



JIGAWA STATE

**Comprehensive Development Framework
[Second Edition]**

Prepared by
(CDF II Technical Committee)
Directorate of Budget and Economic Planning
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NIGERIA

Political Map



Map of Jigawa State



PART I

BACKGROUND AND INTRODUCTION



“The Jigawa Development Framework is a home-grown and holistic approach to development in which the structural, human and physical development needs of the State are articulated within its sustainable fiscal capacity and fundamental objectives. As a comprehensive socioeconomic reform agenda, the Development Framework also seeks to promote societal re-orientation that would harness a viable interface between stakeholders from the public and private sectors, civil society organizations and other development partners.”

– Jigawa State Development Strategy Document

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Preparation of Second Edition of the State Comprehensive Framework was coordinated by an Inter-ministerial Technical Committee led by the Directorate of Budget and Economic Planning. Sincere gratitude and appreciation goes to the entire members of this committee that have worked tirelessly going through various inputs collected from various sources, preparation of sector briefs, review of literature and the arduous task of establishing data baselines.

Just as Stakeholders and Partners immensely contributed to the development of this Second Edition of the Jigawa State Comprehensive Development Work, we also passionately appeal for their continued the support in its implementation and indeed, the support of everyone else. Let's make CDF II a Reality. May God help us in this endeavour.

Umar Namadi
Honourable Commissioner
Ministry of Finance & Economic Planning

Adamu Muhammad Garun Gabas, OON
Permanent Secretary
Budget & Economic Planning Directorate

FOREWORD¹

“... Mr. Speaker, as you are aware, Jigawa State has a development policy document ... called Jigawa State Comprehensive Development Framework which was first published in 2009. The first edition of the CDF Document was due to be revised and updated last year but was delayed for strategic reasons... I am now pleased to submit the final draft of this very important document, the Second Edition of the Jigawa State Comprehensive Development (CDF II), along with the 2017 Appropriation Bill for legislative endorsement.

Preparation of the document was through an all-inclusive process involving wide spectrum of stakeholders including the Public Sector Agencies, Civil Society Organizations and grassroots-level Focus Group Discussions before its approval by the Economic Planning Board and the State Executive Council. The document broadly provides the Socio-economic Development and Reform Agenda of the State with a clearly defined Vision, Mission, Overall Strategic Priorities and Policy Objectives. It outlines for almost all sectors what policy objectives and targets are to be pursued over a medium-term period and the underlying strategies for their attainment. The CDF is essentially a medium term development policy document, but also provides a long term perspective to the development needs of the State. Very importantly, the document recognizes the imperatives of Governance and Institutional Reforms as central to the attainment of our development objectives such as in the areas of public expenditure & financial management and public service management reforms.

Consistent with the vision of the State, the strategic objective to be pursued mainly under CDF II is to “sustainably secure the socio-economic well-being of the people” to be achieved through the pursuit of policies that guarantee economic growth and ensure sustained progress in the improvement of basic human development indicators. This also involves addressing critical areas of human development and opening up new frontiers for inclusive economic growth. Achieving these strategic objectives would also require the attainment of higher growth rates in the outputs of the ‘real sectors’ of the State’s economy particularly agriculture and small and medium scale enterprises. At the core of CDF II, are the Sustainable Development Goals (SDGs) which were appropriately integrated into most of the sector policies. Implementation of the CDF is largely through the Medium-term Sector Strategies (MTSS) which, in turn, provides context for annual budgeting. It is worthy of note that preparation of both the 2017 – 2019 Medium Term Sector Strategies and the 2017 Budget was based on the strategic focus provided by CDF II. ..” Government’s commitment to the implementation of the CDF is thus, already demonstrated in the conception of the 2017 Budget, the implementation of which will take the State closer to that ultimate goal of securing real and lasting improvement in the lives of the people.

Alhaji Muhammed Badaru Abubakar, CON, min
Governor, Jigawa State

¹ Excerpted from His Excellency’s 2017 Budget Presentation to the Jigawa State House of Assembly, Tuesday, 20th December, 2016

PREAMBLE – CDF I

The phrase used to describe Jigawa State, the “*New World*”, suggests a virgin land full of opportunities. Yet, for close to a decade and a half since it was created out of the old Kano State in August 1991, a framework that would enable stakeholders to take advantage of these bountiful opportunities for the socio-economic empowerment and development of the people of the state has largely been elusive. The quest for socio-economic development was more or less approached in an uncoordinated and haphazard manner. Consequently, Jigawa did not witness the much needed socio-economic transformation that socially and economically empowers the people and redeems them from the clutches of poverty. Although contradicted by the 2006 CWIQ Survey, the National Bureau of Statistics has in its publication entitled “National Poverty Survey” (2006) classified Jigawa State as the poorest in Nigeria. And although during the period of 2004 to 2006 there was in place the State Development Strategy Document (SEEDS I) that provided a framework for the development of the state, much was left to be desired. This was largely due to inadequacies in the implementation of the development strategies outlined in the document. Consequently, during the period, it could be said that the state was still struggling to find the path that will lead it to sustainable socio-economic development.

Development should never be left to chance. Instead, it should be conscious and deliberate, aimed at influencing behaviour and course of events to harness and channel resources to productive usage; to initiate a positive change that would ensure the workability of systems and processes; to deal with the persistent cycle of poverty; and, above all, to put society on the path to sustainable growth. Development should therefore be pursued within a comprehensive and well-articulated strategic framework with clear objectives and the full participation of stakeholders. Achieving this is the primary concern of the Jigawa State Comprehensive Development Framework (CDF).

For Nigeria in general and Jigawa State in particular, the new millennium has brought with it numerous opportunities and challenges. On the one hand, democratic governance and the desire for positive change by the people, coupled with increased commitment from development partners are grand opportunities for an accelerated socio-economic development. On the other, however, the persistence of poverty in the midst of plenty, relatively poor human development indicators and the desire to meet the Millennium Development Goals (MDGs) on time are daunting challenges for some time. Added to these is the global economic recession with its dire consequences on Government’s fiscal capacity.

During the first eight years since the return of democratic governance in the country in 1999, the then administration in the State had tried to grip with some of the development challenges. Nevertheless, the development process and the quest for economic empowerment and long-term development during the period may be described as illusionary. With the benefit of hindsight, the year 2000 budget tagged the “*The Budget of Economic Foundation*” and its successor, the year 2001 budget tagged “*The Budget of Economic Empowerment*” both failed to produce the desired results. Even though subsequent budgets were prepared in consistence with the focus of SEEDS I, their implementation left much to be desired. Despite efforts to provide infrastructure for economic development, the human development indices of the state actually worsened in many respects culminating in the 2006 NBS report that classified the State as the most poverty-stricken in the country.

The present administration which came in August 2007 opened a new chapter in the development of the state. This sets yet another stage for the tortuous journey to the socio-economic development and empowerment of the people. The new administration embodies an opportunity for the revival of social and economic infrastructures across the state; for improvements in service delivery particularly in areas that enhance the achievement of the MDGs and lead to improved score on the Human

Development Index for the state; for the reinstatement of good governance in all its ramifications especially accountability, transparency and due process. In line with these philosophies, objectives and priorities that provide focus for the Government, it was deemed essential to put in place a medium term development framework which provides the platform for the attainment of the long term vision of the State. This calls for a comprehensive and well-articulated development framework that defines the socio-economic reform agenda of the state, its policy objectives and priorities as well as the underlying strategies necessary for their attainment of the set objectives.

The CDF document, which is the second edition of the Jigawa State Development Strategy Document, presents a socio-economic development framework for the State in a comprehensive and well-articulated manner. It discusses the economic empowerment and development strategies to be pursued by Government. In addition to using SEEDSI as a basis, the CDF also draws from the experiences of the intervening years, reports, studies, focus group discussions, and inputs provided by a wide-spectrum of stakeholders. The Framework covers four broad agenda: human capital development, critical infrastructure for pro-poor economic growth, economic empowerment and governance/institutional reforms. These are broadly summarised below as:

1. *A Social Charter* Component or the “irreducible minimum” that seeks to improve the “Human Development Index rating” of the State, which is also consistent with the MDGs. These include
 - i. Education – with special emphasis on basic and vocational education.
 - ii. Health – with special emphasis on primary healthcare and the provision of basic and comprehensive emergency obstetric healthcare.
 - iii. Potable water supply and sanitation services.

2. *Economic empowerment* and poverty reduction programmes including among others:
 - i. Skills acquisition and entrepreneurship development.
 - ii. Establishment of Economic Empowerment Trust Fund.
 - iii. Development of cooperatives.
 - iv. Access to micro-credits.
 - v. Provision of social safety nets.
 - vi. Targeted youth and women empowerment programmes.

3. *Pro-Poor Economic Growth Components*: This is the pursuit of policies and programmes that will facilitate economic growth and provide conducive investment climate through:
 - i. Infrastructure development (roads, ICT and power supply including alternative energy development).
 - ii. Agriculture and food security.
 - iii. Promotion of small and medium scale enterprises development, including solid minerals development.

4. *Reform Programmes* that centre on:
 - i. Public financial management, including fiscal responsibility and public procurement.
 - ii. Public service reforms
 - iii. Other governance and service delivery reform programmes; and
 - iv. Societal reorientation and resuscitation of positive value systems

PREAMBLE – CDF II

Over the years, implementation of CDF through the MTSS and the annual budgets, has led to numerous success stories both in terms of the socio-economic transformation of the State as well as entrenchment of governance and institutional reforms. With high rate of budget implementation, many of the outputs, outcomes and impact of Government programmes have equally been very high. Service delivery across all sectors witnessed appreciable improvements. Even though there were challenges with regards to Monitoring and Evaluation (M & E particularly on the adequacy and timeliness of data for the tracking of Key Performance Indicators in some of the sectors, it is believed that most of the socio-economic development indicators have appreciated. The 2015 Citizens' Perception Survey (CPS) independently conducted on behalf of the UK Department for International Development (DFID) has reported that "the level of satisfaction related to government service delivery in Jigawa by June 2015 was (relatively) high between 65% and 75%"².

Just like its predecessor, CDF II would continue to be the overarching Socio-economic Development and Reform Agenda of the State with clearly defined Vision, Mission, Broad Strategic Priorities & Policy Objectives and medium-term policy targets to be pursued. While being essentially a medium term development policy document, the document provides long term perspective to the development of the State. It also continues to recognize the imperatives of Governance and Institutional Reforms as central to the attainment of the overall State Development Objectives of the State.

Chapter 3 of the document provides the overall development framework, policy objectives and priorities of the State Development Strategy. As stated in section 3.4 of this chapter, "consistent with the State Vision ... the primary and strategic objective to be pursued under CDF II is to sustainably secure the socio-economic well-being of the people" to be achieved through the pursuit of policies that not only guarantee economic growth but also ensure sustained progress in the improvement of basic human development indicators. This would entails addressing critical areas of human development and opening up new frontiers for an inclusive economic growth. Achieving these strategic objectives would also require the attainment of higher growth rates in the outputs of the 'real sectors' of the State's economy particularly agriculture and small and medium scale enterprises. At the core of CDF II, is also the primary objective of ensuring that the Seventeen Sustainable Development Goals (SDGs) are appropriately integrated into all sectors.

The medium term policy priorities that would facilitate the attainment of these objectives as captured in the document include:

- i. Promoting rapid growth of the real sectors of the state's economy notably agriculture and Micro, Small and Medium Scale Enterprises (MSMSEs) both of which are critical in jobs & wealth creation and sustainable reduction in poverty among the populace;
- ii. Continuous improvement in the Human Development Index (HDI) of the populace ensuring that more people, both men and women, are socio-economically empowered, living a decent and dignified life;
- iii. Pursuit of targeted youths and women empowerment and other poverty reduction programmes in a gender conscious and socially inclusive matter;
- iv. Pursuit of governance reforms to deepen transparency, accountability and effectiveness of public institutions;

Some of the major changes introduced into CDF II, includes, the recognition accorded to "Commerce and Investment" as one the strategic pillars of the State Development Strategy with focus on Investment Promotion; Economic diversification through MSMSEs, solid minerals and

² Citizens' Perception Survey 2015, Jigawa State Report, ECORYS and Philips Consulting for UK Department for International Development (DFID), Abuja, January 2016

tourism; and Pursuit of Public-Private-Partnerships (PPP) both as a means of foreign and domestic investment mobilization and as an alternative means of resources mobilization for public expenditure financing. In addition, the new CDF includes separate chapters for “Women and Social Development”, “Environment” (hitherto merged with the Agricultural Sector), and “Urban and Regional Development”. The Women and Social Development Chapter also feature the emerging paradigm shift which now emphasises Government investments in Social Protection not only as an accelerator of poverty reduction but also as an economic investment. Also worthy of note is that CDF II comes with a macroeconomic and fiscal frameworks that would guide the annual planning and budget processes. The objective is to ensure that, the annual budget, through which the document would be implemented, continues to be more policy-based and more realistic than it used to be.

LIST OF ABBREVIATIONS

ADB	-	African Development Bank
ADP	-	Agric Development Programme
AIDS	-	Acquired-Immune Deficiency Syndrome
BFZ	-	Border Free-trade Zone
BOOT	-	Build, Own, Operate and Transfer
BOT	-	Build, Operate and Transfer
BSS	-	Basic Social Services
CBN	-	Central Bank of Nigeria
CBOS	-	Community Based Organizations
CDF	-	Comprehensive Development Framework
CDGP	-	Child Development Grants Programme
CPS	-	Contributory Pension Scheme
CWIQ	-	Core Welfare Indicators Questionnaire (Survey)
DFID	-	Department for International Development
DPPMB	-	Due Process and Project Monitoring Bureau
E4A	-	Evidence for Action
EFA	-	Education for All
ENABLE	-	Enhancing Nigerian Advocacy for a Better Business Environment
ESSPIN	-	Education Sector Support Programme in Nigeria
ESSPIN	-	Education Sector Support Programme in Nigeria
FGD	-	Focus Group Discussion
FGN	-	Federal Government of Nigeria
FHI	-	Family Health International
GDP	-	Gross Domestic Product
GEMS I	-	Growth and Employment in States
HDI	-	Human Development Index
HIV	-	Human Immune Deficiency Virus
ICT	-	Information and Communications Technology
IEC	-	Information Education and Communication
IFMIS	-	Integrated Financial Management Information System
IGR	-	Internally Generated Revenue
J4A	-	Justice for All
JARDA	-	Jigawa Agric and Rural Development Authority
JASCO	-	Jigawa State Agricultural Supply Company
JIGAP	-	Jigawa Afforestation Programme
JIRMA	-	Jigawa Roads Maintenance Agency
JSEEDS	-	Jigawa State Economic Empowerment & Development Strategy
JSG	-	Jigawa State Government
JSSRMA	-	Jigawa State Social Reorientation and Mobilization Agency
LEEDS	-	Local Govt. Economic Empowerment & Development Strategy
LGA	-	Local Government Area
M & E	-	Monitoring and Evaluation
M4D	-	Mobilizing for Development
MDAs	-	Ministries, Departments and Agencies
MDGs	-	Millennium Development Goals
MNCH	-	Maternal and Child Healthcare
MNCH	-	Maternal, Neonatal and Child Healthcare
MOEST	-	Ministry of Education, Science And Technology
MOU	-	Memorandum of Understanding
MSF	-	Medicines Sans Frontiers
MTEF	-	Medium Term Expenditure Framework

MTP	-	Medium Term Planning
MTSS	-	Medium Term Sector Strategy
NAPED	-	National Poverty Eradication Programme
NEEDS	-	National Economic Empowerment and Development Strategy
NEPAD	-	New Partnership for African Development
NGOS	-	Non-governmental Organizations
NIAF	-	National Infrastructure Advisory Facility
NPC	-	National Planning Commission
NPE	-	National Policy on Education
PAC	-	Public Accounts Committee
PATHS	-	Partnership for Transforming Health Systems
PEM	-	Public Expenditure Management
PER	-	Public Expenditure Review
PETS	-	Public Expenditure Tracking Surveys
PFM	-	Public Financial Management
PHCN	-	Power Holding Company of Nigeria
PPEM	-	Participatory Public Expenditure Management
PPFN	-	Planned Parenthood Federation of Nigeria
PRS	-	Poverty Reduction Strategies
PRSP	-	Poverty Reduction Strategy Papers
PSR	-	Public Service Reform
R and D	-	Research and Development
ROT	-	Rehabilitate, Operate and Transfer
RUWASA	-	Rural Water Supply and Sanitation Agency
SBMCs	-	School Based Management Committees
SDSD	-	State Development Strategy Document
SEEDS	-	State Economic Empowerment and Development Strategy
SHAWN	-	Sanitation and Hygiene and Water Supply in Nigeria Programme
SLGP	-	State and Local Government Programme
SLOGOR	-	State and Local Governance Reform
SMEIES	-	Small and Medium Enterprise Investment Equity Scheme
SMES	-	Small and Medium Scale Enterprises
SPARC	-	State Partnership for Accountability, Responsiveness and Capability
SRM	-	Societal Reorientation and Mobilization
SSA	-	State Statistical Agency
SSC	-	State Steering Committee
SSG	-	Secretary to the State Government
STOWA	-	Small Towns Water Agency
SUBEB	-	State Universal Basic Education Board
SUNMAP	-	Supporting Nigeria's Malaria Programme
SWAP	-	Sector Wide Approach
TBL	-	TB and Leprosy Support Programme
TDP	-	Teacher Development Programme
TVIG	-	Tennessee Valley Infrastructure Group
UNDP	-	United Nations Development Programme
UNESCO	-	United Nations Scientific and Cultural Organization
UNICEF	-	United Nations International Children's Education Fund
USAID	-	United States Agency for International Development
VAT	-	Value Added Tax
W4H	-	Women for Health
WB	-	World Bank
WHO	-	World Health Organization
WHO	-	World Health Organization
WINNN	-	Working to Improve Nutrition in Northern Nigeria
WSSSRP	-	Water Supply and Sanitation Sector Reform Programme

CHAPTER 1

Jigawa State

1.1 Location

Jigawa State is one of the thirty-six states of the Federal Republic of Nigeria. It was created on Tuesday the 27th day of August, 1991 through the instrumentality of the *States Creation and Transitional Provisions Decree No. 37 of 1991*. Situated in the North-West Geopolitical Zone of Nigeria, Jigawa State lies between latitudes 11.00°N to 13.00°N and longitudes 8.00°E to 10.15°E. It is bordered by Kano and Katsina States to the west, Bauchi State to the east and Yobe State to the northeast. To the north, Jigawa State shares an international border with the Republic of Niger.

1.2 Topography

The State has a total landmass of 24,742 square kilometres almost all of which is certified to be arable [suitable for both farming and grazing]. Records indicate that Jigawa State has a total Fadama³ (wetlands) of 3,816 square kilometres, equivalent to about 411,337 Hectares (one of the highest in

S/N	Local Government	Area in Hectares
1	Auyo	30,146.00
2	Babura	3,809.80
3	B/Kudu	29,526.13
4	Buji	7,935.36
5	Birniwa	3,097.24
6	Dutse	8,462.34
7	Garki	629.42
8	Guri	54,333.22
9	Gwaram	12,034.55
10	Gwiwa	2,770.30
11	Hadejia	2,686.10
12	Jahun	23,764.01
13	K/Hausa	10,011.00
14	Kaugama	25,042.63
15	Kazaure	6,297.59
16	K/Kasamma	70,932.00
17	Kiyawa	14,829.48
18	M/Madori	7,812.00
19	Miga	32,140.00
20	Ringim	24,805.00
21	Roni	11,989.33
22	Taura	24,023.12
23	Yankwashi	4,260.00
	TOTAL	411,336.62

Sources - JARDA, 2016

the country). This is considered as one of the most valuable treasures of the State being fertile irrigable floodplains suitable for all-year-round agriculture suitable for almost all crops. The land in the north-eastern fringes of the state, particularly Birniwa, Maigatari and Babura Local Government Areas which shares borders with Niger Republic, have characteristics of the arid regions and is constantly under the threat of desertification. The large expanse of shelter belts spanning hundreds of kilometres established along the Nigeria-Niger border is helping to dissipate the threat.

Generally, the topography of the State is characterized by undulating land, with sand dunes (Jigayi – *Singular*: Jigawa - from which the State derived its name) of various sizes spanning several kilometres in some parts of the State. The southern part of Jigawa comprises of the Basement Complex while the northeast is made up of sedimentary rocks of the Chad Formation.

1.3 - Climate

Even though under threat of Global Climate Change (GCC), Jigawa State enjoys still a fair share of all the major natural climatic conditions that contribute to sustainable development - savannah type lands suitable for agricultural development, vegetation, water and sunshine. The State has a tropical climate characterized by two main seasons – the rain season brought by the humid

south-westerly breezes from far away Atlantic coast of West Africa (from May to September), and the “Harmatan” season of dry, dusty north easterly winds of the Sahara desert (from November to April). Maximum temperatures (sometimes up to about 42°C) are recorded between March to September. Lower temperatures (as low as 10°C), especially at night times, are recorded during the Harmatan

³ Ground Date Survey by JARDA,

season, most often during the period between October and February with significant diurnal temperature variation.

Annual rainfall is estimated to be between 600mm to 1,000mm with an average of about 650mm over the last few years. The rains normally lasts an average of five months, May to September at times with few days into October. The relatively short rainy season necessitates subsistence form of farming for the majority of the people. There are, however, huge potentials for all-year round irrigation in the Fadama Lands and flood-plains along the tributaries of Hadejia-Jama'are, Komadugu and Yobe rivers. The main rivers in Jigawa State are Hadejia, Kafin Hausa and Iggi with a number of



Figure 1 – A Boabo Tree – An extensive natural resource commonly found in all parts of Jigawa State (the ancient Kukar Fada in GarunGabas

tributaries feeding extensive marshlands in north-eastern part of the State. The Hadejia–Kafin Hausa River traverses the State from west to east through the Hadejia-Nguru wetlands and empties into the Lake Chad Basin.

There is an abundance of sunshine in the State as the sun shines all year round for an average of 11 hours daily with average insolation of about 5.24 kW/m² per day. This makes solar a very viable alternative source of energy in the state as is evidenced by the recent surge of interest in partnerships⁴ with the State Government towards the establishment of Solar Parks in the State.

In terms of vegetation cover, most parts of the State lie within the Sudan Savannah belt with elements of Guinea Savannah in the southern part. Total forest cover in the State is very much below national average of 14.8%.⁵ Due to both natural and human factors, forest cover is rapidly being depleted, making the northern part of the State highly vulnerable to desert encroachment – the Federal Government's Green-wall project is gradually reversing the trend. The State's vast fertile arable land is such that almost all tropical crops could adapt to, thus, constituting one of its highly prized natural resources. The Sudan Savannah vegetation zone is also made up of vast grazing lands suitable for livestock production. Through the Farmers and Herdsmen Board established by the State Government in 2012 as part of efforts to foster symbiotic relations between farmers and herdsmen as well as mitigate periodic clashes between the two, most of the grazing reserves and stock-routes have been gazetted and developed, including restocking with palatable grasses and wind-powered water schemes. In addition, many encroached grazing reserves and stock routes have been retrieved and restored.

Even though Jigawa State contributes next to nothing to the spectre of global warming through greenhouse gas emissions, Global Climate Change (GCC) is still considered a serious threat to the state's long-term quest for sustainable development. Due to limitations in the adaptive capacity of Nigeria and Jigawa State in particular, the impact of GCC could be devastating as witnessed during the floods of 2012 which severely affected homes and farms in the State. Over the years, the State also had to contend with gully erosion and storm damages. In short, Jigawa State, like the rest of Nigeria, is highly vulnerable to climate change as demonstrated by the impact of the flood disaster, storm damages, and periodic severe weather. These call for more sustainable and comprehensive approach to the State development process and underscores the imperatives for effective coordination. It also calls for adoption and adaptation of systems that would build resilience and engender development along sustainable pathways. The challenge is to ensure that strategies for economic growth are environment-friendly.

⁴ Two MoUs were signed in the last quarter of 2015 between two reputable firms for the establishment of Solar Parks in the State namely Nova Scotia Power Development Limited and Railway Trust Limited

⁵ UNDP 2003 Human Development Report

1.4 Population Dynamics

With about 3.11% of the National population, Jigawa State ranked 8th among the most populous States in Nigeria. The population of the State, based on the 2006 Population Census,⁶ is 4,361,002 of which 50.4% (2,198,076) were males and 49.6% (2,162,926) females. Most recent projections by the National Population Commission put the State's population at about 5,562,000 with similar composition and distribution pattern as reflected in 2006 Census. With an annual growth rate of about 3% and a total fertility rate of about 7.6⁷, the population of the State could be described as "fast-growing". Even though the State is gradually catching up with the phenomenon of urbanization especially in Dutse [the State Capital] and Hadejia, still no less than 70% of the population lives in the rural areas composed of small towns and villages. Over the years, population density has grown from 178 people per sq km in 2006 to almost 225 in 2014. This is even above the average national population density of about 187 people per sq km as at 2014 (up from 139 in 2006). In terms of age distribution, it is estimated that about 42.2% are below the age of 15 years, 49% are between 15 – 59 years while 8.8% are 60 years and above. That means, over 51% of the population are within the age bracket normally classified as "economically inactive". This relatively high proportion of economically inactive gives a dependency ratio of more than unity. In other words, every economically active adult has, on average, more than one dependent person to cater for a life. Life expectancy at birth, based on the national estimates adopted from the 2014 Human Development Report, was 52.5 years [demographically slightly higher for females.]

Survey reports⁸ indicate that almost all households are male headed with an average household size of about 7.2. At the time of 2013 NDHS, almost 90% of the economically active population aged 15-49 were employed majorly in sales, services and skilled manual jobs. This indicates a gradual shift from the predominance of agriculture as the main source of subsistence [70% in 2006] to other forms of self-employment. However, the renewed focus on agriculture as the leading sector of the State's development Strategy by the new Administration, is expected to draw more people back into the agricultural value chain.

1.5 - Human Development Indicators and Poverty Situation

The 2014 United Nations Human Development Report ranked Nigeria 152nd out of 187 countries based on a score of 0.520 on the Human Development Index⁹. Even though there were hiccups in the intervening years, this represent a progress from the position reported in the CDF 1 which was 158th out of 177 Countries with an HDI of 0.47 (2008 Human Development Report). In the same vein, the Human Development Indicators of Jigawa State have appreciated during the period from being among the grimmest in the country in 2007 to an appreciable position. Both outputs and outcomes of Government interventions since the 2008 HDR, indicate significant improvements in the socio-economic living conditions of the people in the State. According to the 2012 Nigerian Poverty Assessment Report,¹⁰ by the National Bureau of Statistics, poverty is still generally widespread in the country with a National Relative Poverty Head count at 69% and an Absolute Poverty Index¹¹ of almost 61%. The poverty situation reported States in the Northwest geo-political zone, to which Jigawa State belongs, as being in a more precarious position. NBS reported absolute poverty incidence in Jigawa State to be about 74.1% down from 90.9% in 2007. While declining, the level is still relatively high- above national average of about 61% and more closer to the worst State (Sokoto with 81%) than to the best state (Niger with about 33%). In terms of the proportion of the population

⁶ Federal Republic of Nigeria Gazette No. 2, Volume 96 of February, 2009

⁷ 2013 NDHS published in 2014

⁸ CWIQ Survey and NDHS 2006 and 2013 respectively

⁹ HDI is a composite index measuring average achievement in three basic dimensions of human development - life expectancy, education and income *per capita*).

¹⁰ National Bureau of Statistics, 2012;

¹¹ Absolute Poverty is defined in terms of the minimal requirements necessary to afford minimal standards of food, clothing, healthcare and shelter.

that could be described as “Core Poor”, Jigawa State ranked among the best 8 States with only about 35.6% in this category. Similarly, in terms of income inequality, whereas it is nationally high and becoming worst (from 0.429 in 2004 to 0.447 in 2010), the income disparity index between segments of the population is less for Jigawa State estimated to be 0.397 in 2010. Whereas almost 10% of the national population was described as “very poor”, less than 5% of the population were classified in the report as belonging to this category in Jigawa State. It is the “moderately poor” that dominates with almost 56% while the rest were either “rich”, “fairly rich” or just plain “poor”. About 8.4% of the population was described as “non-poor” which is at par with States like Niger that has the least poverty incidence.

1.6 - Government

The Government of Jigawa State, in line with the 1999 Constitution, is made up of three arms – the Executive, the Legislature and the Judiciary. The executive arm comprises of the State Executive Council (EXCO) with an elected Executive Governor as its Chairman, the Deputy Governor, Secretary to the State Government, Head of the State Civil Service and Commissioners as members. As of 2015, the State Civil Service is made up of 13 Ministries and about sixty other Agencies consisting of extra-ministerial Departments, Directorates, Parastatals and Commissions (down from almost 100 MDAs as of 2014). Office of the Secretary to the State Government now has only three Directorates and four State Liaison Offices (Kano, Kaduna, Abuja and Lagos Liaison Offices), while Office of the Head of the State Civil Service has two Directorates and the State Manpower Development Institute under its purview.

The State House of Assembly, with its thirty (30) elected members, constitutes the Legislative Arm of government headed by the Speaker, who is elected from among the 30 members. The Deputy Speaker, the Majority and Minority Leaders and Chief Whip are the other Principal Officers.

The third arm is the Judiciary headed by the State Chief Judge who is also the Chairman of the Judicial Service Commission (JSC), which is responsible for the appointment, promotion and discipline of judicial officers in the State.. The Judiciary is responsible for interpreting laws and the administration of justice. A Justice Sector Reform Commission, which is under the Executive Arm, was also established working in collaboration with the Judicial Arm and other relevant agencies within and outside Government to promote the administration of justice in the state with the mandate of ensuring access to the justice by all citizens.

Jigawa State comprises of 27 Local Government Areas, which are divided into 30 State Constituencies, grouped into 11 Federal Constituencies and 3 Senatorial Districts. In line with the provisions of Section 7 (1) of the Constitution, which guarantees the existence of a “system of local government by democratically elected local government councils”, all the 27 Local Governments are governed by elected Local Councils, which comprises of the Executive headed by an elected Local Government Chairman and Unicameral Legislature consisting both of elected and appointed Councillors. Also in accordance with same Section 7 (i), which empowered the government of every state to ensure the existence of the Local Government Councils under a Law, which provides for their “establishment, structure, composition, finance and functions”, the State Government has established the Ministry for Local Government, Local Government Service Commission and the Directorate of Local Government Audit to superintend various aspects of governance at the Local Government level further ensuring their operational efficiency. While there is inter-governmental relations and collaborations between the three tiers of government (Federal, State and Local) in fiscal matters and service delivery among others, Section 55 of part 11 of Jigawa State Local Government Law (2004) has empowered the Local Governments to provide services in several areas including:

-  Primary healthcare services, including maternity centres and preventive health service centres.
-  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), streetlights and drainages.
- ✚ Public housing programmes.
- ✚ Social welfare services (repatriation of destitute and provision of orphanages, destitute homes and infirmaries).
- ✚ Engaging in and facilitation of trading and commercial activities.

This is in line with the provisions of section 7 Sub-section 3 of the Constitution of the Federal Republic of Nigeria, which makes it mandatory for the Local Government Councils to participate in economic planning and development of their respective areas and the state as a whole. It is in this light that Law No. 8 of 2016 was passed resuscitating the “**State Economic Planning Board**” with the mandate to “superintend and co-ordinate development policies of the State”. The socio-economic development services provided by Local Government Councils constitute a major sphere of partnership with the State Government, which is very notable in the operationalization of the State and Local Governments Joint Project Account covering such areas as basic education, primary healthcare services and critical infrastructure provision. It also extends to maintenance and operations in specific areas of public service delivery including urban/small towns water facilities, urban streetlights, security operations, and economic empowerment programmes. These are mostly undertaken through the Local Government Capital Contribution captured in the annual budgets of both State and Local Governments.

1.7 - Traditional Institutions

Traditional Institutions in Jigawa State generally comprise of the Emirates Councils (headed by Emirs or *Sarkin Yanka*), Districts (headed by District Heads - *Hakimai*), Villages (headed by Village Heads or *Dagatai*) and Wards (headed by Ward Head called *Mai Unguwa*). These institutions play significant roles in the overall governance of the State and help facilitate socio-economic development. In fact, these institutions have increasingly been seen as part of the social capital of the society playing religious, social, economic and cultural roles that facilitate the attainment of State’s socio-economic development objectives.

The State Government recognizes the potency of traditional institutions in fostering grassroots socio-economic development, security, mass mobilization and societal reorientation, and empowerment of the people under their domains. The Government has acknowledged the critical importance of incorporating traditional institutions as partners not just in governance, but also in the overall development process in the state. Traditional Institutions are empowered to function as government partners in:

- [i] Fostering peace, social harmony and security within and between their domains;
- [ii] Grassroots mobilization, advocacy and enlightenment of the people on government programmes and policies;
- [iii] Conflict resolution especially between farmers and herdsmen and settlement of other domestic disputes regarding land, marriage, trade, etc.

It is in line with these considerations, that provisions were made under section 62 of part 12 of Jigawa State Local Government Law (2014 amended) formally recognizing the roles of the traditional institutions promoting the socio-economic well-being of the people. Subsequently, Laws establishing Jigawa State Herdsmen Board and the Justice Sector Reform Commission also recognise the role of traditional institutions in line with the three functions listed above.

1.8 - Jigawa State Economy and Development Challenges

A recent report¹² has ranked Jigawa State as the 10th largest non-oil and gas economy in Nigeria with an estimate of Gross State Product of about ₦759 billion [before the GDP rebasing by the National Bureau of Statistics. Another estimate put the State's Gross State Product (GSP) at about ₦800 billion [Economic Associates: Nigeria Economic Outlook, 2012].

The most prominent feature of the economy is the dominance of agriculture and other informal sector activities including agricultural produce & livestock merchandize, small and micro enterprises (SMEs), wholesale and retail and other artisanal trades. The informal sector comprises of approximately 600 businesses, contributes 70-80% of output and employs over 3 million people of which about 50% are women. Government is the largest employer in terms of salaried jobs and the largest procurer of goods and services. The economy mainly comprises SME's and nearly 69% of households are self-employed. According to official estimates, the agricultural sector contributes the bulk of the GSP and engages directly and indirectly more than 70% of the population. Crop production is the dominant agricultural activity and Jigawa State is Nigeria's 7th largest crop producer with an estimated value of ₦644 billion [Economic Outlook Nigeria 2012]. It is among the top three producers of sesame, rice, gum arabic and wheat in Nigeria. It has a vibrant trade sector and a number of specialized markets dealing in large-scale agricultural commodities and livestock merchandizing among which are Sara, Gujungu, Hadejia, Kupsa and Maigatari markets.

Major rain fed crops grown in Jigawa State include millet, sorghum, cowpea, groundnuts, sesame, rice, maize, sweet potatoes, Bambara nuts, water melon, cassava and cotton with a combined annual yield in excess of 2 million metric tonnes . Dry season crops cultivated include tomatoes, pepper, onions, wheat, sugar cane, carrots, cabbage, lettuce, maize and a host of other leafy vegetables. Many farmers also engage in rearing of livestock. Popular livestock species in the State include goats, sheep, poultry and cattle with estimated populations of 2.3 million, 1.8 million, 4.2 million and 1.1 million respectively (JARDA 1993/94 LSR). With over 90% of the State's total landmass is considered arable, Jigawa is one of the most agriculturally endowed States in Nigeria.

The State has deposits of over 10 different kinds of solid minerals in commercial quantities and a relatively small industrial sector largely comprising privatized State Owned Enterprises including Crystal Sugar (yet to be commissioned), a Rice Mill in Hadejia, and Majestic Dairy in Birnin Kudu.

The modern industrial sector is still at an infant stage. SMEDAN estimates the presence of only 14 medium-scale and slightly above 200 small-scale manufacturing establishments in the State. The attempt to fast track industrial development in the State through State-owned agro-allied industries faltered. These included Kazaure Tomato and Citrus Processing Plant, Gumel Flour Mill, Hadejia Sugar Plant, Atafi Rice Mills and Birnin Kudu Dairy Processing Plant all of which were eventually privatized after being moribund for more than a decade. The decision to privatise has resulted in a turn-around for the last two industries while it is expected that on-going resuscitation of Sugar Plant will be completed before the end of 2016. The Export Processing Zone (EPZ) at the border town of Maigatari presents huge opportunities for the development of SMEs and cross-border trade in all goods – including light manufactures and value-added agricultural commodities. Licensed in 2000 by NEPZA, the EPZ covered about 6.5 square kilometres with robust and modern infrastructures to support and sustain light, medium and heavy manufacturing industries targeting the export market. It has 10 pro-type factory buildings, robust infrastructure and efficient utility services which present huge opportunities for the development of small- and medium-scale enterprises. Several years after it was licenced, full potentials of the export processing zone are yet to be achieved as a result of which several options are being considered to make that possible including privatization, lease or concessioning.

The informal sector is vibrant and diverse, with an estimated 500,000 micro-enterprises across all economic activities, engaging more than 3 million people and contributing approximately 70-80% of

¹²Jigawa State Business Environment Reform Improvement Strategy by GEMS III
November 2013

output. The dominant economic activities are agro-allied - including grains and food processing, livestock merchandizing, tanning & leather works, services and trading in household commodities. Other informal sector activities include blacksmithing, tailoring services, auto repairs, metal works, carpentry, dyeing, masonry, quarrying and block/brick-making. The State has a vibrant domestic trade sector, which is predominantly informal, consisting of thousands of 'subsistence enterprises' but with huge contributions to the economy of the state. In addition to those specialized markets at Sara, Gujungu, Maigatari, Kupsa and Hadejia, dealing in large-scale agricultural commodities and livestock merchandizing, there are many other regular daily markets spread across towns and villages in the state. The State has a long history of trade-links with Niger Republic which provides opportunities for cross border trade up to parts of Central Africa. Formal wholesale and retail trade sectors with an estimated value close to ₦10 billion remains largely untapped. [Nigeria Economic Outlook, 2012]

The State has a good investment climate with strong commitment to continuously get it improved to enhance the competitiveness of the State to attract private domestic and foreign direct investments. In addition to the establishment of a one-stop shop for investment promotion (InvestJigawa) backed by Law of the State House of Assembly, there is an efficient institutional support mechanism, which coordinates all investment activities to ensure that investors, both potential and existing receive the best possible support from the Government. The infrastructure in the state is qualitative - a modern ICAO-certified international airport, suitable for both cargo and passenger transportation, over 2000 km of tarred all-season motorable roads traversing all the nooks and crannies of the State and a railway track from Kano passing through about one-third of the Local Governments in the State to Nguru in Yobe State. All these serve to open up the State and improve the ability of firms to access regional and international markets. In addition, there exists other critical infrastructure for economic development such as electricity, and information and communication technology, internet connectivity powered by Galaxy ITT via a broadband network. This provides enormous potentials for effective communication and information management, which are essential for both public and private sector operations. Financial intermediation services have significantly improved over the years through the presence of many commercial banks in the State and the establishment of a branch of the Central Bank of Nigeria in the State Capital. There also exist several microfinance banks that mobilize rural savings and provide finance for entrepreneurs.

While it is widely acknowledged that Jigawa has vast and untapped resources with huge potentials for regional and international commerce and is indeed favoured to play a leading role in the Nigerian economy, there are some key development challenges that could impede on sustained growth and development of the economy. Major development challenges include the following:

First is the demographic challenge. The State has a fairly large and rapidly growing population of slightly above 5 million with nearly 51% or 2.8 million people dependent on the 2.6 million economically active, but not productively-engaged people. While the relative high proportion of youthful population could turn out an economic force that presents vast opportunities for development if effectively developed and harnessed, it nonetheless poses a serious social and economic challenge;

Second is the Poverty and Employment Challenge: High incidence of poverty and youth unemployment has remained a major challenge to development of the State. Even though poverty is gradually declining, the severity and incidence are still high enough to act as constraining factor to the development of the state. Absolute poverty has declined from 90.9% in 2007 to 74% in 2012 with 35.6% classified as 'core poor' [NBS: The Poverty Report]. The NBS has also recorded an unemployment rate of 28.6%, which was much higher than the national average of about 21% with more than 60% of the economically active persons unemployed. The challenge posed by these is largely in terms of the social problems associated with them, the extent of interventions and resources that would be required to contain them and the fact that a vast reservoir of productive forces has continued to remain untapped;

The third challenge is that the economy remains relatively small, undiversified and predominantly informal with thousands of subsistence enterprises. Despite the vast potentials of the Agricultural sector to create forward and backward linkages, most of the economic sectors remain isolated with limited linkages and integration. The capacity of the economy to generate formal, productive employment opportunities is, thus, limited by its size and structure.

Fourthly, the state faces a precarious fiscal position largely due to high dependence on federal transfers for its recurrent revenues with Statutory Allocation and VAT, constituting more than 85%. IGR constitutes an average of about 15% of the Federal Transfers during the period of 2012 to 2016. The level of Capital Investments falls short of the requirement for optimal exploitation of the State's vast natural, human and materials resources.

Various policy initiatives are required to effectively respond to these challenges. These would include the following, among others:

- Stimulating and channelling investments into productive sectors that infuse new resources and bring in new technology and ways of production;
- Igniting the potentials of agriculture and strengthening local resource-base to support light manufacturing in food processing;
- Expansion of investments to maintain existing public infrastructure and build new ones; and
- Improvement of human resource of the state through functional and effective education as well as healthcare services and other economic empowerment initiatives;
- Diversification of the State's revenue base through expansion of the tax base to capture more trades and individuals;
- Improving spending efficiency and reform of the internal revenue generating machinery through greater monitoring and controls using modern technology, financial and accounting methods;

1.9 - Development Partnerships

In its effort to fast-track the socio-economic development of the State, Government has over the years, cultivated and harnessed relationship with various development partners. This is in the spirit of Goal No. 8 of the Millennium Development Goals, which seeks to promote "global partnership for development". For Jigawa State, the primary objective in developing these partnerships is to source for technical assistance and development grants in various sectors. As of 2007, the State's major Development Partner was the UK *Department for International Development* [DFID], which funded some programmes. These programmes include State and Local Government Programme (SLGP) (which was succeeded by SPARC) and Partnership for Transforming Health Systems. These programmes have leveraged on governments' political commitment to institutional and governance reforms. The government developed the Comprehensive Development Framework, which guides the State development process. The document has engendered partnerships with various Development Partners in the State. The UK Department for International Development [DFID] alone has expanded its programme portfolio from four in 2007 to about 17 in 2014. A run-down of the portfolio of the various Development Partners and their respective programmes is provided in the annexures.

CHAPTER 2

Setting the Stage

2.1 - Introduction

Setting the stage for the Jigawa State *Comprehensive Development Framework* is about providing the background upon which the state development trajectory would be charted over the medium-term. As a development strategy document, it is into its second generation. Of necessity, as with the first generation CDF, this second version must also be situated within the context of existing National Socio-economic Development Policies and must also be seen to be in tandem with that.

Setting the Stage is also about:

- a very broad situation analysis looking at the current State of the state's economy in terms of potentials and challenges [inclusive of strengths and weaknesses];
- the overall development policy objectives, priorities and broad strategies;
- the Vision & Mission, and the basic elements in the new CDF Strategic Development Framework.

While some of these would be covered under Chapter 3, "Setting the Stage", will provide the necessary background on how subsequent sectoral policy objectives, targets and strategies would fit into the broad strategic framework of the state development strategy. This chapter also briefly considers national development policy framework and its implication for the growth of the Jigawa State economy. It provides an overview of the State economy and its development challenges. The macro-economic framework, which will guide our projections during the plan period is also briefly outlined.

2.2 - National Development Policy Context

Jigawa State aspires to build a secure and just society with a broad-based, dynamic and competitive economy that ensures the prosperity and well-being of its citizens and secures the future of its children. Flowing from its Mission and Vision as in CDF I, the State envisions to build . . .

"a society full of opportunities, where the people are sufficiently empowered to participate in decisions and processes that affect their lives with an enabling environment for sustainable economic growth and human-centered development".

As a federating unit of Nigeria, the State recognises that its economic growth prospects [and hence its success in realising its vision] is inextricably linked to the dynamics of the national economy and beyond. In other words, the interplay of exogenous variables at the national and international levels affects its development. For instance, the State's dependence on the Federation Account for the financing of its budgets is still significant and because oil revenues account for a large proportion of inflows into the Federation Account, changes in the variables that affect production and prices of crude oil will have direct implications on State finances. In the same vein, the fiscal and monetary policies of the Federal Government also directly affects the State through their impact on the national macroeconomic environment. Interest & exchange rate regimes; taxes & trade policies; the scope and pattern of Federal Government expenditure, all combined to affect inflation, employment, investment flows with far-reaching implications on the economic development policies of the States.

The Nigerian Government seeks to position the nation amongst the top twenty economies globally. It also seeks to create a 'sound, stable and globally competitive economy with a GDP of not less than \$900 billion and a per capita income of not less than \$4,000 per annum' by the year 2020. Within this context, the prospects for the State to experience accelerated growth is also high. Notwithstanding the emergence a new Federal Government with a new ruling party, it is envisaged that Nigeria's economic vision will generally reflect the broad principles of Nigeria Vision 20:2020 which include:

- i. Active support to the private sector as ‘engine of growth of the economy’ by creating an enabling environment to improve competitiveness of private domestic and foreign direct investment;
- ii. Rapid growth of the real sectors of the economy notably agriculture, solid minerals, and manufacturing [including micro, small and medium scale enterprises (MSMSEs)];
- iii. Reduction in infrastructure deficit to support the full mobilization and regeneration of the economic sectors;
- iv. Promotion of social development through increased investments in human capital development including social investments that enhanced the prospects for achieving the SDGs;
- v. Reform of institutions in order to deepen transparency, accountability and rule of law and guarantee adequate security of lives and property for Nigerians

These envisioned a diversified economy with a mix of outputs from a ‘technologically- enabled agriculture’, a ‘vibrant & globally competitive manufacturing sector’ and a modern services sector. To achieve sustainable economic growth, both the national strategic development framework and the State’ CDF II would be aligned with the Sustainable Development Goals (SDGs) as already adopted by the Federal Government.

For Jigawa State, operating within the national development policy framework would imply active support for private sector-driven inclusive economic growth based on a high-value agriculture sector; strengthening and promoting local resource-based MSMSEs developed along the line of agricultural value-chain; building an investor-friendly climate that would facilitate and channel investments into productive sectors of the State; promoting human resource development and the strengthening of institutions. Overall, CDF II would ensure good synergy between the State Development Policy & Strategy and the National Strategic Economic Policy direction.

2.3 – Macroeconomic Framework

The success of the national [and by extension, State] development strategy is hinged on its ‘fit’ with a healthy global economy, which in turn affects the stability of the domestic macroeconomic environment. Nigeria faces a challenging global economic environment on account of the uncertainties in the oil market and will be forced to take tough economic decisions in the years ahead. Oil prices have slumped more than 50% since June 2014 to less than US\$30 a barrel in the first quarter of 2016. With slowdown in major global economies [US and China] and stagnation in Europe and Japan, oil prices are forecast to remain depressed and may be fluctuating around US\$40-50 in the medium term. Nigeria’s export earnings and local revenues are already affected by the turbulence in the global crude oil market as well as stability in the oil-producing regions. A prolonged and deeper oil crisis could indeed be disastrous for the national economy.

The macro-economic projections for the national economy are depicted in Table 1 below. This is largely drawn from the 2016 – 2018 MTEF and the IMF’s World Economic Outlook (January 2016). A general decline in the real growth rates of economic activity in both the oil and non-oil sectors are expected. GDP growth rate was revised downwards from 5.5% to 4.37%. The IMF is less optimistic and projects a growth rate of 4.1% in 2016. This pessimism was hinged on the anticipated continued decline of commodity prices, weaker global economic growth prospects and its impact on the domestic economy. Late in 2015, the CBN devalued the currency by approximately 8% from ₦155 to ₦168 to the US\$ and hiked its benchmark interest rate to 13% in order to reduce pressure. By early 2016, the Naira trades at a record low of N275/\$ in the open market and there are signs that it could go even lower in the months ahead with the persistent call for further devaluation or adoption of a “flexible” exchange rate regime. This is because Nigeria’s ability to defend the Naira is weakened by the continuous depletion of its foreign reserves; as export earnings continue a downward trend; and the domestic economy continue to be import-dependent. Inflation is forecast to increase from its current level of 9%. A persistent depreciating value of the Naira, high interest rates and likely increase in public expenditure are certain to exert pressure on domestic prices, including wages and salaries.

The government's earlier expectation to maintain the trend of a single digit inflation figure seems no longer feasible.

Lower oil prices in the international markets will adversely affect federally collectible revenues and by extension, the quantum of what goes to the States and Local Governments. Last Quarter of 2015 FAAC disbursements are down by more than 40% from 2014 when oil prices hovered above US\$100 per barrel. Consequently, Federal Transfers to the States and LGAs could decline by as much as 50% to 60% in 2016 relative to 2014 if the turbulence in the international oil market persists.

Item	MTEF		Medium-Term Projections [revised]		
	2015	2016	2017	2018	2019
National Inflation	8.00%	10.00%	12.90%	11.90%	10.00%
National Real GDP Growth	7.20%	5.00%	3.00%	4.30%	5.00%
State Inflation					
State Real GDP Growth					
State GDP Actual					
Oil Production Benchmark (mb/d)	2.50	2.20	1.80	2.20	2.40
Oil Price Benchmark (US\$/barrel)	80	38	42.5	50	52
NGN:USD Exchange Rate	160	197	300	300	290

Sources: Federal MTEF and State Projections

2.4 - Fiscal Framework

Fiscal operations in the state are largely a function of the national macroeconomic environment determined by exogenous variables. Nonetheless, within limits, the State Government operates policies that influence fiscal performance within its domain. As highlighted under the National Macroeconomic Framework, Nigeria's fiscal profile was characterized by the dominance of oil revenues as a major source of income of government and a source of foreign exchange for the economy. By extension, revenue receipts into the Federation Account on which most State depends to finance their expenditure programmes is also largely accounted for by the same oil revenues. This, as stated earlier, is continuously affected by the volatility in international oil market and domestic production levels. This is demonstrated by the recent oil price slumped from over US\$140 per barrel in 2014 to less than US\$30 in early 2016 – largely due to the vagaries of market forces and international oil politics. By extension, the over-dependence of the State on the Federal Statutory Allocations makes it vulnerable to the precariousness of market forces of international demand and supply. In the face of rising government expenditure profile occasioned by rising personnel cost and need for sustained capital investment for both social and economic infrastructure, Government would pursue a number of fiscal strategies that would affect both the revenue and expenditure components of its fiscal profiles. Government would continuously explore alternative means of expenditure financing while at the same time improving its revenue generation mechanisms. A number of measures would also be instituted to improve the efficiency of Government spendings.

