47% by 2011.
2. Ensuring that the learning needs of young people and adults are met by increasing literacy rates of the adult population from the current level of about 40% to 75% by 2011. A special target group in this respect will include rural farmers, trainees in women development and skill acquisition centres and school drop-outs adults;
3. Improve the overall quality of education through sustained improvement in key educational quality indicators. In particular, this would include improving pupil-classroom and pupil-teacher ratio from current levels of more than 80:1 to 40:1 by 2011 for the basic / post-basic education levels.
- 4.

Within these overall policy objectives, the key strategic targets to be pursued in the medium term are as follows:

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Access and Equity – The basic principle here is to ultimately achieve universal access to basic education among males and females and in both rural and urban areas. Targets to be pursued include:

- Raise Gross Enrolment Ratio for pre-primary pupils (3-5 age group) to 33% by 2011
- Increase Gross Enrolment Ratio for junior secondary from 20% in 2006 to 42% by 2011
- Increase share of private primary school enrolment from 1% in 2009 to 20% by 2011; private senior secondary school enrolment from 0.4% in 2006 to 18% by 2011
- Improve the ratio of female to male teachers in basic education as follows: improve primary Pupil to Female Teacher Ratio from 270:1 in 2009 to 100:1 by 2011; improve junior secondary Pupil to Female Teacher Ratio from 592:1 in 2009 to 400:1 by 2011¹⁴
- Improve the proportion of female teachers in primary education from 6% in 2006 to 32% by 2011 for the ultimate aim of attaining gender parity in teacher education and in teaching staff at the basic education level during the MDG target period of 2015;
- Raise number of Integrated Islamiyya schools to 40% by 2011¹⁵. This entails main streaming of an average of xx Islamiyya Schools annually.
- Increase adult literacy rates from 59% in 2006 to 65% by 2011 for men, and from 20% in 2006 to 35% by 2011 for women
- Increase the proportion of junior secondary graduates transiting to technical schools from 10% in 2009 to 20% by 2011

Education Quality –The key to achieving quality in the educational system largely depends on the learning and teaching conditions in the schools – availability of qualified teachers for all subjects, adequate infrastructure, and availability of teaching and instructional materials. Major strategic targets in these respects include:

- Improve Pupil to Teacher Ratio from 53:1 in 2009 to 50:1 by 2011
- Improve average Pupil to Classroom Ratio from 93:1 in 2009 to 47:1 by 2011(primary schools)¹⁶
- Upgrade 75% of schools to learner-friendly status by 2011, applying UNICEF's standard checklist for friendly schools
- Improve flow rates in all grades of basic education to 97% Promotion, 2% Repetition and 1% Dropout by 2011
- Achieve school Completion Rates of 85% in primary education and 65% for junior secondary education by 2011
- Improve the enrolment capacity of tertiary institutions by 25% by 2011, with particular emphasis on females and candidates with special needs

¹⁴ Ratios of pupils to male teachers are 32:1 (primary) and 27:1 (JSS) in 2009

¹⁵ Integration is a full package covering learning environment, curriculum, teachers and learning materials

¹⁶ Currently, most junior secondary schools utilise primary classroom blocks in the evenings

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- Increase the number of senior secondary students graduating with a minimum of 5 credits from 13% in 2007 to 50% by 2011
- Reduce the proportion of unqualified teachers from 78% in 2009 to 30% by 2011

Planning & Management – Effective planning and management systems are indeed, very crucial for the attainment of the overall state policy objectives. Key concerns in these respects are as follows:

- Institutionalise an annual cycle of data collection, processing, storage and reporting (EMIS) by 2011
- Institutionalise annual joint sector review (review of sector performance by stakeholders) from 2010
- Improve school funding and management through establishment of functional School Based Management Committees in all primary and junior secondary schools by 2011
- Institutionalise independent mechanism for coordinated inspection and monitoring within the education sector by 2011
- Increase state budget share of education to 30% by 2011; increase sub-sectoral allocation to basic education to 50% of education budget by 2011
- Institutionalise the Medium Term Sector Strategy (MTSS) mechanism for aligning educational expenditure (capital and recurrent) with strategic plans by 2011
- Apply Due Process mechanisms in financial management processes at all levels of education and across all tiers of government by 2011

Communications & Knowledge Management – for “modern and vibrant” educational systems to be in place, systems that ensure broad stakeholder participation and sustainability in the process, effective communication and knowledge management are also very critical within the state education sector policy. The specific targets in this area are as follows:

- Institutionalise an annual programme of awareness and advocacy campaigns to support education sector reform initiatives (e.g. gender, SBMCs, etc.) by 2011
- Institutionalise targeted research and communication tools (e.g. annual sector performance reports, newsletters, school report cards, etc.) for informing decision making at state, local government and school levels by 2011
- Regularise stakeholder participation and feedback in public forums, e.g. media programmes by 2011
- Increase the use of knowledge management systems (e.g. website, internal information sheets, newsletters, etc.) in all education MDAs and enabled LGAs by 2011

7.5 - Education Sector Strategy

The state education sector strategy would be pursued through a set of interrelated strategies focusing on **access, equity and quality**. In addition the capacity of the education sector for **planning and management** will be strengthened to improve system efficiency and resource utilization. These strategies will be also be supported a

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through a crosscutting process of effective **communications & knowledge management** aimed at ensuring stakeholder awareness, information dissemination and monitoring of sector performance. Also in line with the objective using education as an empowerment tool to support pro-poor development, specific strategies that address issues of **adult and vocational education** would also be pursued. Specific education sector strategies include amongst others:

1. Renewed focus on key provisions of the State Education Policy including: -
 - The pursuit of compulsory and free education for all eligible children;
 - Provision of special incentives for girl education;
 - Emphasis on science, technical and vocational education;
 - Systematic integration of local Islamic schools with formal educational system
2. Incentives for the establishment of private and community-run primary and secondary schools;
3. Encouragement of community participation in the management of educational structures and facilities;
4. Targeted intervention towards elimination of rural/urban and gender disparities in the provision of basic education. This would involve introducing measures - in form of incentive programs - aimed at improving enrolment ratio and regular school attendance particularly for girls and rural communities;
5. Improved community participation with clearly assigned roles for parents, parent-teacher associations, community education committees and other education-related NGOs and CBOs; These would include roles in administration of education, advocacies and cost-sharing in running of school;
6. Emphasis on teacher training, provision of adequate & appropriate instructional material, and rehabilitation/provision of educational infrastructures such as classrooms;
7. Public expenditure management reforms with movements towards programme-performance budgeting and value-for-money accounting systems;
8. Selective interventions in tertiary education especially in areas of critical skill shortages including teacher training; science and technology and agric extension, improved monitoring and evaluation mechanisms; Curriculum Development;
9. Sustained improvement in public sector spending in the education sector;
10. Continued school renovation and construction of additional school structures particularly classrooms, dormitories, laboratories, etc;
11. Training and recruitment of more female teachers;
12. Establishment of basic literacy and continuing education classes;

CHAPTER 8 Health and Nutrition

7.1 - Introduction

The 2006 CWIQ Survey indicates that over half of the population in Jigawa State have access to medical facilities as against the two-fifths reported in a similar survey conducted in 2002. Specifically the survey indicated that 51.2% of all households could reach a health facility in less 30 minutes walking distance which is relatively not bad. The 2006 survey also indicates that over seventy-six percent of people who use medical facilities expressed satisfaction with the services provided. Furthermore, while there are improvements in the nutritional standard of children a very important measure of societal wellbeing (xxx) — it was found that much still needs to be done with regards to nutritional status of the population. The number of under-weight and stunted children is still relatively high at 48% and 42% respectively.

Even though likely on track, the state is still far behind in the attainment of two of the most critical health-related MDGs – that is reducing under-five mortality rate by two-thirds and maternal mortality ratio by three-quarters between 1990 and 2015. Also, even though HIV/AIDS prevalence in the state is relatively low, (less than 2% which is the lowest in the country), concerted effort is still required to combat the decimating effect of the plague and other similar deadly maladies such malaria and other vaccine-preventable child-killer diseases. The fact is that, in spite of continues improvement in access and quality of healthcare services in the state, poverty and ignorance have continued to play a significant role in enforcing high burden of disease among the population.

Some of the statistics reported in the Jigawa State Strategic Health Plan (2008 – 2011) depicts grim situation – under-five mortality rate of about 98/1000 – mainly attributable to neonatal causes and other communicable diseases including malaria, pneumonia and diarrhoea; a maternal mortality ratio of 2000 per 100,000 live births and full immunization coverage of only about 67%. Doctor – population and nurse – population ratio were reported to be only about 1:90,000 and 1:10,800 respectively all of which are pathetically below the national average of 1:xx and 1:yy respectively.

Even though in terms of the cause-and-effect relationship, there is a direct correlation between the health standard of a population and their poverty levels, it is a fact that the more healthy the people are, the more productive they are likely to be and the more their chances of escaping from the vicious circle of poverty. The multiplier effects of having a healthy and productive population has therefore made sustainable improvements in the health status of the population a major strategic objective of the state development strategy – particularly in terms of access, quality and affordability.

7.2 - Constraints

The health sector in the State is faced with a number of constraints. While some are rooted in the socio-cultural set-up of the population others are institutional. Low income / high poverty incidence, low literacy level among the population, and persistence certain cultural practices are among the major constraints of the health sector. Shortage of right calibre of health personnel particularly physicians, surgeons and other health specialists and health administrators has also continued to pose a major challenge

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especially considering the highly competitive nature of the labour market of health professionals. Other key constraints include:

- Weak health delivery system including weak coordination and under-funding in such areas as disease control programmes as well as weak community involvement in both planning and management processes;
- A service orientation, which places emphasis on curative rather than preventive healthcare services;
- Paucity of basic health data for planning and critical management decision purposes;

7.3 – Opportunities and Potentials in the Health Sectors

The institutionalization of the decentralized and integrated healthcare delivery system in the state has provided an enabling environment for the pursuit of sustainable health sector reforms in a very participatory manner – that is the *Gunduma* health system. What is required is to consolidate what has been achieved so far with the Gunduma Health System and its derive for a Minimum Service Package (MSP) in the provision of basic and primary healthcare services throughout the state. Another important opportunity for the health sector is increased awareness and creation of demand for healthcare services being generated through the Safe Motherhood Initiative Programme. This is particularly with respect to maternal / child healthcare and other obstetric care services. More than any other sector, the health sector enjoys enormous support from a significant number of international development organizations including among others United Nations Children’s Fund (UNICEF), World Health Organization (WHO), and British Department for International Development (DFID), *Medicines Sans Frontiers*, and the Netherlands Relief Agency. Partnership and collaboration with these agencies has also continued to provide opportunities for the attainment of the state’s strategic objectives in the health sector. Ensuring effective coordination in the activities of these development partners is however, very critical in order to make a maximum impact of their various initiatives. Other opportunities for the health sector include:

- Global and national initiatives and partnerships with the state Government towards the attainment of the Millennium Development Goals;
- Strong political support to the health sector;
- The pursuit of pragmatic poverty reduction programmes which has positive and profound impact on the health status of the population;
- Opportunities for private sector entry to fill gaps in healthcare provision;
- Low prevalence of the much dreaded HV/AIDS pandemic;
- Due to increasing recognition of traditional medicine practices, there are strong potentials for health care delivery system in the State through a cautious integration of traditional healing with the orthodox medical practices;

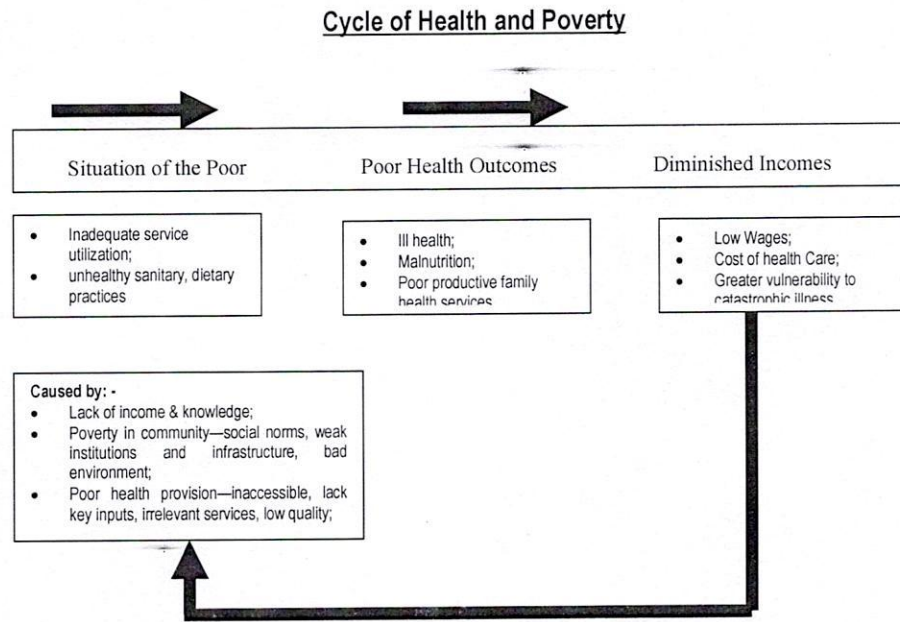
7.4 - Health and Poverty

Poverty is the principal cause of ill health among the population as it *is both a consequence and a cause of ill health*. In fact, poor people are caught up in a vicious circle where their poverty breeds ill health, which in turn, contributes to keeping them in poor health conditions. This understanding is very critical in the fight against poverty and in the improvement of the health status of the population. It helps determine the most effective tools and strategies that would break the vicious circle. The health-poverty scenario is graphically captured in the figure below which is adapted from the *World Bank PRSP Source Book (2002)*. To break the linkage and the re-enforcing effect

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of poverty on the health status of the population require targeted interventions in form of social safety nets that deals with the problems of the poor in their demand and utilization of health services. It also require advocacies (education, information and communication) to generate demand and understanding of best practices in personal hygiene, food & nutrition requirements particularly for children, health-improvement life-styles as well as an understanding of bad traditional practices and health-seeking practices that effects the health status of the individuals and communities as a whole.

