




JIGAWA STATE

Comprehensive Development Framework

Prepared by
(SEEDS II Technical Committee)
Directorate of Budget and Economic Planning
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“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 socio-economic 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 (SEEDS I)

I. TABLE OF CONTENTS

I.	TABLE OF CONTENTS	I
I.	TABLE OF CONTENTS	II
II.	LIST OF ABBREVIATIONS	I
III.	ACKNOWLEDGEMENT	IV
IV.	FOREWORD	V
CHAPTER 1		2
	Profile of Jigawa State	2
1.1	Location.....	2
1.2	Topography	2
1.3	Climate.....	2
1.4	Population Dynamics.....	3
1.5	Human Development Indicators and Poverty Situation	4
1.6	Government.....	5
1.7	Traditional Institutions.....	6
1.8	Economy of the State	7
1.9	Macroeconomic and Fiscal Profile	8
1.10	Development Partners	9
CHAPTER 2		11
	Jigawa State Comprehensive Development Framework.....	11
2.1	Introduction	11
2.2	Development Since 1991	11
2.3	Setting the Stage for Strategic Change.....	12
2.4	Overall Development Policy Objectives and Priorities.....	13
2.5	Vision and Mission Statements.....	14
2.7	The Main Elements	16
2.8	The Superstructure	19
2.9	Other Components of Growth	20
2.10	Financing CDF.....	20
2.11	Presumptions of the CDF	21
CHAPTER 3		25
	Agriculture and Environment.....	25
3.0	Introduction	25
3.1	Agriculture	25
3.2	Major Constraints to Agriculture.....	27
3.3	Potentials for Agriculture	28
3.4	Policy Objectives of the Agriculture	28
3.5	Targets for Agriculture	28
3.6	Agricultural Sector Strategy.....	29
3.7	Environmental Protection and Sustainability	30

3.8	Constraints to Environmental Protection	30
3.9	Opportunities for Environmental Protection	31
3.10	Policy Objective for Environmental Protection	31
3.11	Targets for Environmental Protection	32
3.12	Strategies for Environmental Protection	32
CHAPTER 4		35
Education		
4.1	Introduction	35
4.2	Constraints and Major Challenges of the Educational Sector	36
4.3	Potentials and Opportunities for Education	38
4.4	Policy and Objectives of Education	39
4.5	Targets in Education	40
4.6	Education Sector Strategy	41
CHAPTER 5		42
HEALTH		
5.1	Introduction	42
5.2.1	Situation Analysis on Health.....	42
5.2.2	Health and Poverty.....	43
5.3	Constraints of the Health Sector	43
5.4	Prospects in the Health Sector	44
5.5	Health Sector Policy and Objectives	45
5.6	Targets and Strategies of Health Sector.....	46
CHAPTER 6		50
Water Supply and Sanitation Sector		50
6.1	Introduction	50
6.2	Water and Sanitation Situation in Jigawa State	50
6.3	Constraints to Effective Water Supply and Sanitation Services.....	51
6.4	Potentials for Water Supply and Sanitation.....	52
6.5	Policy Objectives of Water and Sanitation Sector.....	53
6.6	Targets of Water and Sanitation	53
6.7	Strategies for Water Supply and Sanitation Services.....	54
CHAPTER 7		59
Infrastructure.....		59
7.1	Introduction	59
7.2	Road Sub-Sector.....	59
7.2.1	Constraints and Opportunities for Road Infrastructure	60
7.2.2	Policy Objective and Target of Roads Infrastructure	60
7.2.4	Strategies for Road Construction and Rehabilitation.....	62
7.3	Electricity Generation and Distribution.....	62

7.3.1	Constraints of Electricity Supply	63
7.3.2	Potentials of Electricity Supply	63
7.3.3	Policy Objectives on Power	64
7.3.4	Strategies for Power Generation and Distribution.....	64
7.4	Information and Communication Technology (ICT)	65
7.4.1	ICT Potentials.....	65
7.4.2	ICT Policy Objectives and Targets.....	65
7.4.3	Targets of ICT.....	66
CHAPTER 8		69
Economic Empowerment.....		69
8.1	Introduction	69
8.2	Poverty in Perspective	69
8.3	Opportunities for Economic Empowerment.....	70
8.4	Policy Objectives and Targets	71
8.5	Economic Empowerment Strategies.....	73
CHAPTER 9		78
Commerce, Industry, Solid Minerals and Housing.....		78
9.1	Introduction	78
9.2	Situation Analysis on Commerce Industry	78
9.2.1	Potentials and Constraints for Commerce & Industry.....	78
9.2.3	Policy Objectives, Targets and Strategies of Commerce and Industry.....	79
9.3	Solid Minerals	80
9.3.1	Opportunities and Constraints of Solid Minerals Exploration	81
9.3.2	Policy Objectives, Targets and Strategies of Solid Minerals.....	81
9.4	Tourism	81
9.4.1	Constraints and Potentials of Tourism.....	82
9.4.2	Policy Objectives, Targets and Strategies of Tourism	82
9.5	Housing.....	83
9.5.1	Constraints and Potentials of Housing	83
9.5.2	Policy Objectives for Housing	84
9.5.3	Targets for Housing.....	84
9.5.4	Strategy for Housing	84
CHAPTER 10		87
Institutions and Social Reorientation.....		87
10.1	Introduction	87
10.2	Governance and Institutional Reforms	87
10.3	Public Sector Institutional Reforms.....	88
10.4	Public Service Reform (PSR)	89
10.4.1	Constraints of Public Service Reform	89
10.4.2	Potentials and Objectives of Public Service Reform	90
10.4.3	Strategies for Public Service Reform.....	91

10.5	Public Financial Management Reform (PFM).....	91
10.5.1	Constraints and Potentials of Public Financial Management Reform	92
10.5.2	Objectives and Targets of Public Financial Management Reform.....	92
10.5.3	Strategies for Implementing PFM.....	93
10.6	Legal and Judicial Reform	95
10.6.1	Objective and Targets of Legal and Judicial Reform	95
10.6.2	Strategies for Judicial and Legal Reform	96
10.7	Local Government Reforms	96
10.8	Societal Reorientation and Mobilization	98
10.8.1	Constraints to Social Reorientation.....	98
10.8.2	Opportunities for Social Reorientation.....	98
10.8.3	Objectives and Targets of Social Reorientation.....	99
10.8.4	Strategies for Social Reorientation and Mobilization.....	99
CHAPTER 11		101
	Implementation Framework.....	101
11.1	Introduction	101
11.2	Implementation Framework	101
11.4	MTSS and METF	101
11.5	Monitoring and Evaluation.....	103
11.6	Work Plan for Improved Governance across sectors.....	104
APPENDIX I		105
APPENDIX II		106
APPENDIX III		108
APPENDIX IV		110

