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**Lessons Learned from Support for Improved Policy and
Strategy making with State and Local Governments in Nigeria
(Kano)**

by

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Table of Contents

1.0	WELCOME AND INTRODUCTIONS	4
1.1	SLGP has supported strengthening policy and strategy in Nigeria in the following ways	4
2.0	AIMS OF THIS WORKSHOP	4
3.0	WHAT IS THE POLICY MAKING AND STRATEGY PLANNING PROCESS? ..	5
4.0	LESSONS LEARNED FROM THE REVIEW OF WORK WITH SEEDS	6
4.1	The key lessons presented.....	6
4.2	Comments and questions	7
5.0	LESSONS LEARNED FORM THE REVIEW OF WORK TO SUPPORT LEEDS IN STATES.....	9
5.1	The key lessons presented.....	9
5.2	Comments and questions	10
6.0	LESSONS FROM PREPARING SECTOR STRATEGIES	11
6.1	Lessons from Sector Strategy preparation.....	11
7.0	WHAT HAVE WE LEARNT TO IMPROVE THE PLANNING OF SEEDS 2 AND LEEDS 2?.....	11
7.1	How can we improve the implementation of SEEDS and LEEDS?.....	12
7.2	Summary and future lesson sharing plans.....	13
8.0	EVALUATION	13
8.1	Participants thought the following improvements could be made.....	14
8.2	The main thing I have learnt that I will take away to improve policy and strategy in my own State.....	15
9.0	WELCOME AND INTRODUCTIONS (PART II)	16
9.1	SLGP has supported strengthening policy and strategy in Nigeria in the following ways:	16
10.0	AIMS OF THIS WORKSHOP	17
11.0	WHAT IS THE POLICY MAKING & STRATEGY PLANNING PROCESS? ...	17
12.0	LESSONS LEARNED FROM THE REVIEW OF WORK WITH SEEDS	18
12.1	The key lessons presented.....	18
12.2	Comments and questions	19

13.0	LESSONS LEARNED FORM THE REVIEW OF WORK TO SUPPORT LEEDS IN STATES.....	20
14.0	THE KEY LESSONS PRESENTED	20
14.1	Comments and questions	21
15.0	LESSONS FROM PREPARING SECTOR STRATEGIES	21
15.1	Lessons from Sector Strategy preparation.....	21
16.0	WHAT HAVE WE LEARNT TO IMPROVE THE PLANNING OF SEEDS 2 AND LEEDS 2?.....	22
17.0	WELCOME AND INTRODUCTIONS	25
17.1	SLGP has supported strengthening policy and strategy in Nigeria in the following ways:	25
18.0	AIMS OF THIS WORKSHOP	26
19.0	WHAT IS THE POLICY MAKING & STRATEGY PLANNING PROCESS? ...	26
20.0	LESSONS LEARNED FROM THE REVIEW OF WORK WITH SEEDS.....	27
20.1	The key lessons presented.....	27
21.0	LESSONS LEARNED FORM THE REVIEW OF WORK TO SUPPORT LEEDS IN STATES.....	28
21.1	The key lessons presented.....	28
22.0	LESSONS FROM PREPARING SECTOR STRATEGIES	29
22.1	Lessons from Sector Strategy preparation.....	29
22.2	Comments and questions	29
23.0	WHAT HAVE WE LEARNT TO IMPROVE THE PLANNING OF SEEDS II AND LEEDS II?.....	31
24.0	FINAL REMARKS	32
25.0	EVALUATION	32
25.1	Participants had particularly valued.....	32
25.2	Participants thought the following improvements could be made.....	32
25.3	The main thing I have learnt that I will take away to improve policy and strategy in my own State.....	32

List of Annexes

Annex 1	List of Participants for Kano Workshop
Annex 2	List of Participants for Lagos Workshop
Annex 3	List of Participants for Enugu Workshop
Annex 4	PowerPoint Presentation



Acronyms/Abbreviations

CBO	Community Based Organisation
CSOs	Civil Society Organisations
ExCo	Executive Council
FBOs	Faith Based Organisations
FCTA	Federal Capital Territories Authority
FEEDS	Federal Economic Empowerment and Development Strategy
HoA	House of Assembly
KSEEDS	Kano SEEDS
LEEDS	Local Economic Empowerment and Development Strategy
LGAs	Local Government Authorities
MDGs	Millennium Development Goals
MoLG	Ministry of Local Government
NGO	Non Governmental Organisation
SEEDS	State Economic Empowerment and Development Strategy
SLGP	State and Local Government Programme
SMART	Specific – Measurable – Achievable – Realistic – Time-bound

1.0 WELCOME AND INTRODUCTIONS

Opening Prayer – Malam Ali Garba

Opening remarks by Nour Sani Hanga, Commissioner, Ministry of Budget and Planning, Kano State: He welcomed participants to the State and emphasised the importance of SLGP's work. He noted that the best and biggest lesson he had learnt was the need to need to build the capacity of civil servants to implement reform.

Dele Thomas (the State and Local Government Programme's Lesson Learning and Dissemination Officer) welcomed participants and asked them to introduce themselves. He explained that SLGP was part of DFID's support for effective pro-poor policymaking in state and local government through building the capacity of state in order to manage resources and improve service delivery for the benefit of poor people. SLGP had worked since 2001 in six States and with several federal agencies.

1.1 SLGP has supported strengthening policy and strategy in Nigeria in the following ways

- Support for SEEDS – the SEEDS Manual, SEEDS Training and the SEEDS benchmarking exercise along with other donor programmes.
- Support for MOIGA (policy and institutional review).
- Support for FEEDS in the FCTA.
- Support for SEEDS in a number of States but in the SLGP of Enugu, Jigawa, Kano and Lagos in particular.
- Support for LEEDS documents in Enugu, Jigawa, Kano and Lagos.
- Support for Sector Strategies (Agriculture and Education in Enugu and Water in Kano).
- Support for linking strategies to budgets (which will be explored in more detail in the subsequent workshops on Public Financial Management).

Now in the final year the task was to gather experiences and see how these inform future programmes. Dele gave also gave a brief overview the way the lesson learning reviews were being planned and lessons disseminated through a series of regional and Abuja workshops.

The full list of participants for this workshop is attached at Annex 1. The presentation used for the workshop is attached at Annex 4. The presentation is based on the text of the full review report available from the SLGP office, which will also be available with other workshop reports on the SLGP website.

2.0 AIMS OF THIS WORKSHOP

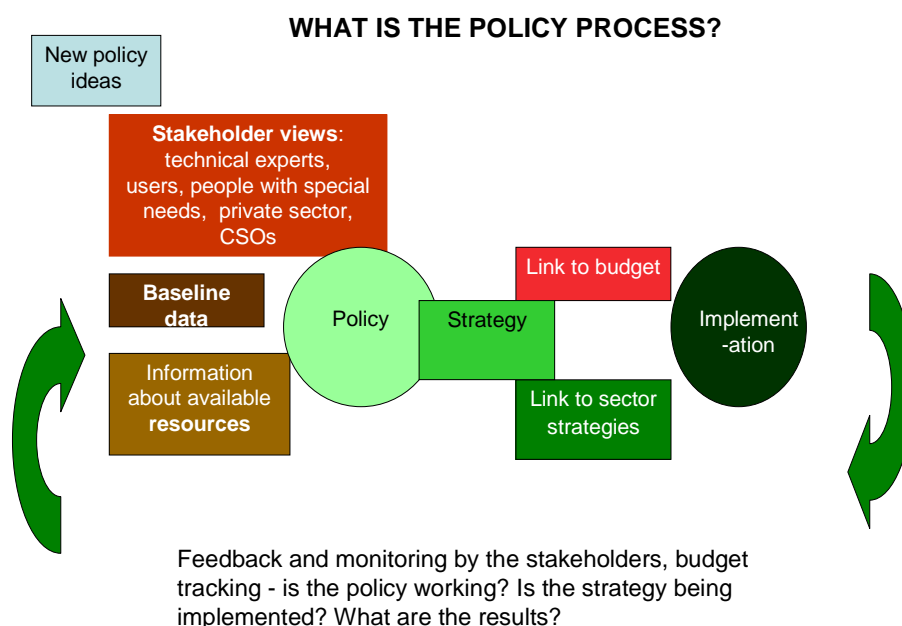
All participants should have an overview of:

- What has been achieved in the States with DFID/SLGP's support
- What the key challenges have been and how these could be managed better
- How participants could learn from SLGP's experience to take forward similar work in their agencies most effectively

3.0 WHAT IS THE POLICY MAKING AND STRATEGY PLANNING PROCESS?

Juliet Pierce, one of the consultants involved in the lesson learning review, gave a brief overview of what was meant by the policy and strategic planning process. She explained how reformers had not understood how broken the Government of Nigeria’s systems were at the start of SLGP, and therefore overestimated the number of civil servants who had a concept of what working systems such as the policy process should look like.

She introduced a simple idea of a good policy-making and strategic planning process with the following diagram:



The diagram starts on the upper left side with general policy ideas about areas that State Government may wish to improve. After collecting all relevant information through the widest consultation processes, establishing baseline data and understanding the resources available, policy choices can be made. The implementation strategy will flow from the policy but this strategy needs to be linked to the budget and to sector strategies that determine the spending priorities of line ministries and implementing agencies. The whole of the implementation process needs to be monitored so that lessons can be fed into future policy making. Monitoring means checking to see whether the policy targets are being achieved. This involves tracking related expenditure against the budget and seeing how the intended changes are affecting the intended beneficiaries.