In the light of the foregoing, the State's fiscal policy objectives over the medium term would include:

- I. The promote of sound public expenditure and financial management system for enhanced performance and sustained progress in overall socio-economic development of the State. This would entail enforcement of budget realism, strategic prioritization and rational resource allocation; and strict adherence to 'due-process' in budget execution. Performance indicators would include among others annual actual budget out-turns for both revenue and expenditure, recurrent-capital expenditure ratios, and allocation to priority sectors, ;
- II. The diversification of the State's revenue base and the improvement of the efficiency of revenue collection process in order to reduce over-dependence on the federal transfers. Gradually over the years, the proportion of internally generated revenue to federal transfers is steadily

increasing – from 15% in 2014 to 17% and 31% in 2015. The objective is for this proportion to rise to about 40% by 2018. Emphasis will be on increasing the proportion of non-tax revenues in budget financing, exploring development grants from various sources and appropriate deficit-financing tied to selected capital investments;

- III. Ensuring sustainable debt profile. While deficit financing remains an alternative means of funding the budget, it is the objective of the State Fiscal Policy to pursue this within a sustainable debt profile. Based on DMO data, Jigawa State is one of the least indebted States in the federation. As at December, 2014, the total External Indebtedness of all the 36 States and FCT was about \$3.26 billion while that Jigawa State was about \$3.57 million accounting for only 0.37% of the total. This is significantly below the average share for all the States, which was 0.97%. Also as of 2014, this total debt stock accounted for less than 1% of the total approved recurrent revenue estimates of the State. The low debt profile potentially gives the State a high credit rating in the capital markets. The stock of foreign (external) debts is made up of concessional loans from multi-lateral development partners including the IDA, AfDB and IFAD. The domestic (internal) debt is only with respect to contractual liabilities on on-going capital projects. The Federal Mortgage Loan is considered as self-liquidating as it tied to owner-occupier housing scheme.

A major challenge is therefore, to evolve a financing strategy that progressively enhances fiscal independence for the funding of the annual budgets. Achieving long-term financial viability remains a strategic objective of the State Government. Despite the challenges, it is envisaged that economic diversification and increased private sector investments in other productive sectors of the state's economy would lead to an expansion of the State's GDP. A major challenge to be addressed is to maintain a balance between social and economic investments. Government would ensure continuous

Key Broad Fiscal Targets	
i.	Maintain a minimum level of capital expenditure of 50% in the budget
ii.	Increments in personnel expenditure of no more than 5% annually;
iii.	Limited annual growth in overheads expenditure (not more than 2.5% annually);
iv.	Certain parastatals set to become self-financing (at least 5 to 10 Parastatals between 2017 – 2020)
v.	Long term target of IGR covering government overhead spending.

delivery of affordable public services that contribute to pro-poor growth and development and the attainment of the SDGs. To respond to these challenges, the PSR and PFM Reforms initiatives would continue to encourage conscious efforts to:

- Maintain salary costs at sustainable levels.
- Ensure greater efficiency and prudence in resources management.
- Ensure realism in resources projection while not underestimating existing potentials and opportunities
- Improving public spending efficiency and maintaining healthy capital and recurrent mix in public

expenditure;

To gradually improve fiscal self-reliance in particular, initiatives and reform measures would be evolved including:

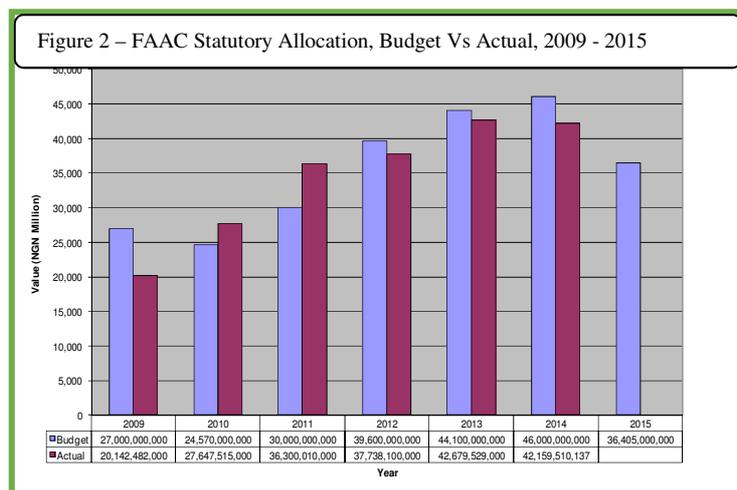
- i. Strengthening the capacity of the Board of Internal Revenue to generate more revenues effectively and efficiently from existing and new sources. This would include institutional and administrative reforms; improving technical and operational efficiency; capacity building for staff to expose them to modern tax assessment and collection techniques;
- ii. Evolving more efficient revenue collection and accounting mechanisms and procedures, appropriate adoption of the Treasury Single Accounting (TSA) for revenue collecting entities and investing in relevant technology to support efforts on improved tax collection system;
- iii. Improving taxpayer compliance: The strategy for engendering taxpayer response would involve building public trust and social contract linking revenue generation to specific public service delivery in key areas such as health, education, water supply and infrastructural development. This would involve sensitization, advocacies and moral-suasion;
- iv. Broadening of the State's resource horizon by exploring other sources of finance such as the domestic capital market and the international development finance institutions including

- long-term credit facilities from regional and international development finance institutions such as the Islamic Development Bank;
- v. Pursuit of Public-Private-Partnership (PPP) as alternative means for resources mobilization in some selected sectors. This will also engender private sector participation in development financing particularly for infrastructure and public services of commercial orientation.

2.5 - MTEF and the Annual Budget Process

As part of the Planning and Budget Process, The Medium Term Expenditure Framework is produced annually on the basis of the Global and National Macroeconomic Frameworks as well as other national and local fiscal consideration. The main purpose of preparing the MTEF includes having a medium-term outlook in preparing the annual budget and most importantly ensuring that there is fiscal realism and strategic resource allocation in the process as to sustainably deliver both the medium and long-term development objectives of the State as contained in its development plan. In essence therefore, the MTEF provides the link between the expenditure allocations in the budget in accordance with policy priorities and the fiscal projections necessarily required to achieve budget realism and fiscal discipline. The MTEF also ensures that the planning and budgeting process in the state is comprehensive, realistic, policy-based and outcome-oriented which is a primary objective of public expenditure and financial management. The MTEF process involves the preparation of a 3-part document including:

- i. A historical Economic and Fiscal Update (EFU) which largely presents data and analysed information on the economic and fiscal situation at the global and national level as to provide the context for fiscal and macroeconomic assumptions and projections;
- ii. A forward looking Fiscal Strategy Paper (FSP) which provides justification for the actual medium-term for projections for major Revenue and Expenditure aggregates leading to sectoral resource allocation in accordance with policy priorities. In addition to setting fiscal targets, the FSP also identifies fiscal constraints with an assessment of the fiscal risks;
- iii. The BPS provides the policy thrust of budget and ensure that resources are allocated in the annual budget in line with policy objectives and priorities of Government.



The EFU-FSP-BPS thus generally informs the MTEF Process and essentially serves as the basis for resources estimation and allocation over the medium term.

2.6 – Indicative Resources Projection and Allocation

The main sources for financing key initiatives in the CDF in the medium term include internally generated revenue (IGR), statutory allocation from the Federation Account, VAT, State/Local Government Joint Project Funding and contributions from development partners through grants

and exploration of appropriate deficit-financing options. In the light of foregoing review of the national macroeconomic and fiscal frameworks and how that affects the fiscal performance at the State level, an indicative medium-term resources projections and sectoral allocations is produced as a guide to sectors. This is based on a number of fiscal policy statements, targets and assumptions. The Fiscal Policy Statement is based on the objective of the State's Economic Planning and Fiscal Responsibility Law which advocates "sound Public Expenditure and Financial Management in the state" to be achieved through:

- i. Aligning state government's income and expenditure by keeping spending limits within the dictates of available resources and within a fiscally sustainable debt position;
- ii. Enhancement of fiscal self-reliance through expansion of the State's internal revenue generating capacity;
- iii. Achieving favourable balance for capital expenditure by restraining the increasing trend in recurrent expenditure;
- iv. 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
- v. Ensuring strict adherence to 'due-process' in budget execution as well as accountability, transparency and prudence in the entire public financial management process.

The indicative medium-term fiscal framework for the period 2016-2020 and sectoral resources allocation are presented in the table below:

Table 3 - Resources Allocation Framework for MTSS and Annual Budgets						
2015- 2016 Actual Proportions of Total Budget and 2017 - 2019 Indicative Sector Envelops						
No.	Sector	Proportions of Total Budgets (%)			2018 - 2020 Indicative Proportions	Priority Level
		2015	2016	2017		
1.	Economic Development Sector	26.0%	29.8%	25.7%	30.0%	Very High
1.1	Roads & Transport Development	21.0%	20.6%	17.4%	19.0%	Very High
1.2	Agriculture	2.8%	6.1%	5.3%	6.5%	Very High
1.3	Commerce and Industry	1.1%	1.6%	1.6%	2.0%	High
1.4	Rural Electrification (Energy)	0.5%	0.6%	0.8%	1.0%	Normal
1.5	Economic Empowerment	0.6%	0.9%	0.6%	1.5%	Very High
2.	Social Sector	48.3%	46.5%	49.3%	48.0%	Very High
2.1	Education	34.5%	31.7%	35.1%	30.0%	Very High
2.2	Health	12.1%	12.5%	12.6%	15.0%	Very High
2.3	Women and Social Development	0.6%	1.3%	0.9%	2.0%	High
2.4	Information, Culture and Sports	1.1%	1.0%	0.8%	1.0%	Normal
3.	Regional Development	7.7%	7.1%	8.8%	8.0%	High
3.1	Environment	1.1%	0.7%	0.5%	1.5%	High
3.2	Water Supply	3.8%	3.7%	5.9%	4.0%	High
3.3	Urban & Regional Development	2.8%	2.7%	2.3%	2.5%	Normal
4.	General Admin Services	18.0%	16.6%	16.2%	14.0%	Normal
4.1	General Administration	14.8%	10.5%	10.7%	11.0%	Normal
4.2	Justice Sector	1.7%	2.8%	1.4%	2.0%	Normal
4.3	Other CRFs (Statutory Transfers)	1.1%	1.1%	3.4%	1.0%	Normal
4.4	Contingency and Stabilization	0.4%	2.2%	0.7%	2.0%	Normal
Total:		100.0%	100.0%	100.0%	100.0%	

Table 4 - 2017 - 2019 Fiscal Framework

Macro-Economic Framework Item	2015 Approved Estimates	2016 Approved Estimates	Medium-Term Projections		
			2017	2018	2019
National Inflation		10.50%	12.90%	11.90%	10.00%
National Real GDP Growth		5.50%	3.0%	4.3%	5.0%
Oil Production Benchmark		2.200	1.800	2.200	2.400
Oil Price Benchmark		55	42.5	50	52
NGN:USD Exchange Rate		197	300	300	290
Fiscal Framework [COMMON FUNDS]					
Recurrent Revenue	2015	2016	2017	2018	2019
Statutory Allocation	36,405,000,000	33,340,000,000	38,504,000,000	47,596,000,000	51,803,000,000
VAT	12,167,000,000	11,355,000,000	9,404,000,000	9,707,000,000	9,918,000,000
IGR	8,048,000,000	14,067,000,000	12,439,000,000	13,683,000,000	15,051,000,000
Excess Crude and Other Transfers	8,100,000,000	4,400,000,000	4,000,000,000	6,000,000,000	6,000,000,000
Recurrent LGA Grants [LEAs]	14,987,000,000	16,787,000,000	15,480,000,000	15,870,000,000	16,266,000,000
Recurrent LGA Grants [60% PHCDA Personnel]	1,793,000,000	1,788,000,000	1,937,000,000	1,976,000,000	2,016,000,000
Total Recurrent Revenue	81,500,000,000	81,737,000,000	81,764,000,000	94,832,000,000	101,054,000,000
Stabilization, Planning Reserve & Contingency	385,000,000	2,442,000,000	888,000,000	1,200,000,000	1,800,000,000
Retained Revenue	81,115,000,000	79,295,000,000	80,876,000,000	93,632,000,000	99,254,000,000
Recurrent Expenditure					
Public Debt Charges [CRFC]	300,000,000	2,970,000,000	3,540,000,000	3,610,000,000	3,680,000,000
Pensions & Gratuities [CRFC]	680,000,000	700,000,000	675,000,000	625,000,000	600,000,000
Other CRFC	1,505,000,000	1,545,000,000	1,545,000,000	1,560,000,000	1,575,000,000
Total CRFC	2,485,000,000	5,215,000,000	5,760,000,000	5,795,000,000	5,855,000,000
Personnel Costs (State MDAs)	21,242,500,000	22,283,000,000	22,097,000,000	22,540,000,000	22,991,000,000
Personnel Costs (LEAs)	14,987,000,000	16,787,000,000	15,480,000,000	15,870,000,000	16,266,000,000
Overhead Costs	19,745,500,000	18,693,000,000	18,159,000,000	18,613,000,000	19,078,000,000
Sub-Total [Personnel and Overheads]	55,975,000,000	57,763,000,000	55,736,000,000	57,023,000,000	58,335,000,000
Total Recurrent Expenditure	58,460,000,000	62,978,000,000	61,496,000,000	62,818,000,000	64,190,000,000
Transfer to Capital Development Fund	22,655,000,000	16,317,000,000	19,380,000,000	30,814,000,000	35,064,000,000
Capital Receipts					
Transfer from Gen. Reserves & Fed. Stab.	750,000,000	15,760,000,000	15,776,000,000	3,000,000,000	2,000,000,000
Internal and External Loans	2,100,000,000	14,000,000,000	4,750,000,000	5,000,000,000	5,000,000,000
Non-discretionary CBN Loan	-	-	4,400,000,000	-	-
Capitalised Reimbursements	5,200,000,000	10,720,000,000	1,492,000,000	5,000,000,000	4,000,000,000
Local Government Capital Contributions	6,000,000,000	6,000,000,000	4,800,000,000	5,200,000,000	5,200,000,000
State University Contribution LGA Contribution [2%]	747,000,000	485,000,000	495,000,000	545,000,000	600,000,000
Other Non-discretionary Capital Receipts / Grants	3,653,000,000	8,528,000,000	16,393,000,000	15,000,000,000	15,000,000,000
Total Capital Receipts	18,450,000,000	55,493,000,000	48,106,000,000	33,745,000,000	31,800,000,000
Capital Expenditure	41,105,000,000	71,810,000,000	67,486,000,000	64,559,000,000	66,864,000,000
Total Budget Size [Expenditure]	99,950,000,000	137,230,000,000	129,870,000,000	128,577,000,000	132,854,000,000
Total Budget Size [Revenue]	99,950,000,000	137,230,000,000	129,870,000,000	128,577,000,000	132,854,000,000
Budget Position	-	-	-	-	-
Capital Expenditure Ratio	41.1%	52.3%	52.0%	50.2%	50.3%

CHAPTER 3

The Strategic Development Framework Medium Long-term Development Perspectives

3.1 - Introduction

The concept of Comprehensive Development Framework (CDF) as a development approach long ago adopted by the World Bank encompasses a set of principles that guide the development process. It emphasizes the "interdependence of all the key elements of development—social, economic, structural, human, environmental, governance, and financial"¹³ with high premium placed on pro-poor, inclusive and sustainable economic growth that takes human development as its core. While a "CDF" advocates holistic long-term vision that is homegrown, it also sets medium term outlook for all the key elements [sectors] of the development framework. Therefore, as a Development Strategy, the Jigawa State CDF is an amalgam of Long-term and Strategic Planning with a medium-term outlook. As a strategic plan, the CDF involves a systematic process of envisioning a desired future with clearly defined policy objectives and a sequence of actions or strategies expected to deliver a set of "smartly" defined targets. As a 'Long-term' plan, the CDF is contextualized within the historical development process of the State taking into account existing potentials and opportunities as well as prevailing threats and challenges. Within the medium-term outlook, specific targets are pursued which are annually assessed on the basis of some key performance indicators largely through the medium of the MTSS Process.

This chapter presents that holistic socio-economic development strategy which provides the framework and roadmap for the long-term development of the State. The CDF II guides both the short and medium-term State development plans ensuring effective linkage to the budget through a Medium Term Sector Strategy [MTSS] with sufficient flexibility to respond to emerging needs, challenges and exigencies. As a prelude to the conceptual framework of the development strategy, the section also provides a brief review of the development process of the State since its creation [as captured in CDF I], the overall development objectives and priorities, as well as its mission and vision.

3.2 - Developments Since the 1990's

Though richly endowed, Jigawa State was created from the least developed part of Kano State. At the time of its creation, its economic base was weak while infrastructural facilities were grossly inadequate to support smooth take-off and sustained development. Coupled with a weak institutional capacity for planning, this undermined the laying of a solid foundation for its rapid development. The Jigawa State Development Strategy (SDSD) published in 2005, was the first attempt at providing a comprehensive development blueprint for the State. Until then, the development process, more or less, relied more on short-term traditional ways particularly the annual budgets and rolling plans which were not informed by any long-term vision.

The advent of democracy in 1999 was supposed to be a turning point in the development process of the state as an elected government was ushered in supposedly with a vision for the development of the State. This raised the hopes for improvement in directing the affairs of the State to levels of reckoning at both national and international arena. The Government at that time, made a clear policy statement, which was to pursue programmes anchored on a coherent policy of economic empowerment through income and employment generation using the tripod of agriculture, industry and information technology. This policy was pursued alongside other social development and poverty alleviation programmes, such as education, health, water supply, cooperatives and entrepreneurship development. Some of the strategic changes ushered in by the new Government in 1999 included:

¹³ World Bank Comprehensive Development Framework,
http://web.worldbank.org/archive/website01013/WEB/0__CO-14.HTM

- Decentralization of Government structure through the relocation of some agencies outside the State capital supposedly to broaden the presence of government by taking services of the relocated agencies directly to the grassroots and boosting economic activities there;
- “Right sizing of the civil service” to tackle the perceived problem of an over-bloated civil service with a bottom heavy structure which gave birth to the Millennium Village Commission;
- Establishment of “development corridors” to enable concentration of development efforts along identified areas.

These policy prescriptions fell short of a comprehensive development framework and after eight years of experimentations they failed to produce the desired effect in developing the state economically and socially. Subsequently, the State Development Strategy Document was developed [popularly known as SEEDS] and from it several programmes were initiated with the sole aim of empowering the people. Such programmes included:

- Cash crop production programme with emphasis on sugar cane, cotton, gum-Arabic, mangoes and sesame seeds;
- Establishment of skill acquisition centres in different locations in the State for economic empowerment particularly among youths and women;
- Establishment of the Maigatari Border Free-trade Zone to boost trade and provide employment opportunities;
- Pursuit of information Technology and Communication drive to promote an Internet Access Broadband Project.
- Pursued reforms in Governance aimed at improving the efficiency and effectiveness of government operations.

However, a combination of false starts and ineffective implementation of the budgets prevented these initiatives from making the desired impact on the socio-economic development of the State. Then came the CDF.

3.2 - Overview of the Performance under CDF I

The CDF, prepared through an all-inclusive process involving all stakeholders in the state, was adopted by the State Executive Council and subsequently by the State House of Assembly, as the overarching State Policy Document that should serve as a roadmap for the socio-economic development of the state. The document defines the Socio-economic Development and Reform Agenda of the Jigawa State Government with clearly defined sectoral priorities, policy objectives, targets and the strategies for their attainment. While essentially a medium term development policy document, the CDF outlines a Vision and Mission and goes further to state a long-term perspective to the development of the State. More importantly, it recognizes Governance and Institutional Reforms as central to attainment of the overall State Development Objectives and outlines an approach for improving and institutionalizing them. Key reforms areas identified included Public Expenditure & Financial Management [including public procurement] and other Public Service Institutional reforms [including human resources development]. To make the CDF a reality, it comes with an implementation / M & E frameworks premised on medium-term sector plans (MTSS), the annual budget and annual sector performance reviews.

Consequently, within the context of the CDF, gradual institutionalization of the medium-term approach to the annual budget process was achieved in nine key sectors namely Education, Health, Agriculture, Environment, Water & Sanitation, Commerce, Critical Infrastructure, Economic Empowerment and Women & Social Development. In addition, Governance Reforms initiated through

the CDF has helped improve the approach to the annual budget process with greater fiscal discipline. The budgets become more policy-based, comprehensive and conceived in a manner that ensures strategic prioritization in resource allocation. In terms of challenges, while there was significant progress in capacity across MDAs, momentum need to be sustained for MDAs to take greater control and ownership of the reform process particularly with regards the MTSS and the annual SPRs. As regards M & E, which is crucial in evaluating sectoral performance, institutional and human resources capacities need be further strengthened at both at the center and within the sectors.

While there have been challenges, almost six years of CDF implementation has led to numerous success stories in the socio-economic development of the state. Budget implementation during the period of 2008 to 2015 have, relatively, been very successful. Many of the outputs, outcomes and impact of Government programmes were very evident in most of the sectors and in all the nooks and crannies of the state with no stone left unturned in the socio-economic transformation process of the State. Service delivery across all sectors witnessed appreciable improvements. Indeed the 2015 Citizens' Perception Survey (CPS) independently conducted on behalf of the UK Department for International Development (DFID) has reported that "the level of satisfaction related to government service delivery in Jigawa by June 2015 was (relatively) high between 65.7% and 75%"¹⁴. Between 70% and 75% of the respondents to the CPS survey perceived schools as being "affordable, safe, having competent teachers and providing good quality education". Similar complimentary remarks were made for the health sector and security while the level of public satisfaction with regards to roads maintenance was relatively low.

3.3 - Vision and Mission Statements

Generally, Mission and Vision statements reflect societal aspirations in addition to giving the society and its leadership a sense of direction. In particular, for those at the helm of affairs, these statements represent their aspirations, goals and targets and serves as a constant reminder of their responsibilities. A UNDP-supported survey on the peoples' vision of development in Jigawa State in 1997, suggested that the overwhelming desire of the people is a society in which access to basic necessities of life is guaranteed including, in particular, food, healthcare, education, safe drinking water, electricity, shelter, gainful employment, equity and justice, and freedom. Similar aspirations were expressed in the Focus Group Discussions (FGD) conducted in 2008 for CDF I. Testimonies of the *Talakawa Summit* [the Jigawa version of "Voices of the Poor"] held in October 2007 affirmed this. The 2014 FGDs on CDF II re-echoed these sentiments with more additional concerns including security, guaranteed access to qualitative public services, job creation, entrepreneurs, socio-economic empowerment of women, and agricultural support services. From the 1997 survey on "Peoples' Vision of Development" through the Focus Group Discussions of 2008 and 2014, the Talakawa Summit, Town Hall meetings and Civil Society Workshops, a consensus has emerged as to what should constitute the Vision and Mission Statements of Jigawa State as captured below:

THE VISION

To be a secure and just society, full of opportunities, where the people are sufficiently empowered to participate in decisions and processes that affect their lives with an enabling environment for sustainable growth and development

THE MISSION

To promote a sustainable and socio-economically developed state through exemplary and transparent leadership, provision of social service through strong and functional institutions and the development of physical infrastructure based on broad participation by the people

¹⁴ Citizens' Perception Survey 2015, Jigawa State Report, ECORYS and Philips Consulting for UK Department for International Development (DFID), Abuja, January 2016

3.4 - Overall Development Policy Objectives and Priorities

Consistent with the State Vision and in line with constitutional provision that *“the security and welfare of the people shall be the primary purpose of government...”* the primary and strategic objective of the Jigawa State Development Strategy is through the pursuit of policies that not only guarantee economic growth but also ensure sustained progress in the improvement of basic human development indicators. Accordingly, the strategic objective of the Jigawa State Government as outlined in the CDF I would be continuously pursued under CDF II. It will entail addressing critical areas of human development and opening up new frontiers of an inclusive economic growth. Achieving these strategic objectives would also require the attainment of higher growth rates in the outputs of the ‘real sectors’ of the State’s economy such as agriculture and small-scale enterprises. More capable and productive human resources will also be required. At the core of CDF II, is also the primary objective of ensuring that the seventeen goals of the Sustainable Development Goals (SDGs) are appropriately integrated into all sectors. This is based on the fact that the seventeen Sustainable Development Goals perfectly fits with State development priorities. Achieving the SDG targets would be delivering the CDF II outcome targets particularly with regards to eradicating poverty in all its ramifications; ensuring food security with improved nutrition; promoting sustainable agriculture; ensuring healthy lives and well-being for citizens across all age groups and ensuring inclusive and equitable quality education that promote lifelong learning opportunities for all. Furthermore, in the spirit of these goals, **“Local Governance, Mobilization and Community Development”** would be an important feature of CDF II. The medium term policy priorities that would facilitate the attainment of these objectives include:

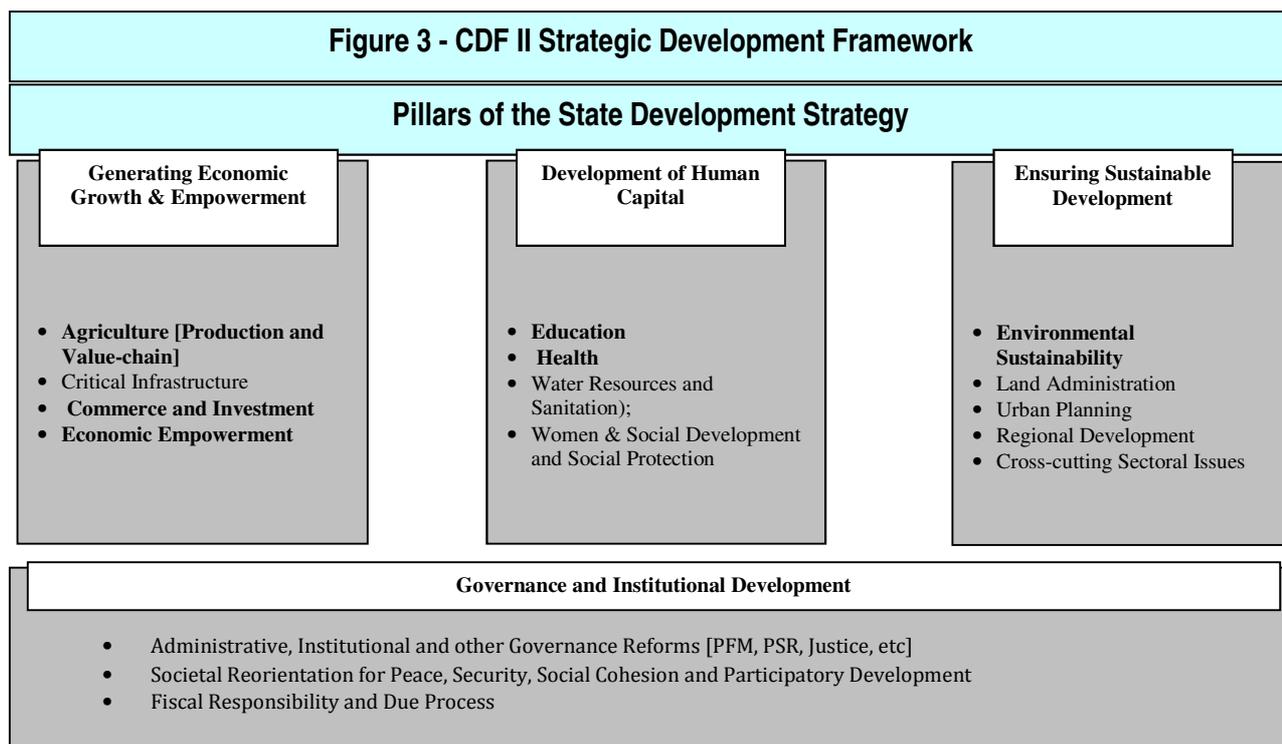
- i. Continuous improvement in the Human Development Index of the populace ensuring that more people, both men and women, are socio-economically empowered living a decent standard life. This would involve continued access to quality education in an equitable manner; access to affordable, effective and efficient healthcare services; and pursuit of other social welfare programmes within the framework of inclusive socio-economic development;
- ii. Improvement in the Business Environment and Investment Climate to engender expanded role of the private sector in growing the state's economy. This would involve continued provision of robust and functional physical infrastructure [including roads and transportation, Information & Communication Technology (ICT)]; active support to the private sector to attract private domestic and foreign direct investment; as well as Business Development Support services for Micro, Small & Medium Scale Enterprises;
- iii. Promoting rapid growth of the real sectors of the state's economy notably agriculture and MSMS Enterprises both of which are critical in jobs & wealth creation and sustainable reduction in poverty among the populace. While agriculture is necessary in achieving food security, it is also the major life-line in growing the state's economy through the MSMS Enterprises. Focus would include both food / cash crops production and livestock development;
- iv. Pursuit of targeted youths and women empowerment and other poverty reduction programmes in a gender conscious and socially inclusive manner. This would also entails the integration of social protection policies and community mobilization into the overall development framework;
- v. Pursuit of governance reforms to deepen transparency, accountability and effectiveness of public institutions;
- vi. Promote cohesion and harmony across the social strata;
- vii. Guarantee adequate security of lives and property; and ensure improved and responsive public service delivery.

3.5 - The Conceptual Framework and Pillars of Development Framework

The CDF II takes as its core the transformation of society in the true spirit of human development. It is comprehensive enough to provide a roadmap for economic growth accompanied with a plan for sustained progress on human development such that, in the spirit of equity and justice, the benefits of growth are widely distributed among the population. Consequently, CDF II is designed to ensure progress in the people's per capita income is achieved. It provides a framework for supporting growth in the total outputs of the state's economy and progress in Human Development as measured by such indices as life expectancy, literacy level, mortality rates, and other poverty indices. In addition, the CDF II, would serve other economic and fiscal management purposes such as:

- Providing a framework for effective coordination at various levels - between government agencies, between different levels of government, between public and private sector and between the government and development partners;
- Consolidating the consensus among the various segments of the society on the broad vision of the state over its short and medium term development strategies and means of actualising that vision;
- Ensuring that the medium-term plans and budgets are realistic and evidence-based, informed by clearly defined sectoral policy objectives, "smart" targets, coherent strategies for the attainment of those targets, strategically prioritised programs and projects and pragmatic implementation plans;

The objective of the CDF II Conceptual Framework is to set out the context and logic of the development strategy - defining its various constituents together with their linkages. Accordingly, the State CDF's structure highlights both the superstructure and the main pillars of the development process. These take into account the state's comparative advantage, its priorities and the governance environment within which the forces of development interact to produce the desired outcome and impact. The three pillars of the State Development Strategy are built to "Generate Economic Growth and Empowerment", "Develop Human Capital" and "Ensure Sustainable Development". Within each pillar, there are "Lead Sectors" as reflected in the diagram. Agriculture, Commerce & Investment leads the Economic growth pillar; Education and Health leads the Human Development Pillar; Environment leads the Sustainable Development Pillar.



3.5.1 - Generating Economic Growth Pillar

Improving and sustaining the output of an economy and people's per capita income necessarily requires sustained growth in the real sectors. This means growth in the outputs of such sectors as Agriculture and MSMSE. In the same vein, peoples' capacity would have to be developed by providing the required skills to enhance productivity in all sectors including the Service Sectors. This pillar places high premium on the private sector and its leading role as the engine of growth from which jobs and wealth would continuously be generated to improve standard of living of the people on a sustainable basis. Consequently, policy priorities would include active support to the private sector, the creation of an enabling environment to attract more private domestic and foreign direct investments, pursuit of appropriate public-private partnerships, and very importantly, provision of robust physical infrastructure. Critical components of GEG pillar, would include:

- [i] *Agriculture and Food Security* – Agriculture is appropriately designated as the leading sector of the State's development strategy considering its central role in growing the state's economy. It plays a very crucial role in the fight against extreme poverty, attainment of food security and improved nutrition as targeted by the first 2 goals of the 17 SDGs. Agriculture also provides forward and backward linkages with other sectors particularly MSMSEs which is crucial in accelerating inclusive economic growth. Sustained growth in the agricultural sector would therefore be necessary in achieving the overall objectives of the state development strategy. Empirical evidence shows that there is a positive relationship between growth in the agricultural sector and poverty reduction. According to the World Bank Rural Development Strategy dubbed "*Reaching the Rural Poor*", a 10% increase in crop yields leads to a 9% reduction in the number of people living on less than US\$1 a day.¹⁵ The overarching objectives for the agricultural sector is to achieve accelerated improvements in agricultural production for both food and cash [industrial] crops with particularly emphasis on value chain development in the process. This is to be pursued through a multi-faceted approach involving the adoption of productions techniques that enhances productivity, quality extension services, and promotion of large-scale mechanized farming by out-growers and clustered farmer-cooperatives.

¹⁵ Source?

- [ii] *Economic Empowerment* -Given the complex and multidimensional nature of poverty, actions are required on various fronts to empower the people and lift them out of extreme poverty. Such actions should also have built-in strategies deliberately designed to empower the people economically and socially particularly among youth and women. As noted in the 2002 World Development Report¹⁶ -

“...economic development is central to success in poverty reduction. But poverty is an outcome of more than economic processes. It is an outcome of economic, social, and political processes that interact with and reinforce each other in ways that can worsen or ease the deprivation poor people face every day. To attack poverty requires promoting opportunity, facilitating empowerment, and enhancing security...”

While on-going economic empowerment programmes of the various acquisition centres in the State would continue, it would also be necessary to come up with new demand-driven economic empowerment initiatives with link to other sectors so as to ensure sustainability. Major components of the economic empowerment strategy would continue to include the pursuit of youth and women empowerment programmes, access to credit, vocational skills acquisition and entrepreneurship development, provision of social safety nets for vulnerable segments of the population, and promotion of trade-based cooperatives groups;

- [iii] *Critical Infrastructure* - Creating an enabling environment is a top priority for creating and sustaining economic growth and development. This component is required to ensure enabling investment climate and business environment. Government would therefore focus on infrastructure development to support the full mobilization of the private and other actors to facilitate and sustain economic growth and sustainability. The infrastructure required to actualize the objectives of the State are Roads (including Feeder Roads) & Transport Development and Information and Communication Technology. While these are critical in building conducive investment climate to trigger pro-poor economic growth, they also provide the necessary springboard for economic empowerment given their high employment, income generation and poverty reduction potentials. Despite the deregulation of the power sector, Government would also continue to support power generation and distribution in the State through rural electrification program which is a catalyst in transforming the social and economic life of rural communities.;
- [iv] *Commerce and Investment* - Since the conduct of the Economic and Investment Summit of May 2013, Commerce & Investment has become another pillar of the Jigawa State Development Strategy. Hitherto, the policy stance was that "government has no business in businesses. However, from the outcomes of the Summit, it became clear that Government has to play a leading role in unlocking the vast economic potentials of the State. This requires the facilitation of the emergence of a dynamic and competitive State economy in which MSMSE are key players. The private sector plays a leading role in generating economic growth through wealth and job creation. Consequently, policy priorities would include active support to the private sector, creating an enabling environment for increased private domestic and foreign direct investment and pursuit of appropriate public-private partnerships. For this reason, InvestJigawa – the one-stop shop for investment promotion, would be strengthened to coordinate investment promotion activities. This would include working with other relevant MDAs in mobilizing investments for commercial agriculture, promoting Agricultural Value Addition, coordinating and supporting agricultural outgrowers. Other production and service sectors of the State’s economy, such as Solid Minerals, Commerce and ICT would also be supported. In collaboration with all key stakeholders such as the Chamber of Commerce, business support and development services would be provided

¹⁶ 2002 World Development Report – “Attacking Poverty” page 37

to MSMSEs which are considered as spring-boards for jump-starting a robust commerce and manufacturing sector in the State.

3.5.2 - Human Capital Development (HCD) Pillar

Human Capital Development is still a strategic pillar in the Jigawa State Development Strategy, in particular, the two core human development services, namely education and health. This pillar is consistent with the CDF Vision of empowering people to be able to participate in decisions and processes that affect their lives. It seeks to promote socio-economic development through the development of human capital to improve inclusive and equitable access to qualitative public services particularly in these two sectors. Studies¹⁷ have shown that the principal factor for growth is not capital but a person (man or woman); that there is a correlation between literacy and per capita income and industrialization; and that people with a minimum of primary education produce more and are more open to innovation than others without, which makes the economic returns on education very high. Marshall¹⁸, a renowned classical economist has observed that: “the most valuable of all capital is that invested in human beings.” In the light of these considerations education would continue to remain a strategic pillar in the State development strategy under CDF II. The health sector is also retained as the second leg of the core human development service because it affects other social and economic initiatives. To see appreciable progress on the HDI scale, requires significant public sector investments in the health sector. Indeed, a number of the MDGs yet to be attained are in the health sector now carried forward into the SDGs. Consequently, to sustain the momentum of progress towards the attainment of these goals as to significantly impact on the socio-economic well-being of the population, necessarily sustained focus on the health sector.

3.5.3 - Governance and Institutional Development

Reforms in Governance and Institutions define the "superstructure" of the CDF which determines the success of the State Development Strategy. Components of the superstructure are those that ensure the provision of the necessary institutional environment and effective process and procedures in government operations. They facilitate the interactions and workings of the main pillars, other sectors and transformation activities. More importantly, it is these components that would facilitate development in a sustainable manner through broad-based participation and empowerment. The components of the superstructure include good governance in all its ramifications, administrative and institutional reforms, social reorientation and mobilization, and ensuring peace, security and social cohesion within the society.

A World Bank report¹⁹ has observed that *‘poorly functioning public sector institutions and weak governance are major constraints to growth and equitable development...’* To underscore this fact, the former UN Secretary General – Kofi Annan – observed that: *“Good Governance is perhaps the single most important factor in eradicating poverty and promoting (economic) development”*.²⁰ This makes good governance one of the cornerstones that form the superstructure of the Jigawa State CDF. It also makes administrative and institutional reforms aimed at enhancing good governance and creating effective public sector institutions very imperative.

Social reorientation and mobilization are also very crucial. The significance of these is hinged on the desire for a strong public ownership of the development strategy as well as the desire for broad-based participation in the development process. Crucial in this sense also is the need to inculcate the spirit of discipline, dedication, commitment and patriotism as a way of life of the people, and the need to sensitize citizens to demand for good governance and to hold Government responsible and accountable for the progress of society.

¹⁷ Refer to Lewis, W.A. “Education and Economic Development” in UNESCO, *Readings in the Economics of Education*; Harbison, F. in “Human Resources and Development”; and The World Bank in *“Accelerated Development in Sub-Saharan Africa. An Agenda for Action*

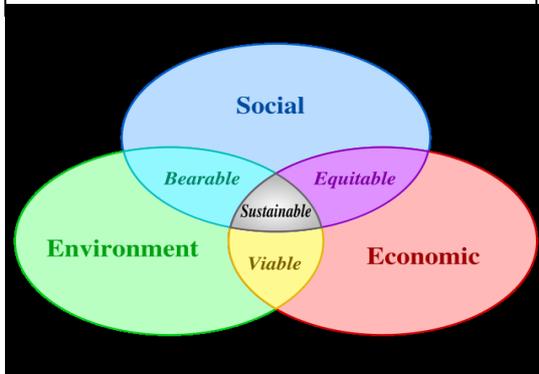
¹⁸ Marshall, A; *Principles of Economics*; Sixth Edition, Macmillan, London, 1910, p.560.

¹⁹ Reforming Public Institutions and Strengthening Governance, A World Bank Strategy, November 2000

²⁰ Source?

Peace, security and social cohesion constitute another layer of the superstructure of the CDF. These are not things to be taken for granted despite the socio-cultural homogeneity of the State. The importance of these three elements of the superstructure calls for conscious efforts to devise strategies that will ensure peace and promote security and social cohesion in the State.

Figure 4 - Ensuring Sustainability in the Development Process



The success stories of reforms in such area as budget and financial management, public procurement, salary & pensions, and public service management all points to the necessity of deepening and widening the scope of reforms.

3.5.4 - Ensuring Sustainable Development (SD) Pillar

Sustainability is emphasised as cornerstone of the overall development strategy. All development initiatives must not only be feasible but sustainable in the long run. One critical aspect of ensuring sustainability is the way in which social, economic and

environmental resources are deployed to achieve the development objectives of the state. Sustainable Development is thus defined as *"development that meets the needs of the present without compromising the ability of future generations to meet their own needs"*²¹. Achieving SD requires conscious and deliberate efforts and policies to institute a "process of change in which the exploitation of resources, the direction of investments, the orientation of technological development, and institutional change are all in harmony and enhance both current and future potential to meet human needs and aspirations"²². CDF II therefore, recognizes the imperativeness of identifying priority areas and sectoral crosscutting issues that needs to be addressed to ensure that the development process is sustainable. Economically, socially and environmentally, all elements of the development process in terms of projects and programmes should be bearable and exhibit elements of feasibility and equity.

The approach to SD in CDF II will be from two perspectives: Environmental Management and managing crosscutting issues across the economic growth and social development pillars. While the former would identify and promote priority issues in ensuring sustainable development such as environmental sustainability and urban development, the later will identify key crosscutting issues that are critical to ensuring sustainable development in the other two pillars of the CDF. These issues include enforcement of social, economic and environmental impact assessment for specialized economic development projects; and consideration for equity, gender and social inclusion issues. Some specific areas of focus in this regards would therefore include:

- Environmental development and protection;
- Land Administration;
- Urban Planning & Regional Development (including Housing)

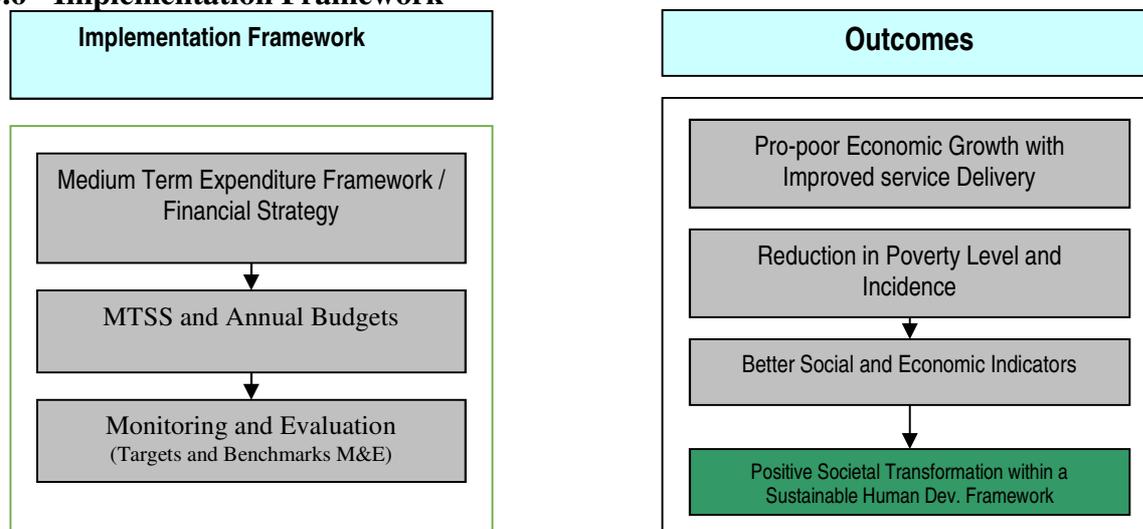
Crosscutting issues across sector is a key consideration here underscoring the need for effective coordination between government agencies at different levels, across and between the public sector and other major stakeholders, such as the private sector, civil society organizations and international development partners/agencies. This will ensure effective management of inter-sectoral collaboration, which is very essential in ensuring synergy in the pursuit of common policy objectives.

²¹ World Commission on Environment and Development (WCED) / Brundtland Commission Report , 1987

²² *ibid.*

Coordination and collaboration may include, among others, resource pooling/joint project & programme funding and data/experience sharing, etc.

3.6 - Implementation Framework



Like CDF I, the New CDF II will be implemented through the annual budget with the various MTSSs and other sectoral medium-term plans serving as the bridge between the two. It is envisaged that the outcomes and impact of the output of the annual budget process will ultimately eventuate the desired vision of the State into fact.

3.7 - The Long Term Development Perspective [Jigawa in 2030]

As earlier highlighted, even though the implementation horizon of the CDF is always viewed in the medium-term, its vision has a **long-term perspective** - "to be a secure and just society full of opportunities, where the people are sufficiently empowered to participate in decisions and processes that affect their lives with an enabling environment for sustainable growth and development". This long-term vision presupposes a situation where:

- Universal access to quality public services in all sectors is comparable to international standards to the extent that the efficiency of such services are taken for granted by the citizens - including the efficiency and quality of social and economic infrastructure;
- Poverty is only perceived in relative terms with extreme poverty eradicated;
- The Governance process provides satisfactory guarantees for social justice among the citizens in a transparent, accountable and responsive manner;
- The citizens are so empowered economically and socially such that they are active actors in the socio-economic development process;
- The state's economy is so vibrant that it provides a leading role in wealth generation and job creation, providing sustainable livelihoods for the vast majority of the people;

Overall, in the long-term, the Human Development Index of the people of Jigawa State should be above the national average. The HDI therefore provides is a "broadened prism for viewing human progress and the complex relationship between income and well-being"²³. HDI measurement goes beyond

²³ 2007 / 2008 Nigeria Human Development Report published by UNDP.

income or economic outputs as measured by the GDP to encompass a broader view of social and economic well-being. It provides a composite measure of three dimensions of human development namely:

- living a long and healthy life (measured by life expectancy);
- being educated (measured by adult literacy and enrolment at the primary, secondary and tertiary level); and
- having a decent standard of living (measured by purchasing power).

It is envisaged that, through the pursuit of the long-term development agenda of the State as reflected in CDF II, the various indices that yield the composite HDI should be among the top ten States in the country in fifteen years. Other sectoral policy initiatives that are in tune with the prescriptions of the Sustainable Development Goals, would also contribute to this goal. Thus, from the SDGs perspective, it is envisaged that, in fifteen years, Jigawa should be among the top ten States with the highest potentials to attain the SDGs.

THE SEVENTEEN [17] SUSTAINABLE DEVELOPMENT GOALS [SDGs]

1. End poverty in all its forms everywhere;
2. End hunger, achieve food security and improved nutrition, and promote sustainable agriculture;
3. Ensure healthy lives and promote well-being for all at all ages;
4. Ensure inclusive and equitable quality education and promote life-long learning opportunities for all;
5. Achieve gender equality and empower all women and girls;
6. Ensure availability and sustainable management of water and sanitation for all;
7. Ensure access to affordable, reliable, sustainable and modern energy for all;
8. Promote sustained, inclusive and sustainable economic growth, full and productive employment, and decent work for all;
9. Build resilient infrastructure, promote inclusive and sustainable industrialization, and foster innovation;
10. Reduce inequality within and among countries;
11. Make cities and human settlements inclusive, safe, resilient and sustainable;
12. Ensure sustainable consumption and production patterns;
13. Take urgent action to combat climate change and its negative impacts;
14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development;
15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification and halt and reverse land degradation, and halt biodiversity loss ;
16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels; and
17. Strengthen the means of implementation and revitalize global partnerships for sustainable development

PART 2

THE JIGAWA STATE COMPREHENSIVE DEVELOPMENT FRAMEWORK

Part 2 - Section A

Growing the Jigawa Economy



Agriculture



Commerce and Investment



Critical Infrastructure

- Roads and Transport Development
- Power Generation and Distribution
- Information and Communication Technology



Economic Empowerment

CHAPTER 4

AGRICULTURE

4.1 - Introduction

Despite the numerous challenges that have negatively affected agricultural production over the years, the sector has continued to be the major contributor to total economic output in the State. It is also the main source of livelihood for the people with close to 85% of the population relying on it as their main sources of income. While production has largely remained subsistence relying on seasonal rains, the mode of production is generally labour intensive with limited mechanization. Population growth and traditional land tenure system have been major contributors to the fragmentation of agricultural lands, which now averages 2.5Ha per farming families which limits the extent and potentials for mechanization. A number of existing Federal Policies especially those that relate to imports of agricultural produce and agro-based raw materials also directly affect local production negatively especially by making large scale production uncompetitive. Agricultural production in the State is largely characterised by low productivity (yields per hectare), high level of drudgery, high post-harvest loses, and relatively high cost of inputs. These have made the sector generally less attractive particularly to the youths. Poverty among rural households has continued to persist largely because of the subsistence nature of the agricultural production system.

The potentials of the Agricultural Sector as a major source of wealth and job creation in Jigawa State are real which informed the rationale for its choice as the prime-mover of the State economy. To effectively play this leading role, a renewed focus on this all-important sector is imperative to achieve an agricultural revolution that would permeate through the entire value-chain. Indeed, national and global economic trends since 2014 points to the necessity for economic diversification that is inward looking. Considering the extent of the State's dependence on federal transfers, the vagaries of international oil prices, and indeed, the bleak future outlook of oil as the major revenue source of the federation, reinforces the need for the renewed focus to ensure that Agriculture becomes the engine of growth for the State's Economy. While this is in tune with the principles of "comparative advantage", it is also believed that forward and backward linkages that would be created with other sectors of the State's Economy would accelerate an inclusive economic growth.

In this respect, measures to ensure rapid agricultural growth would be considered for the sector to serve as a catalyst for the socio-economic development of the state, empowerment of the people, sustained poverty reduction and food security for everybody. Part of the strategy would include support for large-scale commercial agriculture with support to value chains that feed into other sectors particularly as it relates to the development of various scales of agribusinesses. Other complementary policies would include the adoption of best practices in environmental management and protection especially in the area of farming systems, soil and water conservation.

4.2 - Brief Review of the Sector Performance

Although the agricultural policies, targets and strategies contained in CDF I were implemented with reasonable success, gaps still exist between initial objectives and what has been actually achieved. Nonetheless, the successes recorded provide strong incentives and opportunities for more progress by ensuring that the momentum is sustained with appropriate policy adjustments. Areas where progress was made in terms of Government support over the last few years included improved research and extension services, farmer inputs linkage system, provision of inputs particularly improved seeds, fertilizer and pesticides; increased farm energy through work bull credit facilities to farmers; increased mechanization by introducing tractor hire services; availability of micro-credit facilities to small scale farmers; improved storage, processing and marketing of outputs; and enhanced livestock development. These present significant opportunities for sustained progress in the sector. Indeed, with the drop in oil revenues due to the volatility in international crude oil prices and instability in domestic production levels, agriculture stand a better chance of taking its rightful position as the leading sector in growing both the State's and the National economy.

The performance of the agricultural sub-sector shows that strategies for supporting the cultivation of off-season crops in both Fadama and non-Fadama areas and ensuring timely provision and access to agricultural inputs had achieved appreciable results as indicated below. Likewise strategies aimed at livestock development including artificial insemination and cross breeding, development and protection of grazing reserves, revitalisation of existing livestock improvement and breeding centres, and the emergence of new privately-owned ranches and State-owned ranches. A brief review of the sector performance according to JARDA's administrative data records as per the set targets indicates as follows:

✚ **Increasing Agricultural Productivity** - performance data indicates progress towards achieving the target of 10% increase in mean farm yield in the period 2010 to 2013. Overall, performance indicates progress towards surpassing the target of 10% increase in mean farm yield in the period 2010 to 2013. See table below.



Fig. 5- Improved Wheat Variety cultivated in Hadejia

✚ **Reducing Post-harvest Loss** - There is no field data to determine any progress made in terms of reducing post-harvest losses;

✚ **Increasing Profitability of Agricultural Production** – available data on income of farmers indicates an increase of 4% between 2011 and 2013 against the targeted 10% ;

Table 5 – Yield per Hectare for major Crops in Jigawa State, 2010 - 2014 (KG/HA)						
CROPS	2010	2011	2012	2013	2014	
MILLET	765	387	850	783	1,090.00	
SORGHUM	699	341	1,240	1,073	1,270.70	
COWPEA	200	79	750	666	400.37	
G/NUT	272	174	590	813	841.60	
RICE	364	1,352	2,480	2,066	1,848.94	
MAIZE	510	1,232	1,889	1,816	2,107.66	
TOMATOES	17,253	6,8822	10,184	14,482	14,586.70	
PEPPER	10,416	3,999	2,229	4,827	7,599.01	
WHEAT	2,115	-	1,758	1,761	1,547.52	
SESAME SEEDS	335	223	1,206	618	518.01	

Source: JARDA, 2015

✚ **Increasing the Number of each Stock of Livestock** - during the period 2008 – 2013, the numbers of each stock of livestock (goats, sheep and cattle) increased by more than 10% per annum.