II. 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
BSLGR	-	Bureau for State and Local Government Reform
BSS	-	Basic Social Services
CBN	-	Central Bank of Nigeria
CBOS	-	Community Based Organizations
CDF	-	Comprehensive Development Framework
CPS	-	Contributory Pension Scheme
CWIQ	-	Core Welfare Indicators Questionnaire (Survey)
DFID	-	Department for International Development
DPPMB	-	Due Process and Project Monitoring Bureau
EFA	-	Education for All
ESSPIN	-	Education Sector Support Programme in Nigeria
FGD	-	Focus Group Discussion
FGN	-	Federal Government of Nigeria
FOS	-	Federal Office of Statistics
GDP	-	Gross Domestic Product
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
IPP	-	Independent Power Producers
JASCO	-	Jigawa State Agricultural Supply Company
JARDA	-	Jigawa Agric and Rural Development Authority
JIGAP	-	Jigawa Afforestation Programme
JIRMA	-	Jigawa Roads Maintenance Agency
JSEEDS	-	Jigawa State Economic Empowerment & Development Strategy
JSG	-	Jigawa State Government
JSPC	-	Jigawa State Peoples' Congress
LEEDS	-	Local Govt. Economic Empowerment & Development Strategy
LGA	-	Local Government Area
M & E	-	Monitoring and Evaluation
MDAs	-	Ministries, Departments and Agencies
MDGs	-	Millennium Development Goals
MOEST	-	Ministry of Education, Science And Technology
MOU	-	Memorandum of Understanding
MTEF	-	Medium Term Expenditure Framework

MTP	-	Medium Term Planning
MTSS	-	Medium Term Sector Strategy
MVC	-	Millennium Village Commission
NAPED	-	National Poverty Eradication Programme
NEEDS	-	National Economic Empowerment and Development Strategy
NEPAD	-	New Partnership for African Development
NGOS	-	Non-governmental Organizations
NPC	-	National Planning Commission
NPE	-	National Policy on Education
PAC	-	Public Accounts Committee
PATHS	-	Partnership for Transforming Health Systems
PATHS2	-	Partnership for Transforming Health Systems 2
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
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
SLGP	-	State and Local Government Programme
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
SWAP	-	Sector Wide Approach
TVA	-	Tennessee Valley Authority
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
WB	-	World Bank
WHO	-	World Health Organization
WIC	-	Women In cooperatives

III. ACKNOWLEDGEMENT

First and foremost, our profound gratitude goes to His Excellency, the Governor of Jigawa State, Alhaji Sule Lamido, for his inspirational leadership, which renewed hopes and gives confidence of the people. In addition to providing strategic guidance to the CDF, his public discourse and speeches have provided useful ideas to its Technical Committee, just as his commitment to good governance, transparent leadership and institutional reforms gave it the much needed political support.

We would also like to acknowledge the support and guidance provided by top policy makers in the state particularly the Secretary to the State Government, Dr. Aminu A. Taura, Head of the State Civil Service, Alhaji Mustapha Aminu, and other members of the Jigawa State Executive Council.

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Preparation of CDF was coordinated by an Inter-ministerial Technical Committee led by the Directorate of Budget and Economic Planning using inputs from workshops, sector briefs, focus group discussions and review of literature and official documents. Our sincere gratitude and appreciation go to the entire members of the committee. The names of the members are listed in Appendix I.

Notwithstanding the invaluable contribution of stakeholders in formulating the CDF, we passionately appeal for their future support in its implementation. May God help us in this endeavour.

Alhaji Nasiru Umar

Honourable Commissioner
Ministry of Finance & Economic Planning

Adamu Muhammad Garun Gabas

Permanent Secretary
Budget & Economic Planning Directorate

IV. FOREWORD

The First SEEDS Document published in 2005 has acknowledged that for over a decade since the creation of Jigawa State in August 1991, the quest for socioeconomic development in the State was devoid of any coherent blueprint or roadmap. The development process was therefore piecemeal and opportunistic, like probing in the dark. Consequently, at the debut of this administration in August 2007, federal statistics have ranked Jigawa as the poorest state in the country using social and human development indicators. While the development of SEEDS I and its implementation was a bold attempt to change this scenario, the initiative was more successful in providing the theoretical blue print than in the practical transformation of the socioeconomic landscape of the state. Even as it provided a rallying point for the pursuit of reforms and contributed in creating a reform-minded public service, other exogenous variables have seriously challenged the attainment of the shared vision it provided. Perhaps the greatest of these was the challenge of adherence to the principles of an effective public expenditure management system which is a critical success factor in the process of socioeconomic empowerment and poverty reduction. Given the existing realities of the state as at August 2007, we decided to approach the state development process headlong with passion, renewed vigour and with a much clearer vision & mission.

As I stated in my inaugural speech as Governor of Jigawa State, the mandate given to us by the people is a trust which we are duty bound to deliver through concrete policies and programmes that would transform their lives for the better, that would ensure that all the basic needs for a decent and dignified human existence are guaranteed and that would ensure that the course of development in the state is charted along a path that is sustainable and humane. Since then, *Human Development* has been the topmost in our hierarchy of objectives within which we defined the *irreducible minimums* that would guarantee dignified human existence above substandard levels. This was what informed our desire to rewrite the development agenda of the state in an articulate and succinct manner making sure that this is achieved through a process that would make the product comprehensive enough to represent the shared vision and aspirations of the people of Jigawa State. I believe the Comprehensive Development Framework is comprehensive enough to put Jigawa State on that sustainable development path guaranteeing the continuous betterment of the socioeconomic wellbeing of the people.

While there would be similarities in the theoretical underpinnings of SEEDS I and the CDF, the greatest difference would be in the political commitment to the underlying principles and objectives of the CDF and commitment to the process of its implementation. While the challenges may be very daunting fortunately our vision is very clear. We would continue to dare all the challenges big and small: The challenge of poverty and underdevelopment; the challenge of scarce resources and management of high expectations; the challenge of meeting the millennium development goals; the challenge of globalization; and many other challenges. We would however remain resolute to sweat it out for the sweetness of present and future generations of the people of Jigawa State.