4.0 LESSONS LEARNED FROM THE REVIEW OF WORK WITH SEEDS (STATE ECONOMIC EMPOWERMENT AND DEVELOPMENT STRATEGIES)

SLGP supported slightly different models of SEEDS development in each of the four SLGP states reviewed. In each case SEEDS built on an earlier development plan in each State (The Lagos Ten Point Agenda, Jigawa's SDSD, etc). The demand for SEEDS was partly top-down to relate to NEEDS. Most States saw the strategy as necessary in order to access donor funds. In all cases stakeholder consultation was useful but could have been more extensive, involved the private sector more and considered more innovative public-private partnerships to deliver services. SLGP offered support for consultation processes, for drafting and for publishing and dissemination. The baseline data was in all cases weak.

This support resulted in completed and published documents but there is a question of who owns them in terms of ensuring they are implemented. The politicians were not fully involved, often consulted at the last minute. The poor baseline data and lack of realistic funding ceilings mean that the resulting policy targets are unrealistic and difficult to implement. Linkages with the budget have been weak although this is improving in States where they have completed charts of account to code budget lines to SEEDS activities.

Only in the 2007 annual budget can expenditure really be tracked in relation to SEEDS. In 2006 spending was not always related to SEEDS in practice in the States reviewed. This means that SEEDS implementation has not yet been monitored in terms of feedback from beneficiaries except in the FCTA where a scorecard system has been introduced and regular Town Hall Meetings are held to listen and react to feedback.

4.1 The key lessons presented

- Nigeria's Federal System makes the policy/strategy environment difficult.
- There has been limited debate of policy options, as there are few forums for policy discussion.
- Ownership, especially at the political level where spending is sanctioned, is uncertain.
- Since the baseline information has been unreliable and the targets therefore unrealistic, there is a desire to improve the data by gathering and updating existing information from stakeholders.
- Civil servants have valued public participation and the feedback it has provided, and civil society has begun to see how it can play a constructive role in supporting the State to deliver better services.
- Ministries of Budget and Planning understand the importance of the link with the budget and are beginning to improve the transparency of mapping SEEDS activities to the budget through the Chart of Accounts.
- There has been some attempt to link SEEDS with the wider NEEDS reforms particularly to encourage due process and more accountability and transparency.
- Technical capacity of state and non-state actors needs to be improved.
- Donors should be more harmonised and consistent in their support, so that

- States are not confused by conflicting pressure and priorities.
- There is a growing body of experience which could be built on by providing more opportunities for States to learn from each other.
 - SEEDS needs to move from planning to implementation by becoming a management tool which links politics with implementable sectoral policies.
 - Political leadership is needed to ensure implementation and to support civil servants to be innovative within line ministries and be active in developing sector policies and strategies to deliver SEEDS.

4.2 Comments and questions

Participants were divided into groups to ensure a mix of representation from the five different States represented (Jigawa, Kano, Bauchi and Katsina and Kaduna). After discussion they were asked to feedback their experiences and comments.

Katsina State used a top-down approach: A retreat was organised. The PS, Commissioners, Governor and Deputy and Directors were involved. Resolutions were passed which were modified to become 'SEEDS'. The level of ownership is not clear, but consistent budgetary allocation has been made. The retreat resolutions led to the formation of agencies around the MDGs. Katsina representatives reported an 85% achievement of resources allocation and implementation but felt ownership is limited to technocrats rather than the public.

Kano State: A consultation forum took place. SEEDS has been based on the earlier Shekarau Transition Programme with these two documents integrated together. There is no doubt about a broad level of ownership. Expenditure is related to SEEDS. People ask questions about SEEDS implementation and the Stakeholder Forum meets on a quarterly basis. The stakeholders include NGOs, civil servants and the private sector. The SEEDS document is published on the web.

Kano civil servants represented at the workshop concluded that the bottom-up approach to SEEDS is better. The Shekarau Transition Document was already a broad-based document. The consultative approach is now institutionalized and is seen as a worthwhile experience. More states are working to developing consultative mechanisms in order to improve their scoring in the SEEDS benchmarking.

The Ministry of Planning and Budget had thought that SEEDS was linked with the budget until they went through the process of developing the chart of account and then they realised the gaps. This experience is leading Kano to think of revising KSEEDS. Programme codes now facilitate tracking through linkage with the budget which was not the case with administrative coding of the past. There is a problem with getting the public to participate in monitoring, since the "ordinary man is not keen on knowing SEEDS".

Jigawa State already had a document called SDSD but no stakeholders were involved in the development of SDSD until the SEEDS process developed. The benefit of the bottom up approach is that people are now aware of what is supposed to be happening in their localities. They ask questions on why projects planned for their locality are not yet happening. However, the budget approval process in the State Assembly was not rigorous enough to ensure linkage with the budget. This may require more orientation and more training for legislators to understand how the system should work.

The radio call-in programme in Jigawa is helping people to understand about SEEDS. It is causing people to come to the Ministry of Budget and Planning to check what allocation was made in their area. However, implementation is a major problem since the wrong people are placed to manage the projects. Technical people are involved only in the development stage but excluded from execution for 'financial' benefits.

In Bauchi the SEEDS process was similar to Jigawa's. The 2006 Budget was drafted from SEEDS. The benchmarking exercise has been a driver for change in Bauchi State causing the Account Department to be upgraded from a unit to a Department.

What should be done about State legislatures that have generally played little role in developing SEEDS? Participants felt that the capacity building was needed at various levels in the legislature: with committee secretariats to analyse policies and see the linkage with the budget; with the ministry of budget to coordinate the budget and provide reports for the legislature; with members of the State Assembly to participate better in the budget process through their constituency discussions.

People were concerned about the complex nature of the bottom-up approach but accepted the need for more detailed and up to date baseline information on which to base plans. Information about the number and quality of facilities was needed e.g. from surveys of drinking water facilities.

How do we ensure the continuity of SEEDS? SEEDS documents were useful to share with incoming administrations because people's priorities were unlikely to change, even if the name of the document changes. The documents should have a longer time scale such as 5 years, or ideally should fit with a time-span that matched the tenure of the government.

5.0 LESSONS LEARNED FORM THE REVIEW OF WORK TO SUPPORT LEEDS IN STATES

A brief PowerPoint presentation summarised the key points in the review report:

- Enugu State had initiated LEEDS in a top down way as part of its reform process, producing a manual of guidance from its pilot LEEDS processes.
- Lagos and Kano had produced LEEDS documents as a result of engaging with LGAs as an extension of SLGP's support for issue based projects in those LGAs.
- The Bureau of State Reform in Jigawa instigated the development of good quality LEEDS documents in 9 LGAs at low cost and with minimum external support through a competitive approach where SLGP agreed to match the funds for LEEDS projects with Jigawa State's funding for the three winning LEEDS documents. Issue Based Project around water as a model.

The emerging LEEDS documents are in most cases strongly owned by local communities through the consultative process but suffer in similar ways to SEEDS documents by being based on weak baseline data and insufficiently prioritised in relation to a realistic assessment of resources. Since LGAs do not control their resources the process of agreeing and publicising budget ceilings is not straight forward. In most states and FCTA the process of conducting local consultations has led to greater engagement of the public in seeking to hold government accountable and in some cases greater support for LGA civil servants in doing their job. Civil servants were increasingly seeing local people as potential allies in asking for greater political accountability through spending funds in accordance with LEEDS priorities.

5.1 The key lessons presented

- A competitive approach proved a good incentive to completing a high number of good documents.
- Starting from scratch and asking people their priorities rather than presenting a zero draft engaged local people's interest and built confidence, but the budget ceilings should have been presented so that priorities could have been debated.
- Quality of data is a concern but some baseline data was updated as a result of public feedback.
- Strategies are not linked to the budget or to medium term expenditure plans and therefore targets are unrealistic. Since local people are expecting to see tangible outputs and are not so interested in systemic changes, they may be disappointed.
- LEEDS documents could be used to induct new administrations, but they lack a formal 'legal status' and do not have a secure home in Ministries of Local Government e.g. the Governor of Lagos saw the of the LEEDS pilots and decided to support other LEEDS development but the process has stalled. Do legislatures sanction the budget in relation to LEEDS?

5.2 Comments and questions

Kano State used a team of LEEDS officials to consult the people about their needs in preparing the three pilot documents. As a result LEEDS documents are owned by the people, related to available resources, and spread over three years to ensure continuity. Future leaders will be expected to work on the priorities within the document as agreed by communities. Women's views were represented through NGOs but only a few NGOs were there. To select the LGAs, the PS made priority list and selected 2 to 3 but did not consult community on these priorities. In the prioritisation they tried to avoid 'victimizing' communities that did not vote for the chairman or the party.

There was a need for better coordination between Ministry of Local Government and Ministry of Budget and other relevant agencies since the budget classification is at the state level. The new Kano chart of accounts can be used at the local government level, as long as the information presented provided does not contravene the legal framework under which the budget operates. Local government affairs are generally a 'no go' area for the Ministry of Budget and Planning. Once the Ministry of Local Government buys into it, it will be done. The State Assembly passes the local government budget just like they pass the state budget. Sometimes the state interferes with the budget of local government but Kano State has been commended by Revenue Mobilisation as the only State that does not interfere with the local government budget. The 'pioneer' LEEDS local governments have based their 2007 budget on their LEEDS.