4.2.1 Crop and Livestock Production - Performances

Annual yields for major crops under farmer management practices are shown in the following table. Crops yields obtained from Management Training Plots established in the year 2011 rain-fed season have clearly revealed that high level of productivity can be achieved provided that recommendations were followed correctly. For example rice yield of more than 8 metric tons per hectare were recorded in several locations during the period while maize yield of 6.4 metric tons per hectare was recorded in Marke village of Kaugama LGA. Similarly, promising groundnuts varieties that have shown

remarkable resistance to pests and diseases in addition to high grains yields have raised hopes towards reviving ground nuts production in the State. This is because more than 40 bags were harvested in Aujara town of Jahun LGA and Tunanan village of Kiyawa LGA. As for millet, similar records showed that over 2 metric tons from the hectare were obtained defying stubborn pests like stem borer and *Striga*. The outcome is the same for sesame and cowpea. Below is a comparative analysis of average yields of Management Training Plots as compared with average yields obtained from traditional farmer practices.

4.3 - Sector Situation Analysis, Potentials and Constraints

Notwithstanding the numerous challenges that have affected the agricultural sector over the years, in this sector lies the greatest potentials of achieving accelerated growth in the Jigawa State's Economy particularly given the sector's ability to generate potentials wealth and jobs for the population. While being the only guarantee for food security and a catalyst for the development of small and medium scale enterprises, the sector also has the potentials for attracting domestic and foreign investments into the state's economy necessary for wealth and job creation. Indeed, the key to the attainment of a

Table 6 - Productivity Improvement under Cluster Farms				
S/N	Crops	Average Yield from Farmer Practice (T/Ha)	Average Yield from Cluster Farms (T/Ha)	% Increase
1	Rice	2.4	5.1	113%
2	G/Nut	0.4	0.85	113%
3	Sesame	0.2	0.46	130%
Recorded Maximum Yield for Rice, G/Nut and Sesame were 8.1 T/Ha, 1.4 T/Ha and 1.04 T/Ha respectively				
Source: JARDA Field Records, 2016				

good number of the SDGs, particularly SDGs 1- 3, is in the Agricultural Sector. The greatest opportunity to win the battle against poverty, hunger and malnutrition among children is actually in the agricultural sector. With the majority of the

State's population being rural-based engaged in farming and animal rearing and given the State's vast arable lands with over 300,000 of Fadama Wetlands (considered as the most valuable treasures of the State) suitable for all-year-round agriculture for almost all crops, the opportunity for the State to achieve an economic breakthrough through the agricultural sector could not be over-emphasised. In addition, the State has huge underground water reservoir in the upland which could sustainably support large-scale borehole-based irrigation scheme.

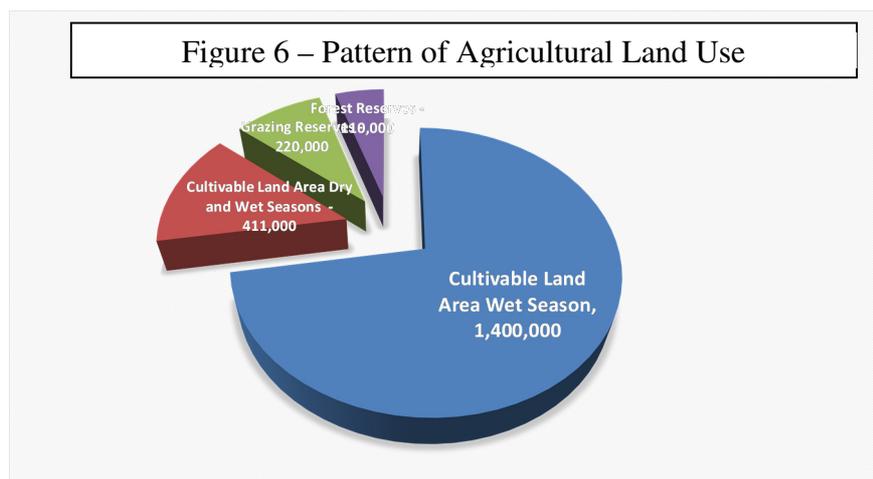
The state has two crop production seasons namely wet and dry seasons. Major rain-fed crops grown include millet, sorghum, cowpea, ground nuts, sesame, rice, maize, bambara nuts, water melon, cassava, cotton, okra, roselle and bitter melon. The all-year round irrigation schemes largely produces rice, wheat, maize, sugar-cane and vegetables such as tomatoes, onions, peppers, carrots, cabbage and lettuce.

Challenges that could constrain progress include among others: the subsistence nature of production system, high-level drudgery, land fragmentation, poor access to agricultural inputs in terms of timeliness, quality and quantity, and weak preparedness / response mechanism to the vagaries of nature that affects agriculture. Nonetheless, the opportunities and potentials for the sector to provide the leading role in growing the State's economy looms larger and higher. While most of these challenges are gradually being overcome, it is believed that new strategies and policies to be pursued under CDF II would not only significantly mitigate the constraints, but will also provide safeguards for the farmers. The potentials for large-scale market-oriented commercial agriculture in the State is already being realised with the entry of the likes of Dangote Group into rice production through private large scale farms and organised out-grower scheme.

4.3.1 - The Potentials - Agricultural Lands & Crop Production

As highlighted, Jigawa State has large expanse of agricultural land, rivers and flood plains suitable for crops production as well as livestock and fish production. Out of almost 2.5 million hectares total land area of the State, about 1.6 million hectares are estimated to be cultivatable during the rain-fed season while over 411,000 hectares of the land mass is cultivatable during the dry season through irrigation. Based on this, over 80% of the State's total landmass is considered arable, which makes it one of the most agriculturally endowed States in Nigeria. The arable land comprises of:

- a. Upland soils – which are characterized by low organic matter and nutrient content. They are largely used for rain season farming with potentials for irrigation farming and horticulture.
- b. Fadama Lands – which are of higher organic and nutrient content and regularly replenished by seasonal flooding. The Fadama flood plains are rich in both surface and subsurface water, which makes them amenable to both rain-fed and irrigation - n farming. Presently, There are 25 major irrigation schemes and 14 borehole-based irrigation schemes in the state. These facilities are owned by the State. While some of these schemes are located in the Fadama areas, the Hadejia Valley Project also consists of vast expanse of irrigable fertile Fadama land covering over 200,000 hectares largely situated in Auyo, Guru, Kafin Hausa, Kaugama and Kiri-Kasamma and Mallam Madori Local Governments. Hadejia Valley has been described as being the greatest agricultural potential of the State with about 80% of the total Fadama Lands in the State.



The "Fadama Lands" consisting of the various flood plains with easy access to ground and surface water is largely facilitated by rivers Hadejia, Kafin Hausa, Iggi, Dagwalo, Kiyako, Bunga, Gari, Jakara and Gulka. Surface water storage capacity totals approximately 42.8million m³. Ground water potential is significant with Jigawa State falling into the

pumping range of 30,000 – 40,000m³/km². A total of approximately 3,676 million cubic meters per year are recharged to the ground and surface water storage from rainfall as calculated using water balance analysis.

4.3.2 - The Potentials - Grazing Reserves and Livestock Development

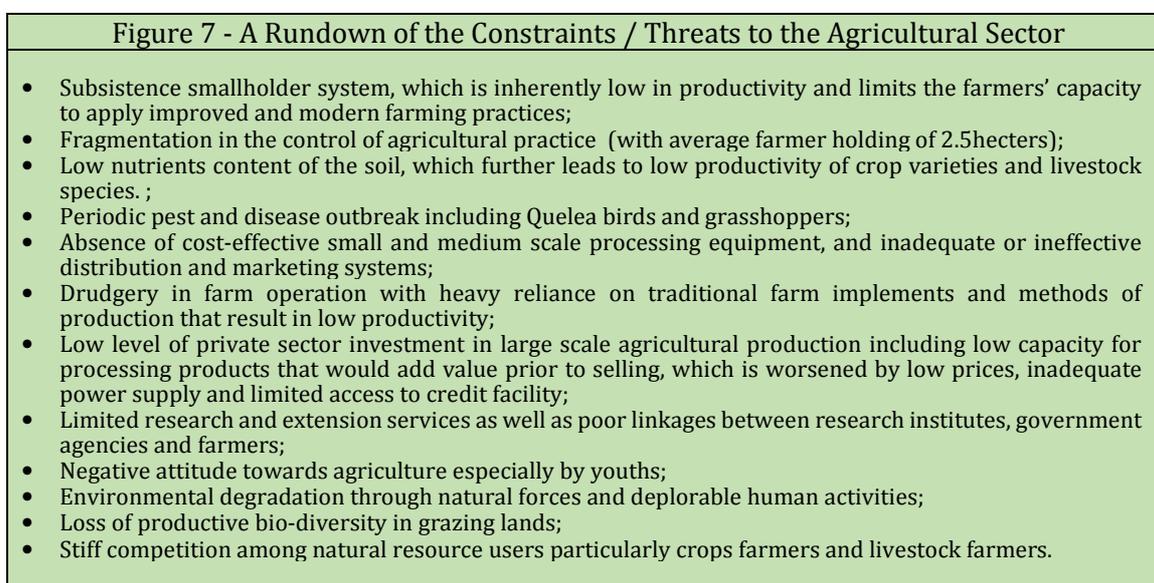
Grazing Reserves numbering over 450 and spanning over 70,000ha across the State offers another opportunity for development of pastures for both sedentary and nomadic livestock keepers. It also offers an opportunity for investors to utilise them as cattle/sheep/goats ranches or even large-scale poultry farms. Typical of the reserves is expanse of land in hundreds or thousands of hectares suitable for pasture development and abundance of ground water at relatively shallow levels and abundance of sunshine for solar power generation as renewable energy. Wind-mill powered water schemes have been installed in most of the grazing reserves in the State in addition to being linked with all-weather roads with access to the power grid and mobile phone network coverage.

The existence of perennial rivers across the State facilitates recharge of Birning Kudu, Muhammad Ayuba, Dambo, Warwade, Galala, Gwaram and Kafin Gana dams. These provide the required ecology for fishing activities which the State is famous for. Fishing activities have been in existence since time immemorial in Hadejia Valley and other areas of Jigawa State. Common species of fish available in the

State include tilapia, catfish and electric fish. As the case of other sub-sectors of agriculture, climate change has been a major impediment to fisheries activities. Over the years, decline in diversity of the various species has been observed. This is not unconnected with indiscriminate use of fishing techniques including inappropriate fishing gears, use of harmful chemicals as well as population explosion leading to increased demand for fish protein being comparatively cheaper and healthier than animal protein.

4.3.4 Major Constraints to Agriculture

Implementation of CDF I has met with various challenges and constrains. While gradually a number of these were overcome, some still pose great concerns, which should be reckoned with in designing strategic actions for the attainment of policy objectives and set targets in the sector. While extreme poverty is on the decline, low income among rural farmers coupled with low level of education is still a constraining factor. The ability of the rural farmers in accessing requisite agricultural inputs in needed quantities is limited. Their ability to effectively adopt new farming techniques and agricultural technologies is similarly limited due to low income and low literacy. A synopsis of other major constraints to the growth of agricultural sector in the state is provided in the box below:



4.5 - Sectoral Policy Goals and Objectives

The State Vision of a "secure society" envisages the absence of extreme poverty and hunger among the population. Consequently, the primary goals of the agricultural sector development strategy include: attainment food security through increased agricultural productivity (including nutrition for women and children); the eradication of extreme poverty by significantly contributing to wealth creation and employment generation particularly among the youths and rural subsistence farmers. These goals are consistent with the first two goals of SDGs, which seek to end poverty in all its forms, end hunger, achieve food security and improved nutrition, and promote sustainable agriculture. The third major goal is for the sector to play a leading role in growing the State's economy through increased investments agro-allied ventures and enhanced agricultural value-chain. The primary policy objectives include:

- i. Promotion of large scale commercial agriculture for both cash and food crops and livestock development as to improve food security state-wide and community and household levels. With economy of scale achieved through large-scale commercial production, Government would more efficiently provide incentive to promote farmer clustering, farmer cooperatives and out-grower schemes;

- ii. Facilitate the development of an effective agricultural value chain including the mobilization of private sector participation in the development of agro-based industries; and
- iii. Strengthen Agricultural Extension, Research and Development (R&D) including ensuring transmission of research outcomes through extension worker – farmer linkage system with timely access to quality inputs and appropriate extension services.

Other policy objectives of strategic nature include:

- ❑ Engendering the participation of Youths, Women and other vulnerable groups in Agriculture;
- ❑ Increasing the application of Technology and Agricultural Mechanization in production system to improve efficiency in water utilization and bring more land under cultivation. This would include the use of alternative energy infrastructure for agriculture.
- ❑ Providing incentives and opportunities for private investment in agriculture so as to promote commercial agricultural production system;

Table 7 - Baseline and Targets for Major Crops			
S/No	Crops	Current Yield KG/Ha (2014)	Target Yield KG/Ha (2020)
1	<i>Millet</i>	<i>1,100</i>	<i>1,500</i>
2	<i>Sorghum</i>	<i>1,300</i>	<i>1,500</i>
3	<i>Rice</i>	<i>1,800</i>	<i>5,500</i>
4	<i>Groundnuts</i>	<i>840</i>	<i>1,500</i>
5	<i>Sesame</i>	<i>580</i>	<i>750</i>
6	<i>Maize</i>	<i>2,100</i>	<i>2,500</i>
7	<i>Wheat</i>	<i>1,500</i>	<i>2,500</i>
8	<i>Tomato</i>	<i>14,500</i>	<i>15,000</i>
9	<i>Pepper</i>	<i>7,600</i>	<i>9,500</i>

Source - JARDA / Ministry of Agriculture

- ❑ Promoting effective planning and implementation of sector policies including the development of market information/intelligence;
- ❑ Ensuring inclusive and equitable management of agricultural resources so as to reduce or forestall conflict between the natural resources users;

- Ensuring effective and evidence-based Agricultural policy planning and implementation supported by an effective Agricultural Management Information System, effective Inter-governmental collaborations and Strong M & E Systems.

These policy goals and objectives are informed by the sector situation analysis and the expected role of the sector as prime mover of the State's economy. They take into account the high incidence of rural poverty, the subsistence nature of production systems, and the youthful nature of the population among others.

4.5.1 - Agricultural Growth Targets

Following the above policy goals and objectives, the following targets are set to be achieved in the medium terms:

- i. Increased agricultural yield by an average of 40% for major crops by the year 2020 from the current levels. Specific targets are to be achieved for the following some major crops within the period;
- ii. Increased livestock production by 10% annually for cattle, goats and sheep and 20% annually for fish and poultry by 2020. Specific set targets as follows:

S/No	Livestock Type	Current Estimates Population (2016)	Average Annual Growth rate - %	Target Population by 2020
1	Cattle	2,352,000	4	2,822,000
2	Goat	4,107,000	3	4,723,000
3	Sheep	3,670,000	4	4,404,000
4	Poultry	8,309,000	2	9,139,900

Source - JARDA / Ministry of Agriculture

- iii. Achieve 80% farmer coverage for timely access to quality agricultural inputs particularly seeds, fertilizer and pesticides from the current level of about 30% (as per 2015 Jigawa RAI Socio-economic Survey, 2015) by 2020. This would be through the combined efforts of JARDA, JASCO and other large scale investors in the Agricultural Sector. This also include improved access to veterinary services for livestock farmers and herdsmen from current 20% coverage to 50% by 2020;
- iv. Increase access to agricultural extension by raising Extension Agent – Farmer ratio from 1:1500 presently to 1:1000 by 2020;
- v. Achieve increase in adoption rates of improved technologies disseminated to farmers from 22% (JARDA APS 2013) to 50% by year 2020;
- vi. Increase irrigated land resources by 5% by year 2020 over 2015 levels of 40,000 hectares;
- vii. Achieve 30% farmer coverage for access to agricultural credit from the current level of less than 10% by 2020;
- viii. Annually establish 810No of farm clusters; 810No of farmer cooperatives and 2No and 1No of Out-grower schemes each for Rice and Tomato Production respectively being the two major agricultural produce to be cultivated on industrial scale based on large scale production;

Figure 8- Mechanization Targets (Responsible Agricultural Investment (RAI) Survey of 2015) - all targets set to be achieved by the Year 2020

- Increase access to mechanized land preparation by Jigawa Farming Families from 5% in 2015 to 50% ;
- Increase access to mechanized planting by Jigawa Farming Families from 2% in 2015 to 50%;
- Increase access to mechanized weeding by Jigawa Farming Families from 2% in 2015 to 50%;
- Increase access to mechanized harvesting by Jigawa Farming Families from 4% in 2015 (Jigawa RAI Socio-economic Survey, 2015) to 50%;
- Increase access to mechanized rice parboiling by Jigawa women to from 2% in 2015 to 50%;
- Increase access to mechanized rice milling by Jigawa Farming Families from 15% in 2015 to 80%;
- Increase access to mechanized oil processing by Jigawa women from 1% in 2015 to 80% ;
- Increase access to mechanized grain processing by Jigawa women from 25% in 2015 to 50%;

ix. Reduced post-harvest losses to less than 10% for both cereals and vegetables by 2020;

x. Facilitate the generation of new 200,000 direct and indirect jobs through private sector investment in the agricultural sector including women, youths and other vulnerable persons all by the year 2020;

4.5.1 Agricultural Growth Strategy

To achieve these outcome targets, specific strategies would be pursued and adopted across major areas of agricultural production. Generally, implementation of most of the strategies would be pursued by the State Government in collaboration

with other stakeholders particularly individual farmers, organised farmer cooperatives and out-growers and private investors in the agricultural sector. The State Government would also key into existing and newly emerging Federal Government initiatives and interventions in the Sector such as the Commercial Agriculture Credit Scheme, E-Wallet mode of fertilizer supply and establishment of livestock ranches and grazing reserve development among others. Implementation of the State Policy on Agriculture would also be done in such a way that it remains consistent with that of the Federal Government.

Key Strategies across main components of the sector are as follows:

4.5.2 Crops Production Strategies

Application of improved farming practices, using improved seed varieties, combined use of both organic and chemical fertilizers for the major crops have led to productivity improvement for a number of crop with yield improvement ranging from 50 to over 500%. Trial rice farms on out-grower schemes supported by large-scale investors has also led yield improvement from about 1.3



Figure 9 – Sesame and Groundnut Clusters

tons to 8 tons per hectare which was largely due to a timely access to quality inputs particularly seeds, fertilizer and pesticides as well as improved mechanization from economy of scale economy in clustered farms. With such proven measures, the major strategy for crop productivity enhancement would, thus, continue to be improved farming practices combined

with other measures to bring more land under cultivation particularly through the various irrigation schemes where as much as 310,000 hectares could be covered over a period of time. Measures to be focused on would include among others:

- i. Implementation of the Growth Enhancement Scheme including supply of improved crops varieties, fertilizer and other assorted farm inputs by the State Agricultural Supply Company;
- ii. Introduction and support for better farming practices including establishment of Farm Clusters and Out-Grower schemes that provide production and marketing services to farmers on their farms as individuals and groups especially for such staple crops as rice, sesame, maize, millet, sorghum, and wheat;
- iii. Re-introduction of tractorisation and work bull schemes both on hire and ownership basis;



Figure 10 – Supply of Agric. Inputs & Equipments

- iv. Rehabilitation of irrigation schemes and development of additional land for irrigated agriculture;
- v. Support for large-scale commercial agriculture through the mobilization and collaboration with large-scale investors. There is a plan to provide over 40,000 Ha for large-scale irrigated cropping which is in addition to the direct irrigated land development of about 10,000 Ha for small and medium scale irrigation schemes by JARDA and Ministry of Agriculture;
- vi. Mass mobilization of youths and women into the entire value-chain of the agricultural sector from production to processing of agricultural produce. As an output target, about 15,000 women (including those under goat-rearing women empowerment programme) and 20,000 youths would be mobilised into various aspects of agricultural value chain by 2020;
- vii. Provide capacity-building support for local proto-type fabrication and roll-out of farm implements for improved mechanisation to reduce farm-drudgery.
- viii. Effective implementation of all grant and credit funded agricultural development projects being supported by donor agencies including IFAD-supported Climate Change Adaptation and Agri-business Support Programme, IDA Credit funded Fadama Development Projects; ADB Funded Agricultural Transformation Project and Islamic Development Bank Agricultural Development Project

A key flank of this strategy would be the recapitalization and reinvigoration of the State Agricultural Supply Company [JASCO] to enable the company meets farmer demands on timely supply of quality agricultural inputs.

4.5.2 - Livestock Production Strategies

In line with policy goal of the Agricultural Sector, the focus here is to pursue livestock development for meat production and other dairy products. Productivity enhancement efforts for livestock is largely to be achieved by ensuring availability of quality feeds all-year-round, effective healthcare service delivery and breed improvement program aimed at upgrading local livestock species. Strategies would include:

- Reactivation of farm houses to support upgrading programs and support same at Local Government level with at least one bull, 10 bucks and 10 rams;
- Capacity building for artificial insemination of livestock at ward level to encourage breed improvement over a short period of time;

- Facilitate improvement in healthcare service delivery including routine vaccination for the livestock population;
- Development of existing grazing reserves with pastures and watering points;
- Enhancement of goat-breeding and rearing programmes through government supported economic empowerment and micro-credit scheme.

4.5.3 - Fish Production

Over a long period of time fish stock in the state has been declining largely to over-fishing brought by increasing demand. As a consequence, some species are on the verge of extinction while the gap between production and demand keeps widening. It is envisaged that the targets for fish production would be achieved through better practices and provision of the basic infrastructure. Existing structures for aquaculture would be rehabilitated to promote artisanal fish production through



Fig. 11 – A Fish Farm

youths/women empowerment programmes for home- and community-based small and medium-scale private fish. Utilization of water bodies including burrow pits and dams for fish expanded production would also be pursued in collaboration with artisanal fish farmers through restocking with fingerlings and other artisanal fishery initiatives.

4.6 – Other Broad Strategic Sector Initiatives

In order to achieve set goals, objectives and targets in line with the specific strategies for key components of the Agricultural Sector, it would be necessary to pursue other multi-faceted and broad strategies that brings together all the various

aspects of the sector. In this regards, three critical areas are worthy of mention:

- a) Pre-harvest input delivery services: This includes supply of seeds, fertilizer, agro-chemicals and research and extension services; and
- b) Post-harvest support: This is with respect to storage, processing and marketing of agricultural produce covering both food crops and industrial crops;
- c) Agro-forestry support in collaboration with Ministry of Environment to promote on-farm tree planting to check desert encroachment and loss of soil quality. This would include focus on local trees facing extinction.

Emphasis will be placed on the use of renewable energy for both on-farm and off-farm operations. Livestock productivity enhancement will focus primarily on breed improvement through natural mating and artificial insemination using breeds that adapt to the environment. The strategy would also include a rural development component that targets the provision of rural infrastructure for sustainable rural livelihoods such as feeder roads. Some of the specific measures that would be instituted and pursued under these broad multi-faceted sector strategy are as follows:

- [i] Supporting the cultivation of off-season crops, which constitute part of the livelihoods of many households in the state in both Fadama and non-Fadama areas. This will also the following interventions to be achieved over the next three years:
 - Facilitation of large-scale commercial agriculture across the rich agricultural land spanning Ringim / Yakasawa flood-plain through Auyo - K/Hausa Fadammas up to the eastern border with Yobe State. Strategies would involve attraction of private investments, promotion of out-grower schemes and direct government intervention in land preparation and provision of essential farm inputs;
 - Promotion of irrigated agriculture involving development of small-scale irrigation development through timely provision of shallow tube wells fitted with two-inch petrol-driven water pumps;

- Rehabilitation of existing irrigation schemes numbering 25 (Including 14 borehole-based schemes) across the state to facilitate the cultivation of about 4,000 hectares of irrigated land’;
 - Establishment of 20 additional direct pumping schemes of 120Ha along River Hadejia; 12 pilot schemes on use of renewable energy for irrigation with emphasis on drip irrigation will be established;
 - Establishment of pilot greenhouse schemes on the cultivation of high value crops during off-seasons;
- [ii] Ensuring timely provision and access to agric inputs including improved seed varieties, fertilizer, insecticides and modern farm implements. This would entail expansion and strengthening of Jigawa State Agricultural Supply Company (JASCO) and its 5 mt /hr seed processing plant in Birnin Kudu.
- [iii] Active support for livestock development through:
- Development and protection of additional 50 grazing reserves;
 - Revitalization and reactivation of existing Livestock Improvement and Breeding Centers (LIBCs) at Gumel, Birniwa and Kazaure
 - Improvement of 200 viable local livestock breeds including small ruminants by natural mating and artificial insemination in each LGA in the next 4 years;
 - Registration of private livestock farms;
 - Continuous monitoring and control of pests and disease outbreaks on crops and livestock and
 - Conduct routine vaccination exercise covering 2,000,000 heads of cattle and other species of livestock;
- [iv] Promotion of agricultural research and extension services particularly in the areas of adaptive research and dissemination of 6 new technologies with emphasis on soil fertility, integrated pest control, reduction of post-harvest losses and reduction in drudgery etc by 2020. This is to be achieved through continuous support to the State Agricultural and Rural Development Authority (JARDA). The State Agricultural Research Institute will be supported to undertake applied research in at least 3 identified areas to enhance the productivity of crops, livestock and fisheries;
- [v] Promotion of labour saving devices for both on-farm and off-farm operations by disbursement of additional 1,500 packages on animal traction equipment comprising cart, plough with pairs of work bulls, emphasis to be placed on patronizing local fabricators of ploughs and additional 200 sets of tractors with implements as well as introduction of 6 prototypes of labour saving devices by year 2020;
- [vi] Review of the state grains buffer stock programme to ensure its operationalisation and optimal utilisation as a programme of strategic food reserve to cover 15,000 MT of assorted staple food crops. This would also entail monitoring of market trends to ensure timely interventions to stabilize prices and ensure availability and accessibility to food by all and at all times;
- [vii] Improve linkage with and support by financial institutions with particular emphasis on value addition and processing activities done by women;
- [viii] Support to artisanal and aqua-culture fisheries to boost in fish production;
- [ix] Support to youths and women in agriculture through incentives and capacity building especially using the three Agricultural Skills Centres;
- [x] Collaboration with International Development Agencies including the World Bank, Islamic Development Bank, IFAD, Sasakawa Global, AfDB, and DFID to access credit, grants and technical

support for the implementation of various agricultural development strategies particularly development of irrigation structures and agricultural commodity value-chain development;

- [xi] Promotion of both Artisanal and Aquaculture fish production through procurement and distribution of modern fishing inputs and infrastructures; rehabilitation and stocking of some selected dams / seasonal ponds and government owned fish farms for increase productivity and; also to promote youth and women empowerment programme. This will pave way for establishing marketing links between producers and consumers;
- [xii] Support the Development of Rural Institutions through strengthening of Commodity based Associations for Mechanization, access to finance, market and development of Marketing Information System;
- [xiii] Support the development of various out-growers models for Seed multiplication and Commercial Farms Development;
- [xiv] Development of Agro – dealers, Suppliers of Agricultural inputs in order to encourage Private Sector Participation in the area of inputs supply and distribution. In line with other federal policies of developing agricultural value-chains in the six geopolitical zones of the country based on comparative advantage, Jigawa state has keyed in into rice, maize, wheat, sorghum soya beans, cassava production and value-chains / growth enhancement scheme GES (e-wallet). While this would enhance food security, generate wealth and jobs, it would also facilitate the development MSMSEs in the state;
- [xv] In line with Federal policy of establishment of staple crops zones for the development of agricultural value-chains in the six geopolitical zones of the country based on comparative advantage of each zone, Jigawa state would key in into rice, maize, wheat, sesame, sorghum soya beans and cassava which largely form part of the major rain-fed crops grown in the State,

4.7 – Key Sector Performance Indicators

For the purpose of M & E, the following have been adopted as the Key Performance Indicators for the Agricultural Sector:

- Increase in Mean Farm yield of Major Crops in metric-tonnes per hectare;
- Increase in Fish production in metric tonnes per year;
- Increase in Mean farmer’s year income in Naira;
- Number of direct and indirect jobs generated and disaggregated by gender;
- Timely access to quality agricultural inputs (seeds, fertilizer, pesticides, and credit facility);
- Extension Agent – Farmer ratio;
- Adoption rates for improved technologies;
- Additional hectares of land brought under cultivation through irrigation and rain-fed agriculture;
- Number Farm clusters, farmer cooperatives and out-grower schemes;

CHAPTER 5 COMMERCE AND INVESTMENT

5.1 – Introduction

Centuries ago, the area that constitutes Jigawa State had been part of mainstream of Trans-Saharan trade routes with proximity to major trading centres in the region. This has made trade and commerce a way of life for many people in the State up to today. Nonetheless, over the years, policies and strategies pursued for the development of commerce and industry has been ineffective, partly characterized by weak administrative structures, insufficient funding, unattractive investment climate and business environment as well as unsustainable government involvement in activities that can best be undertaken by private sector. Although for most part, the policy stance seems to be "government has no business in business", in practice government has been involved in business with little success. As a result, there has been no major breakthroughs beyond informal commercial activities despite investments made to nurture the emergence of medium and large scale enterprises.

From 2007, the sector started getting the desired attention. It witnessed major strategic reforms and policy intervention especially during the period 2009 to 2014 under CDF I. After the Economic & Investment Summit of 2013, the Commerce and Investment Sector (rather than Commerce and Industry) was made a pillar in the State Development Framework given its potential in growing the State's Economy and in accelerating the attainment of the state's vision. Initiatives that were implemented under CDF I included statutory, administrative and institutional reforms. These reforms placed the private sector as the key driver for economic growth and development. Government's attempt/facilitation for the economic growth of the state is now limited to creation of an enabling environment for a sustainable private-sector-led economic growth and development. The impact of these reforms and policy initiatives has been positive. It is manifest in the inflow of private investment into the state in such diverse areas as real estate, banking and finance, and to a limited extent, Micro, Small and Medium Scale Enterprises (MSMEs). Since the Economic & Investment Summit, genuine interests was generated for investments in the State's economy especially in medium and large-scale agro-allied industries including sugar industries, rice milling and tomato processing as well as in other areas like solid minerals development and exploitation of alternative energy.

This chapter deals with five areas in the context of the State Development Strategy for the Commerce and Investment Sector focusing on:

- i. Promotion of MSMEs;
- ii. Mobilizing Domestic and Foreign Direct Investments;
- iii. Solid Mminerals Development;
- iv. Tourism Development; and
- v. Public-Private Partnerships.

5.2 - Situation Analysis, Potentials and Constraints

The Commerce and Investment sector had witnessed some institutional reforms over the last five years with Agencies in the sector becoming more engaged with the private sector and other stakeholders to expand the sector's contribution to the State economy. Major policy shifts which are gradually promoting the enthronement of a private sector led economy during the period include: Establishment of the erstwhile Jigawa State Advisory Council on Economic Management and Investment Promotion; establishment of INVESTJIGAWA as an Investment Promotion outfit and One-Stop-Shop for the actualization of private sector investments in the State; hand-holding support to privatised companies by InvestJigawa to facilitate their resuscitation. Proactive effort were also in place to as to ccontinuously improve the business environment and investment climate in the state. These initiatives include: the creation of the required statutory and administrative environment in the tourism and solid mineral sub-sectors; enacting of the relevant laws governing the operations and existence of the subsectors; improvement in the competitive environment of the whole sector; investments in infrastructure under the major markets modernization program (Maigatari Export

Processing zone, a cargo airport and an impressive network of over 2,000km of tarred roads traversing all the nooks and corners of the state) had improved access to raw materials and markets at local, regional and national level.

In the last few years, concerted effort was also made to bring improvements to some major markets in the State including Maigatari, Sara, Gujungu. Hadejia, Firji and Kupsa. This was largely in form of infrastructural and administrative structures aimed at improving trading and commercial activities

Promoting Commerce and Investment in Jigawa State

- Effective utilization of Maigatari Border Free Zone through its commercialization to concessionaires;
- Reinvigoration of the Equipment Leasing Scheme as a Special Purpose Vehicle (PSV) for the development of micro and small enterprises in the state;
- Ensuring effective coordination and linkage between new/existing Micro, Small and Medium Scale Enterprises and Cottage Industries with the Skills Acquisition Centres.
- Encourage the establishment of trade-based cooperative groups to facilitate skills acquisition and capacity building in entrepreneurship and managerial skills.
- Facilitation of financial intermediation to facilitate access to micro-credit for small and medium scale entrepreneurs in the State including farmers and women cooperative groups.
- Active Support to Jigawa Chamber of Commerce and Industry;
- Development and Implementation of a coherent private sector growth strategy which provides support and appropriate incentives and appropriate Public-Private Sector Partnerships to stimulate growth in special areas;
- Development of handholding strategy to ensure gradual shift from informal to formal enterprises

in the markets. For the year 2015, the three markets of Maigatari, Sara and Gujungu which attract merchandise and traders from all over Nigeria and neighboring countries, have a combined annual turnover of approximately ₦32 billion. The infrastructural facilities provided include internal/bypass road networks and drainages, stalls / storage facilities, utilities, security outposts. The appointment of market managers by the Ministry of Commerce was another initiative that is facilitating effective operations and functionality of the markets.

Due to these reforms and other initiatives, the State earned the positions of 'THE BEST IN TERMS EASE OF DOING BUSSINESS' in Nigeria in the World Bank's Doing Business Survey of 2010. This made

the state the preferred destination for private sector direct investment (both foreign and domestic)

5.2.1 - The Potentials and Constraints

In both the short and long-term, the state's capacity to develop and grow its commercial and Industrial potentials is largely tied to agriculture and its value chain. As the 7th largest crop producer in the country, the state has over 30 different kind of agricultural products and enjoys a comparative advantage in the production of sesame-seeds, sugar-cane, paddy rice, millet, watermelon, gum Arabic and livestock. It is expected that when these are fully developed they will set the stage for industrial development of the state..

Potentials also abound in the solid mineral and tourism sectors. Geologically, Jigawa State is composed of the granite complex and Chad formation both of which consist of various solid minerals. Surveys conducted by the State Mineral Resource Development Agency and Jigawa State Investment and Property Development Company Limited revealed the existence of various solid mineral deposits, which could improve the economic status of the state if and when effectively harnessed.

Jigawa state is also endowed with many tourist attraction sites, numerous cultural festivals and traditional sports. All these add to its potential for economic growth and development. Major tourism attractions in the state include Birnin Kudu Rock Painting and Baturiya Birds Sanctuary, which were declared a National Monument by the National Commission for Museums and Monuments. The said attraction sites have been forwarded to UNESCO for listing as World Heritage. There are also potentials in the solid mineral development. As mentioned earlier, various solid minerals of proven commercial quantities are found in the state. Some of the solid mineral deposits available in the State include among others:-

- ⇒ Granite for Dimension Stone;;
- ⇒ Tin and Colombite;
- ⇒ Iron Ore Deposits;
- ⇒ Kaolin;
- ⇒ Silica Sand;
- ⇒ Soda Ash (Trona);

The most valuable asset for an economy is its population, and Jigawa state has over 50% of its population within the economically active age groups which would be able to provide the much-needed cheap labor for industries in the state. Even though much of these may not be sufficiently skilled, the labour laws in the State give potential investors unlimited opportunities to source specialized skills from any part of the world. Location has made the state to enjoy access to viable regional and international markets. Apart from sharing border with Bauchi, Katsina, Kano and Yobe states within Nigeria, it borders Niger Republic which gives it access to West, Central and North African countries. The State also enjoys good road network to the extent that all the 27 Local Government Headquarters are effectively linked with each other through tarred roads.

5.2.2 - The Constraints

Despite these potentials, the Commerce and Investment Sector is facing a number of challenges and constraints that should be reckoned with in strategizing to reposition the sector as a driving force in developing the State's economy. One major challenge is epileptic power supply. This is very critical to the growth MSMSEs and has continued to pose constraints adding to the cost of doing business, as investors have to rely on alternative power supply. Other identified constraints include inadequate entrepreneurial skills among the people to initiate and nurture a business enterprise, weak technological base, low access to credit and high cost of capital. Added to this is the low level of savings and investments among the people both as individuals and cooperative groups largely due to high incidence of poverty. Operations of major markets in the State is also, to a varying degree, hampered by inadequate market infrastructure, harmful commercial practices by trade merchants such as non-adherence to standardise weights and measures and commodity adulteration.

5.3 - Strategic Policy Objectives and Targets for Commerce and Investment.

In line with the overall strategic objectives of CDF II, promoting rapid growth of the real sectors of the State economy, notably Agriculture and MSMEs, is a top priority. It is envisaged that forward and backward linkage that Agriculture generates with other sectors particularly the MSMEs would have a mutually reinforcing effect on the growth of the State's economy. Strategic focus would therefore include continuous improvements in the Business Environment and Investment Climate to ensure that private enterprises are playing a leading role in the development of a virile MSMEs that is capable of substantially contributing to economic growth and poverty reduction. Other strategic policy objectives include increasing the level of production and services so as to expand the total outputs of the state's economy; increase per capita and disposable incomes of the people to achieve inclusive growth; and promote the diversification of the revenue base of the State Government.

5.3.1 - Specific policy objectives of the Commerce and Investment

From these strategic focus of the Commerce and Investment sector, the following are the specific policy objectives to be pursued:

- i. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all;
- ii. Facilitate the development of MSMSEs including the provision of resilient structure and initiatives that foster innovation and promote inclusive / sustainable business enterprises development;
- iii. To create a liberal investment climate with various incentive schemes to attract private (both foreign and domestic) direct investment into the State.

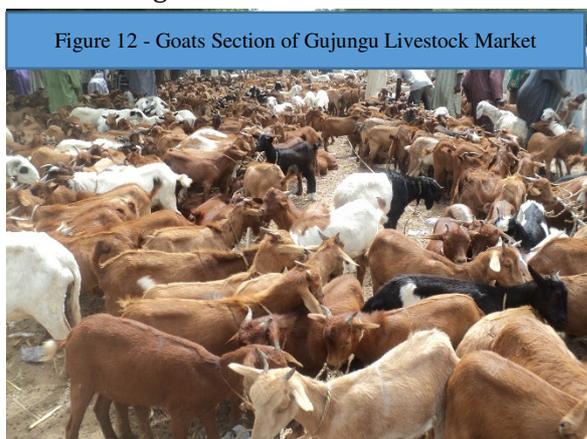
- iv. Increase rural income and promote better commodity pricing;
- v. Promote diversification of the revenue base of the State.
- vi. Promote local production for export and local market

5.3.2 - Specific Targets for Commerce and Investment

- i. Facilitate the creation of an average of 25,000 jobs both direct and indirect annually during the period of 2017 – 2020 and for both skilled and unskilled labour;
- ii. Facilitate increase in business turnover by 25% in the eight major markets of Sara, Gujungu, Maigatari, Hadejia, Kupsa, Babura, Firji A and Firji B. This is currently estimated to be about ₦32 billion annually.
- iii. Facilitate the formalization of 120 informal enterprises annually up to 2020;
- iv. Increase proportion of the paddy rice processing in the state from the current 2% to 50% of the total annual production of paddy rice in the state by 2020;
- v. Register 54No. Trade-based Cooperative Societies that is two per LGA and introduce them to financial institutions for lending based on a minimum of one female per LGA;
- vi. Train 120 SMEs operators in modern entrepreneurship and business development skills annually at least 30% to be women;
- vii. Enforcement of weight and measures in all major weekly markets and complete elimination of commodity adulteration.

5.3.3 - Strategies for Commerce & Investment

As earlier highlighted, strategies to achieve the sector policy objectives and set targets would centre round the promotion of commerce and industry involving the mobilization of private sector investments towards the development of MSMEs particularly in the area of agricultural value addition and agro-allied enterprise; solid minerals development and tourism development. Specific strategies include among others:



- i. Growing the role of the private sector as a major player in the economic development of the State through the provision of appropriate incentives that attract private investments (both foreign and domestic) into the State. These would include free land and tax exemptions for certain types of investments, improving the ease of doing business through the “one-stop-shop” that simplifies and accelerates business registration and other formalization process, etc;
- ii. Establishment of a Technology Business Incubation and Raw Materials Display Centres
- iii. Development of infrastructures that supports the growth of commerce and industry including the completion and concessioning of Maigatari Border Free Zone (EPZ) to achieve full capacity utilization; and continued development of major markets in the State;
- iv. Facilitate access to capital and finance including the revitalization of the *Industrial Equipment Leasing Scheme* as a Special Purpose Vehicle for establishment of MSMEs and facilitating access to intervention funds by the Central Bank, Bank of Industry, and SMEDEN, among others
- v. Collaboration with relevant national and regional organizations such as SMEDAN, CBN, RMRDC, CMD, MDI, etc. towards capacity building on modern entrepreneurial training;
- vi. Provide appropriate support including the establishment of trade fair ground for the staging of annual agricultural shows and trade fairs in the State;

- vii. Seek and promote bilateral agreements with various Chambers of Commerce and Industries in other states in order to provide opportunities for MSMSEs and promotion of research and development in the sector;
- viii. Revitalization and strengthening of the State Consumer Protection Committee composing of all stakeholder for monitoring and enforcement of weight and measures in the major markets of the State and elimination of commodity adulteration; and
- ix. Establishment of a complete database on all commercially viable solid minerals in the state by the year 2017 and facilitate the commencement of the exploitation of some minerals by the year 2020 through direct private sector investments and PPP. These would include granite tile industry, hydrated lime, soda ash and bentonite processing;

5.4 – The Focus of Solid Minerals Development

The solid minerals development sector is adjudged as one area that is critical to the long-term economic development of Nigeria and Jigawa State in particular . At present, a lot of informal mining activities flourish in several areas of the state involving several mineral resources. Enlarging and formalising solid minerals exploitation could potentially yield royalties and taxes for Governments, generate jobs and foreign exchange for the country.

The Raw Materials Research and Development Council of Nigeria has mapped out over ten different kinds of solid minerals found in commercial quantities in the State. However, inadequate investment in the sector has left it underdeveloped contributing very little to the state’s economy despite its vast potentials In line with overall sectoral objectives, the broad policy objective in the Solid Minerals Sector is to increase the contribution of the sector to income and job creation for the people including its contribution to Government revenues. The State-owned Investment Company has already acquired mining license to engage in mineral exploitation in Nigeria.

5.4.1 - Targets for Solid Minerals

- a) Attract \$100 million private sector investment into the State through solid mineral development during the next four years from 2017 – 2020- an average of \$25 million annually;
- b) Increase the number of registered Artisanal Cooperatives working in the Sector with mining titles from 19 in 2015 to 200 by 2020;
- c) Formalization of all existing unlicensed solid minerals activities by individuals, cooperative groups and companies in the State by the end of 2018 with mechanism in place for registration of new entrants;
- d) Ensure that activities of informal artisanal mining activities are gradually formalised and organised in a way as to lead to significant improvement in their income and to the State’s internal revenue. This would be measured by the extent of IGR collections from the sector;

5.4.2 - Strategies for Solid Minerals

The strategic focus of Solid Minerals would involve actions towards the formalization and expansion of on-going unlicensed solid minerals exploration and development activities in the State. It would also involve working with all stakeholders including relevant Federal Government agencies. Other strategies for developing the sector include:

- a) Completion of detailed feasibility studies, geological survey and acquisition of mining rights and titles over all commercially viable solid mineral deposits within the state (starting with granite);
- b) Codification of a range of incentives that would attract both domestic and foreign investors into solid minerals development;
- c) Establish Specific Desk to support Artisanal Cooperatives to register and acquire mining licence;
- d) Sensitization of Artisanal miners and stakeholders on safe mining techniques and environment friendly mining activities; and;
- e) Introduction of collection of tax appraisal forms and tax collection from all classes of miners including individuals, cooperative groups and mining companies by 2018.

5.5 – Focus of the Tourism

The tourism sub-sector in Nigeria is a major source of income with high multiplier effects on the rest of the economy leading to job creation, income generation and poverty reduction. However, the social and economic benefits of this very important sector is yet to be fully tapped in Jigawa State as it largely has remained underdeveloped. Home to one of UNESCO’s designated natural heritage sites (Baturiya Birds Sanctuary and Game Reserve), Jigawa State is endowed with vast tourism potentials comprising of tourist attraction sites and cultural events. It is, thus, believed that, the sector could be developed to contribute to the economic development of the State. Prominent tourist attraction sites includes the *Baturiya* Birds Sanctuary which is home to an estimated 378 species of migratory birds coming from Europe and Australia. It is also a habitat to some 250 different species of flowers. The Birds Sanctuary is situated within the Hadejia/Nguru Wetlands which is on the list of *Ramsar* (Convention



Figure 12 – Baturiya Birds Sanctuary

“... Located in the Kiri Kasamma area of Jigawa State, northern Nigeria, Baturiya Bird Sanctuary is a bird watcher’s dream. This wetland area attracts birds from across the globe... as the United Nations recognizes the sanctuary as a tourist location of international significance, it’s not only the birds that are flocking to Baturiya.. but also tourists from all over the world.

The sanctuary covers an area of 320 square km and is surrounded by a buffer zone of a half kilometer. The natural wetland habitat is home to around 378 migratory bird species from as far away as Europe and Australia.

Baturiya has been visited by members of the Wildlife Conservation Foundation and other notable personalities such as Prince Philip and Prince Charles of the British Royal Family.

Baturiya Forest Reserve and Bird Sanctuary is one of the most important wildlife conservation sites not just in the local area, but in Nigeria as a whole. It is a place where wildlife blossoms and can come and go as it pleases without fear of being captured. And it is a place to which increasing number of first-time visitors are also returning again and again.

Fascinating Nigeria.Com
Baturiya Bird Sanctuary

on Wetlands of International Importance). The Hadejia-Nguru wetlands as a whole lies on the southern edge of the Sahel Savanna in the North-eastern Nigeria. Other prominent tourist attractions include:

- i. **Wawan Rafi Lake –** Situated in Kazaure as a potential holiday resort. It has a scenic environment with water sport activities such as fishing, boating and golfing. Nearby range of Quartzite Rocks in Amaryawa also provides potentials for mountaineering activities for tourists;
- ii. **Birnin Kudu Rock Painting:** Birnin Kudu is noted on the National Tourism Map for the

presence of large number of rocks and their fascinating ancient paintings which are believed to be oldest rock paintings in Nigeria eloquently expressing the styles life of the early settlers in the area;

- iii. **Emirs’ Palaces -** The Emir’s palaces in Hadejia, Gumel, Kazaure, Gumel, Dutse and Ringim, are part of ancient buildings in the State with very attractive designs that combine indigenous and modern architectural designs. The Palace frontage provides the arena for festivals and durbar events;
- iv. **Ringim Dying Pit:** Ringim Dyeing Pit is an ancient dying pit in Ringim used in the dyeing of clothes;
- v. **Other Attractions** include Gwaram (Forest / Wildlife Reserve), Biram (an ancient settlement linked to the son of legendary Bayajidda of the Seven Hausa States), Maitumbi (Captain Philips) Tomb in Hadejia linked to the wars between ancient traditional authorities and colonial invaders, Harbo Fishing Village; Dabar Magini Birds Sanctuary in Kiri Kasamma, Dutse Rock Range, Kiyawa-Jahun Sand-Dunes / Picnic Centre, and Dutse Amusement Park;

Despite these potentials, there has been lack of full appreciation of the benefits of derivable from the sector as there is no detailed policy guidelines for achieving that. In addition, intense competition from the neighbouring States of Kano and Bauchi which are well ahead in this area coupled with inadequate hospitality amenities in most of the identified have all conspired to significantly limit the sector's contribution to the social and economic development of the State. Other limiting factors include:

- Non-development of the tourism sites due to low public spending in the sub-sector.
- Lack of sufficient marketing expertise to attract potential tourists to the state.
- Absence of private tourism developers such as travel and tourist agencies in the state.

5.5.1 - Policy Objectives and Targets

As a policy, a specific tourism development blueprint would be developed and implemented as to expand the contribution of the sector to the socio-economic development of the State. A key priority of blue-print would be partnership with private sector through PPP to develop tourism for the sole purpose of enhancing the contributions of the sector to the economy of the State in terms of job and income generation and provision of sustainable means of livelihoods to the people. Concrete policy actions would be taken to further 'develop' and 'exploit' existing tourist attractions sites in the State in partnership with all Stakeholders. This would include policy incentives that would engender private sector investments in the tourism attractions areas in the State. Specific policy targets for the tourism sub-sector are:

- Attract 2,000 foreign tourist and 22,000 local tourists to Jigawa State by 2020;
- Create 2,000 jobs in the sector by 2020 comprising both permanent and seasonal jobs;

5.5.2 - Strategies of Tourism for Tourism Development

The strategies for achieving these policy objectives and targets include:

- i. Further enhancement of all identified tourism sites without affecting their natural qualities and historic significance. This would include conserving the unique architectural heritage of the State by promoting the use and re-development of historical buildings and tourism sites and additional man-made structures and edifices in some selected sites to enhance their tourist attraction potentials;
- ii. State Tourism Board to vigorously cultivate partnerships with Nigerian Tourism Development Corporation, Federation of Tourism Association of Nigeria, National Institute for Culture and Tourism and other major Stakeholders in the Sector such as Travel Agencies and Hotels;
- iii. Provide training in tourism marketing and other skills required to attract tourists to the State including the development of Tourism education and training programmes for tourism personnel and general public on various aspects of visitor care and general hospitality;
- iv. Enforce legislation on the protection of game reserves, wildlife, natural wetlands, historical sites and other cultural heritages of the State.
- v. Provide special incentives in the form of concessions, tax relief and technical assistance to private tourism agencies in order to attract investment and facilitate entry into the Sector.
- vi. Support the development of hotel and travel agency business in the state.
- vii. Encourage and expand local production of Arts work from local artisans and craftsmen and women;
- viii. Provide special incentives in the form of concessions, tax relief and technical assistance to private sector tourism ventures to attract investment and facilitate entry into the sector. This would also include support towards the development of hotel and travel agency business in the state;

5.5 Investment Promotion

It is generally believed that development of commerce and industry is most effectively and efficiently handled through private investments rather than direct Government financing. In addition to resource constraints, capacity to manage large-scale commercial investment is generally weak in the public sector. Consequently, in order to diversify, transform and grow the State's economy, policies and strategies for mobilizing private investable resources from within and outside the country becomes imperative. It was in appreciation of this challenge that the State Government convened the First Economic and Investment Summit with the theme: *Mobilizing Resources for Sustainable Development*, in May 2013. Organizing the Summit and its aftermath points to the necessity for an active role the State Government towards investment promotion and facilitation. An important outcome of the Summit was the appointment of Advisory Council on Economic Management and Investment Promotion as a strategy for achieving the objective of mobilizing private sector investments from within and outside Nigeria for the promotion of economic growth and development. In order to operationalize its mandate and functions, the Advisory Council on its part, established an investment promotion agency, **InvestJigawa**, as a one-stop-shop with a mission to identify, promote and facilitate the exploitation of private sector investments that will create jobs and promote prosperity and well-being of the citizens. As the main strategy for springboard for mobilizing private investments, the vision of InvestJigawa is thus to promote and project the State as Nigeria's preferred investment destination.