Figure 11.1: - Health and Poverty Linkages



7.5 –Health Sector Policy Thrusts and Objectives

Broadly, the primary objective of state's health policy is to improve the health status of the people of the state within the shortest possible time and in a sustainable manner. This entails continuous improvement in all key health indicators in the state through improved accessibility to affordable and qualitative healthcare services; reduction in health and disease burden among the people; and other targeted intervention programmes specifically aimed at the attainment of the health-related MDGs. Consistent with the National Health Policy, the goal is to pursue a decentralized and integrated health system that comprehensively addresses the provision of primary health care services that is "promotive, protective and preventive and rehabilitative." Six key Strategic Objectives were identified in the state's Strategic Health Plan (2088 – 2011) which aims to actualized the overall state policy objective for the sector including:

- i. Creating an enabling environment for health sector reform;
- ii. Improving the delivery of health services;
- iii. Developing resources mobilization and planning frameworks for equitable services;
- iv. Developing a sector-wide approach to the provision of health services;

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- v. Improving the demand for health services; and
- vi. Improving infrastructure that supports delivery of health services.

The Minimum Service Package (MSP) defined under decentralised and integrated healthcare delivery systems in the state targets the provision of a Basic Health Clinic in each of the xxx Wards in the state – that is an average of xxx people to a Basic Health Clinic. A critical component of the service package is the provision of *Basic / Comprehensive Emergency Obstetric Care Services (EmOC) in all the Basic Health Clinics and other Primary Health Centres in the State.*

Standards for Basic and Comprehensive EmOC <small>FOR A FACILITY TO MEET THESE STANDARDS, ALL SIX OR EIGHT FUNCTIONS MUST BE PERFORMED REGULARLY AND ASSESSED EVERY THREE TO SIX MONTHS.</small>	
Basic EmOC Functions Performed in a health centre without the need for an operating theatre	Comprehensive EmOC Functions Requires an operating theatre and is usually performed in district hospitals
<ul style="list-style-type: none"> ▪ IV/IM antibiotics ▪ IV/IM oxytocics ▪ IV/IM anticonvulsants ▪ Manual removal of placenta ▪ Assisted vaginal delivery ▪ Removal of retained products 	All six Basic EmOC functions plus: <ul style="list-style-type: none"> ▪ Caesarean section ▪ Blood transfusion
<i>It is recommended that for every 500,000 people there should be at least four facilities offering Basic EmOC and one facility offering Comprehensive EmOC (appropriately distributed).</i>	

Also while the table in Appendix xxx provides the specific goals and targets, which will be the primary focus of the health sector together with some of their indicators, the following indicate the main targets to be pursued: -

Table x: - Specific Policy Targets and Principal Strategies in the Health Sector

Target	Strategic Initiatives
<ul style="list-style-type: none"> ▪ Reduce infant mortality from yy/1000 to less than xx/1000 by 2012; ▪ Reduce under five mortality from yy/1000 to less than xx/1000 by 2012 ▪ Reduce by 50% the level of maternal mortality by 2012 – from xx/1000 live births to xx/1000 live births 	<ul style="list-style-type: none"> ▪ Meets the MSP in terms of facilities and services. The targets is that for every 500,000 people there should be at least four facilities offering Basic Emergency Obstetric Care Services one facility offering Comprehensive Emergency Obstetric services based on an apt distribution ▪ Pursued of Safe Motherhood Initiative (Demand Side); ▪ Achieve Universal Immunization Coverage among highly vulnerable populations and children aged 0-5 years by 2015; ▪ Integrated priority action on Maternal, New Born and Child Healthcare Strategic Interventions including antenatal /intrapartum care, Emergency Obstetric / New Born Care, Routine Post-natal / New Born care,

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- Preventive Malaria Control, Institutionalized Routine Immunization; and Prevention and Management of Child Malnutrition ;
- Training of 1,000 Traditional Birth Attendant and LSS Training for 500 health personnel annually between 2009 and 2015;
- Strengthened Aids Control Agencies (SACA and LACA) and advocacies to prevent new infection;
- Strengthened and scaled-up services including HIV Aids counselling, scale-up testing among vulnerable groups, access to services aimed at prevention of mother-to-child transmission, access to ARTs.
- Develop a HIV/AIDS State Strategic Framework for Action that adopts the NSF.
- Produce, disseminate and monitor implementation of Health Service Charter
- Combat and reverse the spread of HIV/AIDS and Tuberculosis by 2012. From less than 2% prevalence to below ;
- Reduce waiting-time in hospitals to less than 30 minutes and eliminate maltreatment of patients by 2012;
- Achieve at least xx% of the actual requirement for Medical Personnel (Doctors, Pharmacists, Nurses, Mid-wives, Lab. Technicians, Community Health Extension Workers and other para-medical staff by 2012.
- Direct recruitment by the state Government
- Continuous support and expansion of school of Nursing and School of Health Technology;
- Gradual development of a new school for the production of mid-wives in the state and specialised/targeted training for TBAs

7.6 - Health Sector Strategies

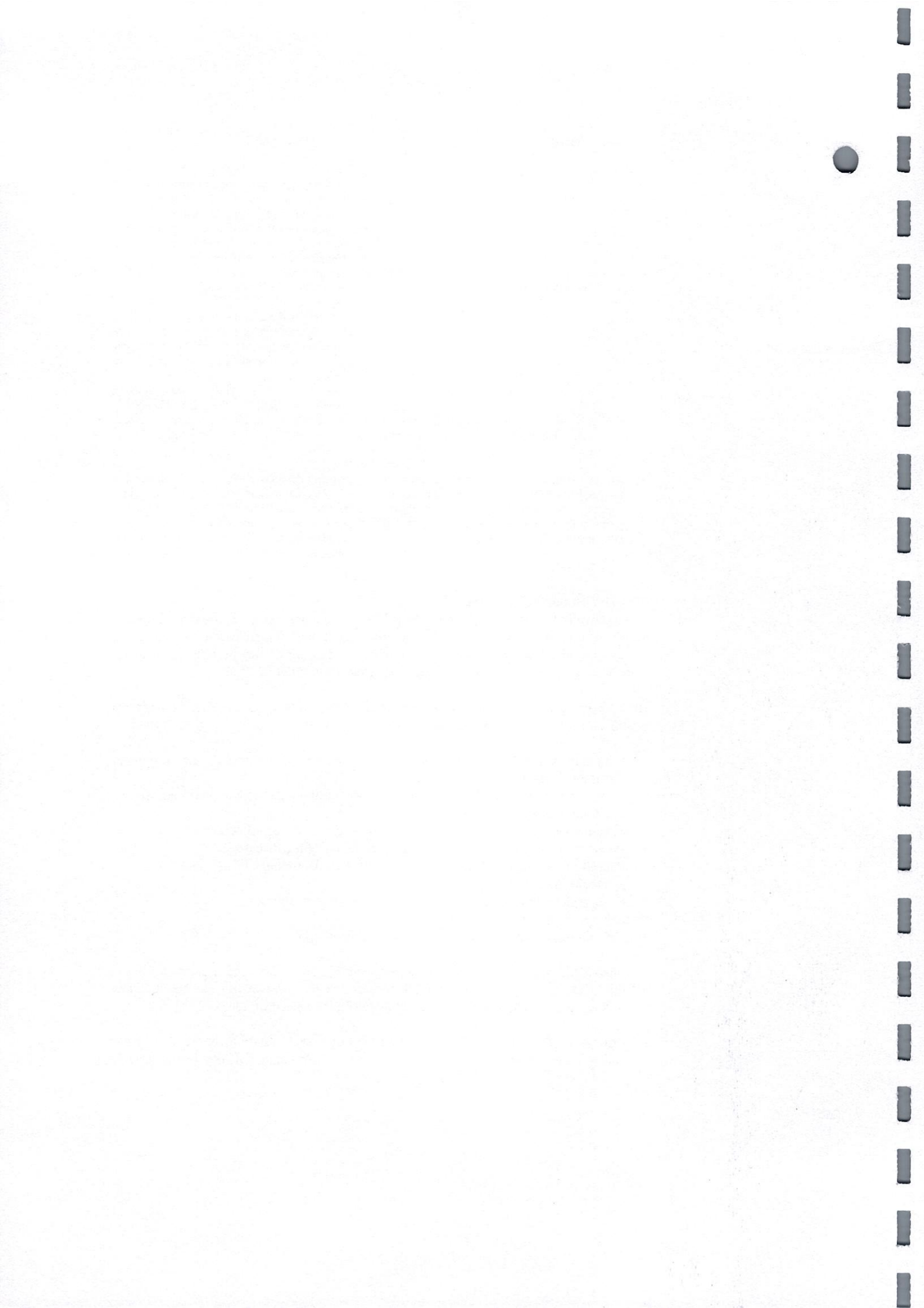
The Jigawa State Strategic Health Plan (2008 – 2011) has really set the tone for health sector reforms in the state which is also consonance with the state and national health policy. The document has succinctly provided a framework for the attainment of the state's health vision of *"a healthy and productive population by 2012"*.

Broadly, the provision of health services in the state, with its greater focus on primary health care would essentially include:

- Education, Information and Communication concerning prevailing health problems and the best methods of preventing and controlling them;
- Promotion of food supply and proper nutrition in line with the National Policy on Food and Nutrition;
- Sustained routine immunization against the major infectious diseases
- Prevention and control of locally endemic and epidemic diseases
- Pursuit of an Integrated Action on Maternal, New Born and Child Healthcare Strategic Interventions;
- Ensuring continuous provision of essential drugs and supplies.

Within this context the following strategies will be adopted: -

- A. Sustained improvement of public sector spending on health. A minimum of 7.5% of the total public expenditure would be earmarked for financing the health sector including recurrent and capital spending during the period of 2009 – 2012
- B. Provision of adequate health institutions throughout the State to improve coverage and efficient services. This would entails consolidation of the health system



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decentralization process and strengthening of the health system management structure and greater interface with the Local Government Councils. It would also require: -

- Attainment of the Minimum Service Package of the new decentralised and integrated Gunduma Health System (that is in terms of facilities and services provided) by 2012. This entails having a minimum of a Basic Health Clinic in each of the 292 (?) wards in the state, a minimum of a Primary Health Centre in each of the 30 State Constituencies and a minimum of a General Hospital in each of the nine Gunduma Zones in the state. It also requires all BHC and PHC to be fully equipped and staffed to provide essential Emergency and Basic Obstetric Health Care Services.
- Provision of an enabling environment and better regulatory framework to encourage private sector participation as well as that ensures greater role for community participation in planning and administration of health activities.
- Continuous improvement of the only state-owned Tertiary Health Institution in the state – Rasheed Reshekoni Specialist Hospital - as the apex referral hospital in the State which could ultimately be equipped to provide excellent services including intensive care;

The Six Strategic Objectives of the Jigawa State Health Sector – From the Jigawa State Health Sector Strategic Plan

1. Create the enabling environment for the health sector reform;
2. Improve the delivery of health services;
3. Develop resource mobilization and planning for equitable services;
4. Develop a sector-wide approach to health services in Jigawa State;
5. Improve demand for health care;
6. Improve infrastructure that supports delivery of health service.