Jigawa State's LEEDS process was prompted by SEEDS benchmarking. They held a retreat from where a 'manual' was produced to guide the process. A choice of urban, semi-urban and rural local governments was made from the three senatorial districts of the state. A committee structure was created to manage the process. A workshop was organised to 'teach' the process of LEEDS, a follow-up workshop was also held. Policy areas were chosen from the MDGs. Each committee collected its own data. A Challenge Fund was set up and local governments were scored on the 'best IBP'. Now other local governments (in Jigawa State) are demanding to prepare their documents without further support. Jigawa has had to delay its budget circular call to allow the pioneer local governments to plan their budget.

Bauchi conducted a similar process to Jigawa and all local governments in Bauchi State are said to have prepared their LEEDS documents. However there are four focal local governments.

6.0 LESSONS FROM PREPARING SECTOR STRATEGIES

A very brief presentation was given on the sector strategies supported by SLGP i.e. Agriculture (and Education) in Enugu and Water in Kano.

6.1 Lessons from Sector Strategy preparation

- Sector strategies are needed to translate broad generic SEEDS policies into action through the line ministries and implementing agencies
- These strategies can help to explain new ways of working where they require new institutional arrangements and where new roles and responsibilities for different agencies, public and private, governmental and non-governmental need to be clarified.
- The involvement of traditional leaders was important to help to breakdown fears and resistance to new ways of working amongst community members.
- Sector strategies are vulnerable to the same weaknesses over data, consultation and managing realistic expectations as SEEDS and LEEDS. To be implementable, targets need to be specific, measurable, achievable, realistic and time-bound ('SMART').

7.0 WHAT HAVE WE LEARNT TO IMPROVE THE PLANNING OF SEEDS 2 AND LEEDS 2?

Participants were organised into groups and asked to answer the following questions. They were also asked to imagine themselves in the roles of donors or civil society and think what should be done by these actors, rather than government to strengthen SEEDS and LEEDS planning:

Who needs to be involved and how in planning updated or new SEEDS and LEEDS?

- How to improve baseline data?
- How to improve the link with the budget?
- How to ensure realistic targets?
- How to choose between priorities?
- How can we think of new solutions to old problems?
- Make sure donors and governments understand each other?
- How to get full political backing?

There must be a concerted effort to improve social and economic data (focusing on data related to MDGs) with the full involvement of the legislative arm of government together with NGOs and traditional institutions etc. A strong data bank should be established pulling together research, statistics and planning units in each ministry and each LGA, empowering them with working material and requiring them to update the statistical year book in line with current realities. The aim should be to amplify the aspirations of the electorate to draw the attention of the government to their needs. Staff will need to be trained and retrained in the collection of data and given the necessary materials to do the job.

SEEDS and LEEDS should be reflected in the budget with plans geared to MDGs and with SMART targets based on resource ceilings. Civil servants need capacity building to ensure effective service delivery. Chairmen and the political class need to participate fully in the development of the budget. SEEDS and LEEDS may have been donor driven even in a world without donors they are necessary processes and documents.

Stakeholder participation should be broadened to include NGOs, CBOs, traditional leaders, private sector, and the media. More help is needed to encourage the formation of these groups. There should be frequent interaction with stakeholders at different levels. Local people can be involved in the data collection exercise if given the right materials and incentivised to contribute to the design and monitoring of development programmes at the community level.

Links with the budget should be strengthened together with public expenditure management.

Before proceeding with SEEDS 2 and LEEDS 2, SEEDS 1 and LEEDS 1 should be reported on. The joint account affects the preparation of budgets at the local government level and politicking affects the setting of 'realistic' targets. The budget should be linked with LEEDS through interactive sessions with stakeholders. It is difficult to run CSOs in 'rural states, which means they are often run by civil servants who cannot therefore challenge government. There is a need for 'privatised' CSOs.

Donors come with different offers and conflicting demands. States should establish what they you want to do and then ask donors to contribute.

7.1 How can we improve the implementation of SEEDS and LEEDS?

In their groups participants were asked to answer the following questions on implementing SEEDS and LEEDS and then to report back:

- Where should responsibility for managing implementation lie?
- Who should track the budget and how?
- Who should monitor implementation? (Completion and quality?)
- How should progress against the budget be reported? To whom?
- Who updates the data and how?
- Who publicises progress?

Comments and feedback:

Responsibility for implementation should be left to line ministries through a SEEDS Monitoring Committee to be headed by a commissioner with members drawn from stakeholder groups. The Committee should track the budget by liaising with State Ministry of Finance and the Project Monitoring Bureau. Tracking the budget means checking the quality of the expenditure against the budget to ensure the targets are being met as in the model of monitoring from the Katsina State Action Committee on AIDS.

The Monitoring Committee should report progress to government on a monthly basis, update data and publicise progress. Part of the CSOs function on the monitoring Committee is to check progress and ensure reporting to the public. 'Independent' tools for monitoring at State level include the Public Accounts Committee; private consultants are employed in Kano State to work with Monitoring Bureau.

Although the systems are there, in reality the rules and procedures are not obeyed. The Jigawa Monitoring Committee has not met "since April last year". Technocrats prepare reports which no one uses and then feel de-motivated if asked to do similar work. The disbursement of funds is not done correctly and is often very late e.g. disbursement on capital projects were made by November and only money for expenditure on roads was released. Release of funds for projects is a political decision.

However there is a weakness in that line ministries do not prepare annual disbursement plans to guide Ministries of Finance about when to release money for capital projects, so spending money on roads is easier. Money comes on a monthly basis but expenditure schedules are not prepared by ministries. Delays occur because approvals do not match available cash. Civil servants need reorientation to accommodate their plans to fit the cash flow pattern. Implementing ministries should produce quarterly work plans by which the Ministry of Budget and Planning can fit monthly revenue to monthly expenditure.

7.2 Summary and future lesson sharing plans

Dele thanked all participants for their energetic participation in the discussion and outlined SLGP's future plans to run further workshops in the region and Abuja and to follow up on a number of other topics. All reports will then be collated on a website with further opportunities for an e-discussion. Reports of this workshop would be circulated to participants.

To improve the planning of future events, participants were asked to complete a simple evaluation which is summarised in the final section.

8.0 EVALUATION

Participants had particularly valued:

- The workshop was well conducted and was highly interactive to particularly does, who have attended the workshop for the first and any FEEDS or SEEDS.
- The documentation and 2-day brain-storming and cross fertilization of ideas were satisfactory.
- The workshop was very important. It broadened the understanding of the workings of SEEDS and LEEDS. The representations of the various states to share information were also laudable.
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- The facilitators were very comfortable with the subject matter of the workshop, demonstrating that they were well equipped with the requisite skills needed.
- It's indeed a refreshing workshop, highly scholarly from the presenters angle, So we expects very urgent assistance particularly in regards to our Data storage analysis and presentation. (Sarki Abduladir, Ministry of Environment, Kano).
- The workshop did well addressing the lessons across the states and suggest remedies, however there is need for improvement in provision for transportation allowance to home based participants.
- Well articulated programme
- The workshop was well conducted touching all the areas that need to be discussed.
- The meeting has really enriched my little understanding of the whole concept of NEEDS, SEEDS and LEEDS.
- What I learn about this workshop is how to link seeds with budget i.e. the role the legislature should play.
- Lively discussion with other participants
- The positive aspect of the workshop is that the have learnt so many things by sharing ideas with our colleagues of other states.
- Exposure to and interaction with people from different backgrounds.
- I can observe that the whole session were very interesting and lively. Similarly the facilitation was adequate.
- I really appreciate the introduction between the reserve persons and the participants and also the mode of presentation which make the atmosphere so lively.

8.1 Participants thought the following improvements could be made

- Considering the in depth reporting soft document(s) and powerpoint were elaborate vis-à-vis only 2-days to cover the time is inadequate.
- The major weakness of the workshop was the non-representation of CSOs, FBOs, NGOs and CBOs especially those involved in Good Governance and Budget tracking.
- However, the workshop should have been taken to a neutral ground/state away from any of the participating states including Kano.
- I am however not happy as the meeting lasted for just 2 days taking into account the huge challenges associated with the formulation and implantation of SEEDS/LEEDS projects/programme in my state.
- What I learned which may be difficult to achieve is how the Executive i.e. the Governor will think the way SEEDS document will be his guiding principle as against his promises and personal interest.
- In future workshop advised that organizers should at least arrange to pay a token amount of money as transport allowance for Kano participants. They should also improve in food/tea/snacks etc.
- Insufficient/ low quality folders and other working materials, feeding arrangement too below standard

- Working materials were inadequate at the onset. This allows that the numbers of participants were not predetermined. This problem surely reduces the magnitude of participation; I would have expected the organizers to give something (financial) to participants from the host state no matter how little.
- Late start, not enough time for open discussion and ended just when it was getting interesting. Better feedback from groups should be more structured/ presentations
- There should be transparency between the donors and the government of the day.
- However, one question that has not been addressed is why do certain things that one supposed to be done are not been done? Example: Why should we have a perfect document, available resources, qualified staff and yet we can't get things done?