5.6.1 – Policy Objectives and Targets for Investment Promotion

The ultimate goal of Government interventions in Investment Promotion is to see that private sector takes the leading role in transforming the State's economy and sustaining its growth over time. The purpose is to facilitate the attainment of the primary objective of the State Development Strategy which is to ***“sustainably secure the socio-economic well-being of the people”***. To achieve this goal, Government would have a crucial proactive role to play in order to mobilize and actualise private investments into key sectors of the State's economy. Broadly, the following objectives would be pursued:

- i. Enhance the visibility of investment potentials in the State through the creation of greater awareness of the State among key target audiences within and outside Nigeria. The purpose would be to project the State as a viable investment destination;
- ii. Attract and facilitate the actualization of private sector investment in key sectors and support the growth and profitability of existing investors especially in the agricultural and MSMEs sectors.
- iii. Facilitate the development of a competitive regulatory environment, including infrastructure and services that will support private sector investments in a responsible and environment-friendly manner.

Taking into account on-going activities, the following policy targets are adopted as part of the medium-term Policy Objectives in pursuit of private sector investment in the State include:



- Fully actualize at least 60% of the pipeline investments projects consisting of large-scale agriculture and processing, power generation, and light manufacturing and hospitality sectors by the end of the 2020. These include the Dangote Sugar and Rice Projects, the Northern Agro-Business Sugar Project, Basic Engineering Sugar Project, Erisco Foods Tomato Project, Dangote Tomato Project;
- Actualization of at least one Independent Solar Power Parks in the State out of the four signed MoUs by the end of 2020;
- Fully actualise up to 10 pipeline investments in the small & medium-scale light manufacturing and processing sector by 2020;

In this respect, the broad specific target is to generate no less than US\$250 million dollar worth of private sector investment across all sectors of the State economy from domestic and foreign direct investments during the of period 2016 – 2020. This is envisaged to generate at least 5,000 direct and indirect jobs annually. To achieve the set goals, policy targets, the following performance targets are to be pursued by the State Investment Promotion Agency [InvestJigawa] in respect of each of the three policy objectives specified above:

Objective 1 - Enhance the visibility of Jigawa State by creating greater awareness of the State among key target audiences as a viable investment location. Performance Indicators include:

- I. Sector specific collateral materials developed for use in both generic and targeted sales and image building activities;
- II. Jigawa investment opportunities professionally documented;
- III. Improved awareness of Jigawa investment opportunities among key target audiences;
- IV. Improved image of Jigawa State as a business location;

Objective 2 - To attract and facilitate private sector investment in key sectors and support the growth of existing investors especially in the MSMEs sector. This has the following Performance Indicators:

- I. Volume and value of investment attracted;
- II. 'Active investors' in the pipeline [% of investments attracted that are actually being actualized];
- III. Number of public sector projects implemented under Public-Private Partnership arrangements under the coordination of InvestJigawa
- IV. New jobs created from mobilized investments;
- V. MSMEs receiving technical support [for example business development services provided, access to opportunities such finance and markets facilitated etc.]

Objective 3 - Enable the development of a competitive regulatory environment, including infrastructure and services that will support private sector investments. Performance Indicators here includes:

- I. New business environment policy initiatives introduced and implemented;
- II. Performance of Jigawa State in Doing Business Reports;

5.6.2 - Investment Promotion Strategies

First and foremost, InvestJigawa, as the one-stop shop for investment promotion would be strengthened with an enabling law and other institutional requirement for the agency to perform its

mandate of investment promotion and facilitation. The set strategic objectives and targets are to be achieved through a series of actions to be implemented by the Agency in collaboration with other concerned MDAs, host investment communities and other strategic stakeholders. In specific terms, InvestJigawa would pursue the following strategies as the Agency strives to realize its broad mandate and strategic objectives of investment promotion and facilitation:

1. Image building and development to promote the State as a viable investment destination. The branding strategy of InvestJigawa will generally entail the following:

- a. Preparing info 'packs'-including flyers leaflets etc., for general promotion and marketing purposes;
- b. Developing detailed location data to support investors with their investment location decision as well as compliance obligations during investment start-up and operation;
- c. Developing an efficient web portal to facilitate investors' access to information about the State and the investment opportunities therein.

The functions of InvestJigawa and identified strategies point to the need for concerted efforts to continuously improve the business environment and the investment climate in the state. This would guarantee the attainment of broad objective of mobilizing private sector investment into the state's economy. These are largely in the area of Land and Tax reforms, Initiatives aimed at influencing policy, institutional and behavioral conditions that influence the productivity of investments. In pursuit of these initiatives, Jigawa State has a collaborator in DFID Supported Programme targeting "growth and employment in states' [GEMS III], which has a three-prong strategy towards supporting and promoting investment and enhancing opportunities for MSMSE [that land, tax and investment promotion]. As observed by GEMS III, "... without secure land rights, and simple and transparent land registration systems it will be difficult to attract new investors into the State. If more small businesses held formal land titles they could use land as collateral to access new credit. The tax system needs to balance increasing revenue to fund higher State and LGA spending on core services and infrastructure in addition to creating a conducive environment for business development. This requires a simple, streamlined tax structure and effective, fair and transparent tax administration" The key elements of the three-pronged strategy would thus be:

- Enhancing investment and enterprise growth in the state through InvestJigawa as well as to develop and implement more effective strategies to promote economic development and investment;
- Enhancing the prospects for economic and business development by increasing access to land through the introduction and implementation of more effective and affordable land titling procedures;
- Reducing the cost of doing business by streamlining and simplifying taxation, improving tax administration and enhancing State and LGA delivery and accountability mechanisms.

2. Developing detailed information & data on investment opportunities in the State to support investors with their investment location decision. InvestJigawa will in particular:

- a. Identify and prioritize sectors with opportunities for FDI and properly document and promote same in terms of the comparative advantages offered by Jigawa.
- b. Identify and support actual or latent value chains in the State that will multiply the jobs and economic impact of major new investors.

3. Developing a database of reputable prospective and potential investors to find out about their interests and priorities with a view to reaching out to them when opportunities arise;

4. Designing and implementing a framework for the development of MSMEs through 'hand-holding' Strategy that will entail the following key activities:

- a. Identifying and Facilitating MSMEs access to new opportunities including markets, technology and finance;
- b. Identifying FGN incentives and business support programmes and facilitating access to same for MSMEs;
- c. Facilitating the transition of MSMEs from informality to formality through provision of Business Development Services etc.

5. Fast-tracking investors' access to all necessary approvals, incentives and other resources including land - to facilitate the actualization of their projects at the earliest possible time;

6. Developing Strategic Partnerships and Networks for investment promotion with local and international businesses, State and Federal Government MDAs, Development Partners and Overseas Consular representation etc;
7. Advocating for continuous improvement in business and investment climate by:
 - a. Developing and reviewing measures to promote, encourage and protect domestic investment.
 - b. Evaluating on continuous basis the effectiveness of current investment incentives and recommending appropriate incentive packages for investors;
 - c. Planning and organizing targeted and well-researched investment promotion activities including tours and road shows aimed at promoting specific investment projects in areas of comparative advantage to the State.
8. Liaising with relevant MDAs and stakeholders to develop an industrial policy and private sector development strategy for the state as well as a comprehensive State Policy Framework for Public-Private Partnerships;

Other actions would include continuous improvement of the policy environment for private investment. Such would include establishment of protocols for Responsible Investment in Agriculture (RAI), establishment of a framework for the development of Out-Grower Schemes and incorporation of same into the State Agricultural Policy;

5.7 - Public Private Partnerships

PPP is a formal and legal contractual arrangement between a public sector agency and a private sector entity indicating an intent to collaborate and share responsibilities in terms of resources and expertise in delivering a service or facility for the use of the public. Under the arrangement, the two parties mutually agree to share the risks and benefits in the delivery of the service and/or facility. Normally, in a PPP contract, the private party provides the public service or project and assumes greater financial, technical and other operational risks.

Dwindling government resources available to Government in the face of expanding needs for economic and social infrastructure makes it imperative to search for alternative means of financing public expenditure programmes. This becomes even more urgent given the weak technical capacity in the public sector especially in the area of project management and ensuring innovation and effectiveness in public service delivery. Gradually, it has become evident that government alone cannot muster the requisite financial resources and expertise to meet the investment resource requirements for economic growth and development in a sustained manner. Collaboration with the private sector thus becomes imperative. It is against this background that PPP is considered very critical for the attainment of the State's Development objectives. What is required is to have the institutional and policy frameworks through which financial resources and technical competences of the private sector could be harnessed by the Government to support the delivery of infrastructure, public utilities and large services projects under a public private partnership arrangements.

At the Federal level, an Infrastructure Concession Regulatory Commission (ICRC) was established as an institution responsible for setting guidelines to promote, facilitate and ensure the successful implementation of PPP projects. While no such Agency exists at the State level, PPP is considered to be cross-cutting issue across all sectors to be centrally coordinated. Elements of PPP already exist in the delivery of certain public services as in the Housing Sector where the State Housing Authority collaborated with Private Estate Developers to provide owner-occupier houses in the State Capital.

In line with the "best practices" the basic principles to consider in the pursuit of PPP under the State Development Framework would include among others:

- a. An institutional Structure – An organ of the Public Sector Agency is required to be responsible for the conceptualization, negotiation, implementation and final monitoring of the execution of the partnerships with the private sector. The development and coordination of the Jigawa State PPP Initiative would be handled by InvestJigawa as the State Investment Promotion Agency. This would in collaboration with the Budget and Economic Planning, Ministry of Finance, Due Process & Project Monitoring Bureau, Ministry of Justice and the Government Agency that serves as the project implementation partner. In this regards, a key role of InvestJigawa would be the development of requests for proposals covering the framework of the PPP agreement and performance goals. While performing the technical function of the PPP coordination, decisions on PPP agreements ultimately rests with the Jigawa State Executive Council and where necessary, with the Jigawa State Legislature;
- b. Implementation²⁴ - As a cross-cutting issue, PPP Project initiation is largely the initial responsibility of the sector agencies which InvestJigawa (in collaboration with the other coordinating agencies) should only promote with expressed no-objection of the State Government. Nonetheless, the right PPP model must be identified and adapted (where required), for the right project. Sectors and Projects open to PPP under the State Development Strategy include the following as illustrated in the table:

<i>S/N</i>	<i>Sectors</i>	<i>Projects</i>
1	Critical Infrastructure	Roads, Toll Gates and Bridges,
2	Power Supply	Establishment and Management of Independent Power Projects; Alternative Energy Supply (Solar-based and Bio-fuel)
3	Education	Establishment and Management of Schools
4	Health	Establishment and Management of Health Facilities
5	Commerce & Industry	State-owned Enterprises including 3-Star Hotel, Kila Cassava Processing Plant, Galaxy ITT, Markets Stalls, and Maigatari Export Free Zone
6	Agriculture	Provision of Agricultural Machineries, Development of Agricultural Value Chains and Development of Irrigation Infrastructures;
7	Water Supply and Sanitation	Urban and Small Towns Water Supply, Public Stand Pipes and Public Conveniences;
8	Cleaning and Security Service for Public Institutional Buildings	Cleaning, landscaping and security services for State Secretariat, Secondary & Tertiary Health Facilities, Tertiary Educational Institutions, and other large public buildings.
9	Sports	Construction and Management of sport arenas and sport clubs
10	Environment and Public Health	Environmental Sanitation Services; Refuse collection and disposal,

²⁴ Policy Targets of PPP are assigned to InvestJigawa under section 5.6.1

CHAPTER 6 CRITICAL INFRASTRUCTURE

6.1 - Introduction

Robust and reliable infrastructure is a critical element of a conducive business environment and investment climate, and by extension, a necessary condition for an economy to grow. Three main components of the sector identified as key under the Jigawa State Comprehensive Development Framework include Roads & Transport Development [RTD]; Power Supply; and Information & Communication Technology [ICT].

During the period of 2010 to 2014, the approved budget estimates to the Roads & Transport Development Sector has consistently been on the increase averaging about 38% of the total capital budget rising to almost 48% in 2015. Executed projects have opened up the hinterlands and helped in unlocking the vast economic potentials of the served regions and in accelerating the socio-economic transformation of the state as a whole. While facilitating and easing movements of goods, services and people, at the same time, this significantly promotes the growth of commerce and business enterprises. Despite the tremendous progress achieved over the years, the outcomes of the various Focus Groups Discussions has indicated that provision of roads still remains one of the greatest demand of the people. Consequently, the sector would still remain a major pillar of the State Development Strategy where the overarching policy objective is to continue to develop and maintain adequate, robust, resilient, efficient and reliable roads and transport infrastructure as a major catalyst for economic growth and social well-being.

Even though Power Supply and ICT are vital components of a conducive business environment and investment climate, recent developments in the two sectors could affect the level of direct public sector investments that goes into the sectors. Privatization and deregulation of the power sector leading to private ownership of most of power installations in Nigeria has the effect of potentially reducing government direct financing, at least in the long-run. As regards ICT, despite the fact that Jigawa State had at one time played a pioneering role in Internet Broadband Technology with a franchise of an ICT-based tertiary institution from the Informatics Institute of Singapore, the deregulation of the telecommunication sector has also reduced the role of the State Government as a major investor in the Sector. Notwithstanding these developments, the policy stance of the State Government is to continue to be proactive in ensuring that these two components of the infrastructure sector continue to contribute effectively in growing the State's economy. Consequently, the policy stance would still go beyond facilitation role to being a major player and investor.

1.2 Review of Performance and Situation Analysis

Roads and transport development in the State has received over 1700 kilometres of tarred road networks provided. Virtually all the 27 Local Government Headquarters are connected to them with each other and with the state capital. Since 2011, the sector has received a renewed attention. Political commitment is responsible for the progress that has been attained. Development of roads linking the rural areas with major state-level centres through adequate infrastructure would continue to be a major commitment to Roads and Transport Development and a key driver of development in the state. On the downside, dwindling budget of infrastructural development would be constraining development in the short-term. Other constraints encountered in the efforts of the state include haulage distance which leads to increased cost of road traffic volume leading to increased wear and tear, major damages resulting in major maintenance annually; and lack of adequate modern equipment and other mechanism, such as weigh bridge for effective traffic control



Figure 14 – An ongoing Road Project

As regards Power Sector, electricity supply in Jigawa State is mainly through the 33 kV distribution networks and sub-stations of the National Grid. It consists of about 1000km (route length) and about equal number of distribution transformers serving individual communities. During the period of 2011 to 2014 over 40 towns and villages were connected to the National Grid, in addition to about 20 other villages that have been electrified using solar energy. In addition, several dilapidated and collapsed/damaged portions of the network were also rehabilitated and several other burnt and overloaded transformers were replaced and updated.

Available data from the State's Rural Electricity Board indicates that despite the efforts of both federal, state and local governments in providing electricity to the people of the state, access to electricity is still relatively very low. According to the 2013 NDHS, less than 25% of households in the State are using electricity from the National Grid. which is well below the national average of about 56%. However, almost all large towns and villages that are close to an existing line in the state have been connected to the National Grid. Solar electrification in the state, mainly targeting the remotest communities, has also achieved some progress with the electrification of over 20 such remote villages. Indeed, even for the households with access to conventional electricity, limited energy available from the grid has made electricity to be only periodically available to the generality of the people.

Previous attempt to establish an Independent Power Platforms (IPP) to generate about 10 megawatts has not been successful which left the State Government with several abandoned diesel powered power projects in Dutse, Kazaure and Gungu. While those of Dutse and Kazaure were installed, only knocked down parts of the generators have been delivered to Gungu. The abandoned IPP projects provide a window of opportunity for private sector take-over in the area of electricity generation. Jigawa State is also blessed with rich sources of renewable energy, which could be exploited and harnessed to generate electricity and as a substitute for firewood, kerosene and diesel. This is also in line with global good practice of controlling the adverse environmental effects associated with hydrocarbon fuels and mitigating global warming. Renewable energies, apart from hydropower are, however, seldom used for regional or industrial power supply because of their high capital cost compared to those from conventional sources.

Success Stories So Far...

- Over 3000 software and hardware professionals graduated from Jigawa State Institute of Information technology based in Kazaure and Malaysia campuses
- The payroll of the state and local government are fully computerized
- A well-established Integrated Financial Management Information System [IFMIS] being used in Budget Preparation and Final Accounts;
- An ICT policy in education has been developed and approved by the government
- a number of educational both secondary and tertiary institutions were provided with IT centers and internet connectivity
- A human resource system has been developed in the state to serve as a central human resource data base for the state civil service
- 3No. IT training centers were established for civil servants in the state
- Galaxy ITT resuscitated with commercial orientation to provide effective ICT services within and outside the State

To take advantage of existing opportunities and potentials and bring about improvement in the situation, several Memoranda of Understanding (MoU) have been signed between the state government and some private investors to build/install large capacity generating plants. One of them is the 50mw solar- powered plant by Nova Scotia Power Development Company Ltd. The government is also exploring the extraction of bio-diesel from Jatropha plant which can be used to power generators, for which it owns a 600ha in Yarda-Kaugama LGA. Dangote Sugar Company Ltd and Crystal Sugar Company Ltd also have arrangements for the generation of power in their sugar factories located at Hadejia and Kaugama, respectively which could subsequently be available for consumption by the nearby towns and villages. It is envisaged that

the two sugar factories would have a combined capacity of generating up to 100 megawatts.

Ability to access and use information is very critical in the modern world of today. There are limitless opportunities for economic, political and socio-cultural growth and broad-based development. ICT facilitates the creation of knowledge-based, science and technology-driven economy with ever-expanding opportunities. It is against this background that Jigawa State became the first to adopt ICT as a key strategy in the pursuit of economic development. The State has already acquired and established the necessary hardware and ICT infrastructure. The Galaxy ITT Limited established by

the government has already acquired 3 licenses to provide Internet services, V-SAT installations and GSM telephony. Even though Jigawa State has slightly slipped from this leading pioneering position, the policy stance is for the State to continue to be pro-active in ensuring that ICT infrastructure in the state continues to contribute effectively to the socio-economic development of the State.

The Galaxy ITT was established in 2004 with a broadband capacity to provide over 300 MB of internet and services such as data management, hosting, software development, hardware integration and rural telephony. Around the same time, the State Government obtained a franchise from the Informatics Institute of Singapore which facilitated the establishment of Jigawa State Institute of Information Technology. Additionally, girl's computer secondary school was also established to cater for gender equality. So far, the state government has enabled the training of over 3,000 students both locally and abroad. Galaxy ITT as a company was to go into full commercial operations in 2005 but was stalled by the interest expressed by the federal government to partner with Jigawa state government to upgrade the company to serve as a National ISP under the name of Galaxy Backbone. Failure to effectively execute the "merger" arrangement left the state short-changed which negatively affected the fortunes of Galaxy ITT to the advantage of Galaxy Backbone. Despite the setbacks, the vast opportunities already created in the ICT present real potentials for the socio-economic development of the state. The vast pool of IT professionals in Jigawa State and the extent of e-governance within the state's MDAs attest to this fact. The greatest challenge is to turn these vast potentials to the economic advantage of the state in terms of job creation, revenue generation and multiplier effects on the other sectors of the state's economy. A business plan is required to make Galaxy ITT attractive to private sector investment.

6.3 – Policy Thrust and Objectives

While on the one hand, the overall policy thrust in this sector is to develop a robust and reliable infrastructure for the socio economic development of the state, on the other hand, the three components of the critical infrastructure is made up of several policy objectives . These include:

- i. To provide good road network in order to facilitate and enhance socio-economic development of the State;
- ii. To ensure access to affordable, reliable, sustainable and modern energy for all Jigawa State citizens (SDG7);
- iii. To develop an effective and reliable ICT infrastructure.;
- iv. Build resilient infrastructure, promote inclusive and sustainable industrialization, and foster innovation (SDG9);
- v. To ensure the safety of lives and properties against fire, water and road traffic accidents across the state;
- vi. To facilitate access to safer road, water, rail and air transportation to various destinations within and outside the State.

6.3 – Policy Targets

Specific policy targets to be pursued over the medium terms includes:

S/N	Sector Components & Policy Targets
Roads and Transport Development	
1	Construction of 650km of paved (asphalt) roads (including on-going new road projects) by 2020.
2	Upgrading of 800 km of existing surface dressed roads with asphalt overlay by 2020
3	Construction of 50km of paved roads to provide access health facilities in hard-to-reach areas
4	Construction of 120 km of township roads across the state, including on-going by 2020.

5	Construction of 500km of rural feeder roads across the state by 2020.
6	Maintenance of 450km of State Roads by 2020
7	Provision of 6 bailey bridges as a temporary measure before the construction of standard conventional bridges including Major Access Culverts by 2020.
8	Road Traffic
9	Construction of perimeter /access roads at the Dutse International Airport by 2020
10	Provision of hanger, cargo handling and aviation training facilities at the Dutse International Airport by 2020.
Power Generation and Distribution	
1	Increase Household access to electricity from current estimate of about 30% to 60% by 2020
2	Provide access to electricity from the National Grid to at least 60 rural towns and villages by 2020
3	To facilitate the generation of at least 30MW of electricity using the state's renewable energy potentials of solar, bio-mass and bio-diesel by the private sector by 2020
4	Upgrading and maintenance of 200km of 33kV Inter-Town Connection (ITC) and 30km 415V Township Distribution Network (TDN), respectively by 2020.
5	Generation of 30MW of power through conventional and renewable sources by 2020.
6	Provision of additional 30km of streetlights in urban towns by 2020.
Information and Communication Technology	
1	Upgrading of the Network Operating Center (NOC) to have 50 MB internet access and 50 G B of hosting capacity by 2020.
2	Installation of WiFi internet access in 7 locations (towns) across the State by 2020.
3	Galaxy ITT becomes a self-financing and revenue-remitting commercial entity by 2010
Fire Services and Emergency	
1	Increase coverage of Fire Stations to a maximum of 30 kilometers to each of the 27 Local Government Headquarters in the State by 2020

6.4 – Sector Strategies

Specific policy targets to be pursued for the various components of Critical Infrastructure are as follows:

6.4.1 – Roads and Transport Development

Despite the high capital intensive nature of the sector, sustained public sector funding (including cost-sharing between the State and Local Governments) would continue to be the major strategy for achieving these targets. The State Roads Maintenance Agency would also be strengthened with the requisite manpower and equipment to ensure effective routine maintenance of all existing roads through direct labour (including rehabilitation of existing roads). Project-financing via Build-Operate and Transfer (BOT) and other PPP arrangements would also be explored. Others are:

- Regular and prompt maintenance of infrastructure to prevent total collapsed or decay;
- Encouragement of private sector investment on roads, power, Airport and ICT through Build, Operate and Transfer (BOT);
- Cost sharing or joint funding of projects between the State and local Governments.

6.4.2 – Power Generation and Distribution

Broad strategies to be pursued in this area include among others:

- [i] Privatization / Commercialization of existing government investments for more effective and efficient management. This would include concessionairing of Dutse and Kazaure IPP and outright auctioning of Gujungu Power Plans. This would be achieved through a transparent competitive process involving advertisement of bids for interested investors to bid for the purchase of the existing IPPs;

Power Sector Reforms

In 2005, the Federal Government of Nigeria has enacted the Electric Power Sector Reform Act which provided a roadmap for the revamping of the power sector in the country which was hitherto a monopoly under the defunct NEPA / PHCN. The reform started with the creation of the regulator, the Nigerian Electricity Regulatory Commission, NERC, the unbundling / commercialization of NEPA to PHCN, by breaking up NEPA into several successor generation, transmission and distribution companies; and finally reached privatization phase which saw the divestment of Government interests in generation and distribution companies into the private investors' hand, thus leaving only the one and only transmission company (TCN) under the ownership and control of the Federal Government. Of the eleven distribution companies sold to private investors, the Kano Electricity Distribution Company, KEDCO which serves Kano, Jigawa and Katsina States was sold to the Sahelian Power SPV, which is a conglomerate of Turkish and Nigerian companies. The purpose of the reform is to open up the electricity market to private investors in order to make it more efficient and competitive while providing Nigerians with adequate power which had hitherto continued to elude them.

The Federal Government's reform process in the power sector therefore has a tremendous impact on the State and its development. Before the full take-over of the Distribution Companies (DISCOS) by the new owners at the end of 2013, Jigawa State Government and its 27 L.G Councils have been complementing the efforts of the Federal Government in providing access to electricity to both its urban and rural dwellers through the conventional approach of build and transfer. Most of these assets have now been transferred to the new private owners, while the process for compensation of the state has been commenced.

With the full privatization of the power distribution and acquisition of all the capital investments by States in pursuit of rural electrification, subsequent state intervention to provide power would now largely be as "social service" to reach unserved populations and locations (notwithstanding the resulting multiplier effects on the economy). Consequently, there would be major shifts in the policy objectives, targets and strategies to be pursued under CDF II.

- [ii] The facilitation of bulk-power generation by providing an enabling environment for private sector investment. This would also include partnerships with private investors to generate bulk power using renewable energy sources for which the state has comparative advantage, such as solar, wind, bio-diesel and biomass. In addition, this would entails the provision of incentives like free land and tax waivers to potential investors in renewable energy as are available in other sectors;
- [iii] Continued, but limited, provision of rural electrification as 'social service' to the citizens. Where opportunities exist, Government would explore partnership and support from the Federal Rural Electrification Agency (REA) and Local Government Councils in funding rural electrification projects;
- [iv] Encouragement of the private sector to establish manufacturing industries for electrical materials. The State Government may therefore consider the establishment of factories for the manufacture of concrete poles, porcelain insulators, aluminum conductors, copper cables (armored and non-armored) etc. This also entails the provision of incentives like free land, tax waivers and granite quarry sites to potential concrete poles manufacturers;
- [v] The engagement of Federal Government in the construction of additional transmission sub-station as the state presently has only two existing 132 / 33kV sub-stations in Dutse and Hadejia with additional 2 proposed to be located in Gagarawa and Gwaram. The State Government would therefore follow up on the issue as the existing ones are inadequate to serve the state.



6.4.3 Strategies for the ICT Sector

The scope of the State ICT Policy intervention will include ICT Infrastructure, linkage ICT Industry in terms of Hardware, Software, Service Providers; ICT Education and Human Capital Development to creating pool of ICT professionals through the formal educational system from primary to tertiary levels; enhancement of policy, legal and regulatory frameworks. To achieve the policy targets of the ICT subsector, the following strategies will be pursued:

- i. Repositioning of Galaxy ITT based on its business plan focusing on equipment upgrade, improvement of human resources capacities to meet the present challenges in transforming the company into a commercially viable and profitable enterprise. Options would include private sector investment and partnerships [technically or financially] in the repositioning of the Company through a transparent and competitive process;
- ii. Adoption of a new improved State ICT Policy;
- iii. Encourage the establishment of private internet cafes;
- iv. Establishment of ICT Centres of Excellence in selected educational institutions;
- v. Sustaining partnership with internationally renowned IT Institutions such as the Informatics of Singapore and establishing new ones;
- vi. Improvement and expansion of the Jigawa State Institute of Information Technology;
- vii. Improvement and expansion of computer training centres across the state.

6.4.4 - Fire Services

- Ensure the provision of firefighting equipment in both public and private buildings such as schools, hospitals, banks, filling stations and factories. ;
- Construction of three additional fire service stations by 2020

6.5 - Synopsis Of The Key Performance Indicators

For the purpose of Sector Performance Evaluation, the following are adopted as the KPIs that would inform period M & E in the Critical Infrastructure Sector:

1. Number of km of paved roads constructed during an evaluation period relative to the overall target over the medium term;
2. Number of km of surfaced dressed roads overlaid.
3. Number of km of township roads constructed.
4. Number of km of rural feeder roads constructed.
5. Number of km of state roads maintained.
6. Number of Bailey bridges and culverts provided/constructed.
7. Number of towns and villages connected with grid electricity.
8. Number of km of 33kv ITC and 415V TDN maintained.
9. Number of locations connected to the National Grid
10. Number of additional House accessing power in the medium terms;
11. Number of MW of electricity generated.

CHAPTER 7 ECONOMIC EMPOWERMENT

7.1 - Introduction

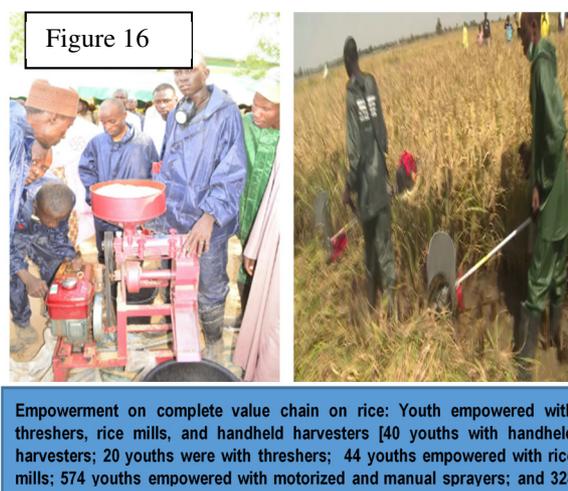
Broadly, *empowerment* is the "... expansion of assets and capabilities of poor people to participate in, negotiate with, influence, control, and hold accountable, institutions that affect their lives..."²⁵. From the economic dimension of what poverty entails, empowerment necessarily involves actions that would lead to the expansion of peoples' range of assets and capabilities both at the individual, groups and community levels, to enable them escape the vicious circle of poverty. According to the World Bank's *Empowerment Source Book*, to achieve sustainable poverty reduction, both men and women, particularly those below the poverty line, would require complete "removal of formal and informal institutional barriers that prevent them from taking action to improve their well-being" either individually or collectively. Despite progress attained during the years of CDF I implementation through the Economic Empowerment Agency, poverty still remains prevalent among some segments of the society. According to the 2012 *Nigerian Poverty Assessment Report* published by NBS, poverty is still generally widespread in Nigeria with a Poverty Head count of about 69%. For Jigawa State, the reports indicated that absolute poverty incidence was about 74.1% down from 90.9% in 2007 indicating that poverty is on the decline (see review of performance below).

In order to sustain the momentum of progress and achieve that vision of making Jigawa State an economically empowered, productive and self-reliant society, Economic Empowerment is still a major pillar of the State Development Strategy under CDF II. Broad-based, multifaceted and pro-poor socio-economic empowerment programmes geared towards "expansion of assets and capabilities" of the people would be pursued. The Economic Empowerment Strategy would therefore entail the institutionalization of deliberate policies and the design of deliberate programmes and projects aimed at "empowering" the people economically and socially particularly the women, youths and the physically challenged. The State Economic Empowerment Agency would continue to exercise the mandate of designing and implementing these programmes aimed at job creation and poverty reduction among targeted groups addressing both their strategic and practical needs. The Agency would also continue to collaborate with other State Agencies, Development Partners and Non-Governmental Organizations in designing and implementing targeted empowerment programmes.

Major elements of Economic Empowerment would include the pursuit of women and youth Empowerment programmes, access to micro and macro credit, provision of vocational skills acquisition and entrepreneurship development, provision of social safety nets, establishment of an *Economic Empowerment Trust Fund* and the development of trade-based cooperative groups.

7.2 - Review of Performance

Over the last few years the State Government has expended huge amount funding various targeted intervention programmes under the Economic Empowerment Agency. This is in addition to the various cross-cutting poverty-reducing and socio-economically empowering projects and programmes in almost all major sectors. These have resulted in appreciable progress as manifested in the downward slide of both the incidence and severity of poverty in the State. As noted in the NBS Poverty Report, poverty head count in the State has gone down by not less than 20% in the last four



²⁵ "Empowerment and Poverty Reduction: A Sourcebook" A World Bank PREM Publication, 2002

years. In terms of projects and programmes outputs, the following were reported in 2015 Sector Performance Review as some of the key achievements so far recorded:

- i. Expansion of Skill Acquisition Centres [Dutse, Birnin Kudu, Hadejia, Ringim, Kazaure, and Gumel] in terms of structure (classrooms and workshops) and facilities (workshop tools and equipment);
- ii. More than 10,000 youths trained on various trade with settlement package in form of start-up capital and trade tools / working materials over the last five years;
- iii. Over 2,000 youths received training on other specialised economic empowerment programmes such as Paint and POP manufacture, Foam Manufacture, Photography, GSM Repair, etc;
- iv. On Social Safety Net, over 1,000 vulnerable households benefited from the conditional cash transfers and over 10,000 benefited from the *Talakawa Summit*;
- v. In collaboration with Dangote Foundation, 27,000 Women benefitted from the Cash Transfer Economic Empowerment Programme;
- vi. Creation of 10 Hatchery centres for Nomadic Fulani in collaboration with the State Agency for Nomadic Education under the Pastoralist Economic Empowerment Programme;

The impact of programmes on the poverty profile has been positive over the years as reflected in the following situation analysis

7.3 - Poverty Profile - A Situation Analysis

In terms of the proportion of the population that could be described as “Core Poor”, Jigawa State ranked among the best 8 States with only about 35.6% in this category (national average is about 46.) This level, being lower than the national average, is indicative of positive trend towards reduction of extreme poverty in the State. The good news is that on the whole, poverty has declined and is still declining in the State. Whereas nationally, 10% of the population was described as “very poor”, less than 5% of the population in Jigawa State belong to this category. The survey also indicated that a higher percentage of households are poor in the rural areas than in urban areas and that poverty increases as the size of the household increases.

Nationally, the fundamental causes of poverty include bad governance, mismanagement and poorly conceived and implemented socio-economic development policies; failed development strategies that hindered the benefits of economic growth to “trickle” down to the poor, leading to increased inequality; dysfunctional social services, and poor socio-economic infrastructure. Structural imbalance and anomalies in the Nigerian economy has, for years, also failed to generate employment opportunities exacerbating the poverty situation in the country. While nationally, these are the major causes of poverty, other “local” considerations also exist. Majority of the people in Jigawa State are subsistence farmers using inefficient farming practices with low access to modern agricultural production technology. This militates against higher productivity in the face of unfavourable market conditions and inefficient value chain, which have contributed to the persistence of the poverty situation among the rural population in the State. Other causes of poverty in the State include, low literacy rates among the population, inadequate rural infrastructure and low level of access to capital.

Government's political will and commitment to achieve SDGs is presently a major opportunity. The first and second goal of the SDGs is to end poverty in all its forms everywhere; end hunger, achieve food security and improved nutrition, and promote sustainable agriculture. Achieving these goals alone, will translate into the attainment of the State's economic empowerment objectives. With poverty already on the decline, what is required is to sustain and expand the various on-going economic empowerment programmes and the initiation of new ones. This is especially so for programmes that provides opportunities for the youths of various levels ranging from graduates down to Primary school leavers. The purpose is to create opportunities for this group to be gainfully self-employed. The focus is on skill acquisition, vocational and entrepreneurship development training programmes, access to credit facilities and business start-up capital, social safety nets, and Economic Empowerment Trust Fund for trade-based cooperative groups.

7.4 - Broad Policy Thrust and Objectives of Economic Empowerment

The policy goal for economic empowerment is in line with the overarching development policy goal of the Jigawa State, which is the "improvement of the socio-economic well-being of the people". Its **vision** is for the people of Jigawa State to become economically empowered and self-reliant within a productive economic system. Therefore, the primary goal is "... to empower and support individuals and groups in collaboration with other agencies to reduce poverty in the State". Accordingly, the strategic outcome to be pursued includes general improvements in the socio-economic well-being of the people; wealth and job creation (targeting the youths - both men and women - and the physically challenged), eradication of extreme poverty and improved social security. Specifically, the policy objectives of the state economic empowerment programs include the following:

Seed Production under Youth in Agriculture - 1,400 Youths empowered on 700 hectares to produce seeds for agricultural empowerment programs in 2016 (Sesame seeds- 350 ha; Rice seeds - 130 ha; and Groundnut seeds - 220 ha.



- To improve the capacity and capability of men and women through skills acquisition in vocational trades, provision of facilities and access to credit.
- To ease the burden of poverty among vulnerable segments of the population through the provision of social safety nets and other targeted social protection programmes.
- To increase rural income and promote better commodity pricing;

7.4.1 - Targets of Economic Empowerment

Specific targets to be pursued included

- i. Facilitate the creation of 5,000 jobs annually during the period 2016 - 2020;
- ii. Expansion of Social Safety Net Programmes to cover 100,000 vulnerable persons across the State during the next five years starting from 2016. This target would include beneficiaries social security for the disabled, Federal Government's cash transfer initiative, women economic empowerment programmes and a host of others being supported by Development Partners such as the (Child Development Grants) .
- iii. Reduce the number of "Core Poor" in the population from 35.6% as reported in the 2013 NBS Report to less than 10% in 2020.
- iv. Reduce the proportion of those described as "very poor" by the 2010 NBS Survey from the 5% to 2% by 2020;

7.4.2 - Sector Strategies

In pursuit of the broad policy objectives and targets of this very important pillar of the State Development Strategy, most of the strategies to be deployed would be contextualised harmonised with other existing national and international policy initiatives. such as the NAPEP and NDE, on-going Skills Acquisition Programmes of the State Government and the 27 Local Governments in the State and other Vocational and Entrepreneurship Development initiatives led by such agencies as SMEDAN. The broad strategic areas where economic empowerment initiatives would be pursued include:

- a) Facilitating the establishment of five MSMSs annually up to 2020 particularly for agro-allied value chain development and artisanal trades. These would include processing of agricultural produce such as cassava, cereal seeds, meat processing, Gum Arabic tapping / processing, Oil Milling, Fruit & Vegetable Processing, Hides & Skin and Leather Works, Fisheries / aquaculture, apiculture, and other agro allied ventures;

- b) Seeking financial intervention for graduates of Skill Acquisition and Entrepreneurship Training Programmes from other groups and agencies, such as Microfinance Banks, SMEDAN, Bank of Industry and the Central Bank of Nigeria (CBN)
- c) Tailor-made targeted interventions for the rural/urban poor, women, people with disabilities and other groups as captured in the table below:

Table 10- Empowerment Strategies for Specific Groups	
Targets Groups	Strategies for Economic Empowerment
Rural Communities & the Rural Poor	<ul style="list-style-type: none"> • Agricultural extension services on modern agricultural technology, access to agricultural inputs and market support; • Access to credit and other productive assets; • Strengthening of rural cooperatives; • Skill acquisition and entrepreneurship development; • Social safety nets in health and education;
Urban Communities / Urban Poor	<ul style="list-style-type: none"> • Labour intensive public work schemes; • Access to affordable housing, water, and sanitation; • Skill acquisition and entrepreneurship development; • Access to credit for MSMSE; • Social safety nets in health and education;
Women	<ul style="list-style-type: none"> • Strengthening of Women cooperatives; • Women-specific skill acquisition and entrepreneurship 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 entrepreneurship development; • Access to credit; • Strengthening of trade-based cooperatives; • •

7.5 – Cross Cutting Issues

Other cross-cutting issues considered critical to economic empowerment would be pursued in collaboration with other key stakeholders within and outside Government including public sector agencies at all tiers of government, development partners, civil society, non-governmental organizations and the organised private sector. Partnerships & Collaborations would include the following among others:

- a) **Ministry of Women Affairs & Social Development** - Mobilization and training women for empowerment activities and entrepreneurial development training;
- b) **Ministry of Commerce and Industry** - Formation and mobilization of cooperative groups, registration of trainees, MSMSEs,
- c) **Ministry of Agriculture** - Promotion of agricultural value-chain development, support for graduates of agric SACs, support for agric-based trades such as modern milking, hatchery, fattening, leather works, etc and Sourcing of agric loan to farmers;
- d) **Micro Finance Banks and Other Financial Institutions** - mobilization of Micro Credits and other Financial Support Services;
- e) **Small and Medium Enterprises Development Agency of Nigeria (SMEDAN)** - conduct of general entrepreneurship development programme in all trades and enhancement of training to cover University graduates, HND Holders, OND etc.

- f) **National Directorate of Employment (NDE)** - Provision of skills (entrepreneurship trade) and also the provision of credit facilities and certification / accreditation of Skills Acquisition Training Programmes;
- g) . The Ministry work in partnership with this agency for training and certification of trainees;
- h) **Agency for Mass Education** - Adult literacy class in SACs;
- i) **Agency for Nomadic Education** - Skills Acquisition for Nomads and Pastoralists;
- j) **Ministry of Water Resources** - Skills Acquisition for Water Consumers Association;
- k) **Justice Sector Reform Commission - Rehabilitation and Skills Acquisition** for Prison inmates;
- l) **Development Partners** - Support for Economic Empowerment Activities
- m) **Civil Society Organizations & Non-Governmental Organizations** =- Collaboration on capacity building on specific target groups and activities.

Part 2 - Section B

Pillar Two: Human Capital Development

 **Education**

 **Health**

 **Women, Youths & Social Development**

CHAPTER 8 EDUCATION SECTOR

8.1 - Introduction

Education is foremost among the critical components of the State's Sustainable Human Development and Socio-economic Empowerment Agenda. At all times, education remains the most critical determinant of how well people and societies progress economically, technologically, scientifically and spiritually. The fact that poverty is said to begin whenever a child is denied the right to qualitative and functional education, makes education one of the strategic tools for socio-economic empowerment as noted in the Comprehensive Development Framework. Indeed, studies have shown that there is a causal relationship between education and socio-economic development in any society. As observed long ago by the World Bank²⁶ 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..."

For quite a long time, Jigawa State has been considered as one of the "educationally disadvantaged States" in Nigeria both in relative and absolute terms. According to National Mass Education Commission (NMEC), the average literacy rate in any language in Jigawa State was about 41% in 2012. This rate is well below the national average of 65.7% (56.8% for women and 74.6% for men). Despite free education policy for the females at all levels, gender disparity in education still remains very high especially in rural areas to the disadvantage of the females. Statistics in the sector indicate that there are 2,076 primary, 433 junior secondary, 153 senior secondary schools and six tertiary Institutions in the state. Challenges in the education sector are most visible in the level of dilapidation of infrastructure, high pupil-teacher and pupil-classroom ratio, congestion in student hostels, inadequate supply of instructional materials, and poor provisions for the physically challenged. These, notwithstanding, there has been appreciable progress in most of the educational indices relative to the situation about a decade ago. Sustained high level of public expenditure in the sector over the years coupled with interventions from development partners has contributed to the progress attained. While no less than 20% of the annual approved estimates was earmarked to the education sector in the last four years, the sector has also significantly benefited from the DFID funded ESSPIN and TDP Programmes particularly at the basic education levels. This has led to improvements in both teaching and learning conditions at all levels of the educational strata.

To address existing challenges and accelerate progress in achieving the State's policy objectives of human capital development, a new *Educational Change Agenda* will be pursued. This will be within the framework of the 10-year education sector plan, which is consistent with the new Sustainable Development Goals and other national and international policies initiated and adopted by the Nigerian Government.

8.2 – Sector Situation Analysis

It is pertinent to mention, ab-initio, that the challenges facing the sector have largely remained the same over the years – with variations only in terms of scale. Though resources are scarce, both in absolute and relative terms, conflicting priorities and the need to balance strengthening quality with expanding access pose significant challenge as well. Despite the huge amount of resources pumped into the sector and the support of Development Partners, the funding gap still remains substantial.

²⁶*Education in the new Millennium - . World Bank Education Sector Strategy, 1999*

The level of private sector participation in education sector also remains relatively very low. This leaves the sector virtually dependent on scarce government resources. Other key challenges and issues facing the sector include:

- i. Poor learning Achievement– overall learning achievements are still low at all levels. The Early Grade Reading Assessments (EGRA) conducted in 2014 indicated a very low performance across all reading skills in Hausa with very few pupils able to read with comprehension. Also out of over 18,500 candidates that were registered by the State for 2015 WAEC/SSCE examinations only 809 candidates (4.4%) were able to obtain 5 credits and above, including English and Mathematics(down from about 2% in 2012). Thus over 17,000 2015 WAEC candidates do not have the requisite scores to further their education as was the case in the previous years. This trend is worrisome especially for the Government and the society at large;
- ii. There is a lack of synergy between the tertiary curriculum and the ensuing trainings on one hand and the actual realities on ground. This leads to skills gap and un-employability of some of the products of the tertiary institutions. Tertiary education tends to lay more emphasis on theory rather than practical skills;
- iii. Dearth of teachers coupled with low recruitment and deployment processes especially at the basic schools have resulted in poor learning achievements at the foundation stages that are very critical to learning. High attrition rates through retirements and death have also worsen the situation. Increase in enrolments leading to opening up of additional classrooms without corresponding increase in the number of teachers makes the situation more worst. Urban-rural disparities, preferential posting of teachers to urban schools at the detriment of their rural counterparts have contributed to the problems as observed in most primary schools under the Local Education Authorities (LEAs). Shortage of teachers in both the required quantity and quality in key subjects, such as Mathematics, English, Science and Technical subjects is a major challenge. The 2013/2014 Annual School Census have shown that there were 13,567 teachers in public primary schools, 4,012 teachers in JSS and 2,199 in SSS of which only 12%, 8% and 8% were female teachers respectively. Of this total number of teachers, only 6,936 (51%) in primary school, 3,051 (76%) in JSS and 1,624 (74%) for SSS have the requisite teaching qualifications. Currently, the pupil/teacher ratios (PTR) are within the range of the national average of 40 for primary and 35 for secondary schools. This is not to ignore the fact that in urban schools Pupil/Teacher Ratio is higher compared to those in rural areas.
- iv. Poor quality teachers with low proficiency in English, poor pedagogical skills and low teacher commitment due to poor motivation cumulatively compounds the dismal situation. This much has been confirmed by various reports from the DFID funded Teacher Development Programme (TDP)
- v. Socio-economic constraints among the population have led to the inability of parents to meet the educational needs of their children. This, along with other socio-cultural factors, such as early marriages, apathy to western education as well as rural urban migration among boys, act as major impediments to enrolment and transition rates. Parents would rather have their children go to farms and/or attend to some chores than to be in schools;
- vi. The sheer numbers of children of school-going age who are currently out of school coupled with very low enrolments and attendance, especially in rural areas, constitute another serious challenge. These challenges are compounded by the rapid increase in population due to high birth rates and seasonal migration of *Almajirai*. The Net Enrolment Rates (NER), i.e., percentage school-age children in schools for 2013 was 22% for pre-primary, 55% for primary, 26% for junior secondary and only 17% for senior secondary schools (ASC AESPR).

The number of primary and secondary schools dropouts and those who could not transit to the next levels are also very high and constitutes serious challenges for the education sector;

- vii. Gender disparity in education has been found to be at the disadvantage of the girl-child in both secular primary (as against Islamiya Schools) and secondary schools enrolment. Primary GER at secular schools is around 66% only, with Gender Parity Index (GPI) of 0.76. 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. What's more, the GER of female students, in secular schools, drastically decreases from primary to junior secondary, from 59% down to 55% and 40% in Senior Secondary. This disparity is amplified in rural areas. Girls' gross enrolment ratio is higher in primary education, but much lower at junior and senior secondary levels;

Level	Gross enrolment rate			Gender parity index	Net enrolment rate			Gender parity index
	Male	Female	Total		Male	Female	Total	
Pre-primary	9	20	15	0.88				
Primary	67	53	60	0.76	57	53	55	0.83
Junior secondary	39	28	34	0.71	31	23	27	0.39
Senior Secondary School	33	16	25	0.49	24	12	18	0.25

Source: Annual School Census (ASC AESPR 2014/2015)

- viii. Community participation has been very negligible despite the establishment of School Based Management Committees (SBMC) for all primary, junior and senior secondary schools in the state aimed at encouraging full participation of local communities in the management of schools;
- ix. Another critical challenge is paucity of accurate, reliable and time series data for proper decision-making within the sector. Annual censuses are undertaken but due to the mode of collection and storage of data, there are always serious disparities in the data sets at the SUBEB and the ministry. For the Change Agenda to achieve the desired objectives, there is need for school surveys to collect comprehensive data that will be stored in the linked EMIS units of both the SUBEB and the Ministry.

These challenges were validated through participatory processes beginning from round-table discussions among the management of the Ministry. Fact-finding tours of schools and institutions were carried out. Town-hall meetings were conducted in four emirate headquarters with a grand finale held at the State capital Dutse. This unique approach brought together the highest-level discussions with all critical stakeholders and decision makers in the sector. The information gathered from the Town-hall meetings identified the challenges and also suggested ways forward. This formed the ingredients for the development of the **Education Sector Change Agenda**. The **Change Agenda** represents a paradigm shift from mere quantities and infrastructure development to more emphasis on human capital development focusing on teacher quality, teacher deployment, teacher competencies and teacher commitment through teacher motivation, which have direct bearing on the improvement of learning outcome amongst Jigawa pupils and students.

8.3 - Potentials and Opportunities

While the challenges facing the education sector appear daunting, there exist numerous opportunities and potentials to achieve the sector's desired policy objectives and targets. The new "Change Agenda"

for the education sector in the State indicates high-level political will and commitment to achieve the desired outcomes. Recent increase in the education sector budget from about 25% in 2015 to 32% in 2016 is a manifestation of this commitment. The current political commitment to the education sector is therefore seen as a great opportunity for the sector in both the medium and long-term. Other potentials and opportunities include: -

- ✚ Strengthening of the State Educational Monitoring Inspectorate;
- ✚ Support of Development Partners such as the DFID Supported Teacher Development Programme and World Bank Support under the Global Education Program;
- ✚ Commitment of government towards Integrated Qur’anic Tsangaya Education (IQTE) in the State;
- ✚ Strengthened community participation through the SBMCs;
- ✚ Emerging opportunities for Public Private Sector Partnerships;

8.4 - The Education Policy Objectives

As mentioned earlier, consistent with the objectives of the State Development Framework, The Education Sector Planning Team under the Honourable Commissioner has developed an “Education Change Agenda” to squarely address the numerous challenges facing the Sector as a whole. The agenda has come up with a number of policy actions to be pursued over the medium-term in order to provide quick-fixes to the challenges and be on track towards the attainment of key sectoral objectives and set targets. The Change Agenda also takes into account the 10-year Education Sector Plan, the Sustainable Development Goals and other national policies initiated or adopted by the Federal Government such as the EFA Goals.

A major policy thrust of the *Change Agenda* is to *facilitate the provision of qualitative and functional education to the people of Jigawa State in an equitable manner with lasting improvements in the teaching and learning outcomes*. The primary purpose is to produce functionally literate citizens with potentials for self-actualization as productive members of the society with the right capabilities of contributing to the socio-economic development of the State. The Change Agenda involving initiatives aimed at improving learning outcomes among pupils and students is strategically designed to start with piloted interventions before roll-out. The Agenda emphasises the provision of policy-driven quality education that will lay a strong foundation for equity and access to lifelong education for the citizens.