C. Providing additional manpower and equipment to strengthen Epidemiological and Diseases Control Department of the State Ministry of Health to enhance their capacity for early detection, diagnosis and response to epidemics;

D. Greater focus on preventive medicine that places emphasis on the major elements of Primary Health Care System. These are: -

- Public Health Education on prevailing health problems and preventive/control

methods;

- Adequate supply of safe drinking water and basic sanitation (to be pursued through an effective water and sanitation strategy);
- Immunization against major local infectious diseases through increased vaccination rate and wider coverage,
- Specially designed programmes that ensure accessibility and timely treatment for malaria, tuberculosis, Sexually Transmitted Diseases (STDs) and other common diseases and injuries;

E. Development and promotion of health-related information, education, and communication activities. This includes the introduction of a strong health management information system to ensure systematic planning and monitoring including surveillance and control of major diseases;

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- F. To foster more effective collaboration, coordination with all stakeholders in the health sector as well as ensuring a closer partnership with International Development Partners and NGOs.
- G. Targeted interventions to combat the spread of HIV/AIDS. Some of the preventive interventions to be adopted include: -
- Increased coordination and among strengthened HIV / AIDs Control Agencies (SACA and LACA) and other voluntary organizations;
 - Advocacies to encourage behavioural changes (including peer education, voluntary counselling and testing particularly among the most vulnerable segments of the population such as the youth, commercial sex workers and mobile workers. This also includes promoting safe sexual practices.
 - Ensuring a safe blood supply and transfusion methods;
 - Access to ARTs and PMTCT services in all Secondary Health Facilities and selected Primary Health Centres

7.7 - Safe Motherhood Initiative Programme - Demand Side (SMI-D)

SMI is one of the critical components of the Health Sector Strategy particularly as relates the attainment of the health-related MDGS. Sequel to a scoping mission carried out in 2003 by PATHS,¹⁷ access to qualitative health services in relation to "Safe Motherhood Services" is recognised as an issue in the Jigawa State Strategic Health Plan. The Programme specifically focuses on addressing the complex barriers at households and community levels that prevents timely access to health services in the event of maternal complications. By addressing the factors that prevent timely utilization of safe motherhood services, the Program makes a significant contribution to the progress of the state towards achieving MDG 4 (Child Health) and MDG 5 (Maternal Health). In addition, the Programme also contributes towards the achievement of the State's policy objectives and commitments to pro-poor and gender equitable health services as outlined in the *Jigawa State Strategic Health Plan* and the *CDF*.

"Maternal death, still births and new born deaths are strongly linked to deliveries which take place at home, without properly trained skilled birth attendants... or in health centres which are not equipped or staffed to handle obstetric or neonatal emergencies".

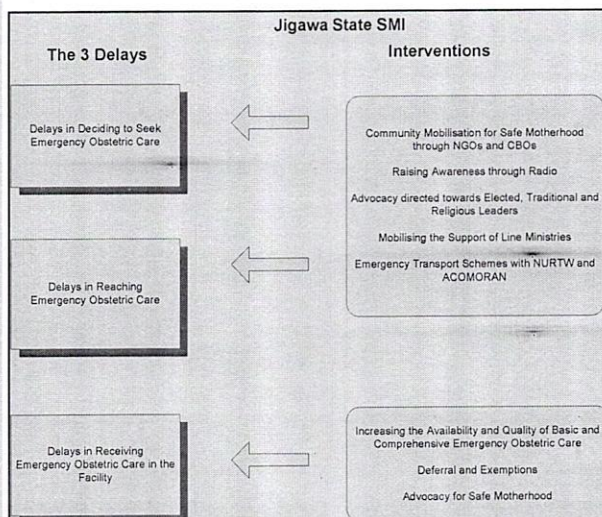
Integrated Maternal, New Born and Child Health Strategy, Page 35 by Federal Ministry of Health, 2007

Specifically, the programme consists of targeted interventions aimed at dealing with the 3 Delays that affect the ability of women to obtain Emergency Obstetric Care (EOC) in a timely fashion. These are delay at Community level in deciding to seek for EOC, delay in reaching emergency obstetric care service points and delay in receiving appropriate care once at the health facility. The SMI Programme also involves Community Mobilization, Emergency Transport Schemes, Training on Life Saving Skills (LSS for Local birth attendants) and Advocacies.

The ultimate target is to bring the SMI Programme to all communities in the state with high priority placed on "hard-to-reach areas". With only xxx communities current enrolled across xx Local Governments, it is envisaged that additional xx communities would be brought on-board annually to achieve the set target. The specific intervention

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strategies of the SMI Programme that addresses the causal factors for the high maternal mortality and infant mortality rates including the following:



- Awareness/sensitization campaign and orientation training on pregnancy warning signs, the importance of patronizing health care centres in times of emergency;
- Partnering with NGOs and CBOs. The aim is to ensure community mobilization, ownership and sustainability of the SMI programme;
- Establishment EmOC Fund. This is an attempt to encourage rural

communities to set aside some funds to support transportation to hospitals, medication, blood procurement, in times of emergencies The emphasis again on ownership;

- Emergency Transportation Schemes; establishing partnership programmes with National Union of Road Transport Workers drivers(NURTW) and motorbike riders union to assist in transporting needy women promptly to the hospital. A prototype motorcycle ambulance by local manufacturers was initially used now replaced by a four-wheel small Suzuki Motor Vehicles;
- Synchronization of demand and supply requirements between Ministries of Women Affairs and Health. This is to aid planning and efficient service delivery. It is also to avoid a backlash in which demand will outstrip supply and create discontent and disillusionment;
- Capacity building mechanisms; through continual use of National and International Health & Social Development Consultants. This covers service delivery, monitoring and evaluation, team building, community involvement, etc
- Monitoring and evaluation mechanisms. Elaborate Monitoring and evaluation systems have been set up to facilitate feedback as well as forward planning;
- Establishment of Community Blood Donor Group in all the 144 Pilot Villages;
- Records have indicated that a total of 438 Women undergoing labour were transported to the nearest Basic Health Clinic or Primary Health Centre where Basic Emergency Obstetric Care is available in the last one year among the SMI participating communities; In addition, about 152 pint of blood donation was made by the Blood Donor Group in some of the Communities.

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DFID Support of the Health Sector in Jigawa State

The Department for International Development is one of the long standing development partners supporting the efforts of the Jigawa State Government to meet the challenge of attaining the Millennium Development Goals. This is through its support for a number of sectoral programmes including an overall governance reform support programme. Two key sectoral programmes in the Health Sector include Partnership for Transforming Health Systems (PATHS) and a Programme for the Revival of Routine Immunization in Northern Nigeria (PRINN).

PATHS 2

PRINN.....

CHAPTER 8 Water Supply and Sanitation

8.1 - Introduction

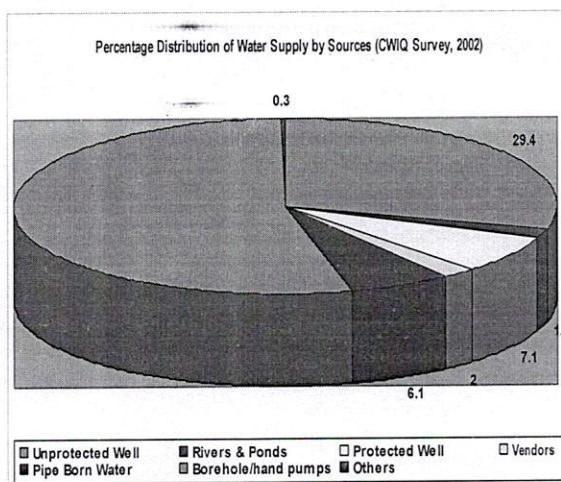
Water is life and one of the most critical basic needs of life anywhere anytime. Good sanitation is also *sine-qua-non* for a healthy community. In fact, the average number of people without access to an improved water source is now factorred, along with other factors like the proportion of children under age 5 who are underweight for their age, into the computation of the human development index by the United Nations. The positive correlation between improved water & sanitation services and health status of the population is self-evident. Better hygiene and improved access to safe drinking water & sanitation accelerate progress toward the reduction of infant and child mortality rates and improve productivity among the population. Conversely, poor hygiene and poor access to safe drinking water and sanitation services increase mortality from preventable diseases particularly among women, children and other poor segments of society. The link between water & sanitation and the various manifestation of poverty is indeed very clear which provides both a context and framework for policies and interventions in Water Supply and Sanitation Programmes.

Achieving all the health-related MDGs requires effective intervention in the area of water, sanitation and hygiene. As reported in Federal Ministry of Health Publication¹⁸ a survey report by the British Medical Journal has indicated that sanitation is the biggest breakthrough since 840.

8.2 - The Water & Sanitation Situation in Jigawa State

The 2006 National CWIQ Survey indicates that 96% of all households in the State have could access a drinking water sources in less than 30 minutes (the highest in the country) which is 3 percentage points above the findings of the same survey in 2002. The survey, however, indicates that only about 64% of households actually *use safe water supply* (defined as pipe born water, borehole or hand pump and protected wells). The figure below gives the distribution of households by sources of drinking water in Jigawa State based on the 2006 National CWIQ Survey. The picture at the National level reveals that while overall access to water supply is about 85%, only 51% of this accessibility is to sources described as safe. Relatively, the water situation in Jigawa State may indeed be described as excellent and among the best in the country. In fact, considering the stepped-up efforts of the state Government together with the Local Governments and other development partners (particularly UNICEF, EU

Figure 12.1 - Water Distribution by



¹⁸ Integrated Maternal, New Born and Child Health Strategy, 2007.

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and WaterAid) and the MDGs CGS initiative during the period of 2007/3008 toward improving access to “safe sources”, it is estimated that access to safe drinking water at the end of 2008 may be as high as 75% in the state. During this period xx new hand pumps and xx new solar-powered / motorised water schemes were constructed were constructed.

With respect to sanitation, even though still some serious problems, the CWIQ Survey indicated that the state is not far away from the National Average. While overall access to safe means of sanitation in the country is only about 57.6% it is 51.6% for the state. This however still reflects improvements over the situation depicted by the 2002 survey.

Even though access to safe means of drinking water is generally good, the situation is relatively better in urban than in rural areas where vast majority of people live and where poverty is relatively more severe. Adequate access to safe drinking water and sanitation services particularly for the poor are critical given their linkage to other social and economic aspects of human living conditions. For instance: -

- Water and sanitation related sicknesses put severe burdens on health services and keep children out of school;
- Human waste poses a tremendous social and environmental cost through pollution of rivers and groundwater;
- High proportion of household budgets are spent on water; and
- Income earning potentials are reduced due to poor health, time spent on collecting water or lack of opportunity for businesses requiring water inputs.

8.3 - Constraints to Effective Water Supply and Sanitation Services

Despite high access to water supply by majority of the population, there still exist many constraints and challenges against effective and sustainable water supply. First and foremost is the age-long perception of water as a ‘free social service’ which makes water sector reforms and introduction of economic water rates more tasking. This also makes the State Water Agencies largely dependent on Government subventions for the operation and maintenance of water facilities. Related to this is the big challenge of striking a balance between the imperative for an affordable water tariffs as means of ensuring sustainability and reducing the burden of poverty on the poor. A key challenge for sanitation sector is lack of clear mandate-agency. At present, three agencies seems to have some role (but without full mandate) on sanitation issues. These are the Rural Water Supply and Sanitation Agency, Ministry of Environment and Ministry of Health. Other constraints and challenges for the sector include: -

- Lack of adequate data.
- Lack of capacity- inadequate qualified manpower
- Inadequate power supply (unreliable supply of power from PHCN).
- Poor coordination among water related organisations, e.g. Water Agencies, Health, Environment, education e.t.c. ministries.
- Policy strategies not fully supported to logical conclusion in most cases, (although policy review on water supply and sanitation in progress 2009),
- Poor sanitary habits among the population such as the deeply entrenched culture of using uncovered pit latrines, use of open areas and backyards for refuse / faeces disposal particularly among the rural populace;

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- The 'polythene-bags syndrome' and refuse disposal are becoming a menace in securing a clean environment especially with increased urbanization;
- Even though there is a lot of philanthropy in the sector (which only reinforces the perception of water as "God give free commodity" there is virtually no private sector participation in sector beyond the activities of water vendors most of whom are non-Nigerians.

8.4 - Potentials for Water Supply and Sanitation

As already pointed out, access to water supply is as much as 96% (??). The State has abundance of surface and underground water sources. Surface water storage capacity totals about 43 million (??) cubic meters while pumping capacity of the State's ground water were put within the range of 30,000 – 40,000 m³/km². In addition, approximately 3,700 million cubic meters per year are recharged to ground and surface water storage from rainfall. Philanthropic activities were also observed to be more common in the water sector relative to other basic social services which is an opportunity for continuous improvement in accessibility to water supply. Another strong potential for the sector is the availability of drilling rigs acquired by State Government and all the Local Government Councils and skilled personnel in the management of the rigs.