In addition to the commitment of my administration to the implementation of the CDF, the “project” will also need the further support of other stakeholders especially the private

sector, civil society and development partners, who have already put in their invaluable contribution in the conception of the document. Our ultimate goal of securing real and lasting improvement in the lives of the people of Jigawa State is already becoming a reality and by the Special Grace of Allah, we will fully realize the aspirations enunciated in the CDF.

Alhaji Sule Lamido

Governor, Jigawa State

April, 2010

IV. PREAMBLE

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 socioeconomic 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 depression 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 come to grips 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 consistent 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 socioeconomic 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 socioeconomic 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
 - Education – with special emphasis on basic and vocational education.
 - Health – with special emphasis on primary healthcare and the provision of basic and comprehensive emergency obstetric healthcare.
 - Potable water supply and sanitation services.
2. *Economic empowerment* and poverty reduction programmes including among others:
 - Skills acquisition and entrepreneurship development.
 - Establishment of Economic Empowerment Trust Fund.
 - Development of cooperatives.
 - Access to micro-credits.
 - Provision of social safety nets.
 - 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:

- Infrastructure development (roads, ICT and power supply including alternative energy development).
 - Agriculture and food security.
 - Promotion of small and medium scale enterprises development, including solid minerals development.
4. *Reform Programmes* that centre on:
- Public financial management, including fiscal responsibility and public procurement.
 - Public service reforms
 - Other governance and service delivery reform programmes; and
 - Societal reorientation and resuscitation of positive value systems

The Government's overall strategic objective is the betterment of the socioeconomic wellbeing of the people of Jigawa State. This will be pursued through policies that would not only guarantee economic growth but also, most critically, ensure sustained progress in improving all the basic human development indicators of the state. Consistent with this philosophy is the medium term strategy, which would be about accelerating the development of physical and economic infrastructure, addressing important areas of human development services and opening up new frontiers of economic empowerment. It is hoped that these policies would put the state on the track to attaining the MDGs.

SECTION I

Introduction

- Profile of Jigawa State
- Jigawa State Comprehensive Development Framework
- Vision and Mission

CHAPTER 1

Profile of Jigawa State

1.1 Location

Jigawa State is one of the thirty-six states that constitute the Federal Republic of Nigeria. It was created on Tuesday, 27 August, 1991 when it was excised from Kano State and got its initial legal backing through the States Creation and Transitional Provisions Decree No. 37 of 1991. Situated in the north-western geopolitical zone of the country, 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, providing unique opportunities for international trade.

1.2 Topography

Jigawa State has a total landmass of 24,742 square kilometres.¹ A large proportion of this is certified to be arable. Ground survey data from the Jigawa State Agricultural and Rural Development Authority (JARDA) indicated that Jigawa State has a total Fadama (wetlands) land size of 3,433.79 km (one of the highest in the country).² The land in the north-eastern fringes of the state, particularly Birniwa, Maigatari and Babura Local Government Areas, have characteristics of the arid region and is under the threat of desertification.

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

Jigawa State enjoys a fair share of all the major natural climatic conditions for agricultural development – land, vegetation, water and sunshine. It 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

¹ Office of the State Surveyor General, Dutse. (Please quote the proper name of the document from which this reference was quoted).

² JARDA,

“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 the months of March to September. Lower temperatures (as low as 10°C), especially at night-times, are recorded during the Harmatan season. Cooler temperatures occur 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. Rainfall in the state normally lasts an average of five months (May to September, although in the last several years rainfall was also recorded in October). The relatively short rainy season necessitates subsistence form of farming for the majority of the people. There are, however, huge potentials for irrigation through the rivers and tributaries of Hadejia-Jama’are, Komadugu and Yobe.

The main rivers in Jigawa State are Hadejia, Kafin Hausa and Iggi with a number of 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 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 energy a very viable alternative in the development of energy in the state.

In terms of vegetation cover, most parts of the State lie within the Sudan Savannah with elements of Guinea Savannah in the southern part. Total forest cover in the State is very much below national average of 14.8%.³ 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. As already noted above, the State has vast fertile arable land to which almost all tropical crops could adapt, 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.

1.4 Population Dynamics

With about 3.11% of the Nigerian population, Jigawa State ranked 8th among the most populous states in Nigeria. The population of the state, based on the 2006 Population Census,⁴ is 4,361,002 of which 50.4% (2,198,076) are males and 49.6% (2,162,926) females. 85% of the population of the state live in the rural areas. Population density is estimated to be 178 people per sq km. This is above the average national population density of 139 people per sq km as at 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. Based on national estimates, life expectancy at birth in Jigawa State, as at 2008, was 47.8 years - 47.2 years for males and 48.5 years for females. Fertility rate, estimated at around 6 children per woman with a sex ratio at birth of 1.03 males per female is also above the national average.

The pattern and composition of population distribution is uniform across various constituencies in the State and between urban and rural areas. Data from the 2006 CWIQ Survey indicates that 68.9% of the population aged 12 years and above are married of which

³ UNDP 2003 Human Development Report

⁴ Federal Republic of Nigeria Gazette No. 2, Volume 96 of February, 2009

30.4 % are polygamous.⁵ Mean household size was found to be about 6.3, which is above the national average of 4.8. Almost all households are male headed. The survey also reveals a dependency ratio of 1.1, meaning that there is almost more than one dependant to every economically active person in the population. About 68.7% of household heads were self-employed, 70% of whom relies on subsistence agriculture as their main occupation. While 81.3% of the household heads have never had any form of formal education, only 4.4% were reported as having acquired a post-secondary education.

The socio-cultural situation in Jigawa State could be described as homogeneous with Hausa and Fulani found in all parts of the State. Kanuri are largely found in Hadejia Emirate, with some traces of Badawa mainly in its North-eastern parts. Even though each of the four dominant tribes has continued to maintain its ethnic identity, Islam and a long history of inter-marriages have continued to bind them together.

1.5 Human Development Indicators and Poverty Situation

In the 2007/2008 Human Development Report of the United Nations, Nigeria is ranked 158th out of 177 nations based on a score of 0.470 on the Human Development Index (a composite index measuring average achievement in three basic dimensions of human development - life expectancy, education and income *per capita*).