A strategic action of the Education Change Agenda would involve provision of *qualified* teachers with the requisite *language proficiency*, enhanced *mastery of content*, equipped with the necessary *pedagogical* skills and motivated to ensure *commitment* towards the delivery of qualitative and functional education. Ensuring that the products of the educational system in the State are of the highest standard, thus, remains an important goal of the *Change Agenda*. Policy wise, the Agenda would be implemented to address:

- poor learning outcomes at all levels with special attention to basic education;
- rural-urban disparities in the provision of infrastructure, teachers, instructional materials, enrolment and retention
- overall access and inclusive education to bridge gender disparities in primary, secondary and tertiary institutions
- high student - classroom ratio to reduce classroom congestions
- low skills levels among secondary school graduates through vocational education
- infrastructural decay in all institutions
- the declining esteem attached to the teaching profession through enhanced quality of teachers and special training of female teachers.

8.5 – Education Sector Policy Targets

“If education costs money, ignorance costs much more” is a guiding principle for the State’s education policy. In line with this principle and the policy direction of the Change Agenda, the Education Sector policy targets are outlined as follows:

A - Basic and Primary Education Targets

- a) Increase in Gross Enrolment Ratio (GER) in pre-primary education from 15% (2014 baseline) to 21% by 2020;
- b) Increase in primary Gross Enrolment Ratio (GER) from current 63% in 2014 to 80% by 2020;
- c) Increase in the proportion of junior secondary school graduates transiting to technical schools from 0.5% in 2014 to 10% by 2020;
- d) Increase Gross Enrolment Rate (GER) for junior secondary from 29% in 2012 (Baseline) to 50% by 2020;
- e) Reduction in gender disparity in the enrolment of basic schools from 0.76 in 2014 to 0.92 by 2020 in favour of girls;

Secondary Education Targets

- f) Increasing the number of senior secondary students graduating with a minimum of 5 credits inclusive of English and Mathematics from 12% in 2012 to 30% by 2020.

B - Tertiary Education Targets

- g) Expanding the enrolment capacity of tertiary institutions by 45% by 2020, with particular emphasis on females and candidates with special needs.

Gender and Crosscutting Issues Targets

- h) Improve the ratio of female to male teachers in basic education as follows:
 - a. Increase the proportion of Primary School Female teachers from 12% in 2015 to 20% by 2020;
 - b. Increase the proportion of Secondary School Female teachers from 9% in 2015 to 20% by 2020;
- i) Improving average pupil to qualified teacher ratio from 89:1 in 2014 to 50:1 by 2020
- j) Improving average pupil to class-room ratio from 65:1 in 2014 to 50:1 by 2020 in primary schools.
- k) Improving flow rates in all grades of basic education to 103% promotion, 1.2% repetition and 3.4% dropout by 2020.
- l) Achieving school completion rates of 85% in primary education and 65% for junior secondary education by 2020.
- m) Reducing the proportion of unqualified teachers from 49% in 2014 baseline to 40% by 2020;
- n) Upgrade 85% of schools to learner-friendly status by 2020 based on UNICEF’s standard checklist for friendly schools

- o) Increase literacy rates of the adult population from 56% in 2015 to 75% by 2020
- p) Increase in the number of Islamiya and Quranic schools integrated into formal education from the current 49 number to 750 by 2020 at the rate of 250 Islamiyya Schools annually

8.6 - Education Sector Strategy

The state education sector strategy consists of interrelated programmes focusing on **access, equity, quality and functionality**. Specific activities include strengthening the capacity of the education sector for **planning and management** to improve efficiency in systems and resource utilization. Implementing these strategies would be supported through the coordination of cross-cutting issues; effective **communications & knowledge sharing and management**. **The implementation process is** aimed at ensuring stakeholder awareness / involvement, 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: -
 - a) Enforce existing laws, rules and regulations on compulsory and free education for all eligible children;
 - b) Sustain the special incentives (free uniform, waiver on fees and charges, etc), for girl-child education;
 - c) Emphasis on science, technical and vocational education;
 - d) 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. 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;
4. 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;
5. Emphasis on teacher training, provision of instructional material, such as laboratory equipment and consumables, college tables, maps and charts;
6. Rehabilitation/provision of educational infrastructure such as classrooms;
7. 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;
8. Continued school renovation and construction of additional school structures particularly classrooms, dormitories, laboratories, etc;
9. Training and recruitment of more female teachers;

10. Expansion of basic literacy and continuing education classes;
11. Provide teaching and learning materials to all integrated Islamiyya Schools.

8.7 - Specific Medium-Term Strategic Actions

Within these strategies, some of the specific policy actions to be pursued in the medium term would include:

- a) Increase in the number of qualified, competent and committed teachers through direct internal & external recruitments and deployments;
- b) Sustained government funding for the sector with maximum strategic prioritization and resource allocation within the education sector to effectively and efficiently address critical priority issues;
- c) Promote Public Private Partnership (PPP) in the education sector;
- d) Establishment of linkages and synergy between state manpower needs and output of the tertiary institutions;
- e) Improvement of enrolment into science and technical colleges by harmonizing the content of science and technical colleges;
- f) Increase in access to non-formal community-based literacy and skills acquisition programs;
- g) Increase in the quality of learning outcomes for better MLA, EGRA, WAEC and NECO scores;
- h) Exposure of Jigawa State students to 21st Century learning strategies through the use of ICT-based teaching and learning;
- i) Increase in access, equity and quality through standardized IQTE models for *Almajirai*;
- j) Increase in access to free and quality education for all with special attention to out of school children, girls and children with special needs;
- k) Establishment of proper guidelines for teacher recruitment, deployment and training at both pre-service and in-service levels;
- l) Improvement of teacher commitment through domesticating and adoption of the content of NTEP;
- m) Strengthen and link SUBEB and MoEST EMIS database for informed use of data for decision making. This would involve sustained annual cycle of data collection, processing, storage and reporting; conduct of annual joint sector review and strengthening MTSS process;
- n) Institutionalised effective communication and knowledge management involving annual programme of awareness and advocacy campaigns; regularise stakeholder participation and feedback in public forums, e.g. media programmes and increased use of knowledge management tools such as website, internal information sheets and newsletters.

Table 12 - Synopsis of Targets and Strategies for the Education Sector

Targets	Strategies
Goal 1 - To provide functional and quality basic education for all	
1. Increase quality by reducing the pupil to teachers ratio from 89:1 to 54:1 and 41:1 to 30:1 (2014baseline) for primary and JSS by 2020	<ul style="list-style-type: none"> Recruit more qualified, competent and committed teachers; Develop learning benchmarks in at least four core subjects at BE levels for improved results in MLA, SSCE, EGRA and ESSPIN
2. Increase access by increasing Gross Enrolment Ratio (GER) at all levels of Basic Education from 11% to 12% for Nomadic, 60% to 70% in primary, 32% to 40% in JSS and 5% to 7% for children with special need by 2020	<ul style="list-style-type: none"> Increase enrolment to achieve EFA /SD Goals; Pilot PPP model MEGA schools in at least three sites; Initiate “adopt a School” program Introduce new “effective schools” programme
3. Increase quality by providing 80% of basic schools with teaching and learning materials, friendly learning environment and 30% of JSS with Libraries, laboratories, ICT and Technical Equipment's by 2020 Promote equity by increasing gender parity in primary and JSS schools from 0.43 to 0.53(2014 base line) by 2020.	<ul style="list-style-type: none"> Pilot pre- and in-service levels Intensive Teacher English Proficiency in collaboration with British Council to reduce poor achievement; Conduct state level ward based assessment of school aged population to ascertain access gaps and establish the implications for the sector
4. Increase literacy rate by increasing the number of functional literacy centres to 10% and adult literacy rate from 51.3% to 65% by 2020	<ul style="list-style-type: none"> Improve Reading in Hausa at basic and post basic non-formal settings with Agency for mass education-ESSPIN to support OD process for AME.
GOAL2: Improve the quality of education delivery in IQTE schools	
Move towards integration of 750 IQTE schools from 49 in 2015 to 750 by 2020	Pilot IQTE parallel models
GOAL3: To provide functional and quality post basic education)	
Increase quality by providing 95% of senior secondary and technical schools with teaching and learning materials, friendly learning environment and libraries, laboratories, ICT labs and technical equipment to 50%of SSS by 2020	<ul style="list-style-type: none"> Strengthening Science and vocational education in Technical colleges Integrate Technology into 5 science schools Pilot 9 ICT Centres of Excellence Initiate special proficiency training for teachers and ss1 -3 students-British council Formulate Policies-TRDP JTEP QA Scholarship, FTDS
Promote equity by increasing the number of female teachers from 9% (2014) to 12% by 2020	<ul style="list-style-type: none"> Increase Female participation in Higher education/teaching profession Initiate special proficiency training for teachers and ss1 -3 students-British council to Scale up Pilots Pilot FTDS-females at SS1-3 in three sites 1 for boys-backward integration teacher dev. Project Conduct Teacher demand studies linked to state manpower needs TDP/ESSPIN
Increase access by increasing transition rate into senior secondary schools by 20% (with more emphasis on girls)	<ul style="list-style-type: none"> Increase enrolment to achieve EFA /SD Goals Develop strategies for sustained Enrolment and retention for ALL School age pupils to meet SDGs/EFA Improve learning achievement at all levels to increase transition from primary to secondary and tertiary levels

Increase quality by decongesting 22 number senior secondary schools from 180:1 (2015 baseline) students/classroom ratio to 50:1 by 2020	Decongest both day and boarding schools to a maximum of 1000 pupils/students /school, 50 students/pupils /class
Increase access by increasing enrolment capacity in higher education to 25% by 2020	<ul style="list-style-type: none"> Initiate/Pilot School exchange program in and outside Nigeria at the tertiary level through exchange programs-TDP Reassess and review Scholarship award policies and processes
Increase quality of Higher Education through provision of instructional and other learning friendly materials.	<ul style="list-style-type: none"> Accelerate expansion and provision of teaching and learning infrastructure through enhanced funding of tertiary institutions; Initiate teacher exchange programs with reputable institutions abroad to transfer best practices
GOAL 4 : Ensure adequate planning and institutional development of education	
<ul style="list-style-type: none"> Produce a comprehensive policy on private education for Jigawa State; Promote good management by improving ICT base through CBT and dissemination of information on educational issues to the general public (EMIS etc.) of the sector by raising the proportion of ICT trained staff from 50% to 65% and enhancing dissemination of information on educational issues to the general public. 	<ul style="list-style-type: none"> Initiate and develop a Strategic State manpower development plan with clear linkages and synergy of all providers in the education sector Formulate Policies-TRDP JTEP QA Scholarship, FTDS Establish Teacher Service/Management Board to handle TRDP Strengthen EMIS strengthen EMIS and school census data collection and storage Conduct School surveys and GIS mapping to establish database and baselines—TDP,ESSPIN

8.8 – Cross-cutting Issues

By its nature, the Education Sector has linkage with almost all other sectors either directly or indirectly, through its effect on the other sectors, or the effects of the other sectors on education. Critically however, implementing identified strategies in the education as well as attaining set targets and objectives would require extensive collaboration and synergy first between the various MDAs within the sector and with a host of others outside. While the Sector requires others to attain its objectives so also other sectors would require collaboration with the education sector to implement their sector strategies and attain their policy objectives and targets. Those outside the sectors and supposed area of collaboration include:

S/N	Sector / Agencies	Areas of collaboration
1	Women and Social Development Sector / Ministry of Women Affairs	Child Development; Girl-Child Education; Implementation of the State Gender Policy and attainment of its objectives; Promotion of Nutrition Activities in Schools Conceptualization and implementation of Cash Transfers and Social Investment Programmes
2	Health Sector / Ministry of Health and Primary Healthcare Development Agencies	Implementation of School Health Policy and Sic-bays; Promotion of Nutrition Activities in Schools Ensuring synergy between school curriculum and sector manpower needs (SSS / Tertiary Educational levels)
3	Agriculture	Promotion of Nutrition Activities in Schools and establishment of school gardens / orchards; Supporting School Feeding Programmes; Ensuring synergy between school curriculum and sector manpower needs (SSS / Tertiary Educational levels);
4	Economic Empowerment	Ensuring synergy between Technical schools curriculum and Entrepreneurship/ skills development for youths; Promotion of Adult literacy in Economic Empowerment programmes;
5	Environment / Ministry of Environment	Promotion of Environmental Health Clubs in Schools;

6	Infrastructure / Ministry of Works & State Electricity Agency	Providing access to schools located in hard-to-reach areas as well as power connection to schools; School Emergency Services;
7	General Administration (SSG's Office, Office of Head of the State Civil Service, Ministry of Finance & Economic Planning, Budget & Economic Planning, Ministry for Local Government; Local Government Service Commissioner,	State-wide and State Public Service Manpower requirements; Collaboration with the Local Governments; Manpower Development and Training in the State Public Service; Security Services in Schools;

8.8 – Education Sector Key Performance Indicators

Table 14 – Education Sector Key Performance Indicators		
S/N	Targets	Key Performance Indicators (KPI)
1	Improvement in Pupil-Teacher Ratio	Pupil to qualified teachers ratio; Percentage of previously non-qualified teachers that qualified; Number of qualified teachers recruited annually
2	Increase the proportion of nomadic pupil enrolment	Proportion of primary school enrolment that is Nomadic
3	Reduce the proportion of unqualified teachers	Percentage reduction in the number of unqualified teachers
4	Increase gross enrolment	Gross Enrolment Ratio for the respective education level (ECCDE, Basic, SSS)
5	Reduce gender disparity in schools	Gender parity ratios in the respective education level
6	Increase in gross enrolment rate of children with special needs	Percentage increase in enrolment rate of children with special needs; Number of new classrooms provided; Number of new functional toilets and water facilities provided
7	Increase adult literacy rate	Adult literacy rate Number of facilitators trained proportion of literacy centres with functional teaching and learning materials
8	Increase the number of female teachers	Ratio of male to female teacher Number of additional female teachers recruited
9	Increase transition rate	Percentage increase in transition rate into between successive educational levels; Girls transition rate between successive educational levels Completion rate for each respective educational level
10	Increase enrolment capacity in higher education	Student classroom ratio
11	Increase private sector share of gross enrolment	Private schools gross enrolment rates in primary and junior secondary schools
12	Increase PPP (Public Private Partnerships) in public schools management	Increase in PPP in schools management Number of new private schools established annually

CHAPTER 9

Health Sector

9.1 Introduction

Part of the vision of the Jigawa State Government is achieving sustainable improvements in the socio-economic well-being of the people of the State through sustained economic growth and human-centred development. Peoples' well-being presupposes a healthy and productive life. Therefore, part of the mission of the Health Sector is to contribute to the attainment of that vision by ensuring access to affordable, qualitative and effective healthcare services to all citizens.

The Health Sector is largely guided by the CDF in developing the Jigawa State Strategic Health Development Plan (SSHDP 2010-2015) containing issues that needed to be addressed in the Health sector from Leadership and Governance, Service Delivery, Human Resource for Health, Health care financing, Partnership for Health, Community participation, Health Management Information System and Research. Subsequently, both the CDF and SHDP provided the context for the initial MTSS and the annual roll-overs. The Sector developed annual operational and work plans to actualize the budgetary provisions from its State Strategic Health Development Plan (SSHDP 2010-2015) and the Medium Term Sector Strategy (MTSS).

The 2008 National Health and Demographic Survey (NHDS) has identified Jigawa State as one of those with the worst human development indicators. Situation analysis of the health sector then, has revealed a number of problems. The Health Management Information System (HMIS) was weak. It lacked basic tools for data collection, collation and analysis and did not effectively support decision-making. In addition, there was infrastructural decay, poor access to health services, weak managerial capacity, limited Human Resource for Health, weak capacity for policy/plan formulation, implementation and impact evaluation at both State and Local government levels. That NDHS Report then, depicted a dire situation with regards to maternal mortality, infant and under five mortalities as well as high disease burden from the scourge of Malaria, Tuberculosis and HIV/AIDS.

To address these issues, the Health Sector Reform Forum promoted awareness on health and health related matters, ensured good resource mobilization and management, engendered collaborations and partnerships for better health outcomes and has ensured effective community participation and ownership. These have culminated into improved accessibility to more effective and affordable basic health services to the people. Even though health sector reforms predates CDF I, a number of the success stories were recorded under it. For example, reforms were accompanied by improved government funding of the health sector. There were effective partnerships with development partners which were better coordinated. In addition to these, staff were also better motivated. Above all, political commitment to the attainment of the MDGs as a whole led to overall performance improvement in the sector. Gradual improvements in the health conditions of the people was witnessed as evidenced by data from the State HMIS and the 2013 NDHS. The reforms led to several interventions, which in turn, led to appreciable improvements in the quality of healthcare delivery. It brought about structural changes, which integrated primary and secondary healthcare services under a single line of authority and accountability.

9.2 - Review of Sector Performance under CDF

According to the 2014 Health Sector Performance Evaluation Report, a number of key performance indicators in the sector have improved. The proportion of the population with access to health service increased from 24% in 2008 to about 70% in 2013. The number of service points and types of services rendered also increased. However, access to service is still not optimal in some service areas. There are also concerns about utilization of services by some groups. This suggests the need for improvement on quality of service, customer satisfaction and attitude of health workers. Maternal mortality ratio (MMR) estimated at 1,500 deaths per 100,000 live births in 2009 has dropped to 950 by 2013 (State HMIS Data).

In addition to regular interventions targeting improvements in access and quality of healthcare service delivery, other programmes, such as, Disease Control, Malaria booster programme, HIV/AIDS, TB and Leprosy, Onchocerciasis control, Blindness prevention programmes, were pursued. This led to the reversal of all the poor Health indices in the State. These were also complimented with drug revolving fund (DRF) programme, Health Management Information System (HMIS), and the Health System development.

Infrastructural developments, human resource (in number, capacity, and mix), provision of equipment and working materials, are some of the noticeable outputs from the programmes and projects carried out in the sector. These includes rehabilitation of existing General Hospitals, Provision of Medical Equipment, Construction of 127 Primary Health clinics, Construction of New College of Nursing and Midwifery, Rasheed Shekoni Specialist Hospital, and the rehabilitation of School of Health Technology. Other projects included establishment of data tools to monitor service delivery across the Health sector. As earlier indicated, some of the outcomes that had been analysed revealed increase in access to health services both in terms of service points and mix of services rendered.

The intervention of the new health system has improved health seeking behaviour of the populace. Data from Health Management Information System (HMIS) indicated significant increase in hospital attendance, antenatal clinic visits by pregnant women and uptake of facility assisted skilled deliveries. Though the NDHS 2013 indicated a general decline of coverage of most of the health indicators nationwide, those that are state-specific have shown marginal improvements over the NDHS 2008 in Jigawa State. A Case in point is the 12-23 months fully immunized children in the State which has risen from zero in 2008 to 3.6% in 2013 based on NDHS data. The State remains polio free for the past 3 years; and almost all the communicable and vaccine preventable diseases such as measles and meningitis have generally shown a very appreciable decline in prevalence (see table 1 below compiled from the State HMIS database).

S/N	Health Service	2010	2011	2012	2013
1	Immunization Coverage	29.7%	62.3%	33.9%	80%
2	Measles immunization	42%	102%	62%	80%
3	Vitamin A & Micronutrient Supplementations	NA	NA	81%	87%

Source: Ministry of Health, HMIS Data

Health service improvements were recorded in other areas. For example Insecticide Treated Net (ITN) utilization has gone up; knowledge and attitude about HIV has also improved as well as the people living with HIV using Anti-Retroviral (ARV)

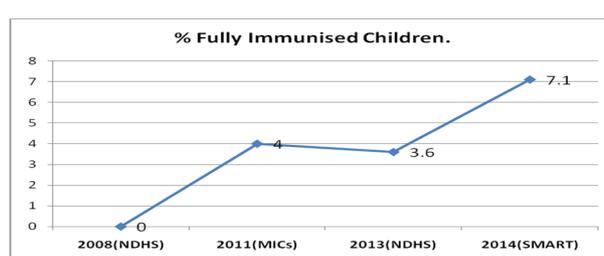
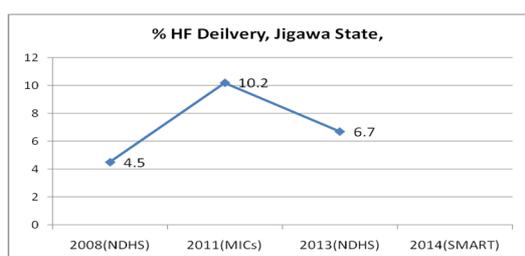
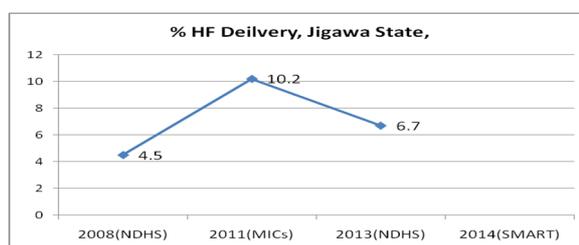
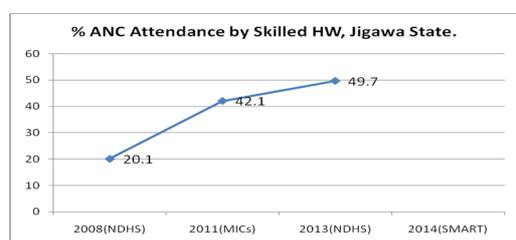
treatment. The proportion of 12-23 months-old children fully immunized in the 2013 NHDS stands as 3.6%, which is much below the zonal average of 9.6%.

9.3 - Situation Analysis

Jigawa state used to have one of the highest infant, under-five and maternal mortality rates in Nigeria. Maternal mortality ratio which was estimated to around 1,500 deaths per 100,000 live births in 2009 has dropped to 950 by 2013. As regards Infant Mortality and Under-5 mortality rates, 2008 NDHS indicates rates of 99/1000 and 166/1,000 live births respectively. HMIS data also indicates that the most prevalent cause of morbidity and mortality in infants are Diarrhea, Malaria and vaccine preventable diseases. The causes of death during pregnancy and childbirth are anemia, obstetric hemorrhage, shock, sepsis and toxemias. Other reasons for the high maternal mortality in the State include low delivery by health professional and facility based delivery. Antenatal clinic attendance (1st ANC visit) among pregnant women were recorded to be 20.1% in 2008 and increased to 49.7% in 2013 (NHDS). Proportion of women who delivered in Health facilities were 4.5% in 2008 (NDHS), 10.2% from 2011(MICs) and dropped to 6.7% in 2013(NHDS) despite an improved ANC attendance of 49.7% (NDHS) in the same year.

A snapshot view of the current situation in the health sector is captured in the graphs and tables below: The major objective of antenatal care is to ensure favorable health outcomes for the mother and the baby. There has been a sustained increase in the 1st ANC attendance from 20.1% in 2008 to 49.7% in 2013. There has been a slight increase in the proportion of children delivered in the health facilities from 4.5% in 2008 to 6.7% in 2013. Trends in vaccination coverage indicated that there has been a sustained increase in the vaccination coverage from 0% in 2008 to 4% in 2011. It dropped to 3.6% in 2013 but increase only to 7.1% in 2014.

Table 16 - Jigawa Health Statistics at a Glance				
Indicator	2008	2013		
1	Proportion of the population with access to health facilities within 5km	54	70	
2	Children 12-23 months fully immunized (NDHS)	0	3.6	
3	Proportion of U5 children sleeping under LLIN	5	30	
4	Proportion of children given Vitamin A	<81	87	
5	Proportion of women practicing Exclusive Breast Feeding	13	32	
6	Malaria Incidence among children U5	54	37	
7	Proportion of children U5 treated with ACTs	<33	76	
8	Maternal mortality Ratio	1,600/100,000 births	live	950/100,000 live births
9	Proportion of pregnant women attending ANC (4th visit)	<42	53.8	
10	Proportion of pregnant women delivering at HFs	<12.7	21.3	
11	Proportion of women accessing modern contraceptives	1.9	1.8	
12	Proportion of Health facilities with MSP status	24	70	



9.4 - Challenges and Prospects for the Health Sector

The Health Sector in the State is faced with a number of constraints which have contributed to the relatively poor health indicators for the people in the State and inability of the State to attain the MDGs as at the end of 2015 . While some are rooted in the socio-cultural set-up of the population, others are institutional. These include:

- Relatively high poverty incidence and low literacy level among the populace;
- Persistence of certain cultural practices that are inimical to healthcare such as the apathy for hospital deliveries despite increased antenatal attendance;
- Shortage of medical personnel;
- Long waiting time in the closest health facility as observed in the 2015 Citizens Perception Survey conducted on behalf of DFID;

- e) Low utilization of health services among communities;
- f) Weak community involvement in both planning and management process.

While challenges facing the health sector are still very daunting, there is optimism are regards the prospects for accelerated progress towards the attainment of set goals and targets, including the health-related SDGs. The new National Health Act portends positive developments for the health sector just as the interventions expected from the “Saving One Million Lives (SOML)” initiative launched since 2012 which was recently extended for five years by the Federal Government. These are expected to improve funding and more effective management of the health sector in Nigeria as promised by the National Strategic Health Development Plan (NSHDP) 2016-2020 of the Federal Ministry of Health. Access to health services in the State has recently appreciated significantly from about 24% in 2008 to 70% in 2013 and this is still rising with more ward-level Basic Health Clinic being provided. The plan to provide a minimum of functional Basic health Clinic in each of the 287 wards in the State is steadily progressing with over 60% so far covered and still rising. With almost three Specialist Hospitals coming on board in the next two to three years in Birnin Kudu, Hadejia and Kazaure and new College of Nursing under construction in Hadejia, the prospects for improved access to qualitative healthcare services are even brighter. Other on-going / planned interventions enhancing the prospect for the health sector include the following:

- i. Further restructuring of the health sector to align with some of the requirements of the National Health Act particularly the issue of primary healthcare under one-roof and planned transformation of the GHSB into a State Primary Health Development Agency;
- ii. Sustained Public Sector spending for the health sector targeting a minimum of 15% in line with 2003 Abuja declaration and ooverseas training for medical personnel and recruitment of other health professionals;
- iii. Promoting operational research for health to inform policy decisions;
- iv. Development of Minimum Service Package (MSP) in the provision of basic and primary healthcare services throughout the state.
- v. Well-motivated health staff - with full adoption of the CONMESS and CONHES Salary structure, Jigawa State is among the highest salary paying State in Nigeria;
- vi. Health Promotion, community involvement and participation;
- vii. Development of Human resource for Health Policy;
- viii. Sustained support from a number of International Development Organizations including among others UNICEF, WHO, *Medicines Sans Frontiers* and DFID funded programmes including MNCH2, W4H, and CDGP;
- ix. External resources mobilization to augment Government funding such as through public private partnerships and the introduction of a contributory health insurance starting with the public sector in the State;
- x. Global partnership and International campaign for health sector support, such as UN SDGs, Bill Gates and Dangote Foundations Support;

Table 17 – Progress on Selected Health Indicators					
S/N	PERFORMANCE INDICATOR.	2008 NHDS (%)	2011 MICs(%)	2013 NHDS(%)	2014 SMART Survey (%).
1	% of Fully Immunised Children.	0	4	3.6	7.1
2	Measles Coverage.	8.3	20.6	10.9	38.2
3	ANC from Skilled Provider.	20.1	42.1	49.7	Na
4	% Deliveries in Health Facility.	4.5	10.2	6.7	Na
5	% Deliveries by Skilled HW.	5.1	12.2	7.6	14.8
6	% of Children stunted.	34.3	18	41.5	56.2
7	% of Children underweight.	25.5	39.6	18.3	41%

9.5- Seven Overarching Policy Goals

To inform its primary policy objectives, the Health Sector has seven high-level goals to be pursued are as follows:

1. **Leadership and Governance** –Leadership that is committed to transparency, accountability and sustained reforms across all levels and segments of the health sector;
2. **Health Service Delivery** – Ensuring sustainable provision of a revitalized, integrated, qualitative and equitable healthcare services
3. **Human Resource for Health** –with the overriding goal of addressing the human resources requirements of the health sector based on a critical appraisal of human resources;
4. **Health Financing** - The goal in this respect is to ensure that adequate and sustainable funds are available and allocated for accessible, affordable, efficient, and equitable health care provision and utilization by the population;
5. **Health Management Information System** – This is aimed at establishing a sustainable State Health Information System for effective management and evidence-based decision-making;
6. **Community Participation** – This would engender effective community participation in health development and management, as well as community ownership of sustainable health outcomes;
7. **Partnership for Health** - The goal here is to ensure coordinated collaborations and partnerships with Development Partners and other stakeholders. This is to further mobilize resources, expertise and best practice for the development of the Sector;
8. **Operational Research** for Health – This is aimed at strengthening the mechanisms for health research and knowledge management systems at all levels of the Sector.

What it takes to achieve the Health-related SDGs particularly Goal 3.1 which aims to reduce maternal deaths by at least 70% by 2030:

- (i) Political Will and Commitment;
- (ii) Improved access to quality care before, during and after pregnancy;
- (iii) Strong health systems with trained health workers and essential medicines;
- (iv) Health and Wellbeing particularly Nutrition, Education, Water Sanitation and Hygiene;
- (v) Effort to achieve total coverage reaching everybody everywhere;

9.5 –Health Sector Policy Objectives

In line with National Health Policy, and the National Health Act, Primary Health Care approach will be

For the health sector, “Change and Sustainable Development means accessibility to affordable and qualitative healthcare services; It means for every life, having a good chance to survive and thrive. It means that all pregnant women, children, the elderly, and the disabled, have guaranteed access to essential life-saving and improving medical interventions of high quality and at an affordable price. It means a functional primary health center in each ward of the State. It means reduction in health and disease burden among the people ...”

the main focus of State Healthcare Delivery System. The overarching policy thrust is therefore to improve the health status of the people of the state 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 SDGs. It is also a primary objective of the health sector to pursue a decentralized and integrated health system that addresses the provision of primary health care services that is “promotive, curative and preventive and rehabilitative” in line with the National Health Policy. The

following are the primary objectives for the health sector:

- i. To decentralize the health care system in order to improve management and ensure community participation in planning and administration of health activities through the primary healthcare development model;

- ii. To focus on preventive health services with emphasis on the major elements of primary Health Care System and targeted interventions to convert the spread of HIV/AIDs and specific diseases;
- iii. To introduce a strong health management information system to ensure systematic planning and monitoring including surveillance and control of major diseases;
- iv. To improve human resource for health in quality, deployment, mix and number
- v. To improve health infrastructure, provision of equipment and drugs;
- vi. To foster better collaboration and coordination with all stakeholders in the health sector;
- vii. To ensure a closer partnership with International Development Partners and NGOs;
- viii. To create an enabling environment and better regulatory framework to encourage private sector participation To introduce community operational Research for Health;

9.6 - Targets and Strategies of Health Sector

A comprehensive coverage of the targets to be pursued are provided in the table below including key strategic actions and interventions required to facilitate the attainment of policy objectives and the set targets:

Table 18 – Synopsis of Health Sector Policy Targets and Strategies					
S/N	Targets / Performance Indicators	Baseline	Baseline Sources	Target by 2020	Strategic Actions / Interventions
1	Increase Coverage of Fully Immunised Children.	7.1%	SMART, 2014	60%	<ul style="list-style-type: none"> Ensure exclusive breastfeeding for at least 6 months Pursue a multi-sectoral approach towards improvement of infant nutrition services through strengthened State and Local Government Nutrition Committees; Strengthen routine immunization against six killer diseases as well as Intensify collaborations / Partnerships, campaigns and advocacies for immunization among highly vulnerable populations Strengthened Integrated Management of Childhood Illness (IMCI) Increase No. of Facilities Providing BEOC Services Pursue Safe Motherhood Initiative Demand creation for ANC, delivery at the facility and post-natal care 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, Preventive Malaria Control, Institutionalized Routine Immunization; and Prevention and Management of Child Malnutrition Strengthening of Reproductive Health and family Planning Services PHC rollout plan from 47 wards to 144 Provide MSP package in the facilities Institute measures and policies aimed at improvement of DPT/Penta3 and measles immunisation coverage; Provision of diarrhoea and ORS therapy and Zinc supplementation among children U5
2	Increase Measles Coverage.	38.2%	SMART, 2014	80%	
3	Increase Vitamin A Supplementation	32.2%	NHMIS DHIS 2.0	60%	
4	Increase Deliveries in Health Facility.	6.8% 6.7%	NHMIS DHIS 2.0 SMART 2015	40%	
5	Increase Deliveries by Skilled Health Worker	14.8%	SMART, 2014	40%	
6	Reduce Percentage of Children Stunted.	63.4%	SMART 2015	45%	
7	Reduce percentage of Children underweight.	40.6%	SMART 2015	30%	
8	Reduce Infant Mortality Rate	99%	NDHS 2008	<50	
9	Reduce Under 5 Mortality Rate	163 deaths per 1,000 live births	NDHS 2008	<100	
10	Reduce Maternal Mortality	567 maternal deaths per 100,000 live births	NDHS 2008	<400	
11	Malaria: (i) Reduce Malaria Prevalence among Children U5; (ii) Percentage of Children U5 Sleeping under a bed net	50% 86.2%	MICS, SMART, 2015	>40% 100%	
12	Reduce the Incidence of Diarrhoea among Children aged 0 – 59 Months	24.1%	SMART, 2015	<15%	
13	Combat and Reverse the Spread of HIV/AIDS				
14	Reduce Mother to Child HIC Infection	88%	ENNRIMS DHIS 2.0	100%	
15	Knowledge of HIV	96%	NHMIS DHIS 2.0	100%	
16	Increase Access to Healthcare Services	60%	NHMIS DHIS 2.0	100%	

9.8 – The Nutrition Situation and Policy Direction

Despite several initiative and intervention supports, malnutrition has remained a major development challenge with high level of stunting, underweight and wasting among children at critical levels. By WHO standards, recent statistics have shown that the prevalence of malnutrition in Jigawa State is at “critical” level. According to 2015 SMART Survey, Jigawa State has the highest Global Acute Malnutrition with 11.9% prevalence rate. As for acute malnutrition measured by Mid Upper Arm Circumference, Jigawa State is the third worst State with 12.5% prevalence (better than Sokoto and Kebbi States with prevalence rates of 14.2% and 12.8% respectively). Still, according to the 2015 SMART Survey, Jigawa State has the worst stunting and underweight among children in Nigeria with a prevalence rates of 63.4% and 40.6% respectively. As regards nutritional status of women 15-49 years measured by the rate of acute malnutrition, Jigawa was to have a prevalence rate of 13.3% making it one of 11 States with rates above the national average. According to the report of the

National Bureau of Statistics, 45% of deaths in children is caused by poor nutrition. Indeed, nutrition is not just about lowering mortality among children (and women) but also very importantly is about the physical and mental well-being of children and their productivity as adults. This is particularly because of direct relationship established between good nutrition on the one hand and children's IQ, School Achievement and Skills Development, on the other.

Some of the constraints that have continued to militate against significant breakthroughs in tackling the persistent high level of nutrition includes low literacy and high-poverty levels among women which contributes to poor antenatal care attendance, poor access to health facilities for remote communities, and low level of direct funding of nutrition activities by Government. For several years, the policy environment has also not been very favourable for effective planning and coordination of nutrition activities across the levels of Government and between Government agencies. Until, recently, there was no functional National Policy on Nutrition which will now cascade to the State level and provide rallying point for nutrition activities. In the same vein, the National Strategic Plan of Action for Nutrition (NSPAN) 2014-2019, is also expected to positively impact on State level nutrition activities and more favourable outcomes for the nutritional status of children and women. While needing a review, the costed nutrition action plan for the State is another positive development around the planning and policy environment for more positive outcomes. Perhaps, the greatest opportunity for greater prospects regarding nutrition in the State is the continued support from development partners particularly DFID and UNICEF which are supporting an array of nutrition and or nutrition-sensitive programmes. These include the WINNN and CDGP Programmes (Working to Improve Nutrition in Northern Nigeria and Child Development Grants Programme). These programmes have come with a number of interventions and initiatives that are making positive impact in tackling the underline causes of malnutrition in women and children.

As a matter of policy, over the medium term and within the context of the Comprehensive Development Framework, the overall goal is to attain a near optimal nutritional status among children and women by the year 2020. To achieve these goals, the following policy objectives and targets would be pursued:

- a) Adoption and pursuit of multi-sectoral approach to dealing with nutrition issues in the State;
- b) Reduction of under-nutrition among infants, children and women of reproductive age;
- c) Significantly reduce micro-nutrient deficiency disorders among vulnerable groups particularly children under the age of five;
- d) Increasing the level of nutritional education among the population at the community levels'
- e) Prevention and control of chronic nutrition-related illnesses among children under the age of five;
- f) Promotion and strengthening of Research, Monitoring and Evaluation of food and nutrition programmes;
- g) Strengthening systems for providing early warning information on food and nutrition situation to ensure effective preparedness and response mechanisms;
- h) Promotion of access to nutrition-sensitive social protection programmes.
- i) Continued partnership with development partners, Non-Governmental Organizations and the Organised private sector to mobilize technical and financial resources for the implementation of nutrition intervention in accordance with the Strategic Nutrition Plan of action.

In this regards, over the medium term, the following specific policy outcome targets are adopted:

- i. Achieve 60% yearly more infant and young children in the State are appropriately breastfed and received adequate complementary feeding and 10% more pregnant and lactating mothers yearly;
- ii. Achieve exclusive breastfeeding rate for children aged 0 to six months of up to 50% by 2020;

- iii. Attain 80% of children with Severe Acute Malnutrition are cured by the end of 2020 through the Community Management of Acute Malnutrition (CMAM) Centres;
- iv. Reduce prevalence of various aspects of malnutrition including stunting, wasting an underweight among children from “critical levels to within the acceptable tolerable levels. These further include:
 - Reducing stunting rate among under-five children from 63.4% in 2015 to 45% in 2020;
 - Reducing childhood wasting including Severe Acute Malnutrition from 12.5% in 2015 to less than 10% in 2020;
 - Reducing underweight from 40.6% in 2015 to 30% by the year 2020;
- v. Achieve and sustain universal household access to iodized salt by 2020;
- vi. Increase coverage of Zinc supplementation in diarrhoea management from 5.6% in 2014 to 30% of all children needing treatment by 2020;
- vii. Increase coverage of Vitamin A supplementation from 16.3% in 2015 to 30% by 2020; and
- viii. Reduce anaemia among pregnant women to less than 40% by 2020; and

To attain these targets, the following broad strategies would be pursued:

- a) Revitalization of the State and Local Government Steering and Technical Committees on Nutrition with established Terms of Reference, Operational Guidelines as well as established annual deliverables and M & E Framework for the Committees;
- b) Improvement in the nutrition policy environment so as to engender high-level commitment to nutrition action particularly as this relates to planning, funding, coordination and implementation of nutrition activities. This would include adoption of the National Nutrition Policy, development and regular review of medium-term State Strategic Plan of Action for Nutrition (SSPAN); and annual review of the costed nutrition action plan;
- c) Supply of micro-nutrient supplementation such as Iron Supplements for pregnant women and Vitamin A for children under the age of five as well as treatment of diarrhoea and deworming tablets;
- d) Scale-up and intensify Counselling and campaigns on Infant and Young Child Feeding (IYCF) practices particularly first six-month exclusive breastfeeding with optimal complimentary feeding for children aged 6 – 24 months. This would include individual and group counselling in health facilities and at community levels as well as exploring initiatives that would ensure the delivery of the right food to the right people at the right time including the development of new nutritiously fortified food products based on local recipes and locally available ingredients;
- e) Scale-up of CMAM Centres to improve access to treatment of severe acute malnutrition including outreach services, for early identification of cases, appropriate in- and out- patient care for children with severe acute malnutrition, and sustained supply of ready-to-use therapeutic food (RUTF) and micro-nutrient powders and other vital vitamins-fortified food products. Ultimately, CMAM activities would need to be integrated into the State’s primary healthcare system to ensure sustainability;
- f) Promoting Women Attendance for antenatal care (ANC) which provides access to a range of nutrition services for women as well as opportunity for the conduct of advocacy and counselling for women on nutrition education;
- g) Adoption of multi-sectoral approach in the pursuit of nutrition policies to create an enabling policy environment for effective planning and coordination between stakeholders across sectors;
- h) Sustain and improve coverage of Maternal and Child Health Week with adequate supplies of Vitamin A, deworming treatment and other micronutrients supplies; and
- i) Mobilization and capacity building for community volunteers, community leaders and civil society organizations on nutrition programmes to engender buy-in among stakeholders on

the virtues of antenatal care attendance, hospital deliveries, IYCF practices, early identification and treatment of acute malnutrition.

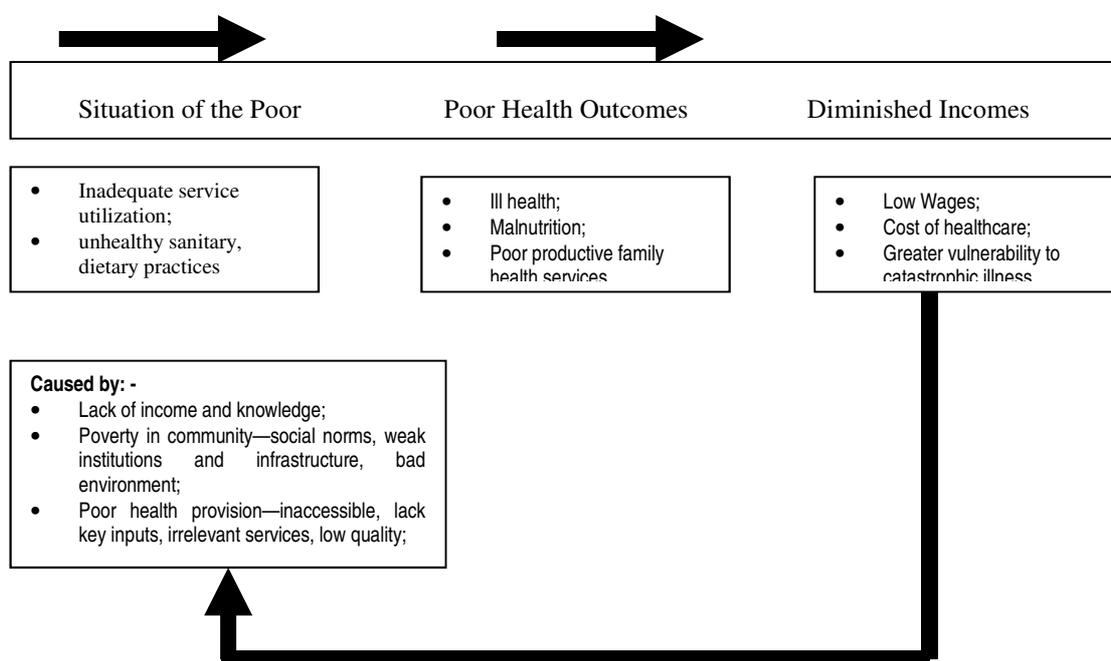
9.8 - Cross Cutting Health Sector Issues

It is recognised that attainment of a number of the policy objectives and targets for the health sector depends what happens in other sectors including the following:

- Education – Improved literacy enhances peoples’ productive potentials which could enable them escape poverty and improve their socio-economic living conditions. For women, the link between education and health status is even more obvious as it reflects on their understanding of best health practice such antenatal attendance, hospital delivery, child nutrition, immunization, etc;
- Water and Sanitation – the link between Water & Sanitation and Healthy living conditions is also obvious particularly in the area of preventive health behaviours;
- Poverty levels and Empowerment of Women ;

The figure below goes further to demonstrate the link between health and some poverty-causing factors. What all these underscore is the necessity for sectoral collaboration in the pursuit of health sectors policy implementation particularly through the Sector Planning Teams.

Figure 20 - Cycle of Health and Poverty



CHAPTER 10

WOMEN AND SOCIAL EMPOWERMENT

10.0 - Introduction

For various reasons, Women, Children and Persons with Disabilities have always been described as "vulnerable groups", perhaps for being victims of various forms of inequities, discriminations and unequal access to socio-economic opportunities. Most often, these groups are worst affected by the impact of poverty and natural / man-made disasters. Over the years, the living conditions of these so-called "vulnerable groups" have drawn the attention of policy makers within Government and among international development agencies thus, necessitating the need for a paradigm shift in order to address their special circumstances especially as this affect women, children and people with disabilities. In pursuit of this, National and International Conventions were convened while Protocols and Legislations were enacted to squarely address the issues. These include among others:

- The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) adopted in 1979.
- The United Nations Convention on the Rights of the Child (commonly known as CRC) adopted and opened for signature on 20 November 1989.
- The United Nations Convention on the Rights of Persons with Disabilities adopted by the UN General Assembly on 13 December 2006;
- The National Gender Policy published by the Federal Government of Nigeria (2007)

Nigeria as a member of the United Nations has ratified most of these international conventions. Largely, the focus of these is to get member states put the right policies in place to address the issues. A number of the Millennium Development Goals which ended in 2015 specifically addressed the plight of women and children. In particular, Goal 3 is about promoting gender equality and empowering women by eliminating gender disparity in primary and secondary level, and by increasing the proportion of women in wage employment and political appointments. Still, the 5th goal of the SDGs is aimed at achieving gender equality and empowering all women and girls. Over the last few years, the State has also taken further steps towards adapting and institutionalising a number of international conventions in addition to efforts towards attaining the goals of the MDGs where deliberate programmes were initiated and implemented targeting the empowerment of women, children and people with disabilities.

The preparation of and adoption of a State Gender Policy in 2013 is a major landmark in the quest for Women Empowerment. It provided new perspectives on issues of Women and Social Development as demonstrated by concerns for social inclusion. The Women Affairs, Youth and Social Development Sector has, thus, been appropriately recognized as an important pillar of the Jigawa State Development Framework and very critical to the attainment of the overall vision of the State. This would facilitate the emergence of new policies and programmes to effectively respond to the developmental needs of the "vulnerable groups".

10.1 - Developments in Women and Social Development Issues.

While there is a steady progress, this has been amidst challenges. Gender disparities still persist as seen in most of the human development indicators in the State such as disparity in school enrolment, literacy level and limited wage employment. Still customs and traditions ascribe social roles and cultural prejudice that tend to militate against the empowerment and rights of women. In line with the National Gender Policy, Jigawa State is committed to pursuing a socio-economic development reform agenda which is all-inclusive, devoid of gender discrimination in a socially-inclusive manner. In the same vein, Government is committed to evolving a social protection policy that guarantees decent living for all.

The mission of the Jigawa State Ministry of Women Affairs & Social Development is therefore to serve as the vanguard for women development and a vehicle to bring about speedy and healthy development of women and men in the mainstream of the State development processes. An important aspect of this is to facilitate the survival, protection, development and participation of women, children and the disabled in the society. Indeed, this is one of the focus of the Jigawa State Gender Policy adopted from the National Policy. The Policy is gradually institutionalising reforms in policy articulation, women development-oriented programmes backed by a responsive political will. Already, a paradigm shift has been noticed in bringing women issues into greater focus in order to maximally achieve gender and social inclusion in tune with objectives of the JSGP.

Figure 21 - Premise of the Jigawa State Gender Policy:

The policy is a general guide on how all sectors of government and private organizations should mainstream women, children and men issues in their developmental programmes and activities. **Its Overall Goal** is to lay the guidelines that will lead to building of a just society devoid of discrimination, harness the full potentials of all social groups regardless of sex, promote the enjoyment of fundamental human rights and protect the health, social, economic and political well-being of all citizens, in order to achieve equitable rapid economic growth.

The Jigawa State policy recognizes women's onerous task in family building and the upbringing of children who are the future of the society. It acknowledges their roles in the development of the state and seeks to place their issues at the centre of government policies, planning and programmes. It also recognizes the physical, physiological and functional differences of males and females in society and seeks equity between the two sexes without discrimination.

Jigawa State seeks to pursue the gender affirmative action within the framework of Islamic Law and Jurisprudence, Islam being the religion and way of life of the vast majority of the people of the State. Jigawa State adopts the Islamic philosophy of gender, which recognizes the physiological and functional differences of male and females in society without discriminating between the two. This frame of reference accords with accepted norms and values of religion, and ensures equity, justice and fairness in all gender issues.

The policy encourages the evolution of an evidence-based planning and governance system where human, social, financial and technological resources are efficiently and effectively deployed for sustainable development of Jigawa State. It also encourages the development of the requisite human resource to manage the gender policy implementation machinery in the state.

The policy recognises the efforts of the state government in the socio-economic development of the state and regards any progress that would be achieved as a result of implementing the policy as a continuation of those initiatives. The Policy recognises the Ministry of Women Affairs and Social Development as the implementation coordinator of the State Gender Policy.

This has helped to further accelerate the formulation of relevant policies and programmes in respect of women, youth and social development sector; such as the Law for the payment of Social Security allowances, Establishment of State Rehabilitation Board. Social development approach to the reduction of Maternal and infant Mortality is also in place through the Safe Motherhood Initiative Programme.

10.2 - Situation Analysis

Despite the steady progress and institutionalization of policies that have elevated the concerns of Women, Youth, Children and Persons with Disabilities in the socio-economic development process, these social groups are still considered as the most vulnerable segment of the society. Furthermore, despite their numerical strength, they still largely suffers some forms of social discrimination, exploitation and abuse, which tend to limit their potentials and capabilities in contributing to the development process. Nationally, more than one-third of Nigerian women (38%) have no education while the percentage of women with no education increases with age; from 28% among women aged 15-19 to 54% among women age 45-49. More than half of rural women have no education compared with 16% of

urban women. According to 2013 NDHS Report, even though women constitute almost half of the population in Jigawa State, about 70% of them still have no any form of formal education, while less than 1.0% completed secondary education. While 52.6% of the women in the state are "somehow" gainfully-unemployed and only 0.3% are skilled. Access to health care remains a challenge because about 30.6% have difficulties in accessing health facilities while 6.6% of women are moderately and severely malnourished. The maternal mortality ratio in Jigawa is 1,600 per 100,000-live births while infant mortality is 109 per 1000 live births (MIC survey 2011). Equally, 1.6% of children are categorized as orphans and vulnerable and 29.9% of children under five have no vaccination, more devastatingly about 55% of children in North-west are suffering from mal-nutrition (NDHS 2013) Jigawa State inclusive. Despite the vulnerability of children as depicted by some of these indices, the number of children associated with crime-related behaviors is very insignificant and indeed, one of the lowest in the country. Available data from the Jigawa State Juvenile Court for the period 2012 – 2014 indicated that only 25 criminal offences committed by juvenile and young persons were

reported. According to official records, Persons with Disabilities constitute 20% of Nigeria’s population (19 million).

Among the many constraints to women’s development and empowerment, cultural barriers and affinities have continued to impede progress in such areas as educational attainment and participation which limits social inclusion. The Jigawa State Gender Policy is the first major state policy that specifically focuses and seeks to give direction on how to address women and children issues in the design and implementation of government policies and programmes, as well as in what is expected of the private sector and the general public.