Other potentials and opportunities in the provision of an effective water supply and sanitation services include: -

- Strong Government commitment to the provision of effective water supply and sanitation services;
- International partnerships and support to the sector particularly from the European Union and UNICEF;
- Strong and continuous collaboration between the three tiers of Government (Federal, State and Local Governments);

8.5 – Policy Objectives and Targets for the Water and Sanitation Sector

In accordance with the Millennium Development Goals, the provision of sufficient safe drinking water and sanitation services in an affordable and sustainable way is the overriding and long-term objective of the Water Supply and Sanitation policy in Jigawa State. Specifically, the ultimate goal is to achieve universal access to safe drinking water and sanitation services safeguarding public health and ensuring that the people live a more qualitative, and productive life. A major focus of this broad policy objective is to increase access to water supply particularly from the high quality sources including treated pipe born water / boreholes and hand-pumps. In this regard, the goal would be to lower the proportion of people who depend on open & unprotected wells, rivers and ponds as their major sources of water supply from about 45% to less than 10% in the next three years; raise access to safe drinking water from the current level of about 65% to a minimum of 90% by 2012 and 100% by 2015; and raise level of people's access to sanitation services such as public conveniences in major public places, refuse disposal centers etc from the current level of x% to y% within the same period.

Even though the state policy objectives aims at "universal access", consistent with the MDGS, a major guiding principle in this regard is the management of the state water resources to achieve an optimal, long term, environmentally sustainable socioeconomic benefit for the people. Other important strands of this principle includes the issue of water conservation; ensuring participation among all stakeholders; ensuring equitable

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access which takes cognizance of the issue of sustainability; and adoption of an effective and well-coordinated water operational management systems decentralized to the lowest level possible.

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8.6 - Strategies for Better Water Supply and Sanitation Services

As pursued under SEEDS I, the key approach will continue to be innovative to overcome financial inadequacy through improved funding, introduction of cost recovery measures/user charges, institutional reforms that would ensure efficiency and effectiveness in public spending as well as the systematic incorporation of all key stakeholders in the management and operations of water facilities including initial investment. In line with the state policy objectives and guiding principles for the water sector, the following strategies would be pursued in order to achieve the stated goals and targets In line with this, the following strategies would be pursued: -

- Setting up of efficient data collection, collation, analyses, sharing/dissemination mechanism/banks in all sectors.
- Completion and adoption of review of the 'State Water Supply and Sanitation Policy' as soon as possible.
- Rehabilitation and upgrading of existing schemes;

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- Vigorous advocacies among stakeholders and awareness campaigns to ensure effective and efficient utilization of water resources. This would cover the prevention of wasteful water usage and control of leakages in the system; combating illegal connections
- Research on potential water sources of all part of the state should be intensified for current and future developments.
- Pursuit of an equitable cost sharing formulae for investments, maintenance and operation in the water sector and maintenance between the State Government, Local Governments and the Community.
- Improved coordination and collaboration between State, Local Governments and communities with clearly defined functions and responsibilities for each. This also involves the promotion and empowerment of community-based Water User Associations and Self-help Groups to participate in the planning, implementation, management & maintenance of water supply and sanitation facilities;
- Gradual and systematic enforcement of economic / affordable water rates to meet investment and operational cost. This includes more effective metering of water consumption particularly in urban town supply systems;
- Promote private and community ownership of water supply and sanitation facilities particularly in small towns and rural areas;
- Provision of adequate legal framework that regulates water supply and sanitation services and promotes private sector participation in line with Water Supply and Sanitation Reforms Strategies and other National Initiatives such as WIMAG (Water Investment Mobilization and Applications Guidelines)

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Other specific strategies for the water supply and sanitation services are as follows: -

Potable Water Supply

- Increase direct public sector investment in the provision of potable water supply;
- Increase coordination of the activities of the various State Water Agencies;
- Creating condition for entry of private service providers;
- Introduction of user charges and other cost-recovery measures;
- Rehabilitation and reactivation of Dams and existing urban and small-town water supply schemes;
- Promotion of more sustainable means of potable water supply such as solar powered systems;

Sanitation Services

- Construction and leasing out of Public Conveniences around major public places such as markets, stations and other high density areas;
- Well articulated, rigorous and targeted programmes of advocacies that will inculcate the culture of personal hygiene among the population including hygienic disposal of human waste, use of VIP Latrines and promotion of other good hygiene practices such as frequent washing of hands;
- Promotion of 'best practices' as advocated in the "Facts for Life" – (see box 12.1);
- Expansion of the *Duba-Gari* programme and periodic environmental sanitation exercises;

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Table 12.2: - State & Local Levels Water Supply & Sanitation Strategy in Nigeria

B. STATE AND LOCAL LEVEL		WATER	SANITATION
URBAN			
GOAL	<i>INCREASED EFFICIENCY THROUGH COMMERCIALIZATION & INCREMENTAL PSP LEADING TO INCREASED INVESTMENT AND COVERAGE</i>		<i>IMPROVE BASIC SERVICES THROUGH URBAN UPGRADING PROGRAM</i>
STRATEGY	<i>Level I</i> <i>SWA Autonomy, Commercialization, Service Contracts, Rehabilitation and UfW contracts</i>	<i>Level II</i> <i>Service & Management Contracts</i>	<i>Level III</i> <i>Lease, Concession, BOO, BOT</i> <ul style="list-style-type: none"> ◆ <i>Urban upgrading including adequate excreta disposal</i> ◆ <i>Sanitation programs through the water utility</i> ◆ <i>Storm water drainage</i> ◆ <i>Improved solid waste management</i> ◆ <i>Incremental development of wastewater disposal facilities</i>
SMALL TOWNS			
GOAL	<i>SUSTAINABILITY THROUGH COMMUNITY OWNERSHIP, AND INCREASED COVERAGE</i>		<i>BASIC SERVICES DELIVERED THROUGH LOW COST SANITATION WITH WATER SUPPLY DEVELOPMENT</i>
STRATEGY	<ul style="list-style-type: none"> ◆ <i>Community participation with local PSP promotes demand based delivery of W&S services</i> ◆ <i>Community ownership and management of W&S systems</i> ◆ <i>Operation and management contracted to local private sector (service contracts)</i> ◆ <i>Level of service and cost sharing determined by community</i> ◆ <i>Community contribution to capital costs (partial subsidies restricted to capital costs)</i> ◆ <i>Promotion, monitoring of and coordination with private, informal providers, with minimal but necessary regulation</i> 		<ul style="list-style-type: none"> ◆ <i>On-site sanitation</i> ◆ <i>Drainage facilities for sullage and wastewater</i> ◆ <i>Basic network for storm water drainage</i> ◆ <i>Communally owned and operated public toilets in selected areas</i>
RURAL			
GOAL	<i>IMPROVED W&S COVERAGE AND SERVICES THROUGH COMMUNITY OWNERSHIP</i>		<i>BASIC SERVICES DELIVERED THROUGH LOW COST SANITATION WITH WATER SUPPLY DEVELOPMENT</i>
STRATEGY	<ul style="list-style-type: none"> ◆ <i>Community owned and operated low cost W&S systems</i> ◆ <i>Community managed and maintained W&S systems</i> ◆ <i>Community contribution to capital costs (partial subsidies restricted to capital costs)</i> ◆ <i>Local manufacture of handpumps to ensure spare parts availability</i> 		<ul style="list-style-type: none"> ◆ <i>On-site excreta disposal</i> ◆ <i>Drainage facilities for sullage and wastewater</i>

Sources; World Bank: - Federal Republic of Nigeria – Water Supply & Sanitation Interim Strategy

CHAPTER 9 Social Welfare & Development

9.1 - Introduction

Social Welfare and Development involve issues pertaining to well-being, protection and development of people particularly vulnerable ones – women, children, the unemployed, the aged and the disabled. The key elements of the social welfare and developments components of the Jigawa State CDF include women development and empowerment, social protection for the under-aged, social security policy particularly for the physically challenged persons and youth development.

A - Women Empowerment

Millennium Development Goal number three aims to promote gender equality and empower women. To achieve this goal, the Jigawa State CDF requires the elimination of gender disparity in educational achievements (particularly at the basic education level) and pursuit of programmes that empower women socially and economically both at individual and societal levels.

Women are considered as being vulnerable in the society due to their perceived powerlessness in the social and economic arena, which adversely affects their ability for self-empowerment or from effectively partaking in socioeconomic development where Government- and private-sector initiated. All basic indicators for the survival, development, participation and protection as they affect the women folk in the society are unfavourable. These include among others high maternal mortality rate; relatively low school enrolment among females; relatively high incidence of poverty among women; and relatively low participation in political governance and other socioeconomic activities/decision making. While these could partly be seen as outcomes of how women development issues have been treated in the past, these have also now become part of the constraints to the Development and empowerment of women in the society. In fact, the natural tendency to always perceive women as vulnerable is perhaps the first major constraint to their development. Paradoxically, rather than perceive the women folk as the natural starting point for societal development considering their onerous task in family building and the upbringing of children who are the future of the society, the trend now is to treat the concerns of women as an addendum in the entire scheme of things begging to be “main-streamed”. Other constraints to women development and empowerment include the existence of cultural barriers and affinities that limit social inclusion and impede on such things as educational attainment and participation; and lack of comprehensive and well co-coordinated policies to address women and children issues or poor commitment to implement them. The approach normally was to adopt pieces of international proclamations some of which may be out of context or at variance with local acceptable practices.

Despite these constraints, in Jigawa State today, there are vast of opportunities and potentials that could be taken advantage of in the pursuit of Women Empowerment and Development of Women. These include political commitment by the Government; high proportion of women in the society which make them a force to reckon with; emergence of specific policies and initiatives targeting gender mainstreaming and women empowerment. Other potentials include the following: -

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- Increasing societal awareness of women and children issues;
- Existing partnerships in development of women and children. Very notable among these is the partnership with UNICEF;
- Existence of a pool of women co-operative groups as a base for development activities;
- Emergence of numerous right-based / faith-based non-governmental / civil society organizations whose main concern is women empowerment and development;

9.5 - Policy Objectives and Targets

The policy target in this sector is to ensure the survival, protection and development of women and children including their empowerment to participate in, and benefit from, the socio-economic development process; other components of this policy targets are as follows: - (See Appendix Six for additional details)

- Facilitate the establishment of at least 50 women cooperative groups annually up to 2015;
- Provide accessibility to credit facilities for no less than 50% of all existing women cooperatives every year up to 2015;
- Increase women's per capita income by 50% annually up to 2015
- Move towards the attainment of gender equality in employment and access to opportunities particularly in the public sector by 2015;
- Achieve a ratio of 5:1 gender representation as a matter of policy in Jigawa State by 2015

9.6 - Strategies for the Development of Women & Children

The factors that ensure development of women and children are multi-dimensional and so should the strategies that bring them about. Most of the strategies in the health and education sectors would certainly be relevant here. However, the broad strategy would be to ensure the mainstreaming of gender concerns in the policy, planning and budgeting processes especially in the Basic Social Services sectors including education, health, water supply and social development. This broad strategy will involve: -

- Formulation and enforcement of appropriate legislations on child protection including the prohibition of child labour, street hawking by children, child trafficking, child abuse, almajirci etc;
- Provision of special incentives for the girl-child education to boost enrolment and retention;
- Provision of free maternal and child health care services in all Government health institutions;
- Provision of adequate information on HIV/AIDS and how to protect self, their children and on how to live with people with HIV/AIDS;

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- Introduction of early childhood education and development programmes in primary schools curricula;
- Pursuit of Women In Cooperatives Programmes for purposes of micro-credit, training/skills acquisitions in micro and home-based enterprises such as knitting, garment production, soap making, milling, food processing, etc. This also include the establishment of cottage industries especially for garments manufacture to provide employment opportunities for women;
- Ensuring the participation of women in decision-making process especially through increased political appointments and participation in seeking elective offices;

B – Youths Development (See the Chapter on Economic Empowerment

9.7 - Introduction

The prominence of sports in promoting socio-economic empowerment particularly among youth, and social cohesion among various strata of society is well recognized by Jigawa State Government. In addition, the youth is recognized as a latent force that could make or mar development effort depending on how it is moulded and harnessed. For instance, restiveness and joblessness among youth could result in certain social ills that could halt and reverse societal progress. It is in recognition of these facts that youth and sports development is considered as an important aspect of the J-SEEDS.