By comparison, the Human Development Indicators of Jigawa State are among the grimmest in the country. Even though based on the 2006 CWIQ Survey⁶, only about 47% of all households in the state considered themselves poor (below the national estimates of about 64%), the absolute poverty situation is very high. According to 2007 Nigerian Poverty Assessment,⁷ the incidence of poverty in Jigawa State is 90.9%, the highest in the country. Severity of poverty in the state put at 24.6% is also among the highest in the country. While there is no state-specific estimate of per capita income, Gross Per Capita Income is below the estimated National Average of N140,000 per annum (US\$1,200). Also, while severity and incidence of poverty is high in the state, there are significant opportunities for rapid economic empowerment through appropriate policies. The 2006 CWIQ Survey indicates that an average of 95% of all male headed households have land and a house of their own (the second highest in the country). As one of the highest mean number of household size (6.3) and strong assets ownership base, the potential for economic empowerment among households, particularly through intervention in agriculture, is therefore high.

A number of the socioeconomic characteristics of the population of the state as depicted by the 2006 CWIQ survey indicate that most of the human development indicators and service quality indices of the state are not favourable. Infant, child and maternal mortality (MM) rates are high; access and quality of some of the social services, particularly education and healthcare services, are below acceptable levels. As reported in the Jigawa State Strategic Health Sector Plan (2008 – 2011)⁸, mortality rates and disease burden are ‘unacceptably’ high. With an under-five mortality rate (U5) of 98 per 1000 and an estimated 2,000 women dying in every 100,000 live births, Jigawa State is among those states with the highest U5 and MM rates in Nigeria. Leading causes of ill health and death among children are mostly malaria, communicable diseases, vaccine-preventable diseases, diarrhoea

⁵ 2006 CWIQ Survey published by the National Bureau for Statistics

⁶ Ibid

⁷ National Bureau of Statistics, 2007

⁸

and malnutrition. Malaria is reported to be associated with 70% of illness among pregnant women.

Overall adult literacy rate was reported to be about 39.5% which is very much below the national average of 65.7%. Disaggregated by gender, this is 22 percent for women and 58 percent for men. While access to primary education reported to be about 75% is comparable to the national average of about 76%, gross enrolment in primary education of 40.1% is among the lowest in the country and significantly below the national average of almost 93%. With regards to secondary education, access was reported to be about 46% (national average is 47%) and a gross enrolment ratio is 23.7% (national average is 74.5%).

Basic indicators for water supply sector show that while overall access to water supply in the State is over 95%, access to safe drinking water (defined as water from pipe born, hand pump boreholes and protected wells) is at about 65% which is still among the highest in the country. The CWIQ survey also indicates that only about 55% of the State's population have access to safe means of sanitation. This is less than three percentage points below the national average reported to be 57.6%. In terms of health services, about 52.5% of the population have access to medical services which is, however, higher in urban areas. The survey also found that an average of 76% of those who consulted a health facility expressed satisfaction with the services provided.

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 Governor as its Chairman and the Deputy Governor, Secretary to the State Government, Head of the State Civil Service and Commissioners as members. As at the beginning of 2008, the State Civil Service is made up of 15 ministries and a range of extra-ministerial Departments, Agencies and Parastatals.

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

The third arm is the Judiciary. It is headed by the 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. The Judiciary is responsible for interpreting laws and administration of justice.

Jigawa State comprises of 27 Local Government Councils, which are divided into 30 State Constituencies, grouped into 11 Federal Constituencies and 3 Senatorial Districts. In line with the democratic setting in the country, Local Government Councils are elected, and comprise of an Executive with a Unicameral Legislature.

The three tiers of government (Federal, State and Local) are interdependent in service delivery and other matters. Section 55 of part 11 of Local Government Law (2004) has empowered Local Governments to provide services in several areas including:

- Primary healthcare services, including maternity centres and preventive health services.
- Basic education, including nursery, primary and adult education.
- Information and public enlightenments.

- Agriculture, including livestock and extension services.
- Rural and semi-urban water supply.
- Provision of roads (other than trunk roads), street lights and drainages.
- Public housing programmes.
- Social welfare services (repatriation of destitute and provision of orphanages, destitute homes and infirmaries).
- Trading and commercial activities.

The socio-economic development services provided by Local Government Councils constitute a major sphere of partnership with the State Government. The services are carried out through the Local Government Capital Contribution captured in the annual budgets of both State and Local Governments. An important role which the Local Governments will perform in the implementation of the CDF is mass mobilization and public enlightenment to achieve full community participation in the process of socio-economic development.

The relationship between the State and Local Governments is defined by the 1999 Constitution and other legislations passed by the State House of Assembly to ensure that Local Government Councils effectively partner with State Government in socioeconomic development initiatives. This partnership is notable in areas such as provision of basic education, development of agriculture and provision of health services (particularly primary health-care) as well as in other areas covered by the Economic Emergency Law No.3 of 2003. Local Governments also participate in the process of economic planning through their membership of the State Economic Planning Board, which was established by Law No. 10 of 1999.

The interdependent relationship between the State and Federal Government is cemented by bodies such as the National Council on Health, National Council on Agriculture and so on.

1.7 Traditional Institutions

Although not recognized by the 1999 Constitution as part of any arm of government, Traditional Institutions play a significant social role in governance. Traditional Institutions comprise of Emirates (headed by an Emir), Districts (headed by District Head), Villages (headed by Village Head) and Wards (headed by Ward Head). These institutions are increasingly seen as part of the social capital of society. As observed by former President Olusegun Obasanjo during the Golden Jubilee celebrations of the Lamido of Adamawa (one of the prominent Traditional Rulers in Nigeria),

*"... They (traditional rulers) have social, economic and cultural roles to play and I believe that the earlier we reinstate their special position in our constitution the better for all of us."*⁹

Jigawa State Government recognizes the potency of traditional administrations in fostering grassroots socio-economic development and empowerment of people under their domains. It has acknowledged the critical importance of incorporating Traditional Institu-

⁹ Newswatch of 22nd June, 2004

tions as partners in the development process. Traditional Institutions are empowered to function as Government partners in:

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

In order to formally partner with traditional authorities in promoting socio-economic development and empowerment from the grassroots, section 62 of part 12 of Jigawa State Local Government Law (2004) outlined 11 basic functions of Emirate Councils. First among these is “to formulate general proposals as advice to Local Government Councils in their area”. This is in consideration of their presence at grassroots and the general acceptance of their relevance to the lives and well being of their people. This is more so considering the emergence of a crop of well-informed citizens as traditional rulers and who have extensive knowledge and experience on issues of national development.