8.2 The main thing I have learnt that I will take away to improve policy and strategy in my own State

- You need to involve the legislative arm of Government, NGO's and women group in the states.
- We strongly recommend that all the reports of the three workshop (Kano, Lagos and the East) should be mailed to the address supplied.
- The workshop should have been more interactive with the involving all stake holders i.e. NGOs, CBOs, FBOs among others.
- What I will take away is how LEEDS document can be formulated for the progress of the people generally.
- As a participant, I really enhance my capacity on how I should go about developing the SEEDS 2 and LEEDS 2. My policy will be informed on how best we should go about preparing the SEEDS and LEEDS and change the old order on the way government does business.
- There is no continuity in our system of governance in conjunction with the execution of projects which brings a lot difference in progress.
- The DFID should in future consider, really participating as an important tools for inviting participants for the next time.



Part II

Lessons Learned from Support for Improved Policy and Strategy making with State and Local Governments in Nigeria (Lagos)

by

Juliet Pierce

March 2007

9.0 WELCOME AND INTRODUCTIONS (PART II)

Dele Thomas (the State and Local Government Programme's Lesson Learning and Dissemination Officer) welcomed participants and asked them to introduce themselves. He explained the four strands of work supported by of SLGP with State and Local Government in Nigeria since 2000: policy and strategy, public financial management, service delivery and communication and transparency. SLGP was part of DFID's support for effective pro-poor policy making in state and local government through building the capacity of the state in order to manage resources and improve service delivery for the benefit of poor people. SLGP has worked since 2001 in 6 States and with several federal agencies.

9.1 SLGP has supported strengthening policy and strategy in Nigeria in the following ways:

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- Support for MOIGA (policy and institutional review)
- Support for FEEDS in the FCTA
- Support for SEEDS in a number of States but in the SLGP of Enugu, Jigawa, Kano and Lagos in particular
- Support for LEEDS documents in Enugu, Jigawa, Kano and Lagos
- Support for Sector Strategies (Agriculture and Education in Enugu and Water in Kano)
- Support for linking strategies to budgets (which will be explored in more detail in the subsequent workshops on Public Financial Management)

Now in the final year the task was to gather experiences and see how these inform future programmes. Dele gave also gave a brief overview the way the lesson learning reviews were being planned and lessons disseminated through a series of regional and Abuja workshops.

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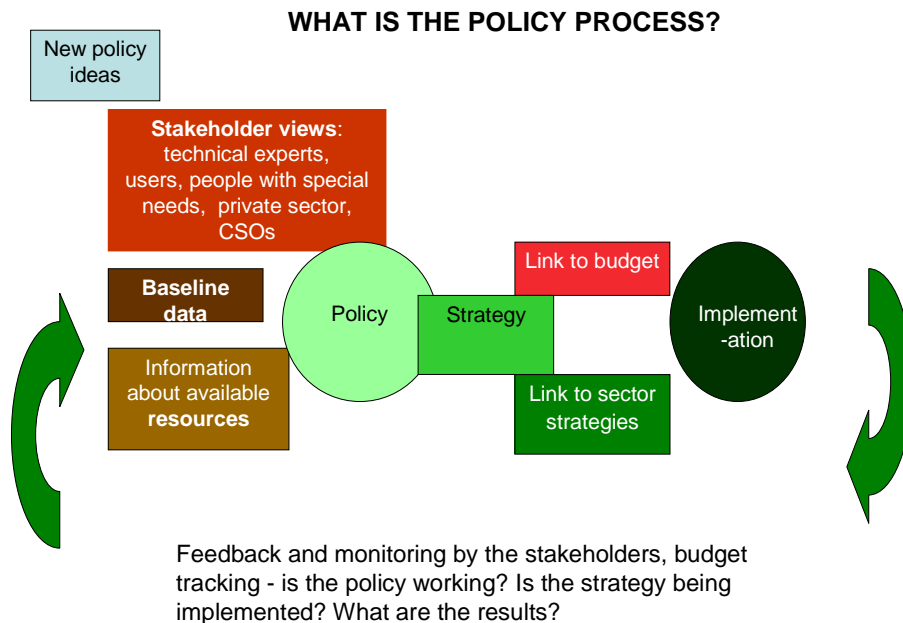
10.0 AIMS OF THIS WORKSHOP

All participants should have an overview of:

- What has been achieved in the States with DFID/SLGP's support
- What the key challenges have been and how these could be managed
- How participants could learn from SLGP's experience to take forward similar work in their States most effectively

11.0 WHAT IS THE POLICY MAKING AND STRATEGY PLANNING PROCESS?

Juliet Pierce one of the consultants involved in the lesson learning review gave a brief overview of what was meant by the policy and strategic planning process. She introduced a simple idea of a good policy-making and strategic planning process with the following diagram:



The diagram starts on the upper left side with general policy ideas about areas that State Government may wish to improve. After collecting all relevant information through the widest consultation processes, establishing baseline data and understanding the resources available policy choices can be made. The implementation strategy will flow from the policy but this strategy needs to be linked to the budget and to sector strategies that determine the spending priorities of line ministries and implementing agencies. The whole of the implementation process needs to be monitored so that lessons can be fed into future policy making. Monitoring means checking to see whether the policy targets are being achieved. This involves tracking related expenditure against the budget and seeing how the intended changes are affecting the intended beneficiaries.

12.0 LESSONS LEARNED FROM THE REVIEW OF WORK WITH SEEDS (STATE ECONOMIC EMPOWERMENT AND DEVELOPMENT STRATEGIES)

SLGP supported slightly different models of SEEDS development in each of the four SLGP states reviewed. In each case SEEDS built on an earlier development plan in each State (The Lagos Ten Point Agenda, Jigawa's SDSD, etc). The demand for SEEDS was partly top-down to relate to NEEDS. Most States saw the strategy as necessary in order to access donor funds. In all cases stakeholder consultation was useful but could have been more extensive, involved the private sector more and considered more innovative public-private partnerships to deliver services. SLGP offered support for consultation processes, for drafting and for publishing and dissemination. The baseline data was in all cases weak.

This support resulted in completed and published documents but there is a question of who owns them in terms of ensuring they are implemented. The politicians were not fully involved, often consulted at the last minute. The poor baseline data and lack of realistic funding ceilings mean that the resulting policy targets are unrealistic and difficult to implement. Linkages with the budget have been weak although this is improving in States where they have completed charts of account to code budget lines to SEEDS activities.

Only in the 2007 annual budget can expenditure really be tracked in relation to SEEDS. In 2006 spending was not always related to SEEDS in practice in the States reviewed. This means that SEEDS implementation has not yet been monitored in terms of feedback from beneficiaries except in the FCTA where a scorecard system has been introduced and regular Town Hall Meetings are held to listen and react to feedback.

12.1 The key lessons presented

- Nigeria's Federal System makes the policy/strategy environment difficult
- There has been limited debate of policy options, as there are few forums for policy discussion
- Ownership, especially at the political level where spending is sanctioned, is uncertain
- Since the baseline information has been unreliable and the targets therefore unrealistic, there is a desire to improve the data by gathering and updating existing information from stakeholders
- Civil servants have valued public participation and the feedback it has provided, and civil society has begun to see how it can play a constructive role in supporting the State to deliver better services
- Ministries of Budget and Planning understand the importance of the link with the budget and are beginning to improve the transparency of mapping SEEDS activities to the budget through the Chart of Accounts
- There has been some attempt to link SEEDS with the wider NEEDS reforms particularly to encourage due process and more accountability and transparency
- Technical capacity of state and non-state actors needs to be improved



- Donors should be more harmonised and consistent in their support, so that States are not confused by conflicting pressure and priorities
- There is a growing body of experience which could be built on by providing more opportunities for States to learn from each other
- SEEDS needs to move from planning to implementation by becoming a management tool which links politics with implementable sectoral policies
- Political leadership is needed to ensure implementation and to support civil servants to be innovative within line ministries and be active in developing sector policies and strategies to deliver SEEDS

12.2 Comments and questions

- The public need to be exposed to the issues through consultation and policy should be made from the bottom-up
- The Ekiti consultation process involved private sector and CBO representatives, including students and youth organisation. They were involved at every stage and the core areas collated. Priorities evolved into policies on the basis of evidence. Groups in every sector come with goals and strategies. Now the task is to align the activities and the costs of these activities with the budget.
- DFID/SLGP was involved and drove the process, the SEEDS Committee acted as the arrow head taking the document before Ex Co and the House of Assembly (HoA). The document was printed by SLGP and launched. As a result of awareness raising with the public, people were curious to see what would happen, forming a stakeholders' forum to see what was implemented
- The problem areas arose because of poor baseline data and this is now being addressed, together with improved budget discipline since the budget lines are now there to relate to SEEDS
- In Lagos the budget is now being linked with the MTEF - the aim is good governance linking local goals with progress on the MDGs
- If donors do not insist - will these processes be driven by government? SEEDS documents have backed by the power of consultation but need to have a proper legal status and be incorporated into financial regulations
- In Lagos the party manifesto was transformed into SEEDS - the original Ten Point Agenda was driven by the private sector in 2000 to press for a participatory planning process between government and the influential Lagos Business Club. SEEDS was resisted at first as a Federal agenda. The UN Habitat agenda recognised Lagos as a megapolis and also shaped Lagos policies. Extra refinements to SEEDS came about through further consultations.
- Ogun and Oshun States had private sector plans which were later influenced by the MDGs and EFA Goals to become SEEDS documents
- The main problem is how to strengthen the data collection machinery to improve baseline data
- The Federal allocation is the main problem regarding setting budget ceilings and the differences between rural and urban states. All states represented recognised the need to reduce oil dependence and consider what could be gained from IGR through each state's comparative advantage

- Policies in SEEDS should consider economic development e.g. support for communication infrastructure, tourism and agriculture as much as poverty reduction through human resource development

13.0 LESSONS LEARNED FORM THE REVIEW OF WORK TO SUPPORT LEEDS IN STATES

A brief PowerPoint presentation summarised the key points in the review report: Enugu State had initiated LEEDS in a top down way as part of its reform process, producing a manual of guidance from its pilot LEEDS processes.