9.8 - Constraints / Challenges to Youths Development

One major constraint is pursuit of inappropriate policies that encourage import of non-indigenous sportsmen and women for national and international competitions. Certain religious and socio-cultural inhibitions have also constrained sports development. Other constrictions to development of sports include lack of organized private sector participation and support and inadequate facilities.

As for youth development, years of economic stagnation in the country have resulted in unprecedented level of unemployment among them. This has created restlessness and consequently undesirable social behaviors including drug abuse, petty theft and other delinquent acts among youth. In addition, declining parental guidance and its attendant influences on youth discipline and cultural values is another. Other constraints to youth development include lack of organized guidance and counselling programmes, external negative cultural influences acquired through foreign films and reading materials.

9.9 - Potentials / Opportunities for Youth Development

Major potentials include existence of a number of mini-stadia, which could be upgraded to provide various sporting arenas in many parts of the State. There also exists a relatively high proportion of youth in the population from which local talents can easily be sourced and developed.

9.10 - Policy Targets

The main policy objective is to promote, develop and raise the standard of sports in the State including traditional sporting events; and facilitate the development of youth in the State as disciplined, productive, self-reliant, patriotic and responsible citizens. Other specific targets include reduction in youth-related crimes and delinquent behaviour,

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promotion of citizenship and leadership training among youth. Targets in these respects are: -

- { Be number one or two in each sporting/athletic events we decide to partake in by 2009;
- { Raise the per-capita income of youth by 25% by 2007
- { Minimize drug abuse and political thuggery among youth by 2009
- { Reduce the incidence of youth delinquency by 50% by 2010
- { Create 10, 000 jobs for youth by 2007

14B.5 - Strategies for Youth & Sports Development

Strategies for attaining targets here will focus on youth empowerment and development. They will also focus on assisting youth to excel in various fields of sporting events. Specifically, the following strategies will be adopted: -

- { Improvement, rehabilitation and expansion of various mini-stadia in the State and provision of facilities for sports and recreation;
- { Expansion of job opportunities through skills acquisition, vocational training and entrepreneurial development among youth;
- { Rigorous campaigns and advocacies against drug abuse and other antisocial behaviors prevalent among youth;
- { Citizen and leadership training to instil discipline, patriotism and other societal values and virtues among youth. This will involve establishing a citizenship/leadership training centre and support for existing vocational training centres.;
- { Revival of school-based youth associations and cultural groups such as the Boys Scouts, Muslim Students Societies, Girls Guide, Muslim Aid Group, Red Cross, etc which promote the tenets of discipline and self-less service to humanity as well as respect for traditional values among the youth;

SECTION IV

Implementation

- *Government and Institutions*
- *Administrative and Governance Reforms;*
- *Implementation Framework;*
- *Monitoring and Evaluation*

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CHAPTER 10 Government, and Institutions and Governance Reforms

10.1 - Introduction

This chapter is a brief presentation on Government structure, Intergovernmental Relations, and the role of Traditional Institutions and Governance Reforms in the Jigawa State CDF. The structural formation of Government and its interrelationships with other tiers and established institutions like Local Governments and Traditional Institutions is critical to success under the goal of furthering socio-economic development and empowerment.

Government and Institutions

As provided under the constitution, the governance structure of the state is made up of three arms – the Executive, the Judiciary and the Legislators. At the echelon of the executive arm is the state executive council with an elected governor as its Chairman with the Deputy Governor, Secretary to the state government, Head of the State Civil Service and Commissioners as members. As of the beginning of 2008, the state civil service is made up of y 15 ministries and x extra-ministerial departments, agencies and parastatals. The ministries include those of Education Science & Technology, Agriculture, Health & Social Welfare, Finance & Economic Planning, Justice, Water Resources, Information Youth Sport & Culture, Local Government, & Rural Infrastructure & Community Development, Works & Transport, Land & Housing, Rural Infrastructure, Women Affairs and Social Welfare, Commerce Industry & Cooperatives, Environment and Special Duties.

The Speaker heads the legislative arm with the Deputy Speaker, the Majority and Minority Leaders and Chief Whip as other principal officers. The third arm of government is the Judiciary, which is headed by the honourable Chief Judge who is also the Chairman of the judicial service committee, a body that is responsible for the appointment, promotion and discipline of judicial officers.

As per 1999 Constitution of Federal Republic of Nigeria, the State comprises 27 Local Government Councils, which are divided into 30 State Constituencies, grouped into 11 Federal Constituencies and 3 Senatorial Districts. Seventeen of the Local Government Councils namely Dutse (the State Capital), Birnin Kudu, Gwaram, Kiyawa, Gumel, Maigatari, Hadejia, Ringim, Birniwa, Kirikasama, Malam Madori, Jahun, Kafin Hausa, Kazaure, Roni, Babura and Garki were inherited from the old Kano State. Four were created along with the state in 1991 which are Kaugama, Sule Tankarkar, Taura and Gwiwa. The remaining six, namely 'Yankwashi, Gagarawa, Auyo, Buji, Miga and Guri came into being in 1996 with the creation of new states and local governments by the then Military Administration of Sani Abacha. At a stage these 27 Local Government Councils were further subdivided into 77 Development Areas as per law No.5 of 2004 of the State House of Assembly (now abolished). In line with the democratic setting in the country, the governments at both the State and Local Government levels are elected, and comprise an Executive with a unicameral legislature. The State legislature has 30 elected members each representing one of the State Constituencies. To complete the State governance structure, there is an independent State Judiciary as the third arm of Government.

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In its effort to ensure effective governance, the State Government has initiated several innovative reforms. These are: -

- ❖ Introduction of the Contributory Pension Scheme in the year 2001 as an assurance of retirement income to retirees.
- ❖ Establishment of the Bureau for State and Local Government Reforms in the year 2002
- ❖ Computerization of the State payroll in the year 2003.
- ❖ Relocation of all MDAs back to the State Capital in the year 2007 due to unforeseen problems with the decentralization of MDAs across the state in the year 2000.

- ❖ Development of Public Financial Management Plan in the year 2007 and
- ❖ Computerization of Local Government and Local Education Authority payroll in the year 2009

10.2 – Inter governmental relations

Non among the three tiers of government is to over emphasize its independence because of their need for cordial inter dependence. Such relationships exist in a number of areas like the National Council on Health, National Council on Agriculture and so on. There is therefore the need to ensure that such relationships are sustained and enhanced.

10.3 - Local Government Administration

As the third tier of Government, Local Governments are the closest to the people and play a vital role in the process of socio-economic development. Section 7, Fourth Schedule of the 1999 Constitution has conferred the State with constitutional powers to legislate on matters pertaining to functions, structure, and finances of Local Governments. Their functions as specified in this section are few with the most significant ones being construction and maintenance of local roads, sewage facilities, markets, and motor parks. However, the State Local Government Law No.7 of 2007 has elaborated further on the functions, structure, and finances of Local Government in a more detailed manner.

Other legislations were also previously passed by the State House of Assembly to ensure that Local Government Councils effectively partner with State Government in nurturing the State's socio-economic development process. This partnership is most notable in areas such as provision of basic education, development of agriculture and provision of health services particularly primary health care as well as in other areas covered by the Economic Emergency Law No.3 of 2003. Moreover, Local Governments participate in the process of economic planning through their membership of the State Economic Planning Board, which was established by law No. 10 of 1999.

In its effort to ensure effective governance in Local Government administration, the State Government has initiated several innovative reforms. These are: -

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- i . Streamlining the financial management systems of Local Government Councils particularly Salary and Pension Administration; Accounting and Auditing; and in the operation of State-Local Government Joint Project Account. Some of the major developments under this initiative include: -
 - Unification of accounting & auditing systems of the State and Local Governments. New Local Government Law now requires the State Auditor General to audit accounts kept by all Local Governments Councils in Jigawa State. Such accounts are required to be published before the first day of September each year together with Annual Financial Statements of Local Governments; In addition, Annual Final Accounts of Local Governments are to follow a standard format adopted at the State level;
 - In order to ensure that there is “due process” in public procurement and there is “fiscal responsibility” in public expenditure and financial management even at the Local Government levels there are two new legislations in this respect (the Due Process Law and Fiscal Responsibility Law) were extended to cover the Local Government system;
 - Salary and Pension payments for all Local Governments have been computerized and managed by the State Directorate of Salary and Pension Administration. This is a bold move towards instilling sanity and stemming the high incidence of ghost workers and indiscriminate expansion of Local Government service;
- ii . Coordination of economic planning and fiscal management between State and Local Governments. The first initiative in this respect is ongoing Public Expenditure Management reform programme at State level, which will ultimately go down to Local Government level. This is expected to lead to rational resources allocation, effective linkage between Medium Term Planning and Annual Budgeting as well as adherence to best practices in budget implementation. The State Economic Planning Board (EPB) is another framework that will facilitate effective coordination between State and Local Governments. The mandate of EPB, which is chaired by the State Governor with the Chairmen of Local Government Councils as members include: -
 - Determining and recommending development policies for the State and coordinating the implementation of same;
 - Analysis of the State’s Annual Budget and those of Local Government Councils to extract economic policy measures needing alignment and or enforcement;
 - Analyzing quarterly reports on budget implementation of both the State and Local Government Councils with a view to taking remedial measures in case of any perceived implementation problems;
 - Monitoring and identifying factors inhibiting realization of set revenue targets in both the State and Local Governments budgets;
- iii . Strategic Planning Frameworks LEEDS / CEEDS –

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(refer to memo on CEEDS)

i i i .

Each Local Government Area will articulate a medium term socio-economic development programme representing its Policy Targets and priorities including its strategies. However, within the context of State CDF Local Governments will be major formulation and implementation partners. Section 55 of part 11 of Local Government Law (2004) has empowered Local Governments to provide services in several areas including: -

- Primary health care services including maternity centres and preventive health services;
- Basic Education including nursery, primary and adult education;
- Information and public enlightenments;
- Agriculture including livestock and extension services;
- Rural and semi-urban water supply;
- Provision of roads (other than trunk roads, street lights and drainage);
- Public housing programmes;
- Social welfare services (Repatriation of destitute and provision of orphanages, destitute homes and infirmaries);
- Trading and commercial activities

These socio-economic development services to be provided by Local Government Councils constitute a major sphere of partnership with the State Government which is largely carried out through the Local Government Capital Contribution captured in both the annual budgets of the Local Governments and that of the State Government. An important role which the Local Governments would continue to perform in the implementation of the CDF is in the area of mass mobilization and public enlightenment in such areas as community participation in the process of socio-economic development

10.4 - Traditional Institutions

Traditional Institutions comprise Emirate, District and Ward traditional administrations headed by Emirs, District Heads and Ward Heads. These institutions are increasingly seen as part of the social capital of society as they provide great opportunities for development of multi-institutional partnerships for sustainable development. Through their effective and formal integration into governance structure they could bring unique insights of local people in conceptualising, implementing and evaluating development projects and programs. As observed by President Olusegun Obasanjo during the Golden Jubilee celebrations of the Lamido of Adamawa (one of the prominent Traditional Rulers in Nigeria),

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"... They (traditional rulers) have social, economic and cultural roles to play and I believe that the earlier we reinstate their special position in our constitution, the better for all of us."¹⁹

The Lamido himself observed thus: -

"The past 50 years have witnessed some changes and challenges in our nation's existence. One of these changes is the gradual eroding of the official powers of traditional rulers across the country....However traditional rulers have been able to readjust and to remain the most reliable channels for the maintenance of peace and stability throughout the country."

After decades of this "gradual eroding of the official powers of traditional rulers", Jigawa State Government recognizes the potency of traditional administrations in fostering grassroots socio-economic development and empowerment of people under their domains. It has amply acknowledged the critical importance of incorporating Traditional Institutions as cogent partners in the development process. Traditional Institutions are empowered to function as Government partners in: -

- Fostering peace, harmony, social cohesion and security within and between their domains;
- Grass root mobilization, advocacy and enlightenment of the people on Government programmes;
- Dispute resolution especially between pastorals and herdsmen and settlement of other domestic disputes such as land, marriage and trade.

10.5 - Traditional Institutions under the Law

In order to formally partner with traditional authorities in promoting socio-economic development and empowerment from the grassroots section 62 of part 12 of Jigawa State Local Government Law (2004) outlined 11 basic functions of Emirate Councils.