1.8 Economy of the State

The State’s economy is largely characterized by informal sector activities with agriculture as the major economic activity. Over 80% of households in the State derive their income from farming that includes animal husbandry. With its agriculture-based economy and a population of 4.4million, the State has a high potential for both production and consumption. The popularity of all the major markets in the states including those of Sara, Gungu, Hadejia, Kupsa and Maigatari is on account of the large scale agricultural commodities and livestock trade that takes place in them almost on a daily basis. Commerce and Industry are limited to small and medium scale agro-enterprises that deal in agricultural produce, livestock, fisheries, food and beverages and other household consumer goods. Other informal sector activities include blacksmithing, leather-works, tailoring services, auto repairs, metal works, carpentry, tanning, dyeing, food processing, masonry, quarrying, block-making, etc. The State Government, in partnership with a Chinese company, has started a tri-cycle assembling plant in Maigatari as an initial step towards future large-scale industrial production activities in the state.

The State has a good investment climate in terms of the requisite infrastructure for economic development such as roads, electricity, and information and communication technology. It is well connected by a wide network of motorable all-season roads. Railway track from Kano passes through Jigawa State to Nguru in Yobe State. There are over 920 km of tarred road traversing all the nooks and crannies of the state. There is virtually no Local Government headquarters that is not serviced by an asphalt-rendered federal or state road. Internet connectivity powered by Galaxy ITT via a broadband network also provides enormous potentials for effective communication and information management which are essential for both public and private sector operations.

Financial intermediation is also relatively good in Jigawa State. In addition to the presence of many commercial banks all over the state, there also exist several microfinance banks that mobilize rural savings and provide finance for entrepreneurs. The establish-

ment of an Export Processing Zone (EPZ) at the border town of Maigatari presents huge opportunities for the development of small- and medium-scale enterprises as evidenced by the recent establishment of a tricycle assembly plant there. The EPZ has 10 developed factory buildings in addition to the robust infrastructure and efficient utility services.

The State Government is to play the role of facilitator, allowing the private sector to promote and drive economic growth. As the chief facilitator, the main concern of the State Government is to create an enabling environment that would generate employment and raise productivity, improve the State's technical and managerial skills through well-equipped skill acquisition centres, and encourage public-private sector partnerships in economic development. These efforts are intended to, among others, attract direct foreign and local investment and to increase export of locally manufactured goods through the EPZ.

1.9 Macroeconomic and Fiscal Profile

The macroeconomic framework within which the economic activities in the state take place is largely a function of federal policies. However, within limits, the State Government operates policies that influence macroeconomic performance within its domain. While state-specific GDP figures are not available, it is certain that agriculture is its main contributor, followed by small and medium scale enterprises. The Public Sector also has profound influence on the level of economic activities in terms of employment generation as well as savings/investment amongst the population. A big challenge in this respect is to generate state specific GDP figures which could be critical in policy formulation and implementation.

Nigeria's fiscal profile is dominated by oil income that accounts for at least 70 percent of government revenues. Volatility in the international oil price and production directly affects government revenue as witnessed recently when the oil price slumped from over US\$145 per barrel to less than US\$40 per barrel due to the global economic crises. The over-dependence of the State on the Federal Statutory Allocations makes it vulnerable to the volatility in oil market.

Fiscal policy at the sub-national level is a very important instrument of macroeconomic management and overall socioeconomic development. Consequently there have been attempts to undertake reforms in this respect. One of the areas of focus of the reforms is the ongoing effort to diversify the revenue base of the state in order to reduce over-dependence on the Federal Statutory Allocation, which presently accounts for about 98% of total annual income of the State Government. The intense debate and sustained pressure from some quarters for 'fiscal federalism' is reinforcing the State Government's determination to continue searching for ways of achieving fiscal self-reliance.

Another important fiscal policy strategy of the State Government is running a balanced budget through fiscal discipline, an objective that requires a sound public expenditure and financial management. In line with this, the State Government recently passed a Fiscal Responsibility Law whose objective is to ensure that Government strives towards achieving the following three goals:

- Aligning its expenditure to its income by reducing deficits to minimum.
- Ensuring that the budget process is pursued within a framework that supports strategic prioritization, rational resource allocation and in accordance with the overall development policy objectives of the state.

- Ensuring strict adherence to ‘due-process’ in budget execution and the promotion of accountability, transparency and prudence in the entire Public Financial Management (PFM) process.

The Law also provides for the establishment of a Council for Economic Planning and Fiscal Responsibility. The Council is charged with the responsibility for attaining the State’s Fiscal Policy Objectives through the promotion and enforcement of best practices in public expenditure and financial management as provided in the Fiscal Responsibility Law and other relevant laws and circulars.

The balanced budget policy has, over the years, ensured that Government spends within the limit of its resources and has subsequently made Jigawa State to be among the least indebted states in the federation. The few external loans entered into by the State Government were concessional loans guaranteed by the Federal Government. Data from the Federal Debt Management Office (DMO) indicate that the average share for every state of the total external debt of the country is about 0.7%. While as much as one-third of the 36 states individually accounts for over 1%, Jigawa State accounts for only about 0.24%. Recent records from the DMO indicates that the total indebtedness of the Jigawa State Government is less than US \$9.0 million almost all of which are concessional and long-term development loans from the World Bank Group (IBRD, IFAD and IDA). These loans were mostly used in the execution of agricultural, rural development programmes and water rehabilitation projects. In view of its low debt profile and ability to repay, Jigawa State Government has a high credit rating.

While pursuing a balanced budget policy, Government operates the line item budgeting system. Due to escalating monthly worker’s salary bill, the balance between recurrent and capital expenditure has for some time been in favor of the former. However, this trend has been reversed in the last few years.

In recent years, substantial progress has been made in the improvement of PFM in the state mostly achieved through the intervention of DFID supported State and Local Government Reform Programme (SLGP). Following a Public Expenditure and Financial Accountability (PEFA) Assessment which allows the measurement of PFM performance over time, a well-sequenced PFM reform plan was developed (Table I below). PFM reform programme being pursued by the State Government including the implementation of an Integrated Financial Management Information System (IFMIS), which tries to bring all the PFM reform elements together.