- Lagos and Kano had produced LEEDS documents as a result of engaging with LGAs as an extension of SLGP's support for issue based projects in those LGAs
- The Bureau of State Reform in Jigawa instigated the development of good quality LEEDS documents in 9 LGAs at low cost and with minimum external support through a competitive approach where SLGP agreed to match the funds for LEEDS projects with Jigawa State's funding for the three winning LEEDS documents. Issue Based Project around water as a model

The emerging LEEDS documents are in most cases strongly owned by local communities through the consultative process but suffer in similar ways to SEEDS documents by being based on weak baseline data and insufficiently prioritised in relation to a realistic assessment of resources. Since LGAs do not control their resources the process of agreeing and publicising budget ceilings is not straight forward. In most states and FCTA the process of conducting local consultations has led to greater engagement of the public in seeking to hold government accountable and in some cases greater support for LGA civil servants in doing their job. Civil servants were increasingly seeing local people as potential allies in asking for greater political accountability through spending funds in accordance with LEEDS priorities.

14.0 THE KEY LESSONS PRESENTED

- A competitive approach proved a good incentive to completing a high number of good documents
- Starting from scratch and asking people their priorities rather than presenting a zero draft engaged local people's interest and built confidence, but the budget ceilings should have been presented so that priorities could have been debated
- Quality of data is a concern but some baseline data was updated as a result of public feedback
- Strategies are not linked to the budget or to medium term expenditure plans and therefore targets are unrealistic. Since local people are expecting to see tangible outputs and are not so interested in systemic changes, they may be disappointed.
- LEEDS documents could be used to induct new administrations, but they lack a formal 'legal status' and do not have a secure home in Ministries of Local Government e.g. the Governor of Lagos saw the of the LEEDS pilots and decided to support other LEEDS development but the process has stalled. Do legislatures sanction the budget in relation to LEEDS?

14.1 Comments and questions

- Oshun State adopted a blueprint approach to producing a LEEDS document, using a consultant to guide them and holding a workshop in LG Headquarters to identify stakeholders with all LGAs. MoLG then coordinated the preparation of all the documents and a compendium was launched on 9th August 2006 with a copy sent to DFID. The LEEDS documents have been embedded in the budget for each LGA and the WB water project has to relate to the joint LG resources for community development assistance. People feel a sense of ownership because of their involvement in the budget process 2006-7. LEEDS II is in the pipeline for 2008-11 with technocratic momentum hoping to influence the new administration.
- In Ekiti LEEDS is at a preliminary stage with a committee set up to drive the process and interact with the LG Chairmen. Ekiti State Planning Commission and the Ministry of Local Government and Chieftaincy Affairs supervise the activities of the LGAs. There has been some disagreement over which part of the State Government should lead the process of LEEDS development, but this is now resolved with the Planning Commission offering technical support.
- In Ogun State there are inter-agency conflicts with the LEEDS process yet to start. They have tried to bring LEEDS into the SEEDS process with training LGs and linking with the MTEF and having a single interface with foreign partners. They hope to use the government Steering Committee on SEEDS and the MDGs to work in conjunction with MoLG to produce LEEDS documents, bringing together the right technical experience from across government irrespective of where the overall responsibility may lie.
- It has been difficult to link LEEDS with the MEF as there is not enough technical capacity at LG level.
- Politicians tend to own LEEDS and do not want technical discussion but all stakeholders should be involved and the civil servants need to involve the new administrations at an early stage to ensure understanding
- Skilled manpower is often being transferred from the LG to the State and weakening local governance. Local chairmen should be chosen by the people and not imposed by political parties. There was discussion about whether the Community Development Associations were less politicised and therefore potentially more transparent. It was agreed that maximising stakeholder involvement was the key, involving traditional leaders, landlords, market women, transport workers and faith based organisations.

15.0 LESSONS FROM PREPARING SECTOR STRATEGIES

A very brief presentation was given on the sector strategies supported by SLGP i.e. Agriculture (and Education) in Enugu and Water in Kano.

15.1 Lessons from Sector Strategy preparation

- Sector strategies are needed to translate broad generic SEEDS policies into action through the line ministries and implementing agencies
- These strategies can help to explain new ways of working where they require new institutional arrangements and where new roles and responsibilities for different agencies, public and private, governmental and non-governmental need to be clarified.



- The involvement of traditional leaders was important to help to breakdown fears and resistance to new ways of working amongst community members
- Sector strategies are vulnerable to the same weaknesses over data, consultation and managing realistic expectations as SEEDS and LEEDS. To be implementable, targets need to be specific, measurable, achievable, realistic and time-bound ('SMART')

16.0 WHAT HAVE WE LEARNT TO IMPROVE THE PLANNING OF SEEDS 2 AND LEEDS 2?

- Who needs to be involved and how?
 - The widest possible group of stakeholders should be involved in the consultation processes, then civil society, politicians, members of the HoA, the executive and civil servants should fulfil their crucial and distinct functions e.g. the PAC should follow up on audit reports and the public should monitor the physical effects of expenditure against SEEDS and LEEDS priorities.
- How to improve baseline data?
 - Engage consultancy support
 - Centralise the collection process to the most relevant level and give responsibility for collection nearest to the data source
 - Computerise the data
 - Provide support for the collection of statistical data and the analysis of this data into a user-friendly format
- How to improve the link with the budget?
 - Use a budget review forum (Budget Monitoring Committee) as a multi-sectoral monitoring group obtaining feedback from all stakeholders during the budget cycle
- How to ensure realistic targets?
 - SMART indicators should be defined based on a realistic resource envelope, linked to previous year's expenditure and these should be monitored by the budget monitoring committee and reported to stakeholders
- How to choose between priorities?
 - Priorities should be set bottom-up, not top down, ranking the most important issues
 - Priorities should address the *causes* of problems that may be identified by communities
 - Broad parameters may be set by the winning parties manifesto to engage the political class but the drivers of the manifesto may not be pro-poor (At present manifestos are not the result of policy research and debate and elections are not based on the manifesto as much as personalities)
- How can we think of new solutions to old problems?
 - Lengthening the planning period would ensure better consultation and therefore better implementation
 - The budget cycle should be explained to the public
 - New ideas may be brought into the civil service through public - private partnerships and better HR practice to ensure cross - fertilisation of ideas across the civil service

- Use traditional problem solving systems, looking outside government to traditional systems that may be more consultative in order to find improved solutions to existing problems
- Encourage ministries to address problems together rather than in their sector silos
- Make sure donors and governments understand each other?
 - Encourage pre-programme consultation to ensure better joint thinking between donors and government before imposing development solutions. The State Government should turn the tables and invite donors into wider stakeholder consultation to develop solutions together, especially since harmonisation and more coordination is demanded of donors internationally
- How to get full political backing?
 - Everyone has a role to play - politicians, civil servants and civil society and the private sector. A joint consultation approach should be used to reduce confrontation between different interests and to build consensus around agreed approaches.
 - Donors should support capacity building of the legislature

Final remarks

Dele thanked everyone for their inputs and reminded participants of further opportunities to find information, offer comments and ask questions by joining the electronic discussion group. This e-group would be set up on the website together with completed reports of all, the workshops. Each participant would also be sent a report of this workshop. He asked each participant to complete the short evaluation which has been collated in the next section.

- **Evaluation - Aspects I thought were good and useful**
 - The workshop is really educative - bringing a varied wealth of ideas from various fields together for better development
 - Case studies on SLGP States' experience
 - Sector strategy analysis
 - Discussion sessions on SLGP future programmes
 - All aspects of this workshop were good and useful, especially to the development of local government LEEDS processes
 - All aspects touched were good and useful
 - The presentations were quite OK, simple and insightful. The discussion sessions were quite useful, good ideas and issues came forward from the participants
- **Aspects that could be improved**
 - Provision of more materials for practical sessions e.g. real life documents and materials from participating States
 - Political class involvement at the entry point
 - To improve the policy and strategy limelight for implementation requires key LG officials to be fully involved in what the policy is all about
 - Every issue needs a re-appraisal and during this re-appraisal better ways of doing those things may emerge
 - Some sample documents from the States would have been useful but we guess we could get them from the websites



- **The main thing I have learnt that I will take away to improve policy and strategy in my own State**
 - Deeper understanding of policy and strategy and the need for wider consultation in planning at all levels of government
 - The experience shared by all is what I take back with me
 - More capacity building in particular for technocrats to drive the process to a logical conclusion
 - I would advise my State to dwell more on wider consultation with relevant stakeholders



Part III
**Lessons Learned from Support for Improved Policy and Strategy making
with State and Local Governments in Nigeria (Enugu)**

by

Juliet Pierce

March 2007

17.0 WELCOME AND INTRODUCTIONS

Dele Thomas (the State and Local Government Programme's Lesson Learning and Dissemination Officer) welcomed participants. They had already introduced themselves at the previous day's workshop on Public Financial Management. He explained the four strands of work supported by of SLGP with State and Local Government in Nigeria since 2000: policy and strategy, public financial management, service delivery and communication and transparency. SLGP was part of DFID's support for effective pro-poor policy making in state and local government through building the capacity of the state in order to manage resources and improve service delivery for the benefit of poor people. SLGP has worked since 2001 in 6 States and with several federal agencies.