First of these core functions is "to formulate general proposals as advice to Local Government Councils in their area". This is in consideration of their closeness to the grassroots and general acceptance of their relevance to the lives and well being of people. This is more so considering the emergence of a crop of highly educated and well-informed persons as traditional rulers, who have extensive knowledge and experience in issues of national development. Some of their other functions include: -

- To coordinate development plans of Local Governments within their Emirates;
- To assist in the assessment and collection of community tax in consultation with their Local Government Councils if so requested by the Governor or some of the Local Governments;

¹⁹ Newswatch of 22nd June, 2004

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- To advise on religious matters where appropriate;
- To give support to arts and culture;
- To assist in maintenance of law and order; and
- To render advice on customary law and practice on all matters governed by customary law including land tenure under customary right of occupancy;

STRENGTH:

1. Much more manageable government structure is on the ground
2. There is political will to conform to best practice.
3. Contribution of donor agencies/development partners
4. Highly committed civil service

WEAKNESSES:

1. Fiscal resources deficiency
2. Deficiency of human resources in terms of skills and numbers in all sectors
3. People's resistance to change for good due to ignorance.
4. Lack of viral private sector.

OPPORTUNITIES:

1. Abundant and untapped natural resources.
2. Large working population
3. Near 100% homogenous population.

THREATS:

1. Global meltdown
2. Environmental degradation
3. Policy summersault

10.6 - Policy Objectives

The prime objective is to create a Government structure that would facilitate socio-economic development as well as effective and efficient service delivery to the people. With respect to inter-governmental and institutional relations, the key objective is to promote harmonious working relations, mutual understanding and partnership.

10.7 Policy Targets

- - To get the local government planning process streamlined through the office of the department of planning from the current 40% to 70% by 2011.

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- To improve security level from the current approximately 60% to 80% by 2011.

10.8 - Strategies

In the pursuit of these principal objectives Stated above, several measures were instituted or would be instituted by the Government including: -

- Decentralization of public service delivery operations and management to ensure easy access particularly in the areas of Education, Health, and Water Supply & Sanitation Services;
- Streamlining of Local Government operations and Improvement of Local Government policy and strategy development through the Department of Planning, Research and Statistics;
- Expanding the roles and functions of traditional institutions;

CHAPTER 11

10.9 Governance Reforms Programmes

11.1 Introduction

Within the context of Jigawa State CDF, key reforms programmes would centre around the following: -

- Good Governance and Public Sector Institutional Reforms
- Social Reorientation & Mobilization
- Peace, Security & Social Cohesion

11.2 10.10 - Good Governance

According to the UNDP²⁰, Governance is viewed as “*the exercise of economic, political and administrative authority to manage a country’s affairs at all levels. It comprises of mechanisms, processes and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.*” Indeed, the issue of governance has now become central in discussions on development whether at global, regional, national or sub-national levels. Good governance and effective public sector institutions are thus very critical for the success of any policy meant to promote pro-poor economic growth and sustainable human development. The fact is that public/private sector investments do not survive for long in poorly governed environments. Poorly endowed landlocked economies could indeed make significant headways in their quest for economic development and poverty reduction given a good governance environment while strategically located and well endowed countries could fail primarily because of weak governance and poorly functioning public sector institutions. An observation by the United Nation suggested that: -

“...good governance is perhaps the single most important factor in eradicating poverty and promoting development...”²¹

A primary focus of the Jigawa State CDF is the implementation of pro-poor economic growth and sustainable development strategies in such a way that governance reforms are practically seen as prime movers in the attainment of the objectives of the CDF. Reforms leading to practical improvements in institutional arrangements and procedures for economic management and service delivery would thus be pursued. This includes reforms should offer practical steps towards empowering the poor; improving their capabilities (through improved delivery of basic social services); and providing economic opportunities (through increased access to markets, etc).

To provide this practical connection between governance and pro-poor economic growth, poverty reduction and sustainable human development, the state CDF would adopt a three-pronged reform process that capture all key elements of good governance such as participatory development, accountability & transparency, combating corruption, legal and judicial reforms and public expenditure reforms. The three areas are:- leading to the adoption of the following policy objectives.

²⁰ UNDP Management Development and Governance Division, 1997 “*R-conceptualizing Governance*” - Discussion Paper 2;

²¹ United Nations 2002.

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1. Reform of structures and processes that support the creation of a participatory, responsive, and accountable polity;
2. Pursuit of specific fiscal and economic reforms that promote a competitive, non-discriminatory, and equitable economic environment;
3. Pursuit of a programme of societal re-orientation in which people are enlightened and empowered to self-organize for participatory development;

In pursuance of these, the following reform process classified into three categories – governance reforms and the poor; governance reform in fiscal and other institutional arrangements; and governance reform and social reorientation.

~~11.3~~ 10.11 - Governance Reforms and the Poor

A. Empowering the Poor

This entails pursuit of policies that would ensure extensive participation in formal political and administrative processes whereby a wider segment of society can potentially debate and influence broad policy direction, budget priorities, and program design and implementation. To provide additional support, the following measures would be pursued: -

- Conscious effort to promote participation of Civil Society Organizations, Community Based Organizations and Non-Governmental Organizations in public affairs through such fora as “Economic Summit”, “Education Summit”, “Agric Summit”, etc. Such fora provide regular opportunities where stakeholders are gathered to brainstorm on a broad spectrum of issues, which will then feed into Government policies and programmes.
- Establishment of community-based bodies and Public Service User Associations to participate in management and monitoring of public services delivery in their communities.
- Pursuit of grassroots empowerment through the popular *Kudin Akwati* (the PPEM). As discussed under Local Government reforms, PPEM is a kind of rapid response or “rapid impact focus” meant to address immediate needs of people at the grassroots.
- Pursuit of grassroot empowerment progress through the widening of both the number and scope of the Skill Acquisition Centers spread allover the state. These Centers are structured to provide training on various trades to younger and older members of the society aimed at making them self-reliant.

B. Improving the Capabilities of the Poor

The task here is to improve access to basic public service particularly in the rural areas where majority of the people live and where more people are below the poverty line. In order to achieve this, the following measures would be instituted: -

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- Entrusting responsibilities to capable and motivated staff;
- Appropriately designed and decentralized responsibility for service delivery;
- Institutionalization of Periodic Service Delivery and Public Expenditure Tracking Surveys by both the appropriate public service institutions and relevant civil society organizations;

Providing economic opportunities by increasing access to

C. Provision of Economic Opportunities –

The Government plays a central role in the provision of favourable economic environment that improves accessibility to economic opportunities especially for the poor. This requires the pursuit of: -

- All-inclusive policies that ensure access to means of production and markets particularly by the poor. Access to land, labor and capital will also be provided to potential investors. This would be through appropriate land tenure and land administration policies, access to credit, encouraged labor mobility, etc;
- Developing and maintaining the infrastructure in order to provide physical access to means of production and markets which could encourage large scale farming and provide opportunities to engage in more profitable farm and non-farm activities particularly small and medium scale enterprises;

11.4 10.12 - Public Sector Institutional Reforms

Public sector institutional reforms would be limited to reforms in:

- Public Financial Management aimed at achieving efficiency and effectiveness in fiscal management, strengthening of accountability & transparency,
- Public Service Reforms aimed at the re-invigoration of the civil service for more effective public service delivery; and
- Reform on Public Policy and Strategy Development including Monitoring & Evaluation for better performance.

The primary policy objectives of all the public sector institutional reform is entrench best practices in fiscal and financial management leading to prudent, accountable and transparent way of management of financial resources with strong linkage to the overall strategic socioeconomic development objectives of the Government. A primary outcome of the reforms would also include the attainment of public expenditure and financial management system that rational, realistic, predictable, and sustainable. Specific targets in this regards includes the following: -

11.5 10.13 – PFM Reform

The Jigawa State PFM Reform Road Map was developed following the outcomes of the PEFA Assessment conducted in 2007. The PEFA PFM Performance Measurement Framework is an integrated framework for the measurement of the performance of various aspects of the public financial management over time. The exercise provides

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reliable information on the performance of PFM systems, processes and institutions based on which a PFM Reform plan could be developed.

Following the report of the PEFA Assessment a well-sequenced PRM reform plan was developed to be implemented over a long period of time. Five distinct platforms were identified each with its own objectives and expected outputs (appendix x). The objective of the first platform is to gain full management control over the financial resources within each PFM area through the introduction and use of modern budget and accounting techniques and systems while enhancing the capacity of staff. Implementation of this platform would last up to the end of 2010 at the end of which it is envisaged “credible financial information with comprehensive management & control systems which provide a strong base for further PFM improvement through trained and knowledgeable staff” would have been institutionalised. The objective of the second platform (2010 – 2012) is to “refine and consolidate PFM Management techniques, processes and systems to institutionalise robust practices for budget setting, adherence and performance execution by 2012”. Consequently, it is expected that at the end of 2012 a strong PFM practices and systems are entrenched and followed by majority of the Government Agencies in the state.

The key elements of the platform 1 currently ongoing include:

1. Component 1 – Accounting

- Output 1 – Cash Management System
- Output 2 – Quality of Accounting Information
- Output 3 – Bank Reconciliation
- Output 4 – Debt Management Unit

2. Component 2 – Planning and Budgeting

- Output 1 – Annual Budget execution (budget software and new BC & CoAs)
- Output 2 – Fiscal Responsibility, Due-Process and Public Procurement

3. Component 3 – Payroll

- Output 1 – Broadening of the Computerised Payroll Systems

4. Component 4 – Internally Generated Revenue

- Output 1 – IGR Business Plan

5. Component 5 (Cross-cutting) – Integrated FM Information System

- Output 1 – IFMIS

PLATFORM 1 - OUTPUTS

1. A comprehensive Cash Management System introduced
2. Annual Budgets are executed as originally planned
3. An simple IFMIS PFM support system is implemented
4. Improved quality of monthly management and final audited accounts
5. Comprehensive and robust bank reconciliation procedures and systems are in place for all accounts
6. A well functioning Debt Management Unit is established
7. Computerised Payroll coverage is extended across the state organisations
8. A Business Case for investment in the Bureau of Internal Revenue
9. Established Due Process Office

11.7— 10.14 – Reforms to Institutionalise Accountability, Prudence and Transparency

Accountability, transparency and prudence are the hallmarks of good governance. They are the essential features of well-functioning and responsible public institutions. The main objective in this regard is to ensure prudence in the management of public resources, instil value for money principle and accountability for actions and inactions particularly in Government's financial transactions. In this regard, measures would be put in place to ensure that State officials and public employees are accountable for their policies and actions as well as for their use of public resources.

11.7 10.15 A - Strategies for Accountability and Transparency

To achieve the objective of accountability and transparency in public affairs, there would be conscious effort to promote the tenets of Accountability, Transparency and Prudence in the management of public resources through the institutionalization and strengthening of due process mechanism and institutions as well as the institutionalization of sound fiscal management principles in public expenditure and management. The principal instruments for the attainment of these would be the Due Process & Public Procurement Law and the Fiscal Responsibility Law.

11.7B – The Fiscal Responsibility Law

The Fiscal Responsibility Law is to provide for "sound Public Expenditure and Financial Management in the state. Consistent with the overall objectives of the State CDF, the Law is aimed at ensuring that, for the purpose of overall economic development of Jigawa State, government strives towards:

- Aligning its income and expenditure by keeping its spending limits within the dictates of its available resources;
- Ensuring that the budget process is pursued within a framework that supports strategic prioritization and rational resources allocation and in accordance with the overall development policy objectives of the State; and

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- Ensuring strict adherence to 'due-process' in budget execution as well as accountability, transparency and prudence in the entire public financial management process.