1.10 Development Partners

In an effort to dramatically improve the socioeconomic development of the state, the State Government cultivated and harnessed relationship with various development partners. This is in line with the Millennium Development Goal of developing global partnership for development, one of the primary goals of MDGs. For Jigawa State, the primary objective in developing these partnerships is to source technical assistance and development grants. Currently, the Jigawa State Government is in partnership with:

1. The Federal Government of Nigeria especially on MDGs
2. UK Department for International Development, DFID,
3. The World Bank,

4. UNICEF,
5. World Health Organisation, WHO,
6. The European Union, EU,
7. Water Aid, and
8. Other Multilateral and International Development Agencies

Table I. PFM Reform Plan

Accounting Components Outputs	Planning and Budgeting Component Outputs	Payroll and Personnel Management Outputs	IGR Component
Cash Management System	Annual Budget Preparation (Budget Software and New Budget Classification Systems and Chart of Accounts)	Broadening of the Computerised Payroll System	IGR Business Plan
Quality of Accounting Information	Annual Budget Execution (Budget Profiling and Actual Expenditure Outturns)		Broadening of the State Revenue Base and ensuring efficacy in revenue collection
Bank Reconciliation	Fiscal Responsibility		
Debt Management	Due Process and Public Procurement		

The partnerships cover several development projects and programmes mostly in the areas of governance reforms, poverty reduction, education and healthcare reforms.

The State Government intends to take donor partnership in the state to new levels to ensure effective coordination, achievement of synergies and optimal utilization of resources in the activities of the various development partners in the state. It is the hope of the Government that development partners would accept its efforts and provide direct budget support and technical assistance. This will facilitate the attainment of the State's development policy objectives particularly as they relate to the attainment of the MDGs. In this regard, the Jigawa State Government is committed to making appropriate budgetary provision for counterpart funding wherever required. The government is also committed to providing logistical support to development partners in their operations.

CHAPTER 2

Jigawa State Comprehensive Development Framework

2.1 Introduction

The major objective of the Jigawa State CDF is to develop a holistic socioeconomic development strategy that puts together all major elements affecting the development of the State. The effort represents a shared vision of all stakeholders, a development framework that is designed to guide short and medium-term state development plans and ensure effective linkage to the budget through a Medium Term Expenditure Framework with sufficient flexibility to respond to emerging needs and exigencies.

This section provides a brief review of the development process of the State since its creation, the overall development objectives and priorities, as well as its mission and vision. The section also gives an overview of the conceptual underpinnings for the sustainable economic development of the State outlined in the Jigawa State CDF. The processes followed to develop the document are also discussed.

2.2 Development Since 1991

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 sustain development. Coupled with a weak institutional capacity for planning, this undermined the laying of a solid foundation for its rapid development.

Until when the Jigawa State Development Strategy was published in 2005, the State development process was devoid of any blueprint. A Development Committee which was set up in 1993 under the chairmanship of the then Deputy Governor to come up with a long-term development plan for the state did not bear any fruit. There was another attempt in 1997 to develop a Vision 2010 State Plan of Action for incorporation into the National Vision 2010 Plan. This attempt also suffered the same fate as the first due to another change of Government. The state development process was therefore pursued through ad-hoc policies devoid of a comprehensive and well-articulated framework that defines the state policy objectives, targets, priorities and strategies. The socioeconomic development process during the period under consideration therefore relied more on short-term traditional ways particularly the annual budgets and rolling plans which were not informed by long terms visions. The overall result of this state of affairs was to greatly impede the progress and development of the state.

2.3 Setting the Stage for Strategic Change

A turning point for strategic thinking and planning in Jigawa, however, came with the advent of democracy in 1999, which ushered in an elected government under a political party platform with a clear manifesto for the development of the State. This raised the hope 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.

The process for a strategic change began with an assessment of opportunities available as well as identification of development challenges confronting Jigawa State. Several committees were set up, studies were commissioned, partnerships with bilateral and multilateral agencies were developed, while ongoing government projects and programmes were evaluated and re-assessed. All these were embarked upon in order to prepare for fundamental changes in the structure of government institutions and how they operate. Some of the strategic changes ushered in by the new Government in 1999 included:

- Decentralization of Government structure through the relocation of some agencies outside the State capital. The purpose of this was to broaden the presence of government by taking services of the relocated agencies directly to the grassroots and boosting economic activities there.
- The “right sizing of the civil service” to tackle the perceived problem of an over-bloated civil service with a bottom heavy structure. This was to be achieved through cost effective means and in a manner that would minimize the burden on those to be disengaged. This gave birth to the Millennium Village Commission.
- Commissioning the Tennessee Valley Authority (TVA) [a USA based organization] in 2000 to study development potentials and challenges confronting Jigawa State and make appropriate recommendations. Based on its findings, TVA recommended an integrated resource management approach that involved the formulation of an integrated socio-economic development master plan for Jigawa State covering both public and private domains. It also involved the development of a baseline inventory of resources and database.
- Establishment of so-called development corridors to enable concentration of development efforts along identified areas. The TVA report identified three ‘development corridors’ which covered 80% of the population and were reckoned to have enormous potentials to generate development and serve as anchor points for future development and expansion.

All 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 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. This initiative involved support to farmers by providing them with seeds and seedlings, agricultural inputs and access to credit.
- Establishment of skill acquisition centres in different locations in the State. The programme entailed undergoing skills training in different vocations by target beneficiaries – particularly youth and women – so as to empower them to become self-reliant.
- The Maigatari Border Free-trade Zone was also established to boost trade and provide employment opportunities. This was expected to enhance people's livelihood and boost government revenue.
- Pursuit of information technology and communication drive to promote an Internet Access Broadband Project.
- Reforms in Governance aimed at improving the efficacy of government operations. This was to be measured by service provision to the greatest number of people at an acceptable cost and promotion of good governance through commitment to the principles of accountability and transparency.

However, a combination of false starts and ineffective implementation of the budgets prevented these initiatives from making the desired impact on the socioeconomic development of the State.