17.1 SLGP has supported strengthening policy and strategy in Nigeria in the following ways:

- Support for SEEDS – the SEEDS Manual, SEEDS Training and the SEEDS benchmarking exercise along with other donor programmes
- Support for MOIGA (policy and institutional review)
- Support for FEEDS in the FCTA
- Support for SEEDS in a number of States but in the SLGP of Enugu, Jigawa, Kano and Lagos in particular
- Support for LEEDS documents in Enugu, Jigawa, Kano and Lagos
- Support for Sector Strategies (Agriculture and Education in Enugu and Water in Kano)
- Support for linking strategies to budgets (which will be explored in more detail in the subsequent workshops on Public Financial Management)

Now in the final year the task was to gather experiences and see how these inform future programmes. Dele gave also gave a brief overview the way the lesson learning reviews were being planned and lessons disseminated through a series of regional and Abuja workshops.

The full list of participants for this workshop is attached at annex 3. The presentation used for the workshop is attached at Annex 4. The presentation is based on the text of the full review report available from the SLGP office, which will also be available with other workshop reports on the SLGP website.

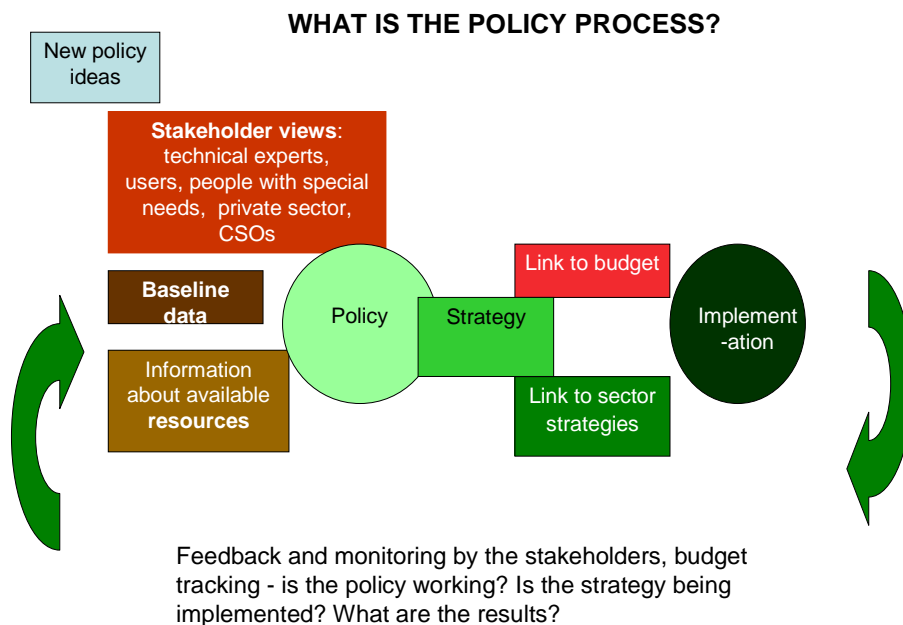
18.0 AIMS OF THIS WORKSHOP

All participants should have an overview of:

- What has been achieved in the States with DFID/SLGP's support
- What the key challenges have been and how these could be managed
- How participants could learn from SLGP's experience to take forward similar work in their States most effectively

19.0 WHAT IS THE POLICY MAKING AND STRATEGY PLANNING PROCESS?

Juliet Pierce one of the consultants involved in the lesson learning review gave a brief overview of what was meant by the policy and strategic planning process. She introduced a simple idea of a good policy-making and strategic planning process with the following diagram:



The diagram starts on the upper left side with general policy ideas about areas that State Government may wish to improve. After collecting all relevant information through the widest consultation processes, establishing baseline data and understanding the resources available policy choices can be made. The implementation strategy will flow from the policy but this strategy needs to be linked to the budget and to sector strategies that determine the spending priorities of line ministries and implementing agencies. The whole of the implementation process needs to be monitored so that lessons can be fed into future policy making. Monitoring means checking to see whether the policy targets are being achieved. This involves tracking related expenditure against the budget and seeing how the intended changes are affecting the intended beneficiaries.

20.0 LESSONS LEARNED FROM THE REVIEW OF WORK WITH SEEDS

SLGP supported slightly different models of SEEDS development in each of the four SLGP states reviewed. In each case SEEDS built on an earlier development plan in each State (The Lagos Ten Point Agenda, Jigawa's SDS, etc). The demand for SEEDS was partly top-down to relate to NEEDS. Most States saw the strategy as necessary in order to access donor funds. In all cases stakeholder consultation was useful but could have been more extensive, involved the private sector more and considered more innovative public-private partnerships to deliver services. SLGP offered support for consultation processes, for drafting and for publishing and dissemination.

This support resulted in completed and published documents but there is a question of who owns them in terms of ensuring they are implemented. The politicians were not fully involved, often consulted at the last minute. The baseline data was in all cases weak. The poor baseline data and lack of realistic funding ceilings mean that the resulting policy targets are unrealistic and difficult to implement. Linkages with the budget have been weak although this is improving in States where they have completed charts of account to code budget lines to SEEDS activities.

Only in the 2007 annual budget can expenditure really be tracked in relation to SEEDS. In 2006 spending was not always related to SEEDS in practice in the States reviewed. This means that SEEDS implementation has not yet been monitored in terms of feedback from beneficiaries except in the FCTA where a scorecard system has been introduced and regular Town Hall Meetings are held to listen and react to feedback.

20.1 The key lessons presented

- Nigeria's Federal System makes the policy/strategy environment difficult
- There has been limited debate of policy options, as there are few forums for policy discussion
- Ownership, especially at the political level where spending is sanctioned, is uncertain
- Since the baseline information has been unreliable and the targets therefore unrealistic, there is a desire to improve the data by gathering and updating existing information from stakeholders
- Civil servants have valued public participation and the feedback it has provided, and civil society has begun to see how it can play a constructive role in supporting the State to deliver better services
- Ministries of Budget and Planning understand the importance of the link with the budget and are beginning to improve the transparency of mapping SEEDS activities to the budget through the Chart of Accounts and with the Medium Term Expenditure Framework and MDGs
- There has been some attempt to link SEEDS with the wider NEEDS reforms particularly to encourage due process and more accountability and transparency
- Technical capacity of state and non-state actors needs to be improved



- Donor's should be more harmonised and consistent in their support, so that States are not confused by conflicting pressure and priorities
- There is a growing body of experience which could be built on by providing more opportunities for States to learn from each other
- SEEDS needs to move from planning to implementation by becoming a management tool which links politics with implementable sectoral policies
- Political leadership is needed to ensure implementation and to support civil servants to be innovative within line ministries and be active in developing sector policies and strategies to deliver SEEDS

21.0 LESSONS LEARNED FORM THE REVIEW OF WORK TO SUPPORT LEEDS IN STATES

A brief PowerPoint presentation summarised the key points in the review report:

- Enugu State had initiated LEEDS in a top down way as part of its reform process, producing a manual of guidance from its pilot LEEDS processes.
- Lagos and Kano had produced LEEDS documents as a result of engaging with LGAs as an extension of SLGP's support for issue based projects in those LGAs
- The Bureau of State Reform in Jigawa instigated the development of good quality LEEDS documents in 9 LGAs at low cost and with minimum external support through a competitive approach where SLGP agreed to match the funds for LEEDS projects with Jigawa State's funding for the three winning LEEDS documents. Issue Based Project around water as a model

The emerging LEEDS documents are in most cases strongly owned by local communities through the consultative process but suffer in similar ways to SEEDS documents by being based on weak baseline data and insufficiently prioritised in relation to a realistic assessment of resources. Since LGAs do not control their resources the process of agreeing and publicising budget ceilings is not straight forward. In most states and FCTA the process of conducting local consultations has led to greater engagement of the public in seeking to hold government accountable and in some cases greater support for LGA civil servants in doing their job. Civil servants were increasingly seeing local people as potential allies in asking for greater political accountability through spending funds in accordance with LEEDS priorities.

21.1 The key lessons presented

- A competitive approach proved a good incentive to completing a high number of good documents
- Starting from scratch and asking people their priorities rather than presenting a zero draft engaged local people's interest and built confidence, but the budget ceilings should have been presented so that priorities could have been debated
- Quality of data is a concern but some baseline data was updated as a result of public feedback
- Strategies are not linked to the budget or to medium term expenditure plans and therefore targets are unrealistic. Since local people are expecting to see tangible outputs and are not so interested in systemic changes, they may be disappointed.



- LEEDS documents could be used to induct new administrations, but they lack a formal 'legal status' and do not have a secure home in Ministries of Local Government e.g. the Governor of Lagos saw the of the LEEDS pilots and decided to support other LEEDS development but the process has stalled. Do legislatures sanction the budget in relation to LEEDS?

22.0 LESSONS FROM PREPARING SECTOR STRATEGIES

A very brief presentation was given on the sector strategies supported by SLGP i.e. Agriculture (and Education) in Enugu and Water in Kano.