As provided by the FRL, a Council for Economic Planning and Fiscal Responsibility would be established and empowered to facilitate the attainment of the state's fiscal policy objectives through the promotion and enforcement of best practices in public expenditure and financial management. Key concerns of the FRL where technical capacity of personnel and institutions would need to be strengthened include amongst others:

- Use of Medium Terms Expenditure Frameworks and Medium-Term Sector Strategies as the basic frameworks for fiscal management;
- Ensure effective budgetary planning of state government owned companies and other public enterprises;
- Effective mobilization and management of public revenues;
- Promotion of fiscal/budget discipline, savings / assets management;
- Regulating and Management of Government borrowing, liabilities and other debt management issues;

Other strategies for fiscal reforms mainly include the following: -

- Adoption of a mandatory budget calendar within the budgeting framework in a bid to ensure timely completion of the Annual Budgets and passing of the appropriation law by the State legislature before the beginning of every new financial year;

JIGAWA STATE BUDGET CALENDAR	
<u>Sequence/Timing</u>	<u>Activities</u>
June/July	Review of current budget and production of revenue & expenditure projection for the ensuing year
July	Executive approval of overall resources envelops and sectoral/organizational budget ceilings. Also hold budget w/shops
August	Issue budget circular with budget ceilings
September	Review proposals submitted by spending agencies and commence bilateral discussions
October	Complete bilateral discussions and submit draft budget to the State Executive Council
November	Executive submit proposed budget to the Legislature
December	Budget approval by Legislature, issuance of general release warrants and appropriations

- Introduction of measures that promote a disciplined budget formulation and implementation, check arbitrariness in resource allocation, eliminate or curtail the incidence of extra budgetary expenditure and put a cap on public debt charges. These measures will mostly be pursued within the context of fiscal responsibility guidelines to be adopted by the Government;

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- Preparation and dissemination of quarterly and/or midyear and Annual Budget monitoring and evaluation reports;
- Strengthening of the revenue collection machinery to improve and diversify internal revenue generating capacity and reduce over-dependence on the federation account;
- Introduction of multi-year planning to refocus the budgeting system towards Medium Term Expenditure Framework. This would enable medium-term forecasts of revenue and expenditure so that programmes and projects that translate Government policies could be conceived within a medium term context as well as lead to improvements in budget discipline;
- Continuous development of ongoing integrated financial management information system (IFMIS) eventually to cover major MDAs;
- Periodic Public Expenditure Reviews and Public Expenditure Tracking Surveys;
- Institutionalizing ‘stabilization funds’ in fiscal management
- Further development of the Debt Management Dept to ensure its effective functioning

11.7C - Due Process & Public Procurement Law

The Jigawa State Public Procurement Law is to provide for the establishment of the Due Process and Project Monitoring Bureau and the enactment of the Due Process Law as an integral part of the overall governance reform process. While these would promote accountability, transparency and prudence in public expenditure and financial management, they would also ensure that the systems are effective enough to facilitate ultimate socioeconomic development of the state. The Public Procurement Law would also provide for the “Due Process Guidelines” – that is the manual that serve as a tool for the operationalisation of the Law. It is envisaged that the Due Process Law would among others:

- Regulate and set standards for all procurement process;
- Ensure full compliance with the laid down guidelines and procedures on procurements;
- Uphold professional ethics in procurement processes;
- Ensure proper documentation and monitoring of Government projects from point of award until completion;
- Ensure enforcement of contract award procedures, spending limits, reporting/auditing procedures;
- Ensure proper application of accounting and auditing controls, including transparent financial management and procurement systems for all Government agencies

11.8 - Public Service Reform (PSR) - Introduction

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Generally, the purpose of Government is to promote the socio-economic well-being of its citizens that is, providing for their "common-good". In addition to ensuring security for lives and properties, the "common good" of the citizens also entails ensuring adequate resources to facilitate unimpeded access to the basic necessities of life such as food, water, housing, health and education either through direct provision by the public sector, the private sector or a combination of the two. Unless the public service is effectively and efficiently managed, Governments will have difficulties achieving this purpose.

Over the years, there has been a gradual erosion of the confidence of the citizens on the public service in all the three tiers of Government to meet their "common good" which is directly a result of successive failures to provide effective and efficient public service particularly those in which the Government is largely responsible. While the reasons for this apathy may be generic across the Services of the three tiers of Government, they would certainly vary in terms of gravity and scope. However, generally, these including among others inadequate capacity in human and material resources in both the required quantity and quality (depending on the particular segment of the Service), inadequate systems / procedures for public service delivery, corruptions, lack of accountability and transparency, etcetera. Reforms are therefore required to introduce changes in organizational / management structures and processes as well as a re-orientation of people's behaviour whether as service providers or service recipients. In this regards, PSR would in reality therefore entail an extensive overhaul of Government's administrative machineries in both its organizational and management structures with the aim of injecting "real effectiveness, efficiency, core competence and prudence in the running of the public sector". It would entail a "rebranding" process targeted to meet the yearnings and aspirations of the citizenry which in itself is continuously being influenced by the ever-changing socio-political environment

In Nigeria, the difference between Public Service and Civil Service within a State has been clearly defined in section 318 of the 1999 Constitution. While the later refers to the service of the Government of a State in a civil capacity, the former means the service of the State in any capacity in respect of the Government of the State. Public Service Responsibilities generally encompass the responsibilities of Office of the Head of Service (which is main institution in charge for Public Service in the state) and the Civil Service Commission. The official mission/mandate of the Office of the Head of Service has been defined as "*being responsible for the overall management, leadership, planning, training and motivation of civil servants in order to provide in an efficient and effective way, the best possible services to the citizens of the State of Jigawa*"²². Direct customers of the OHoS are the State Ministries, Parastatals, other Agencies and Local Governments. The slogan used by the OHoS in Jigawa is "*to create a civil service with a human face*". The Civil Service Commission on the other hand, is an Extra-Ministerial Department established according to the Constitution and headed by a Chairman.

11.9 - Public Service Reform

Even though civil services rules and regulations, financial instructions and stores regulation, civil service extant circulars as well as other documents (such as the "Ayida Report" on the 1998 Civil service Reforms) have always been there as the policy

²² Service Charter for the Office of the Head of Service (OHoS), Jigawa State (without date).

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guidelines on public service management, there are still gaps as regards what is required of a public service that meets the aspirations of service providers and beneficiaries. While PSR could address existing gaps and inadequacies that militate against effective public service delivery, reforms could also be rationalised in the face of:

- Constant budget constraints,
- Need for continuous improvement in the quality and standard of service delivery,
- Overall desire of socioeconomic development of the society,
- Need for more decentralized and service oriented service administrative structures,
- Need for greater stakeholder participation
- Other demands of socioeconomic, political and technological development

11.10 - Long term Vision of the Jigawa State Public Service / Objectives and Targets

The primary objective of the PSR reform is to promote and sustain a professional, trained, disciplined and rationalized public service equipped to discharge its assigned roles effectively and efficiently. A strategic objective is therefore to institute a reform process that targets the attainment of a merit-driven public service that is effective and efficient as well as imbued with all the tenets of good governance such as transparency, accountability, responsiveness, capabilities, etc. This would also entail a sort of public service “re-branding” process to instil new spirits of professionalism and a sense of mission for efficiency in public service delivery. Key objectives of the PSR should include among others:

- i. Improved delivery of basic public services that promotes societal wellbeing especially as it affects low income people;
- ii. To facilitate the creation of an atmosphere that promotes private sector participation in service delivery and or public-private sector partnerships;
- iii. Facilitate the creation of public institutions that are managerially effective, responsive and ‘customer friendly’;
- iv. Complete ‘right-sizing’ exercise of the public service and eliminate ‘paper’ workers and redundancy by 2011;
- v. Achieve ‘balance’ in the Service in terms of succession, gender, professionalism, etc by 2015;
- vi. Ensure that where applicable Government Parastatals and Public Corporations are self-sustaining by 2011;
- vii. Eliminate duplication of functions between ministries and agencies thus reducing wastage of resources and improving efficiency by 2010;

11.11 - Setting the Stage for Public Service Reform

In order to pursue a comprehensive and well-informed PSR, a self-assessment of the Jigawa State Public Service was conducted with the support of DFID Financed SPARC Programme. Prior to this there was the Manpower Assessment Survey conducted by the Manpower and Training Department of Office of the HoS. The major focus of the self-assessment exercise was to make a realistic analysis and judgments on the current position in Jigawa Public Service. The assessment focused mostly on Human Resource Planning and Management systems and included:

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- Establishment and workforce planning systems including HRMIS
- Personnel record management systems
- Appointment, promotion, posting and disciplinary systems
- Employee performance management systems
- Manpower development systems
- ICT development and management systems
- Grievance handling procedures
- Welfare support systems
- Career development support procedures.

Generally, the following strategies would be adopted in the pursuit of the PSRs within the Jigawa State CDF:

- Regular consultations between the office of the Head of Service and all government agencies on matters regarding functions, staffing, capacity building, etc;
- Regular staff audit/job audit, assessment of staff performance and bilateral discussions with agencies on establishments matters;
- Regular workshops and refresher courses using local resources/manpower and other renowned professional staff development consultants such as ASCON;
- Periodic sponsorship for qualified staff to pursue long courses in higher institutions of learning both local and abroad;
- Recruitment of staff in key needy areas including administrative and secretarial staff, pooling of the executive cadres, and encouraging junior officers to pursue long courses in order to convert to senior administrative cadres;
- Enforcement of civil service rules and regulations as well as regular demonstration of the rewards and punishment principles;

Area-specific recommendations for PSR based on self assessment cover the following areas:

- I. **Mandates and Overall Structure** - The structure of the JSG is defined but only in general terms and not clearly documented nor made easily accessible to public servants and the public. There are areas of ambiguity within and between MDAs and sometimes linkages are missing and overlaps between and within institutions occur. Mandates are documented but not easily accessible. A code of conduct exists but is not up-to-date. A formal policy on welfare services is absent within the administration. Operational responsibilities are understood by participants as "Schedule of Duties". Most public servants understand their schedule of duties, even though there is no standard instrument to measure the understanding of the schedule of duties for each employee. The following activity areas have been identified to strengthen the mandates and overall structure within the JSG:

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- Collect, analyse and process data for all MDAs in Jigawa;
- Describe the structure and mandates of the JSG;
- Structures and mandates are agreed upon and published;
- Develop guidelines for regular structure updates.

II. **HRM - Policies, Organisation and Management** - Public service rules and regulations do exist but are not current and not always available. Rules and regulations are designed by the Federal level but “tailor-made” solutions for the State of Jigawa are not available. There is a clear need for a review of policies as most of them tend to be out of date. HRM is not professionally developed within the JSG. HRM managers acquired their knowledge mainly through daily operations and not through specialised HRM training. Each MDA has at least one officer (a career civil servant from the OHoS pool) in charge for HRM aspects. However skills and knowledge level can be improved. Individual personnel records are not up-to-date especially when it comes to employment records and annual reviews. The following activity areas have been identified to strengthen the HRM Policies, Organisation and Management within the JSG:

- Assess HRM policies and regulations and recommend reforms;
- Formulate and support actions to update policies and regulations;
- Design and test familiarisation for public servants;
- Review roles and skills needs for HR Managers;
- Formulate HRM structure and training proposals;
- Support capacity building for the HR function;
- Review HR information and needs and design HRMIS;
- Support HRMIS data collection and validation;
- Support specification for an integrated pay and personnel system.

III. **HRM - Establishment, Workforce Planning and Job Design** - There is no current manpower development plan existent within the JSG. There is a need to plan the structure and allocation of the establishment to align it to functional needs and volumes of work. Manpower planning should be based on statistical information and reliable data. There tends to be a serious shortage of capacity in the middle cadres resulting from the embargo to employ new staff in recent years. The number of staff in the lower grade levels is over-represented. The following activity areas have been identified to strengthen the HRM Establishment, Workforce Planning and Job Design within the JSG:

- Develop and pilot a manpower survey in key MDAs;
- Develop and support improvements based on survey findings;
- Extend implementation of the manpower survey to other MDAs;
- Support a rolling programme of improvements in MDAs;
- Design and test a manpower planning system;
- Support the introduction of manpower planning across the JSG;
- Pilot design of job descriptions for sample of jobs/key MDAs;
- Extend development of job descriptions across JSG.

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IV. HRM - Manpower Development Policies and Systems - There is no manpower development policy existent. The annual performance evaluation system in the public service is viewed as rather symbolic because it is not linked to agreed targets or service agreements. Although the system is a requirement for promotion, it is not used to identify individual training needs. A system of incentives and sanctions based on performance evaluation should be developed. Promotion and posting must be based on merit principles. The following activity areas have been identified to strengthen the HRM Manpower Development Policies and Systems within the JSG:

- Develop a manpower development policy and strategy;
- Build sufficient capacity to manage training and development;
- Support development of training organisations;
- Assess the current performance evaluation mechanism;
- Design and test a new performance appraisal system;
- Support the rollout of performance appraisal.

V. Public Service Management and Accountability - Currently there are no public service agreements in place in Jigawa. Some MDAs have taken individual initiatives to draft service agreements. What is however lacking is an overall, administrative-wide vision on what service delivery means for the general public. The following activity areas have been identified to strengthen the Public Service Management and Accountability within the JSG:

- Develop a performance management/accountability strategy;
- Agree on an action plan for improving service and accountability;
- Support the introduction of service charters in key pilot MDAs;
- Evaluate pilots and prepare a rollout plan;
- Support further development of service charters;
- Support promotion and awareness raising;
- Assist key MDAs with performance improvement actions.