10.3 - Policy Objectives and Targets for Women and Social Development

One of the strategic objective of the sector is to contribute to building a social order in which the concepts of equity and equality are appropriately used in dealing with all individuals and social groups. The purpose is to have a society devoid of discrimination and with opportunities for all to attain their full potentials while upholding fundamental human rights of all citizens irrespective of sex and other socio-economic characteristics of the individuals. Within this context and in

Figure 22 - Jigawa State Gender Policy - Goals:
 The overall goal of JSGP is to build a just society devoid of discrimination, harness the full potentials of all social groups regardless of sex, and promote the enjoyment of fundamental human rights. The policy further seeks to protect the health, social, economic and political well being of all citizens in order to achieve rapid economic growth in an equitable fashion. It also seeks to evolve an evidence-based planning and governance system where human, social, financial and technological resources are efficiently and effectively deployed for sustainable development.

accordance with the mandates of Agencies in the sector, the overarching policy objective of the Sector is to effectively ensure the protection, survival, development and the overall socio-economic well-being of Women, Children, the less privileged, the very poor and the socially excluded in the society as well as ensuring their involvement and effective participation in the development process of the state and in decisions that affect them. This objective perfectly fits with the utmost desire to ensure the effective implementation of the Jigawa State Gender Policy in all its ramifications. This is also consistent with the mission of the sector lead agency - Ministry of Women Affairs and Social Welfare in the provision of comprehensive Social Welfare Services and development interventions for women, children, vulnerable groups and all other citizens in collaboration with relevant sectors, private and public sector partners. Specific but broad sectoral policy objectives include:

SN	Policy Targets
1	Achieve 5% annual increment in the number of beneficiaries of Women Empowerment Programmes: [2015 Baseline - 7000 and 2300 People with Disabilities (PwDs)]
2	Achieve an increase in the number of women professionals, teachers, political office holders including board members, elected officers, bureaucrat reach 20% by 2020
3	Scale up the number of Safe Motherhood Communities by 50% from 453 presently to 900 by 2020.
4	Increase the number of community Self- Help- Groups and development associations from 2,300 in 2015 to 4,600 by 2020

- a) Expand access of women and PwDs to economic empowerment opportunities through such key women empowerment initiatives as JILWEE, WOFEE and ELFWEE and participation in Skill Acquisition and other Social Welfare Services;
- b) Increase women’s participation in Governance (public service employment and political appointments at both the state and local government levels);
- c) Reduce the syndrome of hawking by children of school going age, child abuse in homes and

- schools, Juvenile cases and other practices that compromise survival and development of children;
- d) Effectively improve access to Social Welfare Services by bringing services closer to the people through increase in the number of Zonal Social Welfare Offices;

10.4 - Sectoral Strategies

- i. Establishing a robust structural framework for the implementation and monitoring of the Jigawa State Gender Policy as well as institutionalizing gender-responsive policy initiatives in all public and private spheres and strengthening capacities of all stakeholders to deliver various components within the context of the State Gender Policy and strategic framework;
- ii. Scale up number of Safe Motherhood Communities with Emergency Maternal Care services by 50% from 453 presently to about 900 by 2019;
- iii. Study and appropriately domesticate the principles of global and regional frameworks that support gender equity and women's development in the state laws, legislative processes, judicial and administrative systems where necessary and desirable;
- iv. Rigorous Advocacy to educate, sensitize and mobilise all stakeholders on the centrality of women empowerment to sustainable development and support for government initiatives towards women empowerment initiatives;
- v. Facilitate access to employment opportunities for young adults (including both men and women) through the promotion of self-employment enterprises and vocational skills acquisition in women development centres, rehabilitation centres, youth development activities and other social welfare institutions.
- vi. Advocacy and sensitization on the promotion of community-based volunteer support services for a whole range of women development and social welfare support including formation of self-help groups and community development associations as well as forging alliances with central working committee on self-help groups;
- vii. Provide Comprehensive Social Welfare Services, Medical Social Work Services and School-based social work;
- viii. Institutionalise effective and socially-sensitive emergency preparedness and response services and interventions as may be required from time to time to contain natural disasters, support for Internally Displaced Person, epidemics, influx of social- liabilities. This would include partnerships and collaborations with NGOs, CSOs, and Development Partners;
- ix. Promote reformative, rehabilitative and correctional social welfare services particularly for children with deviant behaviours, the aged, and PwDs. This would involve improvement of existing Rehabilitation Centres and establishment of multipurpose vocational rehabilitation and Community-based Vocational Rehabilitation (through infrastructural and human resource improvements);
- x. Gender mainstreaming to effectively institutionalize gender responsive policies in all MDAs including gender budgeting, gender-disaggregation of statistical data and gender-responsive service delivery initiatives among others;
- xi. Strengthening and expansion of the system of social security allowances for PwDs;

10.7 - Cross-cutting Issues

Issues around Women and Social Development are so ubiquitous they inevitably cut across almost all other sectors such as education, environment, Agriculture, Health, Land & Housing, Commerce and Economic Empowerment. Two key areas however are so critical to stand-out as a matter of policy priority within the overall development framework. These are Emergency Preparedness & Response and Social Protection.

10.7.1 – Emergency Preparedness and Response

While the exact timing, nature and scope of emergencies is normally uncertain, nonetheless, government has the obligation and the onerous duty to effectively respond and contain emergencies whenever they occur. This is necessary so as to mitigate and alleviate the catastrophic effects of emergencies on the population. Most emergency situations, natural or man-made, unless contained, could assume disastrous dimensions and degenerate into humanitarian disaster situations leading to loss of lives. It is therefore essential that, as part of risk mitigation and within the overall social and economic development framework, there is a clear plan on emergency response and preparedness. Common emergency situations in the State include:

- Perennial river-flooding, erosion from torrential rainfall and storm-damages;
- Fire disasters;
- Epidemics and diseases outbreaks such as cholera;

Within the emergency response and preparedness framework, it will also be appropriate to include threats from terrorism, insurgencies, riots, civil strife and conflicts/clashes between communities and socio-cultural groups as other possible emergency situations

Irrespective of the dimension and scope, preparedness entails being ever-ready to confront and deal with emergencies. Being futuristic, “emergency preparedness” would require broad and specific actions that when applied would help in mitigating the negative effects and consequences of disasters (natural or man-made).



Effective interventions based on prior plans on Emergency Preparedness could change the impact of an emergency if well-planned and performed in a timely and coordinated manner. Emergency response, thus, require being both proactive and effective. The primary focus of an Emergency and Preparedness Plan for dealing with emergencies include:

- i. Establishment of standards and protocols of dealing with emergency situations;
- ii. Guaranteed provision of timely and effective interventions in terms of rescue and social welfare services for victims of emergencies;
- iii. Building capacity with regards to operational readiness for emergency containment;
- iv. Ensuring effective coordination between emergency service providers at all levels of emergencies – prior, during and post emergency situations;
- v. Providing early warning signals, warnings and emergency-situation guidance;

The overall target is to ensure that for all emergency situations, there is timely and effective interventions; and for all predictable disasters, early warning signals are provided to the public. Broad Emergency Preparedness & Response strategic interventions required are as follows:

- A. Establishment of strong Emergency Preparedness and Response Standing consisting of Political Leaders and Technical experts charged with the responsibility of constant

monitoring and issuance of early warning signals, resources mobilization (human and material), establishment of standards / protocols and ensuring coordination;

- B. A comprehensive and coordinated programme on continuous public education, information and communication on emergencies which should include planning, prevention, mitigation, preparedness, response and recovery. This would be under the coordination of Emergency Management related agencies in collaboration with Ministry of Information and the me media; The public need to be continuously and adequately informed and educated on potential areas of disasters;
- C. Establishment of Emergency Response Intervention Fund [funds sources – State & Local government annual appropriations, Federal Emergency Grants, NGOs, CSOs, Organised Private Sector, Development Partners and Corporate Social responsibility];
- D. Strengthen the intuitional and technical capacity of State Emergency Management Agency and other rapid response agencies such as the Fire Services, Ministry of Health Epidemiology and Disease Surveillance Unit, Ministry of Women Affairs & Social Welfare, and State Rehabilitation / Social Welfare Agencies, and Ministry of Agriculture, amongst others;

10.7.2 - Comprehensive Approach to Social Protection

State Social Protection (SSP) is a mix of policy interventions in the form of projects and programmes “*designed for individuals and households throughout the life cycle to prevent and reduce poverty and socio-economic shocks by promoting and enhancing livelihoods and a life of dignity*”. It is a “*multi-sectoral approach to poverty reduction that requires a coordinated*

Figure 24 - Range of Social Protection Programmes

These include In-kind transfers to *households* (food and household essential commodities), Nutritional supplements to *households* (e.g. nutritional biscuits or Vitamin A supplements to children or to pregnant women); School Feeding; Cash transfer (direct cash transfers to individuals in household with or without conditions); School and Health fee waivers and exemptions; Targeted health services (such free maternal and child healthcare and immunizations services); Health insurance for targeted populations; Short-term employment for individuals such as through public works; Agricultural inputs subsidies (such fertiliser or seeds subsidies for poor subsistence farmers); Agricultural insurance for *poor subsistence farmers*; Training or skills development for youth, women and people with disabilities and inmates; Job search assistance; Support for Cooperative saving Associations; Micro Credit Programmes and support for mass housing programmes

omnibus organ for successful implementation”²⁷ To a varying degree, Jigawa State Government is implementing various shades of Social Protection policies largely affecting Women & Children, People with Disabilities, the Unemployed, Pupils & Students, and the Extremely Poor. These come in the form of free maternal and child healthcare services, social security for the disabled, free basic education, skill acquisition and economic empowerment support, periodic conditional cash transfer to

poor households, and access to subsidized farm inputs to subsistence farmers. All these are social protection interventions aimed at cushioning the effect of poverty and improving the socio-economic living conditions of the people.

The necessity for holistic SSP is rooted in the constitutional provisions relating to the “fundamental objectives and directive principles of State policy” which provides that “the security and welfare of the people shall be the primary purpose of government” which shall

²⁷ National Policy on Social Protection, National Planning Commission, 2014

aim to “secure the maximum welfare, freedom and happiness of every citizen on the basis of social justice and equality of status and opportunity”. This is also consistent with the principles of political-economy considerations; universal basic needs, citizenship, human rights, equity and social inclusion considerations. The policy would also provide a platform for the adoption and pursuit of relevant national and international declarations and agreements such as the United Nations Sustainable Development Goals and the Convention on the Elimination of All forms of Discrimination against Women. The target for a holistic SPP is to put in place a coordinated approach to social protection interventions for more effective resource mobilization, greater resource efficiency, wider coverage and more impact. Such a policy is required with clearly defined objectives, guiding principles and coordinated policy measures to constitute a set of social protection system that promotes the socio-economic well-being of the citizens. In line with the National SPP, the objectives to be pursued by a SPP would include:

- Reducing the burden of poverty among vulnerable groups;
- Improving access to basic social services and the enhancement of human capital development;
- Promoting social cohesion, equity and inclusive socio-economic development;
- Empowering the people with decent employment and sustainable livelihood and protecting them from economic shocks;
- Establishing clear principles to promote synergy and a coordinated approach to the implementation of various forms of social protection interventions by various agencies;

Table 20 - Components and Elements of the State Social Protection Policy

S/N	Key Component	Elements / Intervention Areas
1	Education	Scholarships, Free School Uniforms, Meals and Instructional materials, School fee waivers, etc
2	Health	Free Maternal and Child Healthcare Services, Fee Deferral & Exemptions, Health Insurance,
3	Social Welfare	Maintenance of Social Welfare Institutions, Protective policies and counselling for victims of child abuse, rape, human trafficking, etc
4	Economic Empowerment & Livelihoods	Conditional / Unconditional Cash transfers, Public Works Programmes, Skill Acquisition and financial inclusion (access to credit and capital);
5	Social Insurance and Social Assistance	Contributory and non-contributory pensions schemes; Workman compensations, bereaved family support services; emergence response support services;

Other considerations towards the establishment of a State Social Protection Policy include:

- I. Provision of appropriate legislations and regulations;
- II. Provision of clear guidance for beneficiary targeting, registrations, entry and exit;
- III. Putting a framework for coordination and integration among agencies;
- IV. Putting a framework for Monitoring & Evaluation, intervention efficiency and sustainability;

Part 2 – Section C

Ensuring Environmental Sustainability in Development

- ✚ Environment**
- ✚ Water Supply and Sanitation**
- ✚ Urban and Regional Development**
 - Housing**
 - Land Administration**
 - Urban & Regional Development**

CHAPTER 11 Environment

11.1 Introduction

The physical environment, with all that it contains, is what provides the life supporting systems for human existence and the survival of the Flora & Fauna that leaves in it. It is what provides the necessary ingredients and raw materials for continued existence and socio-economic progress of human societies. To achieve economic growth and sustainable development therefore, the development, protection and sustainable use of the society's environmental resources is very necessary. This, in particular, would require focus on afforestation programmes, promoting biodiversity, environmental conservation & eco-tourism, flood and erosion control, environmental health issues and environmental education/advocacies. Also pertinent in this respect are issues around land administration, land use patterns, urban planning & regional development initiatives, including water resources management and housing development as well as other crosscutting issues.

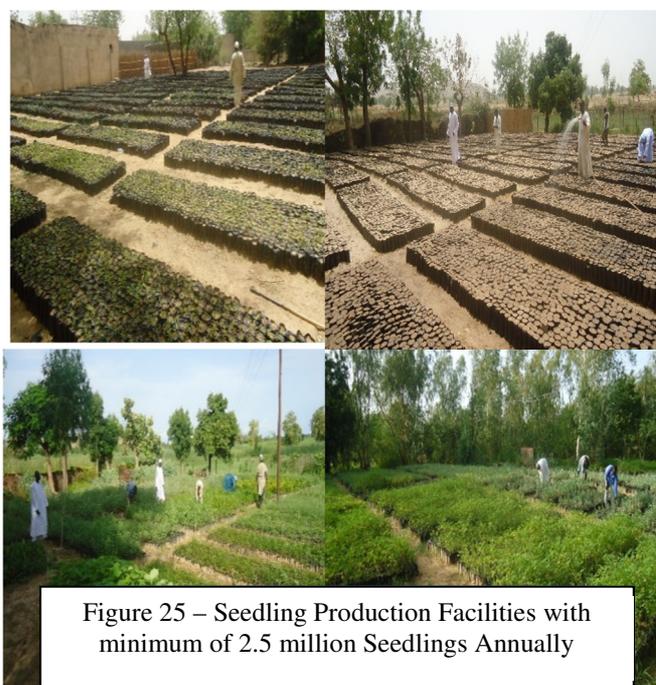
Even though Jigawa State falls within dry land region of Northern Nigeria, a significant proportion of its 24,742 square kilometres landmass is generally arable with vast Fadama Lands and rivers traversing hundreds of kilometres. A section of the State constitutes part the frontline states prone to drought and desertification. Even though most parts of the State lie within the Sudan savannah, total forest cover is less than 6%, which falls short of UNDP and FAO recommendations of about 15% and 20% respectively. Even as the environment is still largely in its pristine stage, Jigawa State is not insulated from global environmental threats such as global warming, desertification, climate change, loss of bio-diversity, agricultural lands, vegetation cover and cyclical droughts.

While awareness on the need for proper interaction between man and his environment is appreciable in the State, policy measures are still required to ensure sustainable use of the environment. Both natural and human factors that adversely affect the environment need to be managed and controlled to ensure that the quest for socio-economic development is sustainable. Even though the State contributes nothing to global warming, this is still considered as a threat to longer-term sustainable development. Over the years, parts of the State have contended with the devastating effects of flooding, gully erosion and storm damages. The State therefore considers itself vulnerable to various threats to environmental development and biodiversity. Consequently, to ensure stable economic growth and equitable social development, the State Development Strategy would evolve other ways to ensure that environmental resources are sustainably managed. Exploitation of Environmental resources, the application of technology and investments in the Agricultural Sector would take cognisance of the key elements and principles of environmental sustainability.

9.5 - Review of Performance

During the last few years, several programmes aimed at infusing the principles of 'sustainability' in the socio-economic development process were initiated and implemented. This has been achieved through environmental development and protection involving afforestation programmes, flood and erosion control, renewed focus on

environmental health, environmental education, promotion of bio-diversity, environmental conservation & development of alternative energy. Data from the 2014 CDF Performance Evaluation



Report indicated appreciable progress, albeit, amidst a number of challenges. An important Key Performance Indicator for the environmental sector is reducing the rate of desert encroachment and reclaiming already affected lands. The report, as captured in the table below, indicates that during the

Year	Affected Land Mass (sq km)	Reduction	Rate (%)	Reclaimed Areas (Sq Km)
2007	186.8	0.0	0.0	10.0
2008	66.0	120.7	65%	0.0
2009	60.1	6.0	9%	0.0
2010	61.6	-1.5	-3%	5.0
2011	61.6	0.1	0%	5.0
2012	51.2	10.3	17%	18.0
Total	135.5	73%	38.00	

period 2007 to 2012, over 135 square kilometres of land area hitherto described as "areas of risk" to desert encroachment has been rehabilitated. The total affected area of 187 sq km in 2007 is reduced to just about 52 sq km by 2012 - a reduction of over 73%. In terms of reclamation of areas already devastated by desert encroachment, about 38 sq km was actually

reclaimed during the same period. The observed performance indicates that there has been progress towards achieving the target of slowing down the rate of desert encroachment. However, despite the progress, existing challenges may not allow for 100% target attainment by 2020²⁸.

11.2. - Situation Analysis

The major environmental challenges prevailing in Jigawa State include desertification, land degradation and drought (DLDD). In fact, this is threat affecting a number of States in the Northwest geo-political zone of the country such as Kastina, Sokoto, Kebbi and Zamfara. Recent estimate indicates that about 90% of the total land areas of the country (Nigeria) is under some form of land degradation ranging from sheet- to gully-erosion, which are directly impacting negatively on the sustainability of key systems and livelihoods. Deforestation, for example, has resulted in large-scale land degradation within the last three to four decade in Nigeria. About 45% percent of the country's forest ecosystem has been lost through human activities²⁹. Report from the Woodhill Study of environmental condition in Jigawa State in 2008, indicated that forest cover in the State declined from 3,482sq km in 1976 to 1,504sq km in 2006 a loss of 56% in 30 years.³⁰ However, as reported in the 2013 Outcome Key Performance Indicators report, recent interventions have begun to show appreciable progress in terms of forest cover in Jigawa State - from less than 1,1205sq km in 2010 to 1,346sq km in 2014.³¹ Even though the threat of desertification cuts across the entire state, it tends to be severe in Local Governments situated along the north-eastern fringes including Birniwa, Babura, Maigatari, and Sule Tankarkar. In addition to the threat of desert encroachment, there is also the challenge of gully erosion, aquatic invasive weeds, and loss of biodiversity, burrow pits and perennial flooding. Furthermore, the Woodhill studies have shown that in 2006, 1,600sq km of the total land areas in the State has been scoured by gully, erosion³². With constant intervention of the Agencies concerned, this has been reduced to 1,400sq km in 2013. Evidence of biodiversity loss is evident in Baturiya Game Reserve, Gurmina, Iggi, and Farin Dutse Forest Reserves where numerous species of fauna and flora are under threat of extinction. The effects of these problems have been minimized with proper government intervention to slow or halt the trend. The annual performance evaluation reports has shown that from 2008 to 2014, 550,000 of indigenous trees seedlings were raised and planted at some selected degraded forest reserves, re-demarcation of 150sq km of Baturiya game reserve, with efforts geared towards ensuring security of the reserves through patrol. Other environmental challenges facing the state include community orientation towards matters of public health and environmental sanitation.

²⁸ CDF 1 Evaluation Report 2013

²⁹ Combating Land Degradation and Desertification, Emmanuel Oladipo 2014

³⁰ Study on Report Desertification Typha Grass and Gully Erosion In Jigawa State by Woodhill Engineering Nig. Limited. 2008

³¹ Environment Sector Performance Review Report 2014

³² Study on Report Desertification Typha Grass and Gully Erosion in Jigawa State by Woodhill Engineering Nig. Ltd. 2008

While air pollution is not yet a menace, improper waste disposal in some urban settlements such as widespread and indiscriminate use of polythene bags, drains constricted by polythene bags, and other households refuse coupled with inadequate modern sanitary facilities pose a threat to environmental hygiene. These challenges have been met with proper government response to reverse the trend. Available data has shown that from 2007 – 2014, as much as 828No. VIP Latrines were provided in public institutions and other locations including schools, health facilities, markets and motor parks. In 2013 alone, 70No. 10-compartments of public conveniences each with solar-powered boreholes constructed in each of the 27 LGAs; 27,000 waste disposal sites were provided, 1,000 malaria vector breeding site were managed; 289 trained environmental health officers were employed; and 98No, sanitation hardware were purchased.³³ Nonetheless, the momentum would have to be sustained to effectively deal with these challenges of environmental health and to achieve set targets.

11.2.1 - Constraints to Environmental Sustainability

Constraints identified as key concerns for environmental sustainability in Jigawa State include the following:

- i. Environmental degradation through natural factors (such as inadequate and poor rainfall distribution, gully erosion, infestation of flood plain with aquatic invasive weeds, population growth) and human activities (such as deforestation, over grazing and poor soil management practices);
- ii. Poor sanitary habit of the people.
- iii. Weak environmental laws and weak enforcement;
- iv. Inadequate refuse collection facilities and lack of permanent refuse dumping sites.
- v. Low community participation in environmental protection and management
- vi. Non-enforcement of Environmental Impact Assessment (EIA) on developmental projects executed in the state.
- vii. Lack of adequate alternative sources of energy for domestic usage.

11.2.3. - Opportunities for Environmental Sustainability

The adoption of a State Environmental Policy that recognises the imperativeness of sustainable development is a major step forward. The Sector is now considered as a priority with several projects and programmes evolved and being implemented. This has given a boost to the State's quest for environment-friendly, sustainable social and economic advancement. These projects and programmes involved initiatives on environmental development and protection cutting across areas such as afforestation, flood and erosion control, environmental health, environmental education, biodiversity, environmental conservation & eco-tourism.



Figure 26 – River Dredging / Typha Grass Removal

Existing infrastructures are also expected to engender progress in the sector. There are thirty plant nurseries, which are very critical in the fight against desertification and in the regeneration of lost shelterbelts and forest reserves. Some of these are community-owned nurseries. The pool of trained personnel from the former World Bank supported

State Afforestation Programme also offers strong opportunities. Other potentials include:

- i. General acceptance by the people that tree planting and clean environment is Islamic

³³ Jigawa State Environmental Sanitation committee report 2013, Ministry of Rural Infrastructure & community development and Environment sector performance review report 2014

- ii. Opportunities for collaborating with federal government and private sector on afforestation and waste management.
- iii. Existence of Alternative Energy Agency which is promoting the use of solar and bio diesel.
- iv. Existence of Jigawa State Environmental Protection Agency (JISEPA) overseeing environmental waste management.
- v. Agric research institute engaged not only in conventional crop farming but also in the promotion of sustainable agricultural practices and development of horticultural nurseries

11.3 - Policy Thrust and Sector Policy Objectives

The key policy objective is here to ensure that the environmental exploitation for economic development regenerate and protect the environment for present and future generations. The new Sustainable Development Goals and National policies on environment guides the policy thrusts taking

Figure 27 – Environment-related SDGs

SDG_11 - Make cities and human settlements inclusive, safe, resilient and sustainable;

SDG_12 - Ensure sustainable consumption and production patterns;

SDG_13 - Take urgent action to combat climate change and its negative impacts;

SDG_14 - Conserve and sustainably use the oceans, seas and marine resources for sustainable development;

SDG 15 - Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification and halt and reverse land degradation, and halt biodiversity loss ;

into considerations the characteristics of the physical environment in Jigawa State. In these regards, specific policies on agricultural practices, management of water resources, land administration, and other developmental projects and activities need to take cognizance of the basic principles of environmental sustainability including the conservation of biodiversity. Another strategic policy objective is working towards the attainment of international development targets set for environmental sustainability³⁴ as captured Figure 27 below capturing the relevant SDGs link to the Sector Policy.

Following the adoption the Environmental Sector Policy, which guided the preparation of

Environmental Sector Medium Term Sector Strategies, three policy goals were adopted from which specific policy targets were also adopted. These goals include:

- ▣ Ensuring qualitative and healthy environment;
- ▣ Conserving, Protecting and Enhancing the environment, the ecosystem and ecological process;
- ▣ To promote an efficient integrated waste management scheme; and Institutionalization of institutional reforms for effective environmental management. .

The Sector Policy document also highlighted core principles and value that are crucial for the development and application of environmental laws, regulations and guidelines, mainstreaming of environmental concerns into the process of socio-economic development across other sectors, environmental remediation cost and service deliveries. It is envisaged that through the adoption and pursuit of these policy objectives, the threat and menace of desert encroachment in the state will be reduced by 2020. Such environmental threat as the menace of over-depending on firewood would also be minimized. In addition, effort will be made to reclaim land earlier lost through flooding/erosion, burrow pit and desert encroachment. The use of alternative energy for cooking instead of firewood by majority of households in the state will be promoted. Government will initiate waste to wealth activities.

³⁴ National Policy on Environment and Millennium Development Goal and draft national park policy Dec. 2014

11.4 Policy Targets and Strategies

To achieve the stated policy objectives specific targets and the respective strategies for their attainment are stated in the table below:

Table 22 – Synopsis of Policy Targets and Strategies for the Environment Sector		
S/N	Targets	Strategies
1	Reduce the rate of desert encroachment by 50% from the current rate of 0.2km per annum to 0.1km by 2020. Ultimately, it is envisaged the advancement will be completely halted by 2030 (SDG	<ul style="list-style-type: none"> [i] Improve afforestation and reforestation activities through raising and distribution of assorted forest and economic tree seedlings, establishment of shelterbelts and woodlot plantations. The activities to be performed here include: <ul style="list-style-type: none"> a) minimum of 1.5 million seedlings annually for the next 5 years; b) establishment of 25 kilometres of annually across the State for the next five years; c) 25 ha each, of woodlots and industrial plantation (gum arabic and jatropa); d) enrichment planting of degraded forest reserves [ii] Strengthen community / social forestry; support to the establishment of community nurseries for raising seedlings, establish / reactivate 100 younger foresters clubs in schools; encourage private individual woodlots, facilitate NGO, CBOs to plants trees at grave yards, markets and other public places, encourage local governments councils to conduct roadside tree planting along state and federal roads in the state, encourage bride and grooms trees planting, encourage natural trees regenerations in farm lands. [iv] Protect the remaining natural ecosystem ; halt the felling of trees by enforcing existing laws ,resuscitate the Hadejia Wetland Game Reserve in collaboration with development partners, declaration of protected areas and protected trees backed with appropriate legislation, fabricate improve economic cooking stoves and support <i>Tsangaya</i> solar flood light,
2	Recover land affected by gully erosion from 1,400sq km in 2014 to 1,000sq km by 2020	<ul style="list-style-type: none"> a) Protect areas affected by flood, erosion and burrow pits; b) Construction of drainages, culverts, dykes, retaining walls; and c) Reclamation of burrow pits in order to minimize land degradation
3	Increase the proportion of waste collection and disposal in urban centres from the current 56,093 tons in 2015 to 63,000 tons by 2020	<ul style="list-style-type: none"> a) Promote proper waste management techniques; b) Create permanent refuse dumping sites, c) Procure and distribute Leyland garbage trucks and skip bins; d) Deployment of a minimum of 1,000 waste receptacle green bins to individual houses in 27 LG headquarters, manage the existing refuse collection centers, e) Encourage house to house sanitary inspection, routine sanitary inspection in markets, motor parks etc; f) Standardizing environmental sanitation policies, rules and guideline by updating laws of environmental sanitation etc. g) Intensify public awareness campaign on environmental protection and management, h) Encourage private sector participation in waste collection and disposal.

	<p>i) Support the development of functional sectoral statistic and information database on environment;</p> <p>j) Promotion of environmental education and awareness among citizens in areas of utilization and conservation;</p>
<p>4 Promote access to other alternative energy sources particularly Solar, Wind, Bio-fuel and other energy-serving devices such as cooking stove. Targets include:</p> <p>i. Percentage of Households using environment-friendly cooking devices including energy-serving cooking stoves, gas / electric cookers, kerosene stoves, etc from 15% to 20% by 2020;</p> <p>ii. Increased megawatts of electricity generated from solar sources for streetlights and model villages;;</p> <p>iii. At least 30 megawatts of electricity from solar farms targeted by 2020</p>	<p>a) Develop renewable energy e.g. using solar energy by purchase of solar panel inverter, batteries, cables, etc;</p> <p>b) Facilitate use of bio-diesel using jatropha plant for electricity generation.</p> <p>c) Continued provision of solar-model villages in remote locations (there are 29 model solar villages as of 2015 to be increased to 44 by 2020)</p> <p>d) Support Investjigawa in mobilizing and working with private sectors interested in establishment of solar-farms and bio-diesel extraction projects;</p>

Other broad strategies for Environmental Protection and Development include:

- ❑ Enforcement of Environmental Impact Assessment (EIA) for major projects that have environmental implication by whomsoever undertaken;
- ❑ Encourage research on appropriate environmental management techniques in areas of alternative energy, waste recycling and climate change.
- ❑ Standardizing environmental sanitation policies, rules and guidelines. This can be achieved, for example, by updating laws of environmental sanitation as well as the development of functional sectoral statistics and information database on environment.
- ❑ Planting of trees along all major state roads in the state.
- ❑ Continued support and collaboration with the Federal Green-Wall Initiatives towards the implementation of the greenbelt project, which involves the establishment of 250km of shelterbelts traversing the north-western part of the State (from Guri Local Government Area through Birniwa along the border with Niger up to Maigatari, Babura, Yankwashi, Gwiwa and Roni Local Government Areas).
- ❑ Regeneration of forests, existing shelterbelts and grazing reserves. These include Farin Dutse Forest Reserve, Dabi Forest Reserve, and those at Garun-Gabas and Mele. Others include the ones at Majingini, Galadi, Garmaka, Kakori, Yarda, Tukwikwi, Girbobo, Gari Ukku, Birniwa, Budai, Haladawa, Rubba, Kashin Dila, Garin Tsirya (Matsatstsagi), Gompai, Rindai, Lafiya, Dan Manomi, Taguzo, Kembo, Kupsa, Kasabur, and Gandun Galadima.
- ❑ Producing 100,000 seedlings of endangered tree species such as Dinya (*Vitex doniana*), Magarya (*Zizipus africana*), Kurna (*Zizipus*), Kadanya (*Butryspernum paradoxum*), Kirya (*Prosofis africana*), Tsamiya (*Tamarindus indica*) and Tabila annually.
- ❑ Declaration of Protected Areas and Protected Trees backed with appropriate legislations.
- ❑ Public awareness and education on sustainable use of environment. This includes public sensitization on environmentally unfriendly practices and advocacies via “Annual Tree Planting Campaigns”, “The Bride and Groom Trees”, etc and introduction of environmental conservation education in school curricula.
- ❑ Promoting sustainable agricultural practices and management of forest reserves and water resources. These will involve forest reserve development and enrichment of plantations using economic tress such as date palm and gum-Arabic, agro-forestry and rain water harvesting.

- ❑ Produce indigenous, cheap, environment-friendly energy in addition to introducing renewable energy sources, particularly solar energy and biogas, and establish waste recycling plants.
- ❑ Halt the felling of trees by enforcing existing laws. This will help in stopping desert encroachment and assist in soil conservation and erosion control.
- ❑ Promotion of woodlot establishment of at least 10 hectares in each Local Government Area for a period of 10 years.
- ❑ Promoting Integrated Malaria Vector Control Program using mosquito nets, indoor sprays and outdoor use of bio-larvicide through contributions by the State and Local Governments, Communities and individuals.
- ❑ Construction of dykes or retaining walls in order to control riverbank floods.
- ❑ Provision of modern sanitary incinerators in General Hospitals.
- ❑ Resuscitating the Hadejia Wetland Games Reserve in collaboration with development partners.
- ❑ Intensify public awareness campaign on influx of birds and curative measures.

11.5 - Crosscutting Issues

According to the National Policy on Environment, Environment sector has the overall responsibility for the management of the environment in the State. However, there are a number of crosscutting issues and problems that do not directly fall within the responsibility of the sector. The crosscutting nature of environmental policy is also seen from the fact that of the two environment's related MDG Goal 7 targets, one concerns sustainable access to safe drinking water, while another relates to housing. Other issues related to the sector activities controlled by other MDAs are:

- ✚ Ministry of Agriculture which handles sustainable agricultural management.
- ✚ Ministry of Water Resources which handles sanitation and water shed management planting.
- ✚ Ministry of Commerce in-charge of Gum Arabic and Jatropha utilization / commercialization
- ✚ Ministry of Health in-charge of Hospital waste management, malaria control programme for promoting hygiene and control malarial vector.
- ✚ Ministry of Education which handles formation of environmental clubs such as conservation clubs, hygiene clubs, and young foresters clubs etc.
- ✚ Ministry of Justice which is responsible for the enactment of environmental law, review of the existing laws etc.
- ✚ Ministry for Local Governments which handles roadside tree planting, house-to-house sanitary inspection under local government councils; and
- ✚ Ministry of Land, Housing, Urban Development and Regional Planning responsible land administration, Development Control Activities, Town Planning, State Capital Development / beautification;

11-6 - Sector Key Performance Indicators

For the purpose of M & E, the following Key Performance Indicators have been identified to measure performance over time:

- a) Target 1 – Proportion of land areas covered by forest.
- b) Target 2 – Proportion of house hold protected from annual storm water flood
- c) Target 3 – Reduce malaria cases through improved sanitation habits.

CHAPTER 12 Water Supply and Sanitation

12.1 Introduction

Water is one of the most basic needs of life. Good sanitation is also a prerequisite for a healthy community. Accordingly, access to safe drinking and sanitation are considered as key targets in assessing progress towards the achievement of the Millennium Development Goals. Specifically, the 7th Goal of the MDGs aimed to halve, by 2015, "the proportion of people without sustainable access to safe drinking water and basic sanitation". The 6th Goal of the 17 Sustainable Development Goals now seeks to "ensure availability and sustainable management of water and sanitation for all" by the year 2030. Achieving all the health-related targets in the SDGs require effective intervention in the area of water, sanitation and hygiene. As reported in Federal Ministry of Health Publication,³⁵ a survey report by the British Medical Journal has indicated that sanitation is the biggest breakthrough since 840 AD.

Attainment of the Water and Sanitation Sector (WSS) targets in the State is varied - while progress in respect of access to safe drinking water has been remarkable having surpassed national average. There are still significant challenges with regards to access to sanitation. As per the 2013 NDHS, nationally, only six in ten households [60%] have access to an improved source of drinking water. The 2012 unpublished Jigawa State CWIQ Survey indicated only about 18% use sources of water described as "unsafe" including open wells and streams. That gives access to safe drinking water of 82% - that is Bore holes / hand pump, 58.2%,; Pipe borne water treated, 20%; and protected wells, 3%.

The average number of people without access to an improved water source is now included into the computation of human development index by the United Nations. The positive correlation between improved water and sanitation services and health status of the population is self-evident. Better hygiene and improved access to safe drinking water and sanitation accelerate progress toward the reduction of infant and child mortality rates and improved productivity among the population. Conversely, poor hygiene and poor access to safe drinking water and sanitation services increases mortality from preventable diseases particularly among women, children and other poor segments of society. The link between water and sanitation and the various manifestation of poverty is clear and provides both a context and a framework for policies and interventions in water supply and sanitation programmes. Achieving all the health-related MDGs require effective intervention in the area of water, sanitation and hygiene.

12.3 - Water Sector and Sanitation Situation Analysis, Potentials and Constraints

Available statistics according to NDHS (2008), indicate that 78.7% of the state population has access to safe water while 22.2% have access to sanitation. Health statistics also indicate that nearly half of Jigawa people, particularly women and children, suffer from water related diseases. The situation continues to pose a serious challenge to the State Government. STOWA has a total of 603 water supply schemes (288 motorized schemes and 315 solar schemes). Water Board has 129 motorized schemes and two surface water schemes and RUWASA has 18,261 hand pumps across the state.

2.3.1 - Potentials

The Water Sector has great potentials that can be used to develop the state and improve the lives of the populace. Some of these potentials are listed below:

- The sector has developed Water and Sanitation policy document which indicates the Government commitment towards the provision of Water supply and Sanitation services;

S/N	L.G.A	2013 Projected	STOWA Motorized Schemes	STOWA Solar Schemes	Water Board Motorised Schemes	Total	Schemes / Popn Density
1	Auyo	163,634	4	14	2	20	8,182
2	Babura	263,455	14	10	4	28	9,409
3	Bimin Kudu	388,595	35	21	5	61	6,370
4	Bimiwa	175,692	12	11	3	26	6,757
5	Buji	120,354	5	9	2	16	7,522
6	Dutse	310,688	16	13	20	49	6,341
7	Gagarawa	101,635	7	7	2	16	6,352
8	Garki	185,893	12	13	3	28	6,639
9	Gumel	131,596	4	8	11	23	5,722
10	Guri	140,246	6	7	3	16	8,765
11	Gwaram	335,719	15	27	3	45	7,460
12	Gwiwa	159,257	5	9	2	16	9,954
13	Hadejia	129,016	0	8	12	20	6,451
14	Jahun	284,396	12	12	5	29	9,807
15	Kafin Hausa	330,667	13	17	4	34	9,725
16	Kaugama	159,567	14	8	3	25	6,383
17	Kazaure	199,378	6	8	5	19	10,494
18	Kirkasamma	238,252	13	18	2	33	7,220
19	Kiyawa	213,965	8	9	6	23	9,303
20	Mai Gaturi	219,044	9	10	4	23	9,524
21	Malam Madori	203,869	15	17	7	39	5,227
22	Miga	158,200	5	9	2	16	9,888
23	Ringim	238,034	15	17	6	38	6,264
24	Roni	95,772	11	9	5	25	3,831
25	Sule Tankarkar	166,782	18	7	2	27	6,177
26	Taura	163,130	9	9	4	22	7,415
27	Yankwashi	118,324	7	6	3	16	7,395
Total		5,395,158	290	313	130	733	7,360

Sources: STOWA and Water Board Administrative Daa

- There is a positive reform in the WSS due to the support it is getting from donor Agencies;

- 30% of the land mass is Basement Complex while the north-east is made up of sedimentary rocks of the Chad Formation covering 70% of land mass;

- The State Water and Sanitation bill is at State House of Assembly waiting to be passed into law. This will provide a legal framework for the operation of the sector;

- Medium Term Sector Strategy (MTSS) is being develop as a tool for budget implementation since 20111

2.3.1 – Constraints

There are a number of challenges in the sector which the policy hopes to address which include:

- High cost of operation and maintenance for existing facilities due to high cost of diesel and lubricant for urban and small towns schemes and frequent breakdown of rural facilities;
- Difficulty in supplying adequate water to the state capital due to its the rocky formation which is of the basement complex with difficulties in accessing under-ground water;
- Loss of water quantity and quality in dams and rivers due to siltation, seepage and growth of typha grass;
- Very low sanitation coverage due to non-implementation of Community-Led Total Sanitation (CLTS);
- Poor revenue generation due to low tariffs and high default even by public institutions;
- Weak institutional capacities characterized by inadequate skilled manpower, weak enabling laws for water reforms, lack of adequate baseline / inventory data;
- Private sector participation dominated by unorganized individual water vendors and 'pure water' producers with virtual absence of large scale commercial operations;
- Indiscriminate drilling of Borehole in the state ;
- Lack of sustainability and inadequate sense of community ownership of facilities;

12.4 - Jigawa State Water and Sanitation Policy Thrust

The key focus the policy is to use water supply and sanitation provision as a tool for improving health and wealth, particularly for women and children, thereby leading to poverty reduction. In consonance with this, the policy is based on an integrated approach that requires a mix of strategies such as the provision of physical facilities, sustained hygiene education, community empowerment for effective participation and the active involvement of private sector and NGOs in service delivery.

The thrust of the policy therefore is based on the understanding that access to safe water supply and adequate sanitation, at least, at the minimum level of service is seen as a right to citizens of Jigawa state.



12.5 - Policy Objectives of Water and Sanitation Sector

The ultimate goal of the Water and Sanitation Sector to achieve universal access to safe drinking water and sanitation services in the State; Safeguarding public health and ensuring that the people live a more qualitative, and productive life. Specific Objectives set to be achieved include:

- i. To increase the level of water supply and sanitation services
- ii. To Increase access to water and sanitation services
- iii. To reduce the incidence of water related diseases in order to improve the quality of life and reduce poverty especially among women and children.
- iv. To provide a strategic framework based on which programmes will be designed to address the problems on a sustainable basis.
- v. To ensure effective private sector and civil society participation in planning, implementation, monitoring and evaluation of water supply and sanitation service delivery.
- vi. To undertake institutional reforms within the sector, as part of the governance reform process, with a view to increasing the efficiency and effectiveness of the Ministry of Water Resources and other service delivery Agencies.
- vii. To promote inclusive approaches which will ensure equity and gender considerations in water supply and sanitation service delivery.
- viii. To improve behavioural change on water sanitation and hygiene amongst the populace
- ix. To improve data generation, collection and processing.
- viii. To increase level of funding.

12.6 - Targets of Water and Sanitation

In line with the policy objectives, specific targets to be attained are:

a. Access

- Increase access to safe water in Jigawa state from the 2015 level of about 80% to 100% (universal access) by 2020
- Increase access to sanitation and hygiene by House-holds from about 50% in 2016 to 65% by 2020

b. Level of service

- Rural water supply represents settlements with population of less than 5,000 with minimum supply standard of 30 liters per capita per day;
- Small towns water supply represents settlements with a population of 5,000-20,000 with a minimum supply standard of 60 litres/capita per day;
- Urban water supply represents settlements with population greater than 20,000 inhabitants, with a minimum standard of 90 litres per capita per day and at least 6 hours of continuous piped water supply services to households and public stand pipes where applicable.

c. Distance of water source from dwelling

The distance of potable water source from the dwelling should not exceed 250m or 30mins walking/waiting time. This will minimize the trauma that women, men, youths and children, particularly the girl-child experienced normally in accessing water.

d. Other sector Target

- Schools: All public primary and secondary schools are to have functional water supply and sanitation facilities by the year 2020. The level of access to water supply service should be such that each pupil gets at least 20 litres of water per day.
- Other public places: All public places including Hospitals, places of worship, Markets, Motor parks, Community centers and stadia should have functional water supply and sanitation facilities by 2020.

e. Cost Recovery

Cost recovery is a major determinant of financial sustainability of sector agencies. At present the agencies charged with the responsibility of water and sanitation services delivery rely on government subvention for operation and maintenance and capital investment. In order to lay a foundation for the gradual reversal of the present situation, the sector Agencies shall undertake an assessment of percentage cost recovery with respect to operation and maintenance. The percentage cost recovery shall be reviewed upwards over time through appropriate tariff arrangement in consultation with sector regulatory body. As per the State Water Policy, following are the cost recovery targets to be pursued:

Year	Item	Responsibility	Cost recovery Target
2010 to 2015	Operation and maintenance	State & LGA (80%) and Tariff (20%)	100%
2015 to 2020	Operation and Maintenance	State (40%) and Tariff/PSP (60%)	100%
2020 to 2025	Operation and Maintenance	State (0%) and Tariff /PSP (100%)	100%

12.7 - Strategies for Water Supply and Sanitation Services

12.7.1 Water Supply

Drinking water supply refers to provision of services in urban, small towns and rural communities. In this respect, adequate drinking water facilities shall be provided to the entire population both in urban, small towns and rural areas. The State Government also envisages that future irrigation and multi-purpose projects shall invariably include a drinking water supply component, particularly wherever there are no dependable alternative sources of drinking water.

With the aim at reducing poverty, access to safe water needs of human beings shall be the first charge on any available water, thereafter, consideration will be given to water for

agriculture and industry. The focus is to ensure increased coverage from the present level of about 80% to about 100% of the population by 2020, with particular emphasis on underserved local government headquarters and unreached rural communities and institution of cost-effective measures to ensure that services are provided at affordable prices as well as increasing the efficiency of service providers in the sector.

- Design mechanisms for ensuring effective operation, maintenance and management systems for facilities and making users the pivot for ensuring the sustainability of the systems.
- Gender considerations will be given serious attention by adoption of strategies for the engagement of women, both professionally and at the community level, in sector-related activities.
- Institutionalization of cost-sharing arrangements that will ensure full participation and ownership of communities in planning, implementation and monitoring of



interventions as part of the process of promoting community ownership, maintenance and management of the facilities.

- Provision of water supply and sanitation services that take into consideration, the need of the poor, through designed mechanisms that will ensure their inclusion in the decision making process, as well as having access to good quality water supply and

sanitation.

12.7.2 Urban and Small Towns Water Supply

For purposes of ensuring that all the urban and small towns are adequately covered, Government will continue to take responsibility for the initial capital cost of investment.

The technology for the provision of urban and small towns' water supply scheme shall be the use of surface and underground water sources, depending on the size/population of the community and the appropriateness of the technology. Water supply shall be based on a piped system and distributed to end users either directly in their premises or through public standpipes. In cases of critical need, supplementary methods shall be employed. Water Consumer Associations (WCAs) shall be formed in the small towns by the small towns Agency of the Ministry of Water Resources and NGOs to lead the process of management of the systems. The water users will be actively involved in decision-making, particularly with regards to tariff setting and collection of user fees or charges.

In line with national policy framework, existing and new assets constructed in small towns will be managed by the community and the people will become legal managers of the schemes, after signing a Memorandum of Understanding that transfers the assets to the community, with the appropriate Government Ministry or Agency. To enhance the capacity of the Water Consumer Associations in the management of the schemes, Private Service Contractors could be engaged to assist the communities in any of the following areas:

- i. Production
- ii. Supply and sale
- iii. Billing and collection of charges
- iv. Routine preventive maintenance
- v. Supply of spare parts

In line with these, the following actions shall be taken:

- a. Undertaking a survey of existing urban and small town water schemes to assess their present state with a particular focus on unearthing causes for their failure and to develop a strategy for their rehabilitation and/or upgrading as well as designing mechanisms that will ensure their sustainability.
- b. Assess the needs of small towns that require new facilities and putting in mechanisms that ensure effective participation and ownership of the community members in decisions on the choice of technology, design, implementation and management of the new schemes.
- c. Undertake a willingness and ability to pay survey for the installation and maintenance of the facilities in each of the beneficiary communities.
- d. Institution of measures that will ensure strict control over activities, which endanger water sources such as dumping of wastes and sewage.
- e. Phased installation of meters for all users (both domestic and commercial) to ease billing and tariff collection processes.
- f. Private sector participation in urban water supply especially for production, distribution, meter reading, billing, O&M, etc. through partnership to reduce burden on the Government.
- g. Adoption of appropriate tariff regime that ensures a gradual increase in water rates so that the schemes can be self-supporting.
- h. Design of guidelines for the provision of water that ensures minimum approved water quality standards are strictly adhered to by both Government and other service providers.
- i. Assess the institutional capacity of the agencies responsible and develop a plan for improving their responsiveness in the delivery of urban and small town water supply schemes.
- j. Design a comprehensive monitoring and evaluation system and plan that will help in the assessment of performance of sector institutions as well as the effectiveness with which services are delivered. In addition, the monitoring and evaluation system is expected to improve institutional learning.
- k. To put in place a mechanism that will ensure effective participation of all stakeholders including women, CSOs, Community members and users at the highest level of water governance.

For sustainability of the urban water supply services all systems will aim to be self-sustaining through gradual disengagement of the government and LGAs on O&M and the promotion of private sector participation (PSP). Water is considered as both social and economic good which means that tariff will be designed to consider the poor and disadvantaged through appropriate cross subsidies.

12.7.3 Rural Water Supply

Rural dwellers constitute the highest population and diseases are most prevalent amongst the poorest of the poor. Government will support to plan and implement sustainable water

projects through a cost sharing formula between the State, Local Government and communities to enhance sustainability. Operation and maintenance of schemes constructed in the communities shall be their responsibilities. Other initiatives would include:

12.7.4 - Sanitation

Sanitation is the first barrier against many communicable diseases. Sanitation, wherever mentioned in the policy shall refer to water sanitation. According to National Water Sanitation Policy (2005), Water Sanitation is defined as an effective hygiene practice, handling and disposal of excreta, sewage, sludge and leachates in so far as it affects water sources. The sanitation component of this policy therefore seeks to promote attitudinal change and facilities (toilets, urinals and hand washing facilities etc) which should be combined together to maximize health and socio-economic benefits. Sanitation is therefore not an add-on and will be given the support required to help attain the expected benefits.

Based on the above, the focus of the State Government will be on protecting public health, creating demand for services, facilitating and enhancing partnership among the private sector, NGOs, community based organizations, local authorities, and households, and also removing obstacles in the path of achieving improved sanitation. To this end, the Community-Led Total Sanitation (CLTS) approach shall be adopted, at all levels. This approach concentrates on empowering local people to analyze the extent and risk of pollution caused by open defecation, and to construct toilets without any external subsidies. Sanitation programmes would be based on generating demand, with all of its implications for education and participation.

12.7.5- Health and Hygiene Promotion

The realization of the benefits of water supply and sanitation is dependent on a lasting change in hygiene behavior. The people should not only be made aware of the importance of better health, but should believe that better hygiene and sanitation are essential ingredients for improving their lives.

In this regard, emphasis will be placed on creating a linkage between water supply and sanitation provision, behavior and disease transmission routes so that people understand and believe in hygiene concepts. The basic premise underlying this policy direction is that belief influences behavior change.

The key steps for achieving these include:

- i. Promoting health awareness and understanding which, in turn, will lead to behaviour improvements.
- ii. Providing support that will enable people to overcome constraints to change.
- iii. Involving all members of the communities – young and old, female and male, higher and lower status – using participatory processes.
- iv. Assessing community knowledge base; investigating their own environmental situation, visualizing a future scenario with them, analysing constraints to change, planning for change and finally implementing change.
- v. Work with other sector agencies such as Ministries of Education, Rural Infrastructure, Local government, Environment, Women Affairs, Health as well as NGOs and CBOs in the design and delivery of hygiene and health education services.
- vi. Promoting the use of child-to-child approaches to hygiene and health education.
- vii. Encourage the establishment of Environmental Health Clubs in schools and the communities in the state.
- viii. Building the capacity of community institutions, particularly women groups, to lead the process of change at community level.

- ix. Develop and implement a monitoring and evaluation system that enables communities to measure progress overtime.
- x. Documentation of approaches used and dissemination of experiences gained, lessons learnt as part of the effort to contributing to evolving a more sustainable approach to behaviour change.

12.6 - Sector Cross-cutting Issues

Findings on cross cutting issues could be seen as follows:

- Increases in the volume of safe drinking water produced as well as expansion of access to potable water have improved the public health as well as sanitation and hygiene of communities. This has contributed to the reduction of infant, child and maternal mortality in the State.
- Improvements in access to potable water results in the reduction of the distance between sources of water and communities as well as the time spent by households to fetch water for their daily needs. The activity of providing water for households is mostly undertaken by women and the girl child. Therefore, a reduction in the distance and time to source water will improve the quality of life and productivity of women in communities in the State.



- Gender and social inclusion and disable persons.
- Migrant Fulani has been taken care off through their pastoral activities by demarcating grazing reserves and stock routs by providing water supply using the wind mill technology to water their animals, there-by exacerbating the menace of farmer harder conflict in the State.

12.6.1 - Water and Environment

Increased water use has implications on water resources (water quantity and quality), and on land and ecological sustenance. Environmental and health concerns shall be incorporated and addressed in water sector investments through Environmental Impact Assessments in accordance with the Environmental Law

12.6.2 - Water Resources for Agriculture

Water supply and sanitation is recognized as a shared responsibility and thus, there is need to strengthen the interactions between the ministries and agencies responsible for water matters, other line Ministries and donors in order to promote a Sector-Wide approach to developments in the sector. This approach will be supported by improved institutional co-ordination, decentralization, and capacity building, full involvement of users, community management of public services, and participation of women at all levels.