2.4 Overall Development Policy Objectives and Priorities

As noted earlier, the strategic objective of the Jigawa State Development Strategy is to improve the socioeconomic wellbeing of the people. This will be achieved through the pursuit of policies that would not only guarantee economic growth but also ensure sustained progress in the improvement of basic human development indicators. This overarching strategic agenda is articulated in Jigawa State Vision 20-20-20. Accordingly, the strategic objective of the Jigawa State Government outlined in the CDF is the pursuit of pro-poor economic growth strategies which will put the state on the track of achieving the MDGs. It will entail addressing critical areas of human development services and opening up new frontiers of economic empowerment. 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 productive human resources will also be required. The medium term policy priorities that are necessary in achieving these objectives would include:

- Human capital development through the provision of qualitative and functional education; effective and efficient healthcare services; and potable water supply and sanitation services.
- Provision of robust and functional physical infrastructure particularly roads and transportation; power generation and distribution; and Information and Communication Technology (ICT).
- Agricultural development to achieve food security and enhance farmers' income. Focus would be on accelerated food/cash crop production, livestock development, enhancing marketing and distribution of agricultural produce, provision of agricultural inputs and improving rural infrastructure.

- Pursuit of youths and women empowerment and other poverty reduction programmes.
- Administrative and institutional reforms that would enhance procedures for better and responsive service delivery. This would require:
 - i. Restructuring and strengthening the civil service to make it an effective instrument for executing government policies and programs. This includes the provision of physical administrative structures in the state capital.
 - ii. Greater involvement of all stakeholders in development programs from planning to implementation, monitoring and evaluation.
 - iii. Diversification of the sources of revenue by exploiting the domestic and international financial and capital markets.
 - iv. Greater and more coordinated cooperation with local and international development partners.
 - v. Creating the necessary investment climate in terms of infrastructure, governance process and social capital development for pro-poor economic growth.
 - vi. Promotion of Public-Private Partnerships (PPP) in the provision of social and economic sectors to generate growth and development in the state.

2.5 Vision and Mission Statements

A Society without Vision is doomed and so are leaders without a Mission

Generally, these statements reflect societal aspirations and give the society a sense of direction. In particular, for those at the helm of affairs, these statements set targets and goals for them and serve as a constant reminder of their responsibilities. Way back in 1997, a UNDP-financed survey on the peoples' vision of development in Jigawa State suggests that the overwhelming desire of the people is a societal transformation that guarantees access to basic necessities of life with particular reference to food, healthcare, education, potable water, electricity, shelter, gainful employment, equity and justice, security and freedom. Similar aspirations were expressed in the Focus Group Discussions (FGD) conducted in June 2002 and November 2008 in a number of communities throughout the State. The *Talakawa Summit* of October 2007 was the Jigawa version of "*Voices of the Poor*" where moving testimonies on the biting effects of poverty were heard first hand. While some of the participants at the summit spoke with hope and optimism, others spoke with despair. Generally, however, they portrayed their visions and aspirations of the people and the society they lived in. Similar feelings were echoed during the inputs gathering workshops

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

organised by both the civil society groups and public sector organizations and in some of the submissions made to the technical committee.

From the 1997 survey on “Peoples’ Vision of Development” through the Focus Group Discussions of 2002 and 2008 to the Public Sector and Civil Society Workshops and the *Talawa Summit*, a consensus emerged as to what should constitute the Vision and Mission Statements of Jigawa State as captured in the above frames.

2.6 Development Strategy – A conceptual Framework

Development Strategy takes at its core the transformation of society in the true spirit of human development. In other words, strategy should not only be concerned with economic growth or improved per capita income; rather, it should also be concerned with broader human development issues such as equity and justice where the benefits of growth are widely distributed among the population. In this respect strategy should not only be designed to raise per capita income levels but should also be designed to raise the State's ranking on the Human Development Index in general. In addition, the state development strategy, as defined by the CDF, would serve other management purposes such as:

STRATEGY:
"A style of thinking, a conscious and deliberate process, an intensive implementation system, the science of insuring FUTURE SUCCESS."

Pete Johnson in Poor Man's College - quotationpages.com

- Prioritizations of programs and projects.
- Define objectives, set targets and outline the strategies for attaining those targets.
- Provide a framework for effective coordination - that is coordination between government agencies, between different levels of government, between public and private sector and between the government and development partners.
- Build 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.

The objective of the conceptual framework is to set out the context and logic of the State's CDF, 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 interrelate to produce the desired impact.

Within the context of Jigawa State, education (including science and technology), agriculture, economic empowerment and development of critical social and economic infrastructures have been selected as the main pillars of the framework for sustainable development.

2.7 The Main Elements

Education and Health. The first of the four pillars of Jigawa State CDF are the two core human development services, namely education and health. Studies¹⁰ have shown that the principal factor for growth is not capital but man; 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, which makes the economic returns on education very high. Marshall¹¹, a renowned classical economist, has observed that "the most valuable of all capital is that invested in human beings." In the light of