VI. Effective Information Supply and Administrative Functions - Policies and procedures on information handling, security, and dissemination exist but there is no systematic archiving system. Registry and document management principles are included in the Civil Service Handbook. However due to a lack of resources (both human and technical) an efficient registration system is absent. Also, there is no clear central policy on ICT or a professional central ICT management function in operation. Information and communication technology is not used in the most effective way to support the administration. The following activity areas have been identified to strengthen Effective Information Supply and Administrative Functions within the JSG:

- Define clear registry and document management principles;
- Train registry and administrative staff employees;
- Support the introduction of a computerised registry system;
- Support the development of a central ICT policy;
- Support capacity building for management of ICT.

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11.14 - Societal Reorientation & Mobilization - Introduction

Social reorientation and mobilization are very essential for the success of overall State CDF. As rightly observed in several areas of the Development Strategy, one of the banes of past development efforts is loss of moral values and ethical standards. This affliction pervades the entire society, which calls for complete societal re-orientation to imbibe good moral principles. These include the tenets of honesty, discipline, patriotism, and selfless service to humanity; equity and justice in inter-personal and inter-governmental relations; community participation in public service provision; and adherence to standard codes of behaviour. Changing this requires concerted and coordinated efforts in the area of Information, Education, and Communication (IEC) as well as Advocacies and Mass Mobilization. Of significance here also is engendering civil society engagement / participation in the socioeconomic development efforts of the State Government. Even though continuous improvements in the democratic space could also lead to gradual improvements in civil society participation in the entire governance process and broad-based development, conscious efforts are required to achieve this speedily and constructively. The targets in this respect would include:

- Mass mobilization of civil society as agents of development (JIDDIC)
- Capacity building for grass-root cooperatives, development associations, self-help groups and other community development associations;
- Improve discipline and honesty in the polity through exemplary and transparent leadership;
- Improve work ethics, dedication among civil servants;
- Revive and or strengthen the culture of self-help, self-pride and self-deprecation among the people;
- Revive and or strengthen the culture of abhorring corruption, dishonesty and other forms of unethical behaviour;

~~11.14~~ 11.15- Strategies for Social Reorientation and Mobilization

Some of the key strategies with regards to this essential aspect of the State CDF include:

- Supporting the information organs of Government including expanding coverage of the State radio station through provision of modern equipments and establishment of regional FM stations. The FM and AM stations is expected to be transmitted on-line via the State's broadband service in the medium term;
- Effective utilization of Jigawa State Peoples' Congress to pursue an independent and active role in community sensitization and mobilization as well as capacity building for other local NGOs and CSOs;
- Establishing a Social Mobilization and Societal Reorientation Unit in the Ministry of Information and their integration into various zonal information offices;
- Integrating the SRM Unit of the Ministry of Information and other agencies particularly Ministry of Education, Ministry of Religious Affairs and other relevant Civil Society Organizations;
- Effective engagement of faith-based organizations as the State Council of Ulama, JIBWIS, JIGAWA Forum, etc in the revival and entrenchment of Islamic values among the populace in their everyday dealings;
- Establishing an Elders' forum to facilitate advocacy and mass mobilization. The position of Special Adviser has been created to take charge of this responsibility;

CHAPTER 12 Implementation Framework

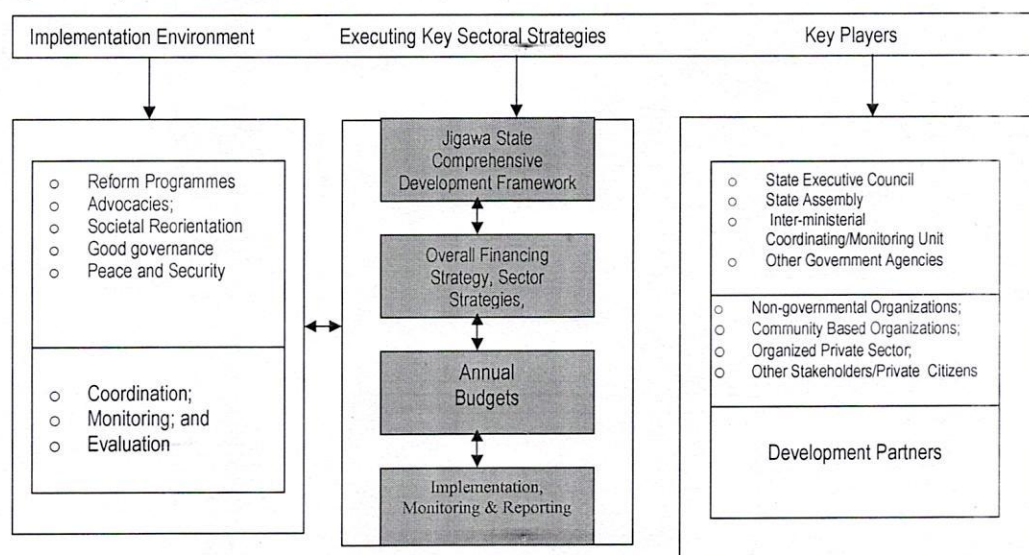
12.1 - Introduction

While the Jigawa State CDF provides a general framework for the long term development of the state, its implementation framework would be the Sectoral Medium Term Sector Strategies (MTSS) and the annually reviewed and up-dated Medium Term Expenditure Frameworks backed by a pragmatic financing strategy. Even though Government would be the pacesetter, there would be crucial partners in the process including private sector, non-governmental and community-based organizations, International Development Agencies, and the entire citizenry. Therefore, to ensure its success, there will be an implementation framework and an action plan specifying tasks, roles, key players and time frame. A framework for monitoring and evaluation of implementation is also necessary.

12.2 - Implementation Framework

The implementation frameworks for key sectoral strategies are the MTSS, MTEF and the **Annual Budget** with sufficient input from all key players. At the same time, reform programmes, coupled with continuous coordination, monitoring and evaluation would be pursued to provide an enabling environment for successful implementation. The figure below gives a schematic view of the implementation framework and modalities indicating the envisaged linkages between various implementation structures.

Figure 17.1 – Implementation Framework



11.5 - Financing Strategy

Even though the state's economy fairly contributes to National Income and Gross Domestic Product particularly through agricultural sector activities, small and medium scale enterprises and other services, fiscal self-reliance for the financing of public expenditure programmes is still disproportionately small. A major challenge of the State

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CDF is there to evolve a financing strategy which progressively enhances fiscal independence for the financing of the annual budgets. Achieving long-term financial viability and sustainability would thus constitute the strategic objective of the financing strategy of the state CDF. While greater investment in economic development would improve the productive sectors of the state's economy and subsequently to its GDP, another major challenge is to maintain a balance between social and economic investment, to ensure continuous delivery of effective and efficient public services that contributes to pro-poor growth and development, poverty reduction and overall socioeconomic wellbeing of the people. In order to effectively respond to some of the identified challenge, the PSR and PFM Reforms initiatives would necessarily involve conscious efforts to:

- Maintain salary costs at sustainable levels;
- Ensure greater efficiency and prudence in assets maintenance and management;
- Ensure realism in resources projections while not under-estimating existing potentials and opportunities;

In line with the above therefore, the main objectives of the CDF Financing Strategy includes:

- Progressive enhancement of the fiscal self-reliance of the state Government;
 - Achieving long term financial stability and viability;
 - Economy in the utilization of available resources to achieve optimal value for money;
- i. Implementation of IGR Reform and Business Plan –
 - ii. Implementation of Loan Financed-Projects – What is required is effective, more streamlined and well coordinated implementation of loan-financed projects and programmes;
 - iii. Greater coordination and information flow on development grants and grants-financed projects;
 - iv. Increased partnership with all stake holders in resource mobilization to implement socioeconomic development projects

11.3 - The MTSS / MTEF

The MTEF provides an effective strategy for the implementation of public expenditure programmes in a way that ensure linkage between policy, planning and budgeting. *A Medium Term Expenditure Framework (MTEF)* puts together the medium term revenue and expenditure projections taking into account medium-term fiscal policy objectives and priorities as well as expected or targeted programmes and outputs. Its key elements include:

- A *Medium Term Fiscal Framework (MTFF)* which presents the medium-term fiscal policy objectives of the state Government as well as fiscal targets & projections and resource availability as dictated by existing financing strategies. Essentially, the MTFF entails setting out the Fiscal policy objectives, Macroeconomic targets & projections, Fiscal targets, Revenue projections, Aggregate expenditure limits & sub-limits for major expenditure heads (Recurrent Expenditure, Consolidated Revenue Fund Charges and Capital Development

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Programme for all implementation Agencies. These typically cover a three year period updated annually;

- A *Medium Term Budget Framework (MTBF)* which documents medium term budget estimates for individual spending agencies and sectoral areas based on the state's strategic priorities & in a manner consistent with overall fiscal objectives; and

In line with the demands of the Fiscal Responsibility Law and considering the benefits offered by the approach, it would be adopted as a key implementation framework of the State CDF. This would however, be based on a gradual approach taking few sector strategies at a time starting with health and education in the 2010 budget. Key milestones in this respect would include:

- Capacity Building among major sector agencies on the MTSS/MTEF approach to public expenditure management 2009/2010;
- Application of MTSS/MTEF Principles in the 2010 Budget limited to Education and Health Sectors;
- Application of MTSS/MTEF in 2011 budget scaled-up to at least 5 major sectors including Education, Health, Water Supply, Agriculture and Infrastructure.

11.6 - Monitoring and Evaluation

In order to know how effective the implementation of all the elements of CDF would be, it would be essential to monitor and evaluate all key indicators over time to see whether they change as a result of the strategies being pursued. What this entails is continuous collection of information on various indicators with a view to keeping track of progress and to examine / analyse collected information in order to understand the impact of policies, and whether a policy adjustment needs to be made.

Specifically, the rationale for monitoring and evaluation would be to improve effectiveness of: - sectoral strategies as they relate to poverty reduction; policy formulation to improve the impact of key policy outcomes; the budget process to improve resource allocation decisions; and finally to ensure progress towards achieving the overall goals and objectives of the CDF. Monitoring and Evaluation would therefore be linked to objectives of sectoral strategies and other performance indicators to be developed that give a measure of progress whether in the immediate or long term. These would require that: -

- Each sectoral strategy would be periodically reviewed and fine-tuned for consistency with existing realities and changing objectives and priorities. Such review would however be within the framework of overall strategy so that by and large, the State does not derail from its mission and vision;
- The implementation framework, namely the MTEF/MTSS and the annual budgets, are consistent with sectoral programmes. These also provide a good M & E framework as regards the implementation of the CDF;

The instruments that would be used in monitoring and evaluation of implementation of the Development Strategy include: -

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1. Standard monitoring and evaluation procedures normally used with respect to plans/budget implementation;
2. Tailor-made Surveys such as CWIQ and PERs to assess the impact of Government policies and programmes on poverty reduction and impact of public spending on provision of public services;
3. PEFA assessment to assess the impact of reforms on public expenditure and financial management including human resources development and public sector reforms;

11.7 - Implementation and Action Plan

Implementation is very crucial to the achievement of set objectives, goals, policies and targets of the CDF. As with monitoring and evaluation, implementation would be participatory with active involvement of all major stakeholders. Experience has shown that inadequate resource-flows resulting mostly from unrealistic fiscal programmes have scuttled implementation of well-conceived programmes. It is envisaged that use of MTEF, coupled with political commitment, good governance environment and active participation of major stakeholders would ensure effective implementation of the sectoral strategies. Accordingly, key milestone of the CDF Action Plan are provided as follows:

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Methodology

Even though the JSDSD which is the basis of SEEDS II was a product of extensive consultations, it was deemed necessary to yet again follow through such consultative process to ensure the final product to truly reflect the aspirations and expectations of all stakeholders. The Jigawa State Comprehensive Development Framework provided in this document is therefore a product of extensive process of public consultations and stakeholder reviews. The process also involves extensive data collection, solicitation of inputs from the general public and specialised stakeholder groups, focus group discussions, review of available literature and consultative workshops all of which culminated at a summit to validate the contents of the document as being good enough to deliver on its purpose. Some of the reviewed literature included:

- i. Jigawa State Revised Health Sector Strategic Plan, 2008 – 2012;
- ii. Jigawa State Mineral Resources Development Agency - Information and Service Brochure, 2002;
- iii. Federal Republic of Nigeria - Proposed Health System Development Program II;
- iv. Jigawa State Government – Report on Feasibility Studies on Irrigated Agric Potentials in Jigawa State, 2001;
- v. Draft of the New State Water Policy, 2009;
- vi. Tennessee Valley Authority Resources Management – Mission Report, 2001;
- vii. Federal Republic of Nigeria – Obasanjo’s Economic Direction 1999 – 2003, 2000;
- viii. Vision 2010, Main Report of the Vision 2010 Committee, 1997;
- ix. CWIQ Survey Reports, 2002 and 2006;
- x. National Poverty Survey by the National Bureau for Statistics, 2007(?);

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