CHAPTER 13

Urban and Regional Development

13.1 Introduction

In 2014 Nigeria ranked 182 out of 185 countries among the comity of nations by World Bank in terms of difficulty in registering of land with less than 3% of parcels land actually registered. Individuals and government at all tiers are unable to also properly manage and derive commensurate revenue from their land resources.

The Urban & Regional Development Sector aims to adopt policies and pursue strategies that would ensure that the citizenry own or have access to decent and safe housing and healthy environment with infrastructural services at affordable cost with secured tenure. Most of the urban settlements need physical development control towards achieving an orderly and atheistic environment free from slums for a decent and healthy living. While also the need to have easy access to land considering the numerous efforts by successive Governments yet land has become very difficult to be accessed by individuals and corporate bodies for development.

13.2 - Situation Analysis

Deliberate efforts of the previous administrations in making land available to private and corporate bodies for all related uses is insignificant with only 10,429 for residential, 436 for commercial, 169 for industrial and only 15 plots for agricultural purposes. Land registration remains a challenge, only 3697 titles were registered. To ease up title registration, systematic Land Titling and Registration (SLTR) was introduced in the year 2014, a total of 3500 parcels of land of different purposes were registered in a pilot scheme at Jigawar Tsada and Fagoji communities of Dutse local government area. SLTR will be carried out in all the 27 local government areas of the state.

Even though successive administrations in the State have accorded housing a priority position, the sector only enjoys speedy progress in 2008 through direct Government intervention and public-private partnership. Up to 2007, the need for accommodation by the teeming civil servants and general public relocating to state capital remain a challenge. The establishment of 744, Inuwa Dutse, Abubakar Rimi and Godiya-Miyetti housing estates by state and private estate developers has reduced the housing deficit. An intervention by the Jigawa State Savings and Loans Limited has significantly contributed in abating the housing problems in the State. From 2008 to 2014, about 2,056 units of various categories of houses were developed largely in the State Capital.

Nevertheless, to achieve an orderly, planned, inclusive, safe, resilient and sustainable environment, 375 layouts were approved and implemented. In addition to resettlements of communities either affected by development interventions or natural disasters such as flood. Further to this, a total of 3010 building plans were processed towards preventing slums and squatter settlements.

13.2.1 - Constraints and Potentials

Major constraints of the sector include, high complain on low compensation rate on acquired land, low registration of titles, low payment of ground rents, inadequate housing finance, difficulties in accessing loan facilities, high cost of building materials, difficulty to access land, high construction cost and low return on investments from poor payment culture by beneficiaries on public houses, sprawl of illegal layouts and structures, none existence of Jigawa Geographic Information System (JGIS), lack of regional master-plan and overstretching of Dutse Master-Plan and non-review of existing laws. Despite these challenges, the sector has huge potentials that include; land, which is accepted as the most important resource next to humans in the state with the land mass of 24,742 sq.km, high demand for land for large scale agricultural investments, industries, housing due to population growth and urbanization,

With regards to the Housing sub-sector high cost of building materials, access to land, high cost of capital and low return on investments have remained key concerns. Because of high demand due to population growth and urbanization, demand for housing far exceed the capacity of government to

provide and the private estate developers have been making efforts to bridge the supply gap. and are gradually becoming key players in the sector. Also, the gradual boost in commercial and economic activities in the State Capital which is now attracting more people to the state is adding to the attractiveness of the housing sector in the state. The introduction of Systematic Land Registration Initiatives embarked upon by the Ministry of Lands with the support of GEMS III (a DFID funded Program) also offers another potential for the sector as it enables easy access to Land Titles / Certificate of Occupancy.

13.2.2. - Policy Objectives for Housing

The housing policy in Jigawa State will centre on the following three issues:

- a. Development of various categories of houses to satisfy civil servants/ public demand for housing in the Capital and other urban centres;
- b. Increased accessibility to affordable houses by the general public through the adoption of appropriate building technologies;
- c. Resettlement of victims of natural disasters and settlements affected by development interventions;

The primary objectives of housing are ensuring access to housing or land for housing development by all citizens of the State and the development and adaptation of appropriate technologies that encourage the production and use of local building materials. The secondary objectives of the Government in the sector include reviewing of all existing legislation in the housing sub-sector in order to achieve the desired goals and the strict implementation of the State Housing Plans.

13.2.3 - Targets for Housing

The targets for housing are set in three categories as indicated below:

- (i) Development of 4 ,000 units of residential plots in the state capital and Local Government Headquarters between 2016 - 2020;
- (ii) Construction of 3,500 units of 1, 2 and 3-bedroom houses units (out of the 4,000 targets) through commercial housing schemes and PPPs;
- (iii) Introduce new appropriate affordable housing technology with mass rollout / scale-up plan by 2020;

13.2.4 - Strategy for Housing

The strategies outlined below are intended to achieve all categories of targets as outlined above:

- i. Government support to the Housing Authority and Savings and Loans to access capital through mortgages for direct intervention
- ii. Continued partnerships with private estate developers;
- iii. Reforms in Land Administration for increased accessibility to individual and corporate estate developers;
- iv. Transformation of traditional materials for housing construction using appropriate technology to construct reliable, strong and modern houses;
- v. Provision of infrastructure in residential layouts, i.e. roads, water supply, electricity and drainages.
- vi. Strict adherence to town planning design and programs .

13.3 – Policy Thrust and Objectives for Land & Regional Development

The Policy Thrust is to have a dynamic land administration for sustainable urban and regional settlement to foster socio-economic growth, promote efficient settlement and improve standard of living. Policy Objectives include:

- a. To increase access to land for all uses

- b. To Establish a Geographic Information System that will provide adequate data for the state,
- c. To increase access to affordable housing.
- d. To make towns and human settlement inclusive, safe, resilient and sustainable
- e. Encourage and promote greater private sector participation in financing and managing urban development
- f. To strengthen the capacity of urban centres to manage economic and social growth to alleviate poverty

13.3 – Synopsis of Policy Targets ad Strategies for Land & Regional Development

Table 25 - Synopsis of Policy Targets ad Strategies for Land & Regional Development		
S/N	Targets	Strategies
1	Provide additional 10,000 plots of land by 2020 as against the current land allocation of 11049 in the state capital and other urban Centres for all uses	Land registrations from individuals for all uses Establishment of zonal land registries
2	Establishment of Jigawa Geographic information system (JGIS) Agency by 2020	Establishing of Jigawa Geographic Information Agency
3	Provide additional 3,500 units of 1, 2 and 3-bedroom houses units as against the 5086 currently (2015), through the State Mass Housing Program and Commercial Housing Schemes by private developers by 2020	Access estate development loan from the National Housing Fund (NHF) at Federal Mortgage Bank of Nigeria Facilitates the participation of private estate developers (PPP scheme) Reforms in Land Administration for increased accessibility to individual and corporate estate developers; Introduce new appropriate affordable housing technology with mass rollout / scale-up plan by 2020
4	Allocation of plots created in the new layouts to women and vulnerable groups from almost 0% in 2015 to 5% in 2020	Institutionalize social inclusion in architectural designs by 2020.
5	Registrations of titles through SLTR from 3200 in 2015 to 240,000 by 2020 across the state	Scale up SLTR program to all the 27 LGA by 2020 Streamlining the existing procedures on ground rents payment
6	Develop master plans for urban and regional centres from 12 in 2015 to 19 by 2020	Provision of master plans. Provision of infrastructure in residential layouts, i.e. roads, water supply, electricity and drainages strict adherence to town planning design and programs.

13.2.5 – Cross cutting Areas

Ministry of agriculture: acquisition of land for large scale agricultural purposes

Environment: Environmental impact assessment (EIA) and resolve issues of acquiring forest reserve

Farmers and Herds Men Board: resolve issues of acquiring grazing reserves and cattle routes

Ministry of Commerce: acquisition of land for large scale industrial purposes

- Provide additional 10,000 Certificate of Occupancy by 2020 in the 6 zonal offices in the state
- Registration of land parcels for both men and women and other vulnerable groups

PART - 3

GOVERNANCE AND INSTITUTIONAL REFORMS

Building Strong Institutions

Chapter 14

Governance and Institutional Reform

14.1 - Introduction:

The Government exists to promote and protect the overall socio-economic well-being of its citizens. As stated in the constitution, “... **the security and welfare of the people shall be the primary purpose of government...**” and that “... *the state shall ... harness the resources of the nation and promote national prosperity ... in such manner as to secure the maximum welfare, freedom and happiness of every citizen...*”. This constitutional provision imposes the need for coherent socio-economic development blueprint that is consistent with the "Mission" and "Vision" of the State Government and the aspirations of state's citizens. It also shows the necessity for governance and institutional reforms, which ensure that systems and process are effective, efficient and supportive of good governance. Such reforms should be characterized by transparent and accountable leadership, strong and capable public sector institutions that are positioned to deliver public services in an effective and efficient manner. Good governance engendered by Institutional Reforms is as a critical success factors for the overall success of any Socio-economic Development initiative at whatever level of Government. Consequently, Governance and Institutional Reforms have been adopted as a major pillar of the State Development Strategy, which is the focus of this Chapter.

Over the years, the focus Governance and Institutional Reforms have been in the areas of Public Expenditure and Financial Management; Public Service Management; Judicial & Justice Administration; Local Government Reforms and Societal Reorientation. Some of the reform elements in these areas include among others:

1. PEM / FM Reforms

- Policy and Strategy
 - Policy and Strategy Development,
 - Medium Term Sector Plans,
 - Monitoring & Evaluation
- Reform of Budget Processes [preparation and execution]
- Fiscal Responsibility
- Due Process and Public Procurement

2. Public Service Management Reforms:

- Corporate Planning
- Human Resources Development
- Service Compacts / Service Charters

3. Societal Reorientation

- Mass Mobilization;
- Empowering the Civil Society;
- Inclusive and Participatory Governance;
- Community Development

4. Administration of Justice

- Security, Justice and Social Cohesion;
- Alternative means of Dispute Resolutions;

14.2 - Review of Performance and Situation Analysis

Since the late 1990s, several reforms were pursued aimed at contributing to the establishment of strong, independent and capable public institutions in line with the principles and tenets of good governance. While there were several success stories, challenges still remain. These challenges include effort to reposition public sector institutions, their systems and processes, and public

perception or orientation as regards their roles and responsibilities in the development process. The challenge of institutional capacities and capabilities, which is manifest in terms of adequacy and quality of human and materials resources, also remains a concern. Even though the 2015 Citizens' Perception Survey has scored the State high on Service Delivery, public perception on some governance issues leaves much to be desired. While the report³⁶ has noted that "citizens' satisfaction with governance in 2015 is significantly higher in Jigawa than it is for all ten States combined", people were nonetheless very critical with regards to transparency and level of participation in the planning and policy process. As noted in the report³⁷, "majority of the people surveyed thought that government was performing well across all service delivery areas – maintenance of roads, keeping communities safe, providing access to clean water, providing access to primary education and providing medical treatment...".

Generally, progress and impact of governance reforms varied across the various reform elements. These include the following:

- a) Improved Institutional Capacities for Service Delivery
- b) Improved access to public services, such as education, healthcare and water & sanitation services
- c) A more performance-oriented Public Service geared towards service delivery, linking resources to outputs and outcomes for improved effectiveness and efficiency ;
- d) Drive towards result-based management highlight the necessity for evidence-based planning and the effective functioning management information systems within key agencies of the public sector
- e) Better resources management in terms of prudence and the pursuit of value for money;
- f) High-level budget discipline directly linked to more robust and pragmatic Public Expenditure & Financial Management Systems at all levels of the PEM Cycles [including Policy Review, Strategic Prioritization, Budget Preparation & Execution, Monitoring & Evaluation, Reporting and Auditing];
- g) Public Expenditure and Financial Management reforms have also gradually expanded extending to Due Process and Project Monitoring Bureau, establishment of Debt Management Unit in the Ministry of Finance, and the institutionalization of an Integrated Financial Management Information System (IFMIS)
- h) Expansion and strengthening of the computerised payroll system which now incorporate the Judiciary, Local Government and Local Education Authority payrolls and the non-legislative members of the State House of Assembly Payroll System;
- i) Improved Business Environment and Investment Climate through infrastructural development, good governance and the establishment of Jigawa State Advisory Council on Economic Management Investment Promotion and its operational arm (Invest Jigawa);
- j) Reformed and Expanded Contributory Pension Scheme, introduction of corporate planning process in the government agencies, improved public service delivery, and a transparent, accountable governance process;
- k) Administration of Justice and Judicial Reforms including the establishment of community law centres as alternative means of dispute resolutions and improved access to justice;

"Good government is almost like a religion, which must be a firm belief among its followers and continuously practised. It cannot come in spurts like the many public administration reform programmes that many developing countries have embarked upon and failed over the past 30 years because of the lack of institutional building and commitment to its success."
Janet Tay, PSM Reforms in Singapore

³⁷ Citizens' Perception of Service Delivery & Governance, Jigawa Fact Sheet published by SPARC, a DFID Funded Programme – Extracted from the 2015 Citizens' Perception Survey by Independent Evaluation and Monitoring Project (Nigeria)

CDF II will aim at consolidating the fundamental reforms activities undertaken. The focus of reform would thus be to continue to deepen and widen the scope of all aspects of the governance and institutional reforms as to re-invigorate the civil service for greater performance as well as deal with implementation challenges under CDF I. Details of this would be pursued as discussed below:

14.3 - Public Service Management (PSM)

The main focus of PSM Reforms in CDF II is strengthening governance and institutions both in the medium and long term. This would focus on improvements in the capacity and efficiency of the public service. This entails the development of professional, trained, disciplined and rationalized public service equipped to discharge its assigned roles effectively and efficiently. The aim is for the public service institutions to continuously adopt and adapt to emerging best practices and to be able to effectively respond to emerging challenges. Irrespective of the political dispensation, the public service remains the engine of governance with the mandate of ensuring continuity in service delivery, coordinating and implementing government policies and programmes in accordance with overall mission of the State Government.

The policy of restructuring Government Institutions to reflect exigencies and changing circumstance would be an integral part of Public Service Reform under CDF II. This is aimed at making the Civil Service more responsive, effective and result oriented with the overall objectives of improving service delivery. This is especially as public service management is continuously affected by advancement in Information and Communication Technology, shift of paradigm from Public Administration to Public Service Management, Personnel Management to Human Resource Management and the overall desire to institutionalise the culture of corporate planning in the public service.

14.3.1 Policy Thrust and Broad Policy Objectives

In addition to ensuring efficiency in public service delivery, it is also envisaged that through Public Service Management reforms, an optimal size and structure of the State public service would be achieved to allow for optimal performance. This would involve such interventions as **right-sizing** to eliminate redundancies; ensuring **balanced growth** through succession planning, gender, professionalism; as well as gradual **corporatization** of Government Parastatals and State-owned enterprises for greater efficiency and self-sustenance. While there are challenges [such as political, social and economic considerations with regards to right sizing and inadequacy of human resources in the right quality and quantity with regards to balanced growth and corporatization], the PSM reform under CDF II would set targets to monitor and assess the implementation these interventions.

The thrust and major elements of the PSM Reforms would include among others:

- ✚ Building the capacity of the workforce in order to reposition it for improved service delivery.
- ✚ Training and retraining of Officers is one of government's priorities in preparation of Annual Budgets.
- ✚ Mandatory training in ICT to make all of would be computer literate. In fact in recruiting new entrants into the service, priority would be given to applicants that are Computer Literate.
- ✚ INDUCTION COURSES would be reintroduced for new employees. This would use the State Manpower Development Centre. Resource persons would be hired or sourced from within and without the State Service.
- ✚ Additionally, Officers would be sent for training in recognized local institutions and abroad for improved personal effectiveness for efficiency, productivity and accountability in the service delivery.
- ✚ Training need assessment would be carried out to identify the training gaps in the Service.
- ✚ Motivation of staff - Staff Welfare would also be given serious attention. Promotion of staff would not only be based on the number of years spent on a particular rank or position but on how an Officer is able to discharge the responsibilities assigned to him or her effectively and efficiently. The present 'APER' would be reviewed and updated in line with the HRM Policy approved by the state.

- ✚ Service Delivery Programme or Charter would be introduced modeled after the Federal Government's 'SERVICOM'. The Charter would be designed to make Civil Servants to see themselves as Servants and not Bosses of the people they were employed to serve. i.e. 'to dedicate themselves to providing the basic Services to which people in the State are entitled – timely, fairly, honestly and effectively.'
- ✚ To this end, an office would be created to monitor how Officers discharge the responsibilities assigned to them and ask for feedback from the people, i.e. on whether they are happy or satisfied with the services they get from respective MDAs.
- ✚ Entrenching the system of reward and sanction in the service such that staff that excel or perform well in the discharge of their responsibilities would be publically and appropriately acknowledged and rewarded. Concomitantly, those found wanton would be openly sanctioned to serve as deterrent to others;
- ✚ Introduction of periodic Performance Evaluation Reporting for both MDAs and Staff as way of measuring job outputs against preset key performance indicators and outcomes;
- ✚ Ensuring efficiency, effectiveness and economy in the operations of Government to ensure good organization and relevance of government policies as well as achieve value for money in the application of human and material resources;
- ✚ Involvement and participation of Civil Society Organizations as well as encouraging the involvement of public private partnership; improving citizens awareness and reorientation;
- ✚ Continuously promote the principles of professionalism, maintenance of ethical conduct and behavior, meritocracy and all-inclusive public service management and operations;

14.3.2 - Primary Objectives

In line with the foregoing major policy thrust, the following are identified as the primary objectives of Public Service Management reforms:

- a) Injecting effectiveness, efficiency, core competencies and prudence in managing the public sector. It would involve a process targeted at meeting the yearnings and aspirations of the citizenry.
- b) Entrenching best practices in fiscal and financial management leading to prudent, accountable and transparent management of financial resources with strong linkage to the overall strategic socio-economic development objectives of the Government.
- c) Attainment of public expenditure and financial management system that is rational, realistic, predictable, and sustainable.
- d) 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 also involves a process to instill new spirits of professionalism and a sense of mission for efficiency in public service delivery.

14.3.3 - Secondary Objectives

- Improved delivery of basic public services that promotes societal well-being especially as it affects low income group;
- To facilitate the creation of an atmosphere that promotes private sector participation in service delivery and or public-private partnerships;
- Facilitate the creations of public institutions that are managerially effective, responsive and 'customer friendly';
- To continue to eliminate duplication of functions between ministries and agencies, thus, reducing wastage of resources and improving efficiency;

14.3.4 - PSM Reforms Policy Targets

Specific policy targets set to be in the pursuit of PSM Reforms under CDF II includes:

- [i] Achieving an affordable and manageable public service in terms of cost, size and structure by the year 2020. In the medium term, it is targeted that by the year 2020, redundancies are completely eliminated in the state public service; that overall salary bill of the entire public service is contained within 60% of its recurrent income; that an appropriate civil service structure is established that allows for efficiency in public administration, in routine operations and maintenance of internal services; and in public service delivery;
- [ii] Achieving gender equity that will bring females on board such that by the year 2020 no less than 10% of managerial positions and other middle level and officers cadres would be filled by women graduates and diploma holders in public service are occupied by women (reported to be below 2% in 2015);
- [iii] Pursuit of corporatization [including appropriate commercialization of privately consumed services] for all Government Parastatals and Public Corporations to become self-sustaining by 2025. In the medium term, it is targeted that the following 12 Agencies should be in a position to meet the recurrent cost of their operations by 2020:
- Jigawa State Water Board
 - Jigawa State Broadcasting Corporation [Radio and Television]
 - All Six State-owned Tertiary Educational Institutions
 - State Polytechnic
 - State College of Education
 - State College of Islamic and Legal Studies
 - State University
 - State College of Agriculture
 - State Institute of Information Technology
 - Jigawa State Manpower Development Institute
 - Jigawa State Printing Press
 - Jigawa State Housing Authority
- [iv] Institutionalise the culture of corporate planning in ALL line ministries and at least 50% of other Departments, Agencies and Parastatals by 2019. Major features to be institutionalised would include:
- Establishment of Ministerial Service Charters;
 - Establishment of Vision & Mission Statements, Medium-Term Objectives and Annual Performance targets to be attained;
 - Establishment of clearly defined functions for all units, proper schedule of duties for all staff and a succession plan;
 - Appointment in ALL line ministries and major public service delivery agencies, a 'quality service manager' with a toll-free line for complaints/feedback;
 - Institutionalized system of annual survey on public perception and satisfaction with public service delivery;
 - Ensure that all key civil service posts and political appointments are professionalised and merit-based;
 - Promote an attitude of **“service excellence”** in meeting the needs of the public with **high standards of quality, courtesy and responsiveness.**
- [v] Achieve significant improvement in staff competencies through tailored trainings, induction courses, seminar/workshops and staff mentoring among other methods - the target is to ensure

that at least 20% of all staff from middle level cadres to managerial level in all Ministries, Departments and Agencies participate in staff competency improvement programmes annually such that by 2019 no less than 80% of all affected staff would have participated;

14.3.5 - Sector Strategies for PSM Reform Implementation:

The following strategies would be adopted to deliver the specified targets under PSM Reforms:

- a) Foster an environment which induces and welcomes continued change for greater efficiency and effectiveness by employing modern management tools and techniques while paying attention to morale and welfare of public officers;
- b) Establish a Central Steering Committee chaired by the Head of the State Civil Service consisting of all Permanent Secretaries to coordinate the implementation of PSM reforms. This will oversee the progress of all aspects of PSM reforms ensuring commitment at the individual and organizational level. At the individual level, this involves monitoring personal commitment to excellence in public service and teamwork. At the organization level, this requires monitoring of willingness to reform and make fundamental changes in order to anticipate developments and emerging best practice for adaptation. This would also provide opportunity for cross-fertilization of ideas across Technical work-streams of various reform programme including Public Service Management, Public Expenditure and Financial Management, Monitoring and Evaluation, Legal and Judicial Reforms and Societal Reorientation (SR);
- c) Active collaboration with Development Partners supporting reforms in public service improvement particularly the DFID-funded State Partnership for Accountability, Responsiveness and Capability (SPARC) and the EU-Supported State and Local Governance Reform Programme;
- d) Regular consultations between the Office of the Head of Service and all government agencies on matters regarding functions, staffing, capacity building, etc;
- e) Conduct of Regular Staff and Job Audit and Special Assessment of Staff Performances and Bilateral Discussions with agencies on establishments matters;
- f) Regular workshops and refresher courses using local resources/manpower and other renowned professional staff development consultants such as ASCON as well as selected international seminar and conferences;
- g) Periodic sponsorship for qualified staff to pursue long courses in higher institutions of learning both local and abroad;
- h) Inclusive, competitive and merit-based staff placements and recruitments including staff pooling/deployment/transfer of officers, as well as encouragement of junior level cadres to pursue long term courses in order to convert to senior cadres;
- i) Review and enforcement of civil service rules and regulations and other extant laws, regulations and establishment circulars;
- j) Regular demonstration of rewards and punishment principles;
- k) Conduct of periodic Manpower Development Assessment Survey focusing on Human Resource Planning, Management systems and Training and implementation of recommendations therefrom.

14.3.6 - Other Cross Cutting Issues

In order to engender the success of the PSM Reforms, other crosscutting issues would be monitored to deal with emerging challenges. In particular the following would be implemented to complement identified strategies for the PSM Reforms and mitigate likely downsides of reforms:

- a) Periodic [quarterly] meetings between the Office of the Head of Civil Service (OHOS), Civil Service Commission (CSC) and Local Government Service Commission (LGSC) on

Establishment matters to engender coordination and collaboration on such matters as staff establishments, staff development, and public service delivery.

- b) Review and update of laws establishing Government Parastatals to be spearhead by the Ministry of Justice in liaison with Office of the Secretary to the State Government, Office of the Head of the Civil Services and the Line Ministries concerned. This would be with a view to streamlining staff development issues, their financial management / operations, service delivery, and other issues that would engender a self-sustaining status for the Parastatals;
- c) Effective resolution of inappropriate assignment of mandates / mandate-overlap and other emerging challenges between Ministries, Department, Agencies and Parastatals as well as enforcement of strict observance of constitutional mandates and other statutorily assigned roles and responsibilities;

14.4 Public Expenditure and Financial Management Reform (PEFM)

PEFM Reforms in Jigawa State Government were pursued since early 2000. While scope was limited then, the initiative has led to a full-blown reforms across various PFM systems and MDAS. The Reforms were largely supported by Development Partners and cover such areas as training of over

"Good PFM System is essential for the implementation of policies and the achievement of developmental objectives by supporting aggregate fiscal discipline, strategic allocation of resources, and efficient service delivery. An open and orderly PFM System is one of the enabling elements for those three levels of budgetary outcomes:

- *effective control of the budget...for aggregate fiscal discipline;*
- *Planning and executing the budget ... contributes government objectives; and*
- *Managing the use of budgeted resources contributing to efficient service delivery and value for money.*

PEFM Performance Measurement Framework by PEFA Secretariat.

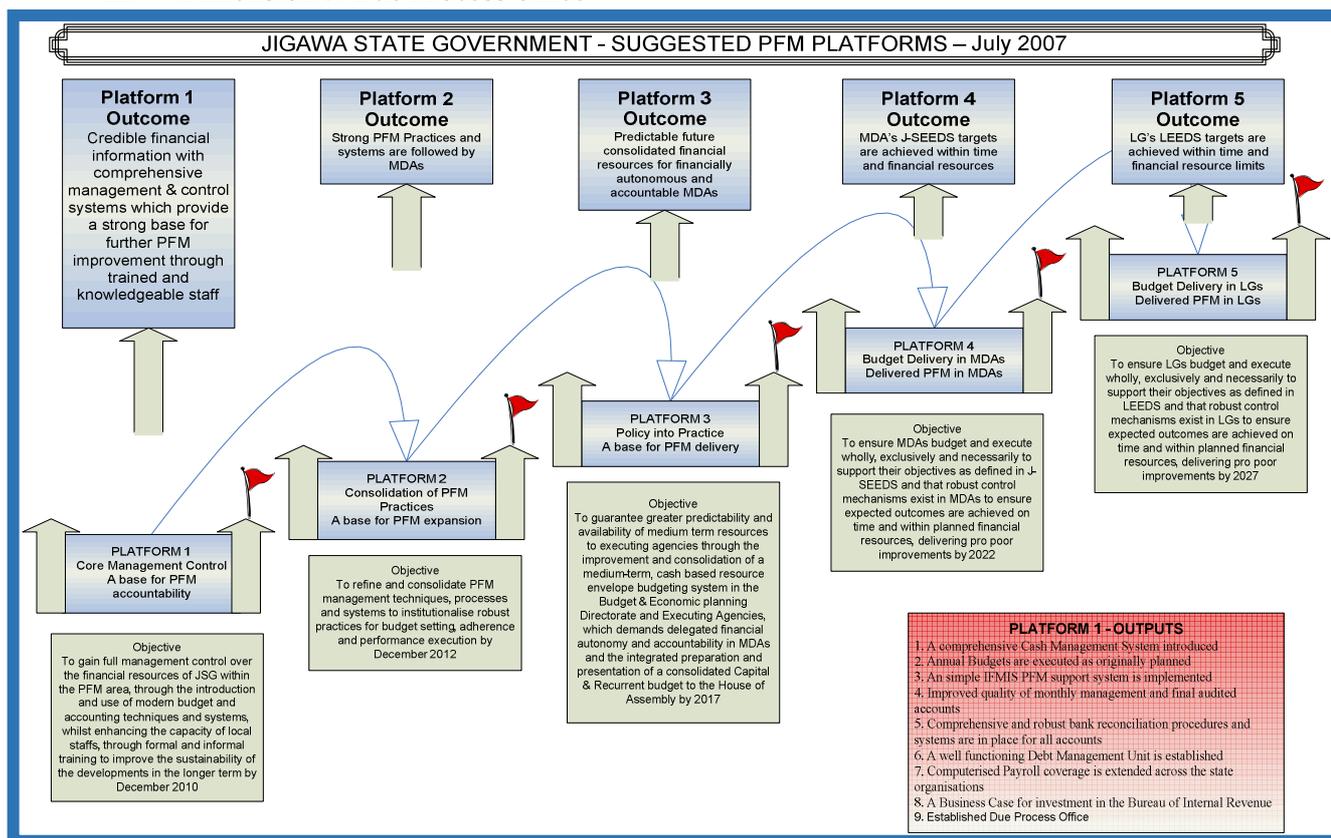
accounts staff in the areas of basic record keeping, financial control and financial instructions; Introduction of a Computerised Planning and Budgeting System (CBPS) in the Directorate of Budget and Economic Planning; Initiation of a roadmap for the introduction of an Integrated Financial Management Information System (IFMIS) that would go beyond the CBPS by linking all MDAs with responsibilities in budget preparation and execution; and the Introduction of a Budget Classification and Chart of Accounts to ensure coherence with best practices and compliance with international standards. Following the Public Expenditure and Financial Accountability (PEFA) assessment of 2007, the Jigawa State Public Financial Management (PFM) Reform Road Map was developed consisting of a five distinct platforms identified each with its own objectives and expected outputs; 5-phased PFM Reform Platform each with several reform dimensions based on a clearly defined logical

framework which identified intervention areas, objectives and key performance indicators.

The PFM reform plan was implemented across the various PEFM Agencies including Ministry of Finance and Economic Planning, Directorate of Budget and Economic Planning, Due Process and Monitoring Bureau, Board of Internal Revenue, Office of the State and Local Government Auditors-General and the Directorate of Salary and Pensions Administration. Each of the 5 Platforms, has a main theme and several dimensions to be accomplished over the long-term. For instance, the main theme of Platform 1 is "Comprehensive PFM management control and information systems, and competent PFM staff, enabling Jigawa State Government to mobilise and control the financial resources needed to execute its plans, and provide a strong base for implementing its future development plans" This platform has nine dimension as follow:

- i. Dimension 1: Comprehensive Cash Management;
- ii. Dimension 2: Annual Budgets Executed as originally planned
- iii. Dimension 3: IFMIS
- iv. Dimension 4: Accounting, Performance Management & Reporting
- v. Dimension 5: Bank Reconciliation and Internal Controls
- vi. Dimension 6: Debt Management
- vii. Dimension 7: Payroll and Personnel System
- viii. Dimension 8: Revenue Based Growth

ix. Dimension 9: Due Process Office



The objectives of the first platform was to gain full management control over the financial resources within each PFM area through the introduction and use of modern budget and accounting techniques while at the same time enhancing the capacity of staff . Implementation of this platform was envisaged that “credible financial information with comprehensive management and control systems which provide a strong base for further PFM improvement through trained and knowledgeable staff” would have been institutionalized. The second platform was to refine and consolidate PFM management techniques, processes and systems to institutionalize robust practices for budget setting, adherence and performance execution. Consequently, it is expected that at the end strong PFM practices and systems would have been entrenched and followed by most MDAs in the State. 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 strong PFM practices and systems would have been entrenched and followed by majority of the Government Agencies in the state.

14.4.1 - Review of Performance and Situation analysis

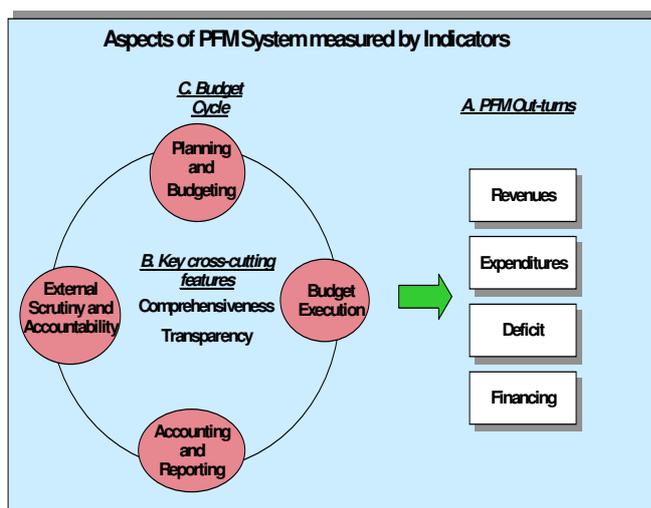
Broadly, Jigawa State has witnessed rapid transformation in PEFM. Much of this could be attributed to a number of factors primary among which is political will & commitment at the highest level of Government, which engendered Good Governance. The good governance aspect was partly the outcome of various reforms in public expenditure and financial management as characterized by pragmatic, comprehensive and policy-based public expenditure management system. This engendered discipline in budget execution. A highpoint of the PFM reforms that engendered good governance in the state was the enactment of two Laws – namely Due Process and Public Procurements Law and the Economic Planning and Fiscal Responsibility Law (FRL). FRL has significantly ensured 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. The budget process as pursued within the context of the FRL has also ensured alignment between income and expenditure estimates and kept public spending within the limit of available resources. Based on the review of performance and situation analysis on the implementation of Public Expenditure and Financial Management reforms, the following are some of the specific outputs / outcomes achieved:

- a) Development of Revenue and Cash forecasting model by the Budget Directorate and Treasury respectively;
- b) Reduction in multiple Bank accounts of MDAs in the State through the closure of dormant accounts, centralization of capital expenditure payments, centralization of IGR collections and centralization of the payment of salaries;
- c) Development of an Excel-based Cash book and bank reconciliation template developed with treasury trained staff;
- d) New budget classification and chart of accounts developed;
- e) Introduction of a multi-year perspective to the annual budget process through the preparation of annually-reviewed MTSS in key sectors of the CDF. The medium-term planning ensures linking policy with the annual budgets and ensure efficiency and effectiveness in budgetary outputs and outcomes;
- f) Integrated Financial Management Information System (IFMIS) implemented and interfaced with the existing state-wide automated payroll system supported by the End-to-end salary payment system;
- g) Establishment of Debt Management Office in the Ministry of Finance;
- h) Computerized System for enhanced tax administration, including taxpayer's database piloted, populated and tested.
- i) Establishment of Due Process and Monitoring Bureau that ensure compliance to due process and value for money in the management of budget resources;

Despite these success stories, current situation analysis indicates persistence of some weaknesses in PFM System with some other newly emerging challenges. For instance, there is still weak capacity for Monitoring & Evaluation across sectors both at the institutional and individual levels as evidenced in the timeliness, quality and consistency in M & E information management. The operations of the

Integrated Financial Management Information System linking budget preparation and execution still leaves much to be desired particularly in terms of the timeliness of information flow from budget execution agencies. The new IPSAS requirement for Public Expenditure and Financial Management also comes with a number of challenges such as the need to update the IFMIS software and provide intensive training for Budget Officers, Accountants and Auditors across the State and Local Governments.



14.4.3 Policy thrust and Broad Specific Sector Policy objectives

As earlier observed, a good PFM system is essential in the implementation of policy and the attainment of the socio-economic development objectives of Government. Generally, the primary objective of any PFM system is to support and promote aggregate fiscal discipline, strategic prioritization and allocation of resources, ensure value for money in public expenditure as well as ensure probity, accountability and transparency in the management of public funds. The six components of the PEM Cycles provides six **critical objectives**

of a any PFM system which reflects the requirement of an open and orderly system. These six objectives which resonate the focus of PFM³⁸ Performance Measurement include:

- [i] **Budget Realism:** The budget is realistic and implemented as intended in a predictable manner;
- [ii] **Comprehensive, Policy-based Budget:** The budget captures relevant fiscal transactions, and is prepared with due regard to government policy;
- [iii] **Fiscal Management:** Aggregate fiscal position and risk are monitored and managed;
- [iv] **Information:** Adequate fiscal, revenue and expenditure records and information are produced, maintained and disseminated to meet decision-making, control, management and reporting purposes;
- [v] **Control:** Arrangements are in place for the exercise of control and stewardship in the use of public funds;
- [vi] **Accountability and Transparency:** Arrangements for external transparency and scrutiny of public finances are operating.

The policy thrust of PFM reform in Jigawa State is therefore to support and facilitate the attainment of all six PFM objectives outlined above. Government believes that this is an essential feature of well-functioning and responsible public institutions and in the overall interest of good governance - ensuring greater accountability, transparency, prudent resources management, instil value for money and cost-benefit principle in government's financial transactions.

10.4. Enhancing Public Expenditure and Financial Accountability (PEFA)

In line with the intention to undertake a Public Expenditure and Financial Accountability [PEFA] performance measurement in 2018/2019, the primary objective to be pursued in PFM Reform is to try to attain "A" and "B" scores with majority of the indicators in the next PEFA assessment. PEFA indicators were designed to measure **PFM System Out-turns** such that actual expenditures composition and revenues compared to approved budget estimates are above 90%. This provides and ensures 1) a measure of the budget realism and the extent to which the budget remains the driver of government policies; 2) **Key Crosscutting Issues** that measure the comprehensiveness and transparency of the budget; and 3) the Efficiency of key components of the **Budget cycle** including planning and budgeting, budget execution, accounting and reporting, external scrutiny and accountability. The coverage of PEFA assessment is reflected in the diagram above adapted from PEFA³⁹ performance measurement framework. Other primary objectives to be pursued that are critical to the attainment of the primary objective to be measured through PEFA assessment are:

- a. Budget Realism Achieved with about 95% of Revenue and Expenditure outturns compared to original budgets annually;
- b. Development of Medium Term Sector Strategies in all sectors of the CDF II by 2020 FY particularly including Agriculture, Education, Health, Commerce & Investment, Water Supply & Sanitation, Environment, Women & Social Development, Roads & Transport Development, Power, Economic Empowerment, Lands & Regional Development, Justice Sector, and other aspects of the Government Reforms. As of 2017, MTSS is effectively in six Sectors;

³⁸ Revised Consultative Draft PFM Performance Measurement Framework, February 12, 2004
Joint Public Expenditure Working Group of the World Bank, IMF and PEFA

³⁹ *ibid*

- c. Improved cash management by fitting cash availability to within 100% of the cash demand of MDAs by 2020;
- d. Annually, ensure timeliness and improved accuracy of financial reporting and auditing to within the statutory reporting period and with 100% confidence level;
- e. Ensure commencement of payment of pension benefits within 30 days of notice of retirement;
- f. Achieve 100% Central Treasury Payments for ALL capital expenditure from the current 80% by 2018;
- g. Achieve 100% Central Treasury Payment for major lump-sum recurrent expenditure payments to service providers above a given threshold beginning with ₦50 million in 2016 to ₦5 million by 2020;
- h. Achieve full implementation of IPSAS reporting requirements by the end of 2019 fiscal year both in terms of budget preparation, preparation of financial statements and audited accounts;
- i. Achieve improved operational efficiency of the State Internal Revenue Service as to achieve an annual growth of an average of 10% internal revenue collection up to 2019;
- j. Achieve 100% compliance with the Due Process guidelines with regards to the procurement process either through the Central Finance & General Purpose Committee by the individual MDAs by 2019;
- k. Achieve 100% compliance with the implementation of the Economic Planning and Fiscal Responsibility Law by 2019;
- l. Continue to achieve balanced budget in annual appropriations;
- m. Achieve 90% compliance with the timelines of the Approved Annual Budget Calendar at all times;

14.4. – PFM Reform Strategies

To achieve the objectives of Public Expenditure and Financial Management and attain the set targets, a number of strategies would be deployed covering the various elements of the Public Expenditure and Financial Management Cycle being implemented by the PFM Agencies. The focus would be on Budget & Economic Planning Directorate, Offices of the Accountant General and the Auditor General, Board of Internal Revenue, Due Process & Project Monitoring Bureau Office and Directorate of Salary & Pension Administration. Other strategies would centre on ensuring progress with the implementation of Due Process & Public Procurement Law and the Economic Planning & Fiscal Responsibility Law.

Table 25 – PFM Reform Matrix / Responsibilities			
S/N	Reform Areas of PEM Cycles	Strategies and Reform Activities	Responsibility
1 & 2	Policy Review and Strategic Planning	<ul style="list-style-type: none"> ▪ Institutionalise annual sector performance review and Sector Performance Scorecard based on CDF KFI's; ▪ Expansion of MTSS across all CDF Sectors; ▪ Capacity building for Sector Desk Officers; 	BEPD

		<ul style="list-style-type: none"> ▪ Deepened understanding and practice of the process of annual preparation of Budget Policy Statement, Economic & Fiscal Updates and Fiscal Strategy Paper; ▪ Repositioning of the State Statistical Agency to encompass more M & E Functions and undertake major periodic Statistical Publications; 	
3 & 4	Budget Preparation and Execution	<ul style="list-style-type: none"> ▪ Enforce strict adherence to Budget Calendar Activities and Timelines; ▪ IFMIS Expansion (soft and hardware) ▪ Improvements in central treasury payment system for all components of the budget (salaries, overheads and capital expenditure); ▪ Upgrading the IFMIS data base structure and software ▪ Continued provision of opportunities for public participation through Civil Society Organizations in the budget preparation to ensure responsiveness and inclusion in the process; ▪ 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 adopted by the Government; ▪ 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; ▪ Deepening of the 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; ▪ Periodic Public Expenditure Reviews and Public Expenditure Tracking Surveys; 	BEPD /OAG
5 & 6	Accounting, Reporting & Auditing	<ul style="list-style-type: none"> ▪ Staff Capacity Building on various aspects of Accounting, Reporting & Auditing; ▪ Adoption and full implementation of IPSAS reporting standard ▪ Consolidation of PFM practices ▪ Review, update and enforce strict compliance of existing documents and extant treasury/budget circulars on public financial management and administration particularly the financial instructions and civil service rules; 	
	Due Process Law Enhancement	<ul style="list-style-type: none"> • 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 	DPPMB

Dogged implementation of the Economic Planning and Fiscal Responsibility Law and the Due Process and Public Procurement Law also constitute another major strategic front towards the attainment of PFM reform objectives and targets. Some of the strategic actions that would be pursued include:

[1] Economic Planning and Fiscal Responsibility Law - Essentially, the FRL was meant to promote fiscal discipline which is very essential in improving and sustaining economic performance and overall development, maintain macroeconomic stability, and reduce vulnerabilities to fiscal uncertainties. It is also important in curtailing arbitrariness and misuse of

discretion due to short-term horizon of political regimes, conflicts in budgetary allocation and inconsistency in pursuit of fiscal policy. Even though the FRL was enacted around 2009, its full implementation is yet to be fully achieved. Importantly, while the Law provided for a "Council for Economic Planning and Fiscal Responsibility", there is also the need for an institutionalised body that superintend implementation of the provisions of the law. The body should be 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 as per the provisions of the law. Key reform areas of the FRL where technical capacity and further institutionalization would be centred around:

- Institutionalization of Medium Term Expenditure Planning and improving the efficiency of the Annual Budget Process;
- Budgetary Planning of State Government Owned Companies and Public Enterprises;
- Budgetary Execution and Attainment of Fiscal Targets;
- Mobilization and Management of Public Revenues, Savings and Excess Management;
- Management of Debt and Indebtedness and Public Borrowing;
- Other measures towards entrenching a culture of Transparency and Accountability in Public Financial Management.

[2] The Due Process and Public Procurement Law - This Law governs the overall regulation of public procurement in the state aiming to instil the principles of prudence, transparency, accountability, competition and total quality management in the execution of projects, procurement and service contracts. The Due Process and Project Monitoring Bureau, which oversees the implementation of the law, operates on the basis of an operational manual provided under the law detailing the 'Fundament Principles of Public Procurement'. As per the provisions of the law, some the strategic actions that would be pursued would include:

- Review and update of policy guidelines on public procurement in accordance with existing and emerging best practices standards;
- Continue to enforce the Due Process principles of transparency, competition efficiency and value-for-money in the execution of contracts for supplies, works and services in the state as set out in the Due Process Manual. This would include among others:
 - public information relating to procurement procedures and contract;
 - use of objective and transparent and predetermined criteria for public procurement;
 - provision of opportunities for appeals in the conduct of public procurement.
- Support project packaging and implementation by MDAs;
- Vetting of project designs, bills of quantities and contract documents to ensure value-for-money in the implementation of projects, procurements or service and to prevent contract inflation by ensuring cost reasonableness, accuracy and comparability of all public contracts;

Other strategies would include continued reform of the budgeting system combining the principles of zero-based budget with that of performance-based programme budgeting. This would ensure cost justification and inclusion of only projects and programmes derived from the medium-term policy-based plans. It would also ensure that annual budgets remain focused, output/outcome oriented with high premium placed on optimal resources allocation. In addition, there would be improvements in the efficiency of government-spending through the development of the principles of economy, efficiency and effectiveness of public expenditure programmes;

14.5 - Local Governance, Mobilization and Community Development

Good Governance engenders participatory grassroots development and vice-versa. This is also of concerning democratic system that aspires to be responsive and responsible. Indeed, involvement and participation in the governance process is something guaranteed by the Constitution under "... the fundamental objective and principles of state policy..." where it was declared that "... the

participation by the people in their government shall be ensured in accordance with the provisions of this Constitution....”⁴⁰. Local Governance portrays commitment to broad participation by the people in the socio-economic development and political process at the grassroots level thereby providing opportunities for bottom-up approach to development”, ensuring popular participation that brings government closer to the people. Enhancing Local Governance, mobilizing the citizens to participate in the governance process is, thus, considered as a very important element in ensuring comprehensive development under CDF II. Mass mobilization also engenders societal reorientation and community development initiatives by the citizenry.

14.5.1B - Enhancing Local Governance

An important role played by the Local Government Councils includes mass-mobilization and public enlightenment to ensure more effective community participation in the process of socio-economic development. In order to evolve a comprehensive approach towards lasting enhancements of Local Governance, a proper diagnostic study would be required on the basis of which a well-informed reform action plan would be developed and implemented. Nonetheless, the following initiatives would be appropriately pursued to achieve the objective of a more a more efficient and participatory governance at the local government level:

- ✚ In line with the constitutional responsibilities of the Local Governments and apparent overlaps with State level Agencies, it would be important to review the extent of delegated functions assigned to local governments as to ensure more effective collaboration and efficient service delivery to the people;
- ✚ In line with oversight functions vested on the State Ministry for Local Government as per the Local Government Law, reforms would be pursued to enhance and streamline procedures and processes towards greater decentralization and more participatory Local Government Administration and Local Governance;
- ✚ Establishment of formal mechanisms at the Local level to facilitate consultations with stakeholders and enhance broad and in-depth participation by the local populace in the Governance process;

Other specific initiatives would be pursued in that regards. These would include:

- Strengthening the Department of Planning, Research & Statistics for greater performance particularly with regards to their M & E functions;
- Unification of Accounting and Auditing System of State and Local Governments through adoption of International Public Sector Accounting Standards (IPSAS).
- Introduction of five cashbooks as per the verified Financial Memorandum to ensure improved financial management System in the Local Government Councils operation.
- Introduction of electronic payment system at the Local Government level

14.5.2A - Mobilization for Societal Reorientation

A major policy plank of Governance Reform to be pursued under CDF II is Mass Mobilization for Societal Reorientation and Community Development, which are very essential for inclusive and participatory governance. Improved moral values and ethical principles neighbourliness and other positive human traits promote social cohesion, harmony, peace and security. These also stimulate community self-help initiatives towards the grassroots community development. Mass mobilization for societal re-orientation would be targeted at promoting good moral principles such as honesty, discipline and patriotism; selfless service to humanity with courtesy, equity and fairness; justice in inter-personal and inter-governmental relations; community participation in public service provision; and adherence to standard codes and norms of behaviour. Social Reorientation and

⁴⁰ Section 14(2c) of the Second Chapter of the Constitution of the Federal Republic of Nigeria, 1999

Community Development is, thus, an area of high priority that would help achieve a disciplined society that could be galvanized into promoting and supporting Government initiatives towards a comprehensive development of the State.

Bringing about the required change requires concerted, proactive 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 and participation in the State Government's socio-economic development efforts. Even though continuous improvements in the democratic space could lead to improvements in civil society participation in the governance and broad-based development process, conscious efforts are required to achieve it speedily and on a sustainable basis.

To pursue the mass mobilization agenda, Law No. 14 of 2012 has already transformed the Jigawa State Peoples' Congress established in the year 2000 to Jigawa State Social Reorientation and Mobilization Agency as an Agency under the Ministry of Information. The primary objective of the Agency is to provide creative mechanisms for consultations and mobilization for participatory development. In addition, it would serve as a forum for articulating the voice of citizens (advocacy in collaboration with responsive Governmental and Non-Governmental Organizations (NGOs) to address the critical issues on the needs, yearnings and aspirations of the masses for good governance. Broadly, the objectives that would be pursued in this respect would include:

- [i] The reorientation of society towards self-reliance and wealth creation through personal and community effort;
- [ii] Creating a social culture that recognizes and rewards merit, honesty and hard work;
- [iii] Developing the spirit of dialogue, participation and contributing to the common good in a constructive manner;
- [iv] To inculcate the fear of God and sincerity in the minds of citizens of the state.
- [v] To instil in the citizens, particularly the youth, the conscious of moral values, social and community responsibility, sensitivity and uprightness, the spirit of selflessness, sacrifice and philanthropy.
- [vi] To reawaken the citizens sense of patriotism and love of progress of the state and the nation in general;
- [vii] To promote in the citizens a culture of tolerance, unity, self-discipline, orderliness, respect for elders and constituted authority.
- [viii] To re-orient the citizens towards sustaining personal hygiene and environmental sanitation.
- [ix] To inculcate in the citizens the habit of hard-work, entrepreneurship and self-reliance.
- [x] To discourage the menace of social vices such as begging, destitution, prostitution, sycophancy and other anti-social activities and behaviours including drug abuse, robbery, urban violence and political vanguards;
- [xi] To mobilize support and strengthen citizens, institutions and relevant stakeholders to become agents for social mobilization and development across the state.

14.5.2C - Performance Targets for Social Reorientation and Mobilization

- I. Ensure that valuable information reaches at least 80% of the populace to enable them participate in the political and economic space by 2020;
- II. Achieve a sense of ownership on Government properties and infrastructure among the citizens to 90% by 2020 through sampled citizens' perception surveys;
- III. Building the capacity of NGOs/CBOs to acquire skills on the resource mobilization so that by the year 2020 50% will be able to fund themselves internally;

- IV. Engender community contributions [in cash and kind] to community development projects supported initiated by communities and supported by the Government. Up to 25% community contribution is targeted for projects costing up to Ten Million Naira;

14.5.2B - Strategies for Social Reorientation and Mobilization

Some of the key strategies regarding this essential aspect of the State CDF include:

- Initiate a Merit Award that recognizes and rewards achievements in selected areas and endeavours that advances the development interest of Jigawa State;
- Adopt an 'equal opportunity' policy and principles in all areas that impacts on the social and economic development of the state;
- Respect and obey social and legal orders (and be seen to be doing so) by enforcing same and sanctioning ALL offenders accordingly,
- 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;

Other strategies include:

- Mass mobilization of civil society organizations as agents of development;
- Capacity building for grass-root cooperatives, development associations, self-help groups and other community development associations;
- Improve discipline performance-driven work ethics, dedication and honesty among civil servants and in the polity through exemplary and transparent leadership;
- 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;

14.5.3A - Civil Society and Community Development

Civil Society Organizations represent "aggregate of non-governmental organizations and institutions that manifest interests and will of citizens." They are distinct from government and business entities as they are by their nature, voluntary, non-governmental and non-profit. The role of civil society groups in promoting good governance and development cannot be over emphasized. As was rightly observed, "no government desirous of exploiting and harnessing the potentials of its citizens for national development can afford to ignore the role of the civil society sector"⁴¹. Partnership between government and civil society groups presents huge opportunities for more responsive and inclusive

⁴¹ Innocent Chukwuma, Executive Director, CLEEN Foundation, "Government Civil Society Partnership" and "National Orientation Agency" 2005

governance and public service delivery. Indeed, the gradual entrenchment of democratic governance has continued to provide opportunities for vibrant Civil Society Organizations to play crucial roles in ensuring that Governments remain responsible and responsive. They are more or less like change agents that serve as a catalyst for development and as ambassadors for transparency and accountability in governance.