22.1 Lessons from Sector Strategy preparation

- Sector strategies are needed to translate broad generic SEEDS policies into action through the line ministries and implementing agencies
- These strategies can help to explain new ways of working where they require new institutional arrangements and where new roles and responsibilities for different agencies, public and private, governmental and non-governmental need to be clarified.
- The involvement of traditional leaders was important to help to breakdown fears and resistance to new ways of working amongst community members
- Sector strategies are vulnerable to the same weaknesses over data, consultation and managing realistic expectations as SEEDS and LEEDS. To be implementable, targets need to be specific, measurable, achievable, realistic and time-bound ('SMART')

22.2 Comments and questions

- SLGP was thanked for arranging this event to share experiences and to help to drive the lessons home. However, SLGP representatives were asked repeatedly not to forget that non-SLGP states also need help and that this message should be brought home to donors
- Anambra had always been a go-ahead state in the region and had started its own SEEDS programme in 2005, attracting EU funding through doing so. It has strengthened SEEDS in 2006 with more stakeholders being brought in. 10 LGAs out of 21 all have draft LEEDS documents
- The SEEDS-LEEDS process was slowly bring everyone to an acceptable line
- Ebonyi did not yet have a SEEDS document - more awareness was needed through translating what SEEDS was about into the local language. There are 64 LGAs but no LEEDS documents as yet. Politicians and the House of Assembly have a manifesto but legislators do not see themselves as representatives of the people. It is very important that everyone understands the purpose and processes of SEEDS and LEEDS
- More awareness and more involvement will ensure that poverty reduction is felt at the grass roots
- SEEDS and LEEDS need a legal framework, then the policies and strategies will be seen as binding. Unless the SEEDS document is reflected in the budget, implementation will be weak.
- The Imo Governor had accepted the need for a SEEDS document but the Special Adviser was not involving people in its preparation



- Enugu had a poverty reduction strategy before SEEDS but this did not go into the detail required of a SEEDS document.
- Abia saw SEEDS as a policy directive and like Enugu has gone on to develop LEEDS documents
- Abia, Ebonyi and Enugu have all tried to link SEEDS to the 2007 budget, but have had difficulty since SEEDS is more generic and does not fit easily with MDA budgets
- Abia and Ebonyi have linked SEEDS with some pilot line ministries such as Education, Rural Development and Health.
- SEEDS should also be linked to the MTEF and reviewed openly each quarter but states are still having problems to review regularly. Abia and Ebonyi have integrated SEEDS reporting with general budget reporting
- Awareness is low in the HoA budget monitoring committees.
- CSOs and Labour Unions stopped coming to the SEEDS preparation meetings as they saw it as a matter for the MoF. Stakeholders were not clear about their roles
- Those in power are still dragging their feet. New administrations will need orientation
- From Enugu's experience, integration of SEEDS with the budget takes time for MDAs to achieve
- SLGP has assisted Enugu to prepare LEEDS in 3 pilot LGAs but 40 more documents need to be completed.
- Imo State Bureau of Local Government has held stakeholder meetings in the zones to develop LEEDS and is in the process of writing the documents
- Abia has yet to develop LEEDS
- How much should SEEDS be top down reflecting the wishes of the executive and how far should it be bottom-up, reflecting people's priorities?
- Can LEEDS and SEEDS be binding strategies that endure the passage of different administrations? The Asian tiger economies developed blueprints that were more important than short term party manifestos.
- LEEDS should be based on people's priorities which are likely to endure beyond the 3 year term of the LG chairmen; these should be backed by the legislature and the Governor.
- Budget links with SEEDS will need to be finely tuned over time to ensure effective implementation, using budget ceilings for sectors based around the MDAs
- MTEF - SEEDS budget ceilings should be classified according to MDAs
- A recent meeting on NEEDS and SEEDS with State Representatives and Federal Agencies in Calabar was reflecting on the experience of NEEDS to inform the presentation of NEEDS 2 - was DFID/SLGP represented?
- Even at the level of LEEDS, the poorest farmers etc are not necessarily represented - this happens more at the level of Community Development Associations
- State Planning Commissions are responsible for coordinating efforts with the LGAs through issuing circulars and giving a timetable for LGAs to defend their budget proposals. At LG level Departments have discussions and interact with people on the ground so that they can have an input. Recurrent expenditure is managed by MoLG

- LG Chairmen are like Governors and do not care about the people and Heads of Administration do not listen to staff, which is why it is necessary to build in consultation mechanisms

23.0 WHAT HAVE WE LEARNT TO IMPROVE THE PLANNING OF SEEDS II AND LEEDS II?

- ***Where should responsibility for managing implementation lie?***

Everybody should be involved including the Executive (Governor and Local Chairmen), Legislature (House of Assembly) and the Judiciary (to check), the MDAs the LGAs and the public, to drive due process and to make sure that it all happens.

- ***Who should track the budget and how?***

Who? Representatives of the Ministry of Finance and the AG, the Budget Planning Committee and data agencies feeding information into that Committee, the LG Treasurer and Planning Unit and the Office of the Chairman.

How? At LG level the Planning Office of the Chairman with the Treasurer should feed information into an integrated information system linking the AG, MoF and Budget and Planning Commission so that they can share information with the Governor's Office.

- ***Who should monitor implementation? (Completion and quality?)***

The legislative through HoA committees may be involved in monitoring. Physical works of contractors require professional staff to monitor them e.g. an engineer. Ebonyi has a Monitoring Unit in the Office of the Governor. Communities will be able to assess the quality of road and water works and can bring complaints to the attention of ministers. The due process office issues completion certificates, on which payment depends. Governors may vet big projects. LEEDS projects may be monitored by communities and CSOs with LG officials.

- ***How should progress against the budget be reported ? To whom?***

MDAs receive monthly reports and hold monthly meetings. All stakeholders should receive quarterly or annual reports, publicised through discussion forums. When monitoring teams come for monitoring exercises, MoLGCA should be involved when the team presents its findings.

It was agreed that the system is available to monitor progress against the budget but fails to operate well because of poor communication, political and technical indiscipline and corruption. Information is not communicated in a timely way to take appropriate action. Reform processes are sometimes resisted by people hoarding information. Some ministries do not have the facilities to monitor effectively e.g. no means of transport in the Ministry of Agriculture.

Ongoing monitoring with professional inputs and strengthened civil society monitoring should be built into all externally funded projects.

It was felt that things are changing and that international donors can help to influence this change through their support.

24.0 FINAL REMARKS

Dele thanked everyone for their inputs and reminded participants of further opportunities to find information, offer comments and ask questions by joining the electronic discussion group. This e-group would be set up on the website together with completed reports of all, the workshops. Each participant would also be sent a report of this workshop. He asked each participant to complete the short evaluation which has been collated in the next section.

25.0 EVALUATION

25.1 Participants had particularly valued

- The interactive nature of the workshop and the useful information emanating from other states
- Involvement of other states to the Enugu review, the discussion and comment session
- We had more information about SEEDS and LEEDS and this would help us in making inputs in the next edition
- Group experience sharing to give you ideas where you can touch
- The interaction and sharing of ideas and experiences were superb
- The overall presentation of the SLGP in Nigeria is good and useful
- Levels of interaction and exposition are fantastic
- The organisers laid bare the subject, exposed the details of the subject and all participants made their sincere and valuable contributions

25.2 Participants thought the following improvements could be made

- Include our state to benefit from the programme under the next programme
- Involve more states in the SE of Nigeria in SLGP
- A microphone should have been used so that we did not have to strain our ears
- Duration of the workshop should be extended beyond two days
- The welfare motivation of participants especially those from Enugu could be enhanced
- Workshop is generally good
- Participants should have been accommodated in the same hotel for more interactions. The payment of stipend on the first day is unusual

25.3 The main thing I have learnt that I will take away to improve policy and strategy in my own State

- I have found it useful to imbibe policies emanating from other states
- Grass roots development should be emphasized. SEEDS/SEEDS has to be linked to the budget in order to achieve MDGs. Implementation should be strictly adhered to.
- The main thing I will use in improving policy and strategy in my own state is looking at people's needs first and involving the community who are the baseline of the pro-poor group



- Need stakeholders to have more awareness to close up gaps. Sustenance of the policy and strategy has to be everybody's responsibility
- Sensitisation of all involved in all aspects of the SEEDS and LEEDS documents is very important. I will carry the message home to all I meet
- That the process of change is a continuous process and that we are all agents of change
- Need to link strategies to policy and improve budget tracking and the monitoring of implementation
- Involve all necessary persons in developing, implementing and monitoring any policy, strategy and project

Annex 1

List of Participants for Kano Workshop

No.	Name and Title	Dept /Organisation
1	Baballe Ammani D/Stat	MPB, Kano
2	Umar Muhammed D (Planning)	Min. of Budget, Jigawa State
3	Philomina .T.Bisalla	Min.of Econ Planning Kaduna
4	Amina Shehu Lere	Min. of Econ Planning Kaduna
5	Sarki Abdulladir	Min.of Environment Kano planning &M
6	Ali Ben Musa	OAG/LG Kano
7	Abubakar Moh'd	MLG Kano
8	Danguda Galadima Dambatta	MLG Kano
9	Isa Sule Abdullahi	Min. LG Kano
10	Garba Moh'd Bubu	DLGA Bauchi
11	Ibrahim Ahmed Rufai	Min. of Budget & Economic Planning Bauchi
12	Muhammed Garba Bangaya	Min. of Local Govt. Kano
13	Abbas Muhammed	Road Maint. & Public works Jigawa state
14	Mohammed Yusuf M/Madori	MLG Jigawa
15	Shehu .A. Gidado D/B	MPB Kano
16	Ismake Kasir	MPB Kano
17	Auwalu Sanda	MPB Kano
18	Sani Hamza Bichi	MPB Kano
19	Isyaku Miaz mohammed	MPB Kano



20	Muhammed Ya'u	MPB Kano
21	Rabiu Abdullahi	MPB Kano
22	Murtala Muhammed	Knarda
23	Bako .K. Kebe	Knarda
24	Umar Lawan	MPB Kano
25	Abdullahi Muhammed	MOF & EPL Katsina
26	Kasim I. Nagari	Govt. Office
27	Abdulkarim Yusuf	M.O.A Kano
28	Gali .A. Zarewa	MOW &H Kano
29	Isa .M. Borodo	DPRSPROJ. MON.Bureau
30	Taris Ismail	D.S.S
31	Mark Walker (Prog. Manager)	SLGP
32	Muhammed Dayyanu	MOE Kano
33	Kasim Ibrahim Nagari	Govt Office UT
34	Muhammed .B.Abubakar	European Union SPIP Kano
35	Renwick Irvine	DFID
36	Bello baba Moh'd	Kano State Min. for L.G
37	Moh'd Yusuf malam Madori	Min. of L.G Jigawa state
38	Murtala Garba	Min. of LG Kano State

Annex 2

List of Participants for Lagos Workshop 28/03/07

No.	Name and Title	Dept /Organisation
1	Mrs. Biliamimu	Ikoyi / Obalende HOD Planning & Budget
2	Kehinde Sogunle	Bureau of Management and Budget Governors Office, Ogun State
3	Adenupo Muyiwa Directors of Planning	As above
4	Ifeanyi Peters Monitoring Officer	Justice Security and Peace Commission
5	Alhaji SOA Busairi Secretary	Community/ Govt partnership, Ibadan North L.G. Ibadan Oyo State
6	Gloria Egbuji Crime Victims Foundation- Executive Director	Crime Victims Foundation
7	Abass Moroofof (BLDR)	Apapa Iganmu LDA Council Engineer
8	S.A Raji	Ogun State Ministry of Local Government, New Secretariat Complex Osogbo
9	Mr. Oshinnubi A.A	State LEEDS Coordinator, Ministry of Local Govt Ikeja, Lagos
10	Bolaji Uthman	Secretariat Lagos Econ Summit Group Head Press/PR Lagos State
11	Lawal Lateef	Director Economic, planning, MEPB, Lagos State
12	O.M Bakare	Director Finance and Administration Office of the State
13	Mr. N.A. Shobanjo – Council Manager	Ikoyi - Obalende Local Government Development Area
14	S.I. Folrunsho	Ekiti State Planning Commission, Ado Ekiti
15	J. Baker	SLGP
16	E.O.Fagbemi	Ekiti State Planning Commission , Ado Ekiti
16	O. M Olugbile	Lagos State Office of Auditor General
18	A.T Adio Moses	State Treasury Office, Lagos State Government

Annex 3

List of Participants for Enugu Workshop 30/03/07

No.	Name and Title	Dept /Organisation
1	Mr. A. O Umeobi	Planning Dept, Ministry of Econ planning and Development, Awka
2	Mrs. L.N. Asulu	Imo State Planning and Economic Development Commission
3	Mrs. Bridget A. Onyema Director Treasury operations	Office of the Acct – Gen, Ministry of Finance, Abia State
4	Elder Enyako Nwakanna – Director Computer Services	Abia State Planning Commission Computer Services Department Umahia
5	B.C. Omogu	Cabinet Office , Government House Ebonyi State
6	Nnenna Tasia – Programme Officer	WIDOWS Dev Org (WIDO)
7	Wilson N. Njoku	Planning Commission Enugu
8	Theresa Oselebe	Planning Commission GH Abakaliki, Ebonyi
9	Dr. (Mrs) K.E. Eze	Economic Devt Unit Govt House, Enugu
10	Lady E.I Magulike	Ministry of Finance and Budget , Awka Anambra
11	Nkiru Nwobodo	Economic Empowerment and Development Initiative (EEDI)

Annex 4

PowerPoint Presentation

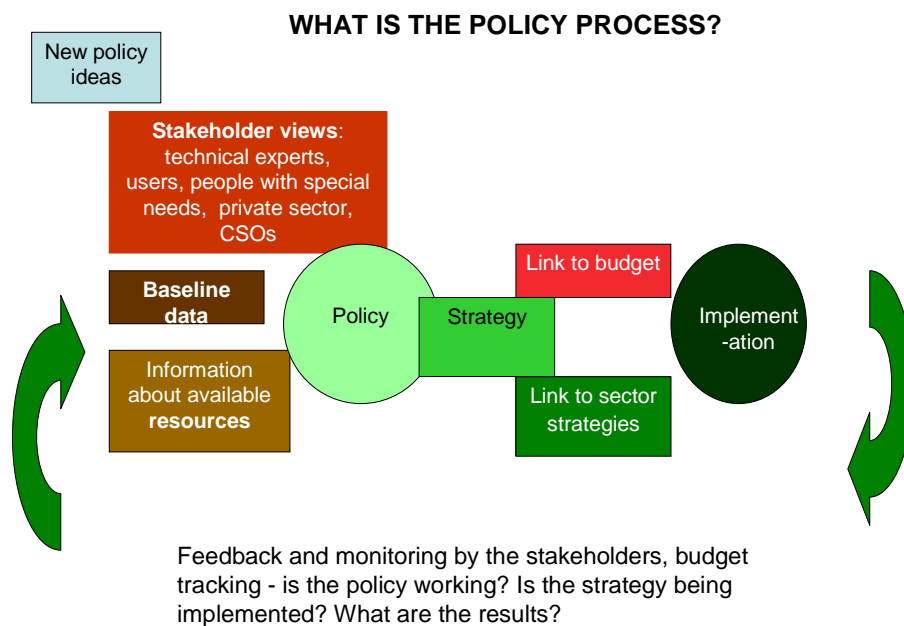
“Lessons Learned From Support For Improved Policy And Strategy Making With State And Local Governments In Nigeria”

Aims of the workshop

1. What has been achieved in the States with DFID/SLGP's support
2. What the key challenges have been and how these could be managed
3. How participants could learn from SLGP's experience to take forward similar work in their States most effectively

What support did SLGP offer towards strengthening policy and strategies?

- Support for SEEDS – the SEEDS Manual and Training
- Support for MOIGA (policy and institutional review)
- Support for FEEDS/SEEDS documents
- Support for LEEDS documents
- Support for Sector Strategies
- Support for linking strategies to budgets



Models and lessons from Federal level work I

- The SEEDS manual, training and benchmarking
 - a home for SEEDS and support for continual improvement - power of benchmarking
 - enough NPC support for this
 - monitoring SEEDS documents and integrating findings to improve training
 - timescales for SEEDS and LEEDS
 - MOIGA
 - its key role
 - open to NEEDS reform

Models and lessons from Federal level work II

- FCTA (FEEDS like SEEDS)
 - powerful model of change management
 - NEEDS alignment (due process etc)
 - trusting and regularising public feedback - balance scorecard
 - better budget reports

Models of SEEDS development

- Where did demand come from?
- Support for consultation processes

Lessons about who and how....

- Support for writing teams

Lessons about data and resources

- Support for publishing and dissemination

Lessons about ownership and implementation

SEEDS Outcomes

- Completed documents?
- Owned?
- Linked to the budget?
- Linked to spending?
- Implemented? (Implementable?)
- Monitored? Budget tracking and feedback from beneficiaries - FCTA scorecard

Key Lessons I

- Federal System makes the policy/strategy environment difficult
- Forums for policy discussion
- Ownership
- Reliable information
- Public participation – valuing feedback
- Linking with the budget
- Linking to the other areas of the SEEDS framework

Key Lessons II

- Keep up capacity building of state and non-state actors
- Donor support and consistency
- Plenty of experience to build on
- Opportunities to learn between States
- Linking politics and policies
- Planning tool to management tool
- Political leadership
- Induct new administrations

Model of LEEDS development

Where did the demand come from:

- State level (Enugu)
- Issue Based Project and links with LG Chairpersons (Lagos)
- State + Competition for support (Jigawa)
- Issue Based Project around water as a model

Outcomes

- Completed documents? Quality? Enugu's "Practical Guide"
- Owned process?
- Linked to the budget?
- Linked to spending?
- Implemented? (Implementable?)
- Monitored? Budget tracking and Feedback from beneficiaries - FCTA scorecard
- Pressure for accountability
- Understanding roles and responsibilities for government

LEEDS LESSONS

- Value of the competitive approach
- Starting from scratch or zero drafts
- Breadth of consultation – improved data
- SMARTer targets linked to MTEF
- Need for tangible outputs
- Legal status
- Role clarification and capacity building
- Home for LEEDS in Ministries of Local Government
- Politicians involved – engage new administrations

Examples of sector strategies

- Agriculture (and Education) in Enugu
- Water in Kano



Lessons from Sector Strategy making

- Necessary for translating generic SEEDS policies into action
- Explain new ways of working to breakdown resistance– role of traditional leaders
- Clarifies institutional arrangements e.g. structures, roles and responsibilities especially in relation to who pays and who controls, who monitors
- These sector strategies may have the same weaknesses over data, consultation and managing realistic expectations (being “SMART”)

Evaluation

+ (Aspects of this workshop that I thought were good and useful)

- (Aspects of this workshop that could be improved)

! (The main thing I have learnt that I will take away to improve policy and strategy in my own State)