While Government is always there to set the rules and guide the development process, the active agents and beneficiaries of any development endeavor are members of the wider society as represented by the Civil Society Organizations and other Non-Governmental Organizations. Consequently, for a development strategy to be comprehensive and be able to lead to a positive societal transformation, the process should be all-inclusive with active stakeholder participation as represented by the various segments of the Civil Society. Civil Society Engagement is also critical to the ownership and sustainability of development processes and the quality and relevance of institutional reforms. In many instances, Civil Society Organizations have a broad-based mobilization support and could generate bottom-up demand that engender responsive public policies. Advocacy through CSOs also facilitates the participation of the citizenry in the design and implementation of development policies and programmes which can enhance the delivery of basic social services to the people.

14.5.3B - Community-driven Development (CDD) Approach

The State Comprehensive Development Framework intends to leverage Community Development through Local Civil Society Organizations and from the perspective of Community-driven Development (CDD) Approach. CDD provides a framework for engendering local development initiatives in a cost effective, participatory and sustainable manner. As observed by the World Bank:

"... Community Driven Development (CDD) programs operate on the principles of transparency, participation, local empowerment, demand-responsiveness, greater downward accountability, and enhanced local capacity. Experience has shown that when given clear and transparent rules, access to information, appropriate capacity, and financial support, poor men and women (in local communities) can effectively organize to identify community priorities and address local problems by working in partnership with local governments and other supportive institutions (like civil society organizations). The World Bank recognizes that CDD approaches and actions are important elements of an effective poverty reduction and sustainable development strategy..."⁴²

Leveraging CSOs and CDD would provide significant opportunities for triggering actions and local initiatives for self-help development projects of high priority to the communities such as in the area of water supply and sanitation; construction / renovation of schools, health facilities, mosques, cemeteries and drainage systems; adult literacy programmes; safe motherhood and nutrition programs; rural access roads; and support for micro-enterprises.

14.5.3C - Review of Performance and Situational Analysis

Over the years, the CSO in Jigawa State has partaken in various government activities and non-governmental issues that help in providing good governance and general orientation for the citizens. Through the Central Working Committee on Self-Help groups, community-based organizations have also facilitated and supported the execution of several community projects worth several millions of Naira. CSO participation in governance include their keen interests public expenditure and financial management like participation in annual budget and planning process, budget tracking, monitoring of public service delivery such as free MNCH, nutrition, HIV/Aids among others, mobilization for accessing health services, promoting gender and social inclusion; and partnering to government MDAs in the development of sector policies as in the Education, Health, Agriculture, Water and Sanitation sectors. Even though yet to be enacted, CSOs in Jigawa State were the first to sponsor a

⁴² www.worldbank.org. Community-Driven Development Home

private bill to the State House of Assembly on Free Maternal and Child Healthcare (MNCH) in the State. CSOs have also played important roles in sensitizing citizens on various Government programmes

Even though CSOs are increasingly becoming vibrant and relevant, at times they risk being perceived as politically antagonistic to Government and are often viewed as being on a fault-finding mission. However, as CSOs continually get capacity development support from Development Partners, and as they continue to be constructive in their engagement with the Government and their support for community development initiatives, such negative perceptions have gradually faded. Nonetheless, major constraints to Civil Society Organizations in Jigawa State includes paucity of resources for expanded actions, the risks of misperceptions and political intimidation.

14.5.3D - Policy Objectives:

The primary objective Civil Society and Community Development is to continue to nurture and develop vibrant CSOs that positively contribute to the process of local governance, mass mobilization and community development. This would entail effective networking between CSOs and collaboration with State Agencies to promote development partnerships. Other specific objectives include:

- ✚ To encourage public participation in governance;
- ✚ To promote effective, efficient and responsive service delivery;
- ✚ To promote transparency and accountability in governance;
- ✚ Institutionalize ownership and sustainability;
- ✚ To partner with relevant stakeholders for sustainable development;
- ✚ Mobilize community and resources for the execution of community development projects;

14.5.3E - Policy Targets

As non-state actors, CSOs are expected to set their own targets so as to assess the extent, quality and efficacy of their engagement with the government in promoting good governance and effective service delivery. Nonetheless, by working with development partners and such agencies as the Jigawa State Social Re-orientation and Mobilization Agency, the following targets would be pursued;

- ✚ In collaboration with Development Partners like SAVI, ensure the existence of vibrant CSOs in all the CDF Sectors;
- ✚ Provide opportunities for the execution of priority community development projects in partnership with the State Government and other funding agencies;
- ✚ Institutionalized membership of relevant CSOs in Sector Planning and Budget Teams;

14.5.3F - Strategies for Civil Society and Community Development

- ✚ Advocacy, Sensitization and Mass Community Mobilization including CSO Networks, conduct of community forum, dialogue, and outreaches as well as through the media;
- ✚ Development of information, education and communication (IEC) materials.;
- ✚ Collaboration with MDAs, development partners and communities;
- ✚ Establishing Networks of community-based organizations and Service / Facility User Associations such as Water Consumer Associations, Parents-Teachers Association, Health Facility User Committees, Farmers' Groups, etc) for constructive engagement and support for more responsive and effective service delivery;
- ✚ Establishment of 'Competitive Community Development Fund by the Government accessible to all CSOs for the undertaking of community development projects and programmes.

14.5.6A - Cultivating Development Partnerships

Cultivating and harnessing partnerships for development is an overarching objective of Jigawa State Government. Over the years, JSG has leveraged the support of various development partners to improve service delivery in various sectors and institutionalize governance reforms throughout the system. To date, Jigawa State has donor-supported programmes notably funded by the UK-

Department for International Development, the European Union and UNICEF (section 1.9 of Chapter 1). While the State Socio-economic Development and Reform Agenda as encapsulated in the CDF has provided a rallying point for development support, amenability of the state to reforms has largely engendered an enduring partnership with various Development Partners in the State.

To deepen the partnership, early in 2014, the Directorate of Budget & Economic Planning, being the Government Agency with the statutory responsibility of coordinating the activities of Development Partners in the State, initiated the formation of the Development Partners Forum. This was intended to take donor coordination to higher levels ensuring effective coordination and collaboration between Partners and the State Government on the one hand; and between the Partners themselves on the other hand. A by-product of the Forum was the debut of Development Partnership Newsletter, which also provides another rallying point for continuous interface between all the Development Partners in the State.

14.5.6B - Policy Objectives of Development Partnerships

As per the Official Development Assistance (ODA) Policy of Nigeria, a major concern is to ensure that activities of Development Partners in the State is well-coordinated so that development support **“creates multiplier effects on the domestic economy”** and is well-integrated **“into the medium and long-term national (and state) development frameworks.”** This is in the spirit of Paris declaration of March 2005, which reiterated the principles of effective donor coordination and alignment of development support with recipient countries. In line with these principles, Development Partnerships in Jigawa State would be managed to ensure that:

- a) There is better **alignment** between programmes supported by Development Partners and national and sub-national development strategies, institutions and procedures;
- b) The overall actions of Development Partners are **harmonized, transparent and collectively effective**;
- c) Both Governments and Development Partners manage and implement development support

Figure 30 - The Principles of Development Partnerships under the Paris Declaration of 2005:

1. Ownership: Partner countries exercise effective leadership over their development policies and strategies, and coordinate development actions.
2. Alignment: Donors base their overall support on partner countries’ national development strategies, institutions and procedures.
3. Harmonization: Donors’ actions are more harmonized, transparent and collectively effective.
4. Managing for results: Donors and partners manage and implement aid in a way that focuses on the desired results and uses information to improve decision-making.
5. Mutual accountability: Donors and partners are accountable for development results.

in a way that focuses on the desired results and uses information to improve decision-making, that is **management for results**;

d) There is **mutual accountability** between the Government and its Development Partners;

e) The principles provide the overall focus of donor coordination. Effective Aid Management and Donor Coordination is indeed very critical in promoting a consolidated approach to the management of human and materials

resources among Development Partners and with State and Local Government Resources to achieve more effective and efficient outcomes; it promotes more effective allocation of scarce resources brought to the table by both development partners and the state ensuring strategic prioritization in the process. Other specific objectives to be achieved includes:

1. Realignment of donor resource and harmonization of donor policies and procedures to achieve common development objectives;
2. Ensures establishment of a single interface and forum for Government – Development Partners relationships;

3. Promoting Government programme ownership and sustainability by ensuring sufficient State inputs into programme design and implementation; and
4. Cross-Fertilization and sharing of knowledge, information, data, and experiences as well challenges faced by partners.

Also in line with the demands of the Jigawa State CDF II, a strategic objective would be to develop a framework that provides opportunities for effective coordination and collaboration between development partners in the state. This is against the backdrop of the fact that a number of the existing programmes currently being supported by Development Partners share common objectives and operate within common sectors and thematic areas;

Establishing a full-fledged Donor Coordination Department in the Directorate with the primary mandate of Managing the State's responsibilities in relation to aid delivery and donor support programmes; Establishing and maintaining a comprehensive data bank on development partners and programmes in the state; Ensuring that development partner programmes are properly coordinated, monitored and aligned with State Government priorities; Promoting the State for donor partners' support; Providing economic analyses and advice to State Government on appropriateness of donor partner loans and grants in collaboration with the Debt management Committee of the Ministry of Finance and Economic Planning and Budgeting for and managing counterpart funds.

Chapter 15

Administration of Justice

15.1 - Introduction

More than ever before, it is increasingly becoming evident that good governance cannot be achieved without effective administration of justice. A key indicator to this is the UN definition of governance which indicates that good governance can only be achieved when citizens, among other factors, are able to “*exercise their legal rights, meet their obligations and mediate their differences*”.⁴³ Mediation of differences between citizens is central to governance as it provides opportunities for empowerment and improved access to justice. Some social problem such as marriage breakages in courts, allegations of witchcraft in society which threaten peace and stability are easily resolve through alternative means of dispute resolutions. Hence enhancing utilization of alternative dispute resolution mechanisms as well as decreasing utilization of courts are some of the key actions to be taken. And this can only be accomplished through strong and effective justice institutions and systems. Justice is an essential means to safety, security and an instrument for enhancing economic development and livelihoods. It also forms the core function of a number of formal and non-formal institutions which include the Judiciary and other justice sector institutions.

Over the years, Justice Administration has been adopted as one effective approach aimed at ensuring peace and growth for the citizens of the state through the improvement and transformation of the administration of justice institutions and provision of alternative dispute resolution mechanisms for the poor. The Justice Sector and Law Reform Commission (JSLRC) established by Law No. 9 of 2010 which provides a regulatory framework for the Administration of Justice in the State including the mandate to coordinate justice sector institutions, facilitating justice reform, overseeing and managing the community law centers established at various parts of the state and very importantly ensuring regular review of state laws.

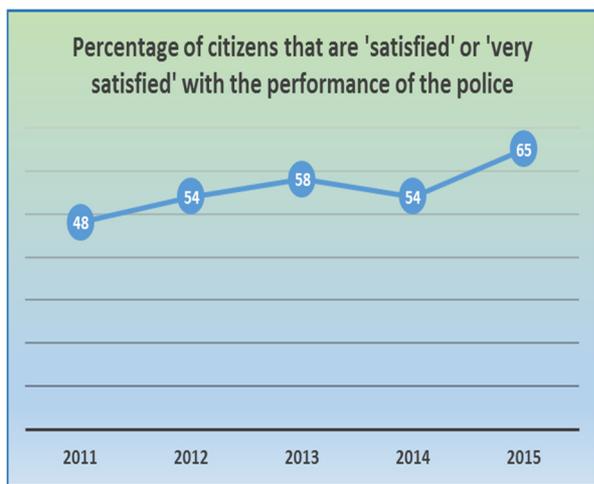
The context of justice administration and the subsequent strategy for reform that emerged can be best understood from the perspective of the critical appraisal of the state’s justice system. Key problems afflicting the sector were observed to be rooted in the fact that delivery of justice services depends on the interplay of a variety of institutions having varying functions within the sector which primarily include the Judiciary, the Nigeria Police, the Prison service, Ministry of Justice as well as other stakeholders like the traditional institutions. The implication of this is that the necessary leadership and coordination that is needed to articulate a coherent plan to address issues for years was absent. This resulted in the establishment in 2003 of the Committee of Stakeholders in the Justice Sector which was tasked to develop a plan of action and lead the reform process. The committee of stakeholders included representations from the Judiciary, Ministry of Justice, Nigeria Police, Prison Service and other justice sector institutions comprising of the Jigawa state Vigilante Group, Traditional leaders, Council of Ulama, Ministry of Women Affairs, CSOs like the NBA and JIWN AJ–network of women organizations. The key objective of the collaboration and reform initiative was to address these issues and further provide the basis for deepening reforms within the justice sector in the medium and long terms. One of the major achievements of the entire reform process has been the availability of strategic leadership to coordinate the reform effort.

Although the CDF has recognized the relevance of legal and judicial reforms towards the enhancement of governance, a higher prioritization and an expanded role is accorded to the 'sector' in the new CDF. While a critical situational analysis has identified new priorities for reform in justice administration and it has also come to be realized that provision of justice to the citizens is a public "social service" that should be provided being an integral part of the socio-economic well-being of the citizens and a source of empowerment. Consequently, rather than constricting "legal and judicial" reforms as part of "governance", the new perception is to consider "administration of justice" as being more appropriate to accommodate a wider range of interventions that engender improved access to justice and contributes more to governance and the overall socio-economic well-being of the citizens.

⁴³ UNDP Management Development and Governance Division, 1997 “*R-conceptualizing Governance*” - Discussion Paper 2;

15.2 - Review of Performance and Situational Analysis

As earlier mentioned, Law No. 9 of 2010 established the Justice Sector and Law Reform Commission (JSLRC) which extensively provided for its structure, mandate and functions including the coordination of all justice sector institutions, facilitating justice reform, overseeing and managing community law centers established at various parts of the state and very importantly ensuring regular review of state laws. Through the implementation of a number of initiatives by the Commission, positive results have been recorded in improving access to justice by the citizenry. Over a five year period (2011-2015), surveys⁴⁴ were carried out in Jigawa State to gauge public trust, satisfaction and perception of Justice Institutions in their delivery or administration of Justice. The combined results of the Surveys suggests that confidence and respect for the system and for the rule

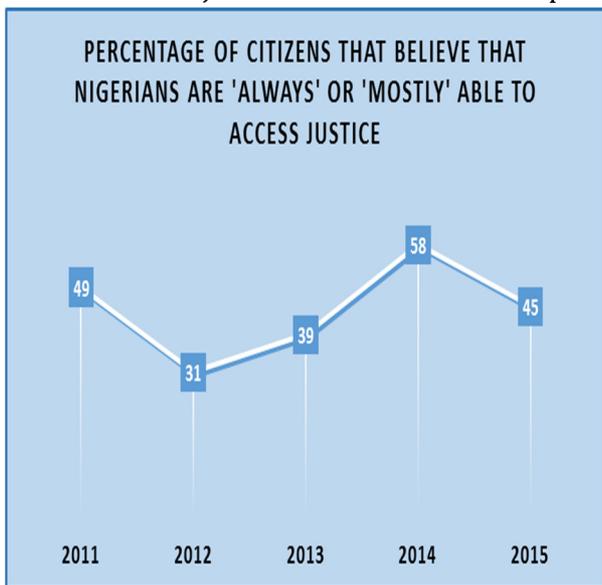


of law is largely unchanged over the past five years, although this should be considered against a background of considerable insecurity in neighbouring states if not in Jigawa itself. A study conducted between 2011 and 2015 showed that citizens are consistently satisfied with activities and services of the Police and that over the years citizen's perception has been on a positive rise (see figure below).

The traditional justice system has consistently been very impressive, more so, citizens have utmost trust and confidence in the Traditional Justice System. An average of 3 out of 4 citizens indicate satisfaction with the service provided by

traditional rulers across the five years.

In terms of access to justice, the same study has indicated that citizens were not generally satisfied with conduct of justice service providers. The significant fall in the number of citizens that believe Nigerians have access to justice is a concern and has potential consequences for the rule of law, local conflicts and



the type of environment necessary to encourage economic activity. The deteriorating trend is worrying and suggests that more needs to be done to improve justice delivery, develop confidence in the justice system and enhance respect for the rule of law so that more citizens will believe that they can get justice if they are the victims of a crime or some other wrongful acts.

It is evident that corruption or perceptions of corruption remains the biggest obstacle to the justice sector being seen as providing good service and being able to meet the needs of citizens. There are a range of initiatives that could be taken to address this, in addition to improving accountability of the sector as whole; each agency; and individuals working for agencies should be a top priority. Putting in place

clear, transparent and unambiguous operational procedures; improving management and internal oversight; making individuals and improving documentation of responsibilities for specific action are all important. Opening up performance information to the public so they can see how effective organisations are; and improving external oversight by holding Heads of Agencies to account for performance and delivery of plans and objectives would also make a difference.

⁴⁴ Justice for All (J4A) Programme Main Survey Report 2015

With a major part of the population of the state being poor, various studies have indicated that a large segment of the population depends on Lower Courts and mediation for the resolution of their social and marital disputes. Lower courts are responsible for resolving 70% of disputes that have gone to the courts whilst 80% of disputes in communities are resolved by alternative mechanisms. This can be explained from the context of the fact that Jigawa state is generally a rural and agrarian society, hence alternative justice services generally serve the interests of the poor. The reasons for the disconnect of people to the formal justice sector is not unrelated to the system being generally expensive, time consuming, strange and involves a technical process. Notwithstanding the above, however, the problems of inefficiency in service delivery are present in varying degrees in the lower courts too as well as the mediation systems. These problems are often most chronic and their impact most widely felt in the 'lower courts' (Magistrates and Sharia Courts) because they have not had commensurate investment and resources provided them for many decades.

Unlike the higher courts, lower courts and community mediation centres face challenges of shortage of manpower. As at December 2015 there 57 lower court judges manning 77 Shariah courts. The Shariah Court of Appeal (SCA) is similarly suffering from same inadequate staffing; instead of the 12 minimum number of Kadis stipulated by Law only 5 are in the employ of the SCA. Thus, both the Kadis and Alkalis are over loaded. Apart from inadequate manpower there are other pressing challenges facing these lower courts especially lack of conducive working environment. Many of the lower courts are in serious state of dilapidation not to talk of befitting office furniture. For example out of the 80 courts only 59 are permanent courts buildings with 19 of these buildings in dilapidated conditions with a number of courts currently occupying temporary structures.

Despite these challenges the SCA rate of disposal of cases is impressive. The SCA as at September 2015 returned 57 cases out of its 116 registered cases. And the return of the lower courts for the recent legal year which ended in August 2015 stood at 14,622 out of 19,178 cases registered. This is to say that 76% of registered cases have been disposed off. On its part the Ministry of Justice has appointed a State Counsel to serve as a Liaison Officer between the Ministry and the Police Headquarters. This has greatly facilitated the prompt duplication of case diaries, and resolving issues that require further investigations. These are efforts to help in speedy dispensation of justice.

Another Justice Institution that needs urgent attention is the Prisons especially the Central Prison in Dutse, which was built during the colonial days with the capacity to accommodate 50 in-mates but now occupied by 100. This means more accused persons are sent to satellites prisons at Birnin Kudu and Kiyawa for remand, which is always causing delays in court sittings in Dutse.

In the area of criminal justice administration, there are a number of issues that need to be tackled to address access and human rights issues which again has relevance with governance. Examples include the increasing incidence of sexual violence, crimes against women and children⁴⁵, issues of children in conflict with the law where violations of rights and processes are rife, delays within the processes of criminal justice administration which contribute to prison congestion, with poor and vulnerable groups such as youths being particularly at risk of coming out of jail and committing more serious offences than those that first led to them to being incarcerated. Causes include lack of skills acquisition facilities in prisons and reformatory homes, or assistance in re-integrating them into the society on being released. The lack of safeguards in various forms, poor capacity within institutions and inadequate coordination between justice and stakeholder institutions has contributed largely to the inability to address the issues.

Even though there has been and continues to be public awareness on the processes of justice administration over the years, there is still insufficient awareness and understanding of citizens on key justice issues, including their rights and how to enforce them and their responsibilities and how to fulfil

⁴⁵ 2014 Baseline from the Ministry of Justice indicate that 60% of all criminal cases prosecuted are sexual offences as opposed to the position in 2013 where such cases only made up about 30% of all criminal cases prosecuted at the Ministry.

them. These are with respect specific issues such as land-rights, human rights, rights and responsibilities in the civil and criminal justice systems, rights under Sharia law, and rights of women, children and other vulnerable or marginalised groups. Since it is the poor and disadvantaged sections of society that form the majority of the users who seek these services, these classes of people suffer most from the shortcomings.

At the initial stages of introducing reforms in the Justice Sector, many initiatives were implemented with support from partners like the DFID Access to Justice. This Programme which collaboration was sustained with subsequent other programmes i.e. Security, Justice and Growth Programme and in the last few years the Justice for All Programme. There is still need to sustain the collaboration for improved funding for reform initiatives in this regard. More importantly Government needs to replicate the various reforms and interventions initiated at pilot levels by the development partners. Some of these reforms were carried out both at Lower Courts—Sharia and Magistrates Courts; and in enhancing the operations of the Community Law Centres and the justice delivery of Traditional Justice System (TJS) especially through improved record keeping system, and capacity building in mediation technique and public awareness.

Part of the mandate of the JSLRC is to facilitate the review and update of existing laws in collaboration with the statutory agencies charged with that mandate - Ministry of Justice and the State Legislature. While this exercise was successfully undertaken by completing the law review exercise and by incorporating laws passed by the State Assembly from 2009 to 2012 into the published Laws of Jigawa State, it is intended that such exercise would be a continuous exercise. In the same vein, the various Community Law Centers (CLCs) that were established have played significant roles mediating disputing parties to enhance amicable settlement of cases and to offer free legal service that include legal advice, assistance through legal representation in courts and Police stations to indigent and vulnerable citizens. The State Government established nine such centers between the year 2012 and 2015. These are located at Dutse, Sule Tankarkar, Hadejia, Birnin Kudu, Ringim, Kazaure, Kafin Hausa, Gwaram and Kiri Kasamma.

An assessment⁴⁶ of the CLCs in 2013 showed the following results: the Centres together received 348 cases for the year 2013 and disposed of 267 cases (77%) and in the process, the Centres referred cases to relevant authorities. 37% of the cases received by the centres affect women. The subject-matter of the cases before the Centres range from land (20%), Inheritance (7%), Marital (22%), Custody (4%), Divorce (9%), Commerce (9%), Youth disputes (6%) and others (25%).The figures show that more publicity and public awareness of the CLCs is needed.

Some challenges being faced by the JSLRC which generally affect Administration of Justice in the State includes among others:

- Inadequate personnel in the community law centers;
- Low awareness of the existence and mandates of the centers among citizens;
- Need for the expansion of the community law centers across the state with the needs to achieve wider coverage; and
- Speedier administration of justice for all those that need it.

Like most other Sectors, the Justice Sector institutions in general face daunting challenges bordering on inadequate funding. To this end, it is envisaged that financial autonomy in line with constitutional provision (Section 121(3)) may go a long way in helping the Judiciary to address its key challenges.

⁴⁶ Assessment of Jigawa State Community Law Centres Report (April 2014) carried out for JSLRC by Green Horizon Limited

15.3 - Sector Policy Thrust, Policy Objectives and Strategies

The policy thrust with regards to the reforms towards the Administration of Justice in Jigawa State is to bring about comprehensive improvements in the delivery of justice to the people in terms of accessibility, timeliness, equity, and justice. The vision is thus to have a system of justice that is fair and easily accessible to all leading to a secure environment for growth and development in which the people are sufficiently empowered to take actions and decision that positively affects their socio-economic well-being and that of the society as a whole. As far as Administration of Justice is concerned, this is expected to be achieved through continuous improvements in the delivery of justice services to the people in ways that enables all key institutions in the sector to fulfil their mandates effectively and efficiently, in a coordinated manner and with all stakeholders on board. The following are the shared policy objectives identified as worthy of pursuit by all the relevant stakeholders in justice delivery in the State.

The Justice Sector & Law Review Commission [JSLRC]

GOAL - To improve the quality of pro-poor governance and protection of human rights (in pursuit of the Millennium Development Goals) for a system of justice that is fair and easily accessible to all leading to a secure environment for economic growths.

Mission I - To improve the delivery of justice services in the state through the coordinated efforts of all formal and informal justice institutions like the judiciary, the police and prison service, the Bar Association, Traditional Institutions, Religious groups and Rights based NGOs.

economic well-being and that of the society as a whole. As far as Administration of Justice is concerned, this is expected to be achieved through continuous improvements in the delivery of justice services to the people in ways that enables all key institutions in the sector to fulfil their mandates effectively and efficiently, in a coordinated manner and with all stakeholders on board. The following are the shared policy objectives identified as worthy of pursuit by all the relevant stakeholders in justice delivery in the State.

among the various justice sector agencies with a view to ensuring efficient and timely disposal of cases through both the formal and informal justice mechanisms

- To sensitize citizens on their rights and obligations, particularly, the disadvantaged and vulnerable members of the society as well as mechanism available for the promotion and enforcement of their rights through a participatory approach
- To ensure access to affordable justice by citizens through the promotion of alternative dispute resolution mechanisms and the provision of free legal services
- To strengthen preventive mechanisms and improve correctional and reformatory services within the criminal justice system
- To improve mechanisms for the participation and provision of compensation as well as support for victims of crime
- To create a conducive working environment within justice sector institutions as a motivational tool for improved performance
- To ensure integrity, transparency and accountability in the justice sector

Key Projects, Programmes and Activities of the Justice Sector:

- Establishment of Community Law Centres (minimum of three per senatorial districts) with the requisite structure, manpower and equipment;
- Periodic refresher training and capacity building on alternative dispute resolution involving all identified stakeholders;
- Improvement of structures and provision of working materials for the judiciary;
- Review of existing law and enactment of new ones as appropriate;
- Public education, information and communication activities to engender positive community participation and involvement;

15.4 Strategies & Targets

The table below summarizes the strategies and targets to be adopted to attain the identified objectives

Table 26 - Synopsis of Policy Objectives, Targets and Strategies for the Justice Sector			
S/N	Objectives	Strategies	Targets
1	Objective 1: To improve cross-sector co-ordination among the various justice sector agencies with a view to ensuring efficient and timely disposal of cases	The broader strategy would be to: Provide capacity building training to Police on investigation skills; to Magistrates, Alkalis and State Counsels;	Reduce criminal trial period by 80% from the current average of 365 days by 2019.

	through both the formal and informal justice mechanisms	Employ more hands like Alkalis, Research Assistants to Hon. Judges.	Reduce the population of ATPs to 20% from the current 65% of inmates population by 2019 Recruit 4 Nos. of Research Assistants for Hon Judges by 2016
2	Objective 2: To sensitize citizens on their rights and obligations, particularly the disadvantaged and vulnerable members of the society as well as mechanisms available for the promotion and enforcement of their rights through a participatory approach.	The broader Strategy would be to: Utilise Community Safety Partnership activities to sensitize the public; To use available public enlightenment programmes on the electronic media; replication of Information Desk Officer (IDOs) at other lower courts; More awareness of and Re-opening of closed Community Law Centres; Replicate the reforms in Traditional Justice System in more districts within and outside Dutse Emirate	<ul style="list-style-type: none"> • Re-invigorate the existing Community safety partnership committees in 2016. • Establish 20 Community Safety Partnership Committees by 2019 ▪ Replicate IDOs in 3 Courts per year ▪ Replicate IDOs in 12 courts to benefit by 2019 ▪ Extend the reforms in traditional justice to all the four other emirates by 2019.
	Objective 3: To ensure access to affordable justice by citizens through the promotion of alternative dispute resolution mechanisms and the provision of free legal services	The broader Strategy would be to: Utilization of the offer made through Legal aid Council; Utilization of CLCs in their offer of free legal service to indigents; and Support the roles and functions of traditional institutions in the provision of Alternative Dispute Resolution mechanisms through collaboration between JLRC and Emirate Councils;	<ul style="list-style-type: none"> ▪ 1000 free legal service to be offered by 2016 ▪ 4000 free legal service to be offered by 2019
	Objective 4. To strengthen preventive mechanisms and improve correctional and reformatory services within the criminal justice system	The broad strategies to use are: public enlightenment to achieve prevention of committing crimes and made case for policy implementation on reformatory and correctional measures within the Prison system through making available skills acquisition workshop and instructors to achieve easy integration of inmates back into society	<ul style="list-style-type: none"> • Reinvigoration of the States juvenile reformatory institution by 2019; • Effective system of rehabilitation and reintegration of prisoner in place by 2019.
	Objective 5: To improve mechanisms for the participation and provision of compensation as well as support for victims of crime	The broad strategies to use are: To make accuse persons aware of importance of the interest of his/her victims such as the likelihood of paying compensation to victims in addition to him/her serving jail terms ; ensure victims of crimes are informed and consulted on options open for	<ul style="list-style-type: none"> • Establish SARCS in all the General Hospitals in the state by 2019; • Align existing laws with the need to respect the views, interest and welfare of victims of crime by 2019.

		them with regards to types of compensations; establish one-stop centre for victims of sexual abuse such as Sexual Assault Referral Centres (SARCs) to take care of both the medical and psychological therapy of victims of crime.	
	Objective 6: To create a conducive working environment within justice sector institutions as a motivational tool for improved performance	The broad strategies to use is to make sustained case for the construction of more and befitting court buildings and renovate those in dilapidated conditions; and to establish a functioning training system for all levels of Alkalai, Magistrates and other support staff full resolution of the issue of financial autonomy of the judiciary within the next two years.	To reduce by 50% the number of dilapidated office buildings (courts, offices and police stations) from the current number of 45 to 23 by 2019 Construction of permanent Shariah court buildings at Chamo, Baturiya, Jahun, Garki and Yalo in 2016 Renovation of dilapidated Sharia courts buildings at Danzomo, Roni, Garun Gabas, Karkarna, Gwaram, Upper and Higher Sharia Courts in 2016 • At least 75% of Alkalai, Magistrates and other court staff trained by 2019.
	Objective 7: To ensure integrity, transparency and accountability in the justice sector	The broad strategies to use are: Putting in place clear, transparent and unambiguous operational procedure (Civil Service rules & regulations); Improving management and internal oversight; Making individuals responsibilities for specific action. Opening up performance information to the public so they can see how effective or otherwise organisations are; and Improving external oversight by holding Heads of Agencies to account for performance and delivery of plans and programmes.	<ul style="list-style-type: none"> • Reformed and effective performance evaluation system in place by 2019; • Elimination of touts from the courts system by 2019; • All sharia courts brought under the reformed inspection system by 2019.

15. 5 - Linkages with other stakeholder

To successfully achieve the specified policy objectives in the administration of justice, it would require extensive collaboration within and outside the public service. Within the public service, stakeholders extend beyond the judiciary to encompass other agencies particularly Ministry of Women Affairs and Social Development, Ministry of Economic Empowerment, Directorate of Chieftaincy & Religious Affairs and the Special Services Directorate that normally deals with miscellaneous security issues in the State. At the level of Federal Agencies, there are the Police, Prison Service and a host of other security agencies. There are also the traditional institutions, the religious organizations, civil societies and non-governmental organizations. A common platform is, thus, required for all these stakeholders with clearly defined roles and areas of active collaboration. Such collaborative efforts under the JSLRC have previously proved to be very effective particularly on issues which are of concern to the society such as marital disputes and address accusations of witchcraft among others. The existing platform would need to be strengthened and sustained.

In addition, there is opportunity to expand collaborations within the state with other initiatives which correlate with the current justice reform priorities. These would include establishing linkages with the State Gender Policy which among other objectives, seeks to empower women and get rid of the various inequities being experienced by people on the basis of gender or class; and Ministry of Economic Empowerment to assist in the conduct of skills acquisition and other economic empowerment programmes for inmates of correctional institutions.

PART - 4
IMPLEMENTATION
FRAMEWORK

Making the CDF a Reality

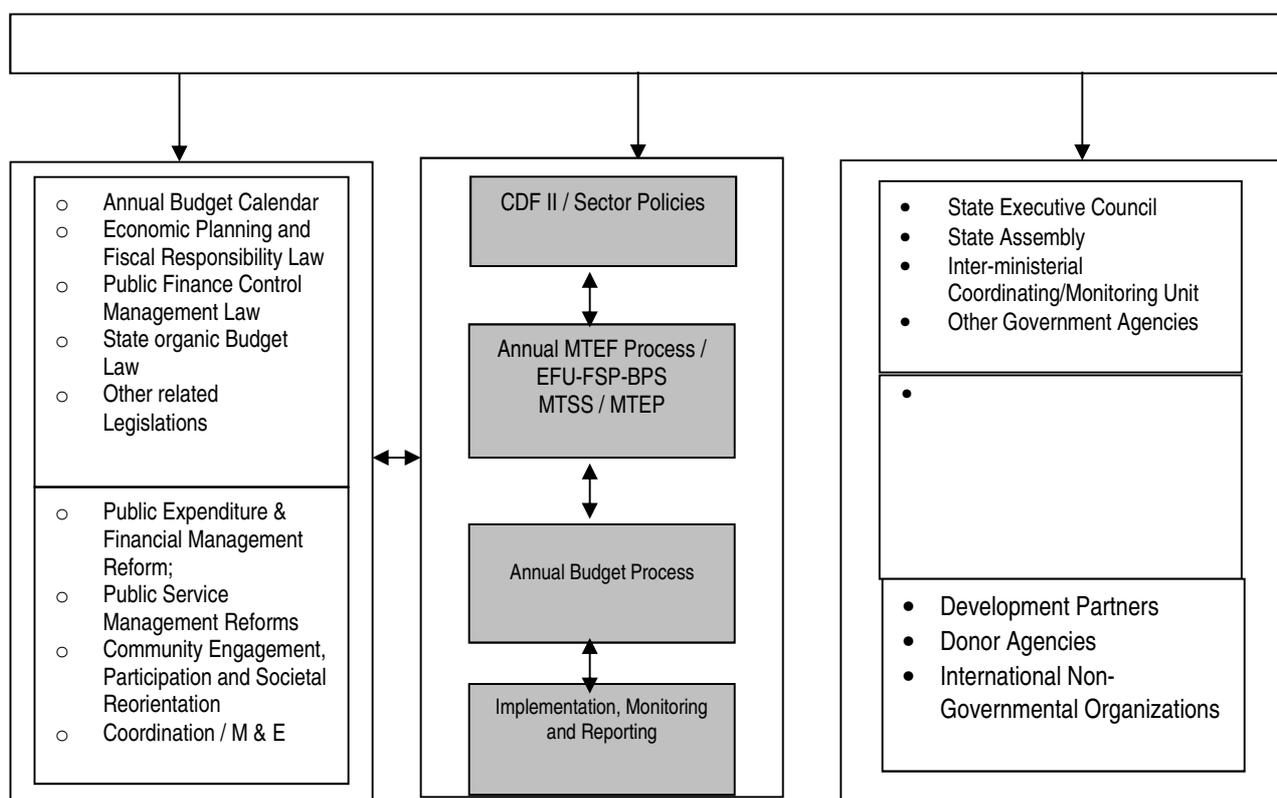
Chapter 16

CDF Implementation Framework

16.1 - Introduction:

Making the CDF a reality would be based on a multi-year perspective in addition to the annual budget process involving the preparation of annually-reviewed and rolled-over Medium Terms Sector Strategies in all the sectors of the CDF. The MTSS thus effectively serves as a bridge between the CDF and the annual Budget – while the CDF provides the context for the MTSS, the MTSS in turn provides the basis for the annual budget estimates. Implementation of the CDF will continue to be through the annual budgets via the various medium-term sector plans. Preparation of Medium Term Plans is a requirement of the Jigawa State Economic Planning and Fiscal Responsibility Law (as set out in Sections 10 to 16 of the Law) which comes in handy as main platform for “**making the CDF a reality**” in terms of the attainment of its overall socio-economic development objectives and set sectoral policy targets.

The CDF Implementation Framework



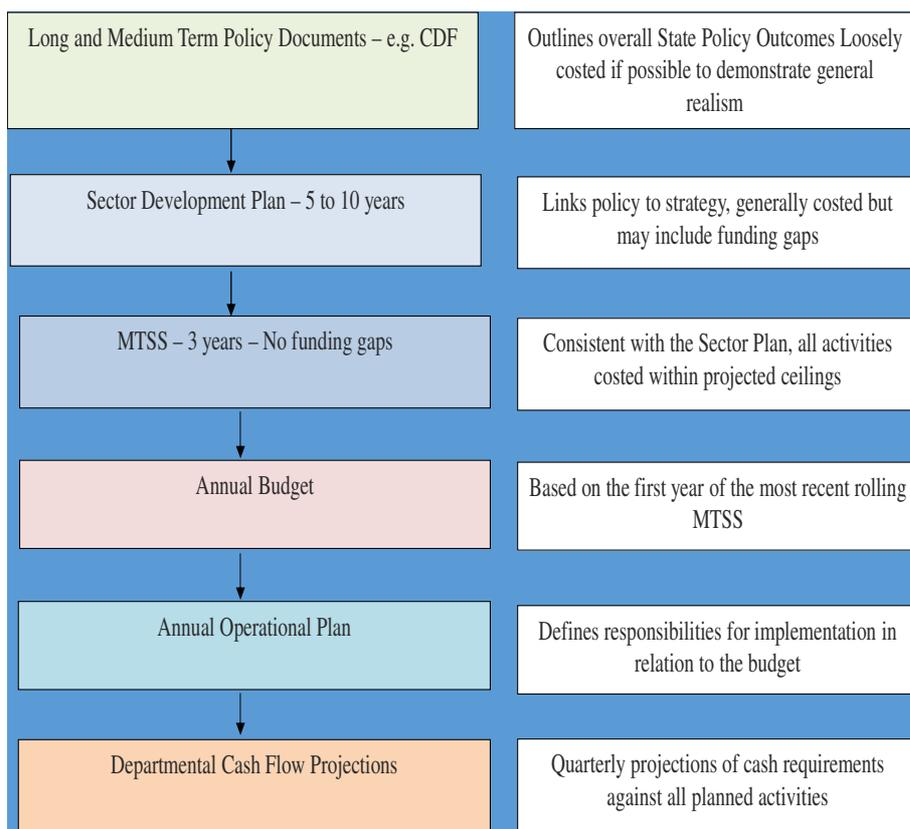
16.2 - The CDF and MTSS Process

As a medium-term plan document, the MTSS remains the main bridge between the CDF and the annual budget. MTSS development started in 2010 with 2 Sectors only (health and education) and gradually expanded to nine sectors – education, health, water & sanitation, agriculture, environment, economic empowerment, women & social development, commerce & industry and critical infrastructure. These nine sectors constitutes about 80% of the annual budget estimates. As the bridge between the CDF and the annual budget, the MTSS ensures consistency between longer-term development agenda of the state and the annual appropriations. It promotes the effectiveness of the public expenditure and financial management process by improving budget realism and comprehensiveness as well as ensuring that the budget is policy-based and outcome-oriented. It also

promotes coordination and collaboration between Agencies within and outside the sectors in line with identified cross-cutting issues under-scoring the fact that attaining policy objectives and set targets is a collective responsibility. Preparation of the MTSS which precedes commencement of the annual budget process, is always informed by a Medium Term Expenditure Framework from which sector envelopes for MTSS development are derived. Key aspect of the planning and budget process includes:

- The preparation of Fiscal Strategy Paper [FSP] including economic updates and budget policy direction, based on which medium term revenue and expenditure projections and indicative sector resource envelopes are produced [copy attached];
- Issuance of MTSS and Budget Call Circulars providing policy directions and priorities as well as sectoral resource envelopes and budget ceilings respectively;
- Conduct of Sector Strategy Sessions by the various agencies within each of the sectors involved in the MTSS Process including Education; Health; Agriculture; Water & Sanitation; Commerce & Investment; Environment; Women & Social Development; Economic Empowerment; Critical Infrastructure; and Regional Planning & Development;
- Conduct of bilateral discussions on budget proposals submitted by all the Government Agencies leading to the production of the first draft of the proposed budget. Subsequently, the consolidated proposed would be further reviewed by His Excellency and by the State Executive Council before presentation of the Appropriation Bill to the House of Assembly;

The MTEF presents the medium-term fiscal policy objectives of the state Government as well as fiscal targets and projections and resource availability as dictated by existing financing strategies.



Essentially, the process entails setting out the fiscal policy objectives, macroeconomic targets and projections, fiscal targets, revenue projections, aggregate expenditure limits and sub-limits for major expenditure heads (recurrent expenditure, consolidated revenue fund charges and capital development programme for all implementation agencies). These typically cover a three year period and are updated annually. The MTEF process normally involves the preparation of 3-part document including:

- iv. A historical Economic and Fiscal Update (EFU) which largely presents data and analysed information on the economic and fiscal situation at the global and national level as to provide the context for fiscal and macroeconomic assumptions and projections;
- v. A forward looking Fiscal Strategy Paper (FSP) which provides justification for the actual medium-term for projections for major Revenue and Expenditure aggregates leading to sectoral

resource allocation in accordance with policy priorities. In addition to setting fiscal targets, the FSP also identifies fiscal constraints with an assessment of the fiscal risks;

- vi. The BPS provides the policy thrust of budget and ensure that resources are allocated in the annual budget in line with policy objectives and priorities of Government.

The EFU-FSP-BPS thus generally informs the MTEF Process and essentially serves as the basis for resources estimation and allocation over the medium term and from which sector envelops and budgets ceilings are derived.

16.3 - Monitoring and Evaluation

In order to know how effective the implementation of the CDF is, it will be essential to monitor and evaluate all key performance indicators over time to see whether they change as a result of the strategies being adopted. Monitoring is the **systematic and continuous collection of data** identified during **planning** and analysis of same as the implementation of the plan, project, programme, policy progresses. Its main objectives include:

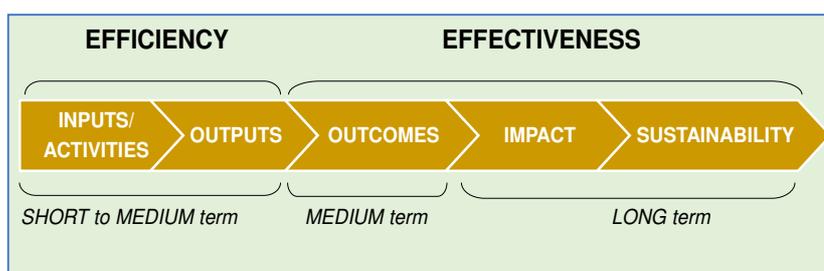
- provide indications of the extent of progress and achievement of set objectives which management and other stakeholders could use to take decisions;
- track performance against target established during planning, to let management know when things are on track or are going wrong.
- Provides the building blocks performance and impact evaluation.

On the other hand, Evaluation is an objective and planned periodic assessment of projects/programmes/ policies in terms of relevance, effectiveness, efficiency, impact and sustainability. The key elements to assess are:

- Relevance- The extent to which the objectives of plans/projects/programs/policies are consistent with the target group’s priorities, the government and donors.
- Effectiveness-The extent to which the objectives were achieved, or are expected to be achieved, taking into account their relative importance.
- Efficiency-A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
- Impact- the changes in the lives of beneficiaries/citizens as perceived by them at the time of the evaluation;
- Sustainability- the probability of continued long-term benefits

Specifically, the rationale for M & E 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 policy targets of the CDF. Monitoring and Evaluation will therefore be linked to objectives of sectoral strategies and indicators that give a measure of progress whether in the immediate or long term.

In addition, the M & E process must necessarily entails a deliberate policy to look at the “result chain” in terms of the input-out process. It is the **result-chain** that describes *how the various aspects of the process should feed into one another*, eventually producing the desired result in an efficient and effective manner. The M & E Process requires that:



- Each sectoral strategy 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 the overall strategy so that, generally, the State does not derail from its mission and vision.
- The implementation framework, namely the MTEF and Annual Budgets, are consistent with sectoral programmes of the development strategy.
- All stakeholders including the private sector, non-governmental and civil society organizations are sufficiently involved in decision-making, policy reviews and implementation.

The main instruments that would be used for M & E include:

- Periodic Budget Implementation Reports;
- Annual Sector Score Cards and Sector Performance Evaluation Reports that evaluate progress on MTSS implementation;
- Data from National Surveys, periodic State / Sector specific surveys and use of administrative data including data from the Central and Sector-based Management Information Systems;
- Public Expenditure Review and Tracking Surveys to assess the efficacy and impact of public spending on provision of public services.

An overall summary of all the Key Performance Indicators against sectoral policy objectives and targets for the CDF Sectors is provided in the appendix to guide the periodic M & E of the CDF including the preparation of Annual Sector Performance Evaluation Reports of MTSS.

Appendix 1 - List of Active Development Partners / Donors and Programmes Dec. 2016		
S/N	Partners	Sector
1	DFID Supported Partnership to Engage, Reform and Learn	Governance
(i)	Accountability, Responsiveness and Capability (ARC)	Governance
(ii)	Engage Citizen Pillar (ECP)	Governance
2	DFID Funded Mobilizing for Development	Governance
3	DFID Funded Maternal, Neonatal and Child Healthcare [MNCH 2]	Health
4	DFID Women for Health [W4H]	Health
5	DFID Justice for All [J4A]	Governance
6	DFID Funded Working to Improve Nutrition in Northern Nigeria (WINNN)	Health / Nutrition
7	DFID Funded Child Development Grants Programme	Health / Nutrition
8	DFID Funded Sanitation and Hygiene and Water Supply in Nigeria Programme	Water and Sanitation
9	DFID Funded Education Sector Support Programme in Nigeria	Water and Sanitation
10	Save the Children International (Implementing CDGP)	Education
11	DFID Funded Growth and Employment in States	Economic Growth / Livelihoods
12	DFID Funded Enhancing Nigerian Advocacy for a Better Business Environment	Economic Growth / Livelihoods
13	World Health Organization	Health
14	Save the Children International (Implementing CDGP)	Health
15	Action Against Hunger (Implementing CDGP)	
16	Netherland Leprosy Relief	Health
17	European Union and World Bank (SLOGOR)	Governance
18	European Union and UNICEF	Water and Sanitation
19	African Development Bank (Agricultural Transformation Agenda Support Program - ATASP)	Agriculture / Livelihoods
20	Islamic Development Bank	Agriculture / Livelihoods
21	World Bank (FADAMA III)	Agriculture / Livelihoods
22	IFAD Supported Community Based Agric & Rural Development)	Agriculture / Livelihoods
23	Dangote Foundation (in the pipeline)	Health
24	USAID - FHI-360 - Strengthening Integrated HIV Services (SIDHAS) being implemented	Health
25	United Nations Children Fund (UNICEF)	Basic Social Sectors
26	Medicines Sans Frontiers	Health
27	Planned Parenthood Federation of Nigeria [PPFN]	Health
28	Girls 4 Health - Society for Women Development and Empowerment in Nigeria [SWODEN]	Health
29	USAID Office / 4 Children Programme	Health

Appendix 3 - CDF II TECHNICAL COMMITTEE AND REVIEW PROCESS

Established under the Directorate of Budget and Economic Planning, the CDF II Technical Committee was the taskforce charged with responsibility for production of the Second Edition of the Jigawa State Comprehensive Development Framework. Key members included:

S/N	Name	Designation	Sector
1	Adamu M. Garun-Gaabas, OON	Permanent Secretary, Budget & Economic Planning	Overall Coordination, Document Structure, Sectors Briefs, Data Reviews and Editing
2	Abdullahi Hudu	Permanent Secretary, Ministry of Education	Education Sector
3	Dr. M.A. Kainuwa	DPRS, Ministry of Health	Health
4	Inuwa Tahir	Permanent Secretary, Admin. & General Services, Office of hoS	Governance Sector
5	Na'annabi Ahmed	Permanent Secretary Permanent Secretary, Establishments	Governance Sector
6	Pharm. Usman Tahir	DPRS, PHCDA	Health
7	Engr. Labaran	Managing Director, RUWASA	Water & Sanitation
8	Muhammad Muazu	Permanent Secretary, Ministry of Commerce	Commerce and Investment
9	Alhaji Garba Mallam Madori	DPRS, Ministry of Environment	Environment
10	Muhammad idrith	Permanent Secretary, Ministry of Agriculture	Agriculture
11	Gambo Ahmed	MD, JARDA	Agriculture
12	Isa Mustapha	CSO Representative	Governance
13	Ibrahim Adamu	Director Planning, BEPD	Overall Coordination and Secretariat Support
14	Umaru Muhammad	Representative of Jigawa FORUM	Governance
15	Ibrahim Rabaka Abubakar	Executive Secretary, State Rehabilitation Board	Women and Soial Development
16	Muhammad Musa O	Permanent Secretary, Admin. & Finance	Critical Infrastructure
17	Dr M. Sagagi	DG, InvestJigawa	Commerce and Investment
18	Engr . Datti Ahmed	Permanent Secretary	Critical Infrastructure
19	Barrister Musa Imam	Executive Secretary, Justice Sector & Law review Commissioner	Administration of Justice
20	Engr. Abdulrazak Nakore	Executive Secretary, Rural Electrification Board	Critical Infrastructure
21	Hajia Furera Baffa	Permanent Secretary, Ministry of Information	Women and Social Development
22	Auwalu Hamza	State Team Leader, DFID-SPARC Programme (Representing Development Partners	Governance Sector
23	Abdulkarim Hussaini	DG Chamber of Commerce	Commerce and Investment

The CDF Review and Revision Process

The CFF review process involves extensive engage engagement with stakeholders, data collection, desk reviews, and write-ups. Some of the key elements and milestones in the review / revision process would include:

- Review and appraisal of performance in key sectors including education, health, agriculture, water supply & sanitation, critical infrastructure [roads, power and ICT], commerce, women &

social development, economic empowerment and environment [ref document is sector performance reports];

- Review and adoption of the Mission and Vision Statements of the state; the overall Strategic development objectives of the State; and the Strategic Pillars of the State's socioeconomic development strategy;
- Comprehensive review of the policy objectives, policy targets and strategies for all the major sectors;
- Data collection to re-establish baselines in each sector and to enable an objective appraisal of current strengths, limitations, opportunities and risks;
- Review and adoption of new policy objectives, targets and strategies for all the sectors including the adoption key sectoral performance indicators for subsequent performance evaluation;

Other specific activities include:

1. Desk Review of existing documents;
2. Focus Group Discussions;
3. Stakeholder Workshops;
4. Call for inputs from the General Public, Government Agencies and other Major stakeholders;
5. Data Collection and Needs Assessment;
6. Draft Compilation and Preparation Retreat
7. Draft Public Validation
8. Presentation to the State Executive Council
9. Presentation to the State House of Assembly
10. Publication and Dissemination

Appendix 11 - Summary of KPIs / Policy Objectives and Targets