¹⁰ 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

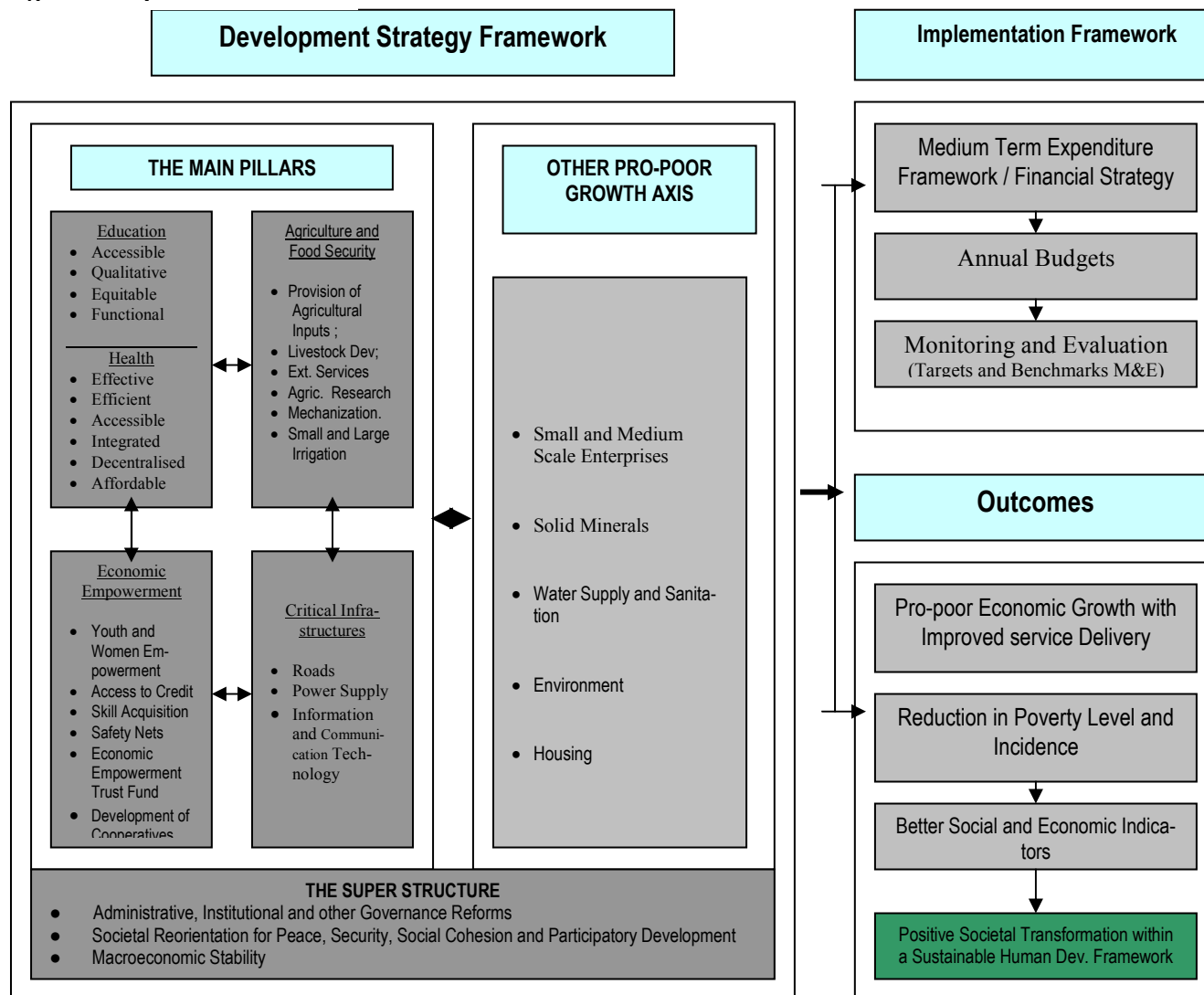
¹¹ Marshall, A; Principles of Economics; Sixth Edition, Macmillan, London, 1910, p.560.

these considerations, and given the low level of educational development in the State, the choice of education as one of the primary pillars of development is appropriate. The choice of health as the other core human development service is due to the way it affects other social and economic endeavours, a status that qualifies it as a major development index. In fact, many of the poverty indices are health related. Focussing on health will therefore dramatically impact on condition of living of the population. Without progress in these two basic human development services, attainment of the MDGs will be impossible.

Agriculture and Food Security. The first MDG is eradication of extreme poverty and hunger amongst the population. For Jigawa State, which has over 85% of its population residing in rural areas and engaged in subsistence agriculture, achieving this goal without sustained growth in the agricultural sector will be difficult. As the sector that provides employment for the majority of the people in the state, agriculture is appropriately designated as a major pillar in Government's poverty alleviation and economic empowerment 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.¹² To ensure that the adopted strategy is sustainable, agriculture is treated along with environment as a single pillar. Apart from its potentials for achieving food security and employment generation, the sector is also critical in providing the necessary linkages for the development of small-scale enterprises.

¹² Source?

Fig.1. Conceptual Framework



Economic Empowerment. The nature of poverty is complex and multidimensional. While on the one hand, actions are required to spur economic growth in a manner that could reduce income inequality, on the other, there should be in-built strategies deliberately designed to empower the people economically and socially particularly among youth and women. As noted in the 2002 World Development Report¹³:

“...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...”

This makes it necessary to evolve a unique poverty reduction strategy within the broad framework of the state development strategy. Major features of the economic empowerment 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, establishment of an economic empowerment trust fund and development of trade-based cooperatives groups.

Critical Infrastructure. The infrastructure required to actualize the vision of the State are roads and transport development, power generation and distribution, and information and communication technology. While these are critical in building conducive investment climate and trigger pro-poor economic growth, they also provide the necessary springboard for economic empowerment given their high employment and income generation potentials.

2.8 The Superstructure

The superstructure determines the success of the CDF. Components of the superstructure are those that lead to creation of necessary condition that will facilitate the interaction of the main pillars and other transformation sectors. More importantly, these are the components that could guarantee 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 the prevalence of peace, security and social cohesion.

A World Bank report¹⁴ 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”*.¹⁵ This makes good governance one of the cornerstones that form the superstructure of the Jigawa State CDF. It also makes administrative and institutional

¹³ 2002 World Development Report – “Attacking Poverty” page 37

¹⁴ Reforming Public Institutions and Strengthening Governance, A World Bank Strategy, November 2000

¹⁵ Source?

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 could be seen from 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 sensitise citizens to demand for good governance and to hold Government responsible and accountable for the progress of society.

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.

2.9 Other Components of Growth

The other components that supports to the main pillars in the State development framework as highlighted below are small and medium scale enterprises, solid minerals, water supply and sanitation, environment and housing:

- *Commerce and Solid Minerals Development.* To sustain buoyancy in the State's economy, it would be imperative to take measures that would boost commercial activities. In addition to the emphasis given to agriculture and small and medium-scale enterprises development, a flourishing commercial sector would be very crucial to the success of overall economic development. The major areas of focus here would be the development of major markets in the state, continued development of the Border Free-trade Zone, continued support to the State Investment Company, and revitalization of the State Industrial Equipment Leasing Scheme. This plank also includes efforts to exploit the solid mineral development potentials of the state.

Another consideration is the need for effective coordination between government agencies at different levels of government as well as between the public sector and other major stakeholders such as the private sector, civil society organizations and international development agencies. This will ensure effective synergy in inter-sectoral collaboration, which is considered to be essential to the workability of the state CDF.

2.10 Financing CDF

This document recognizes that fiscal self-reliance for financing public expenditure programmes in Jigawa State is still disproportionately small. A major challenge of the State CDF is, therefore, to evolve a financing strategy that progressively enhances fiscal independence for the funding of the annual budgets. Achieving long-term financial viability is thus a strategic objective of the financing strategy of the state CDF. It is expected that greater investment in economic development as envisaged in this document will improve the productive sectors of the state's economy and, subsequently, its GDP. However, a major challenge to be addressed is to maintain a balance between social and economic in-

vestment to ensure continuous delivery of affordable public services that contribute to pro-poor growth and development, poverty reduction and overall socioeconomic wellbeing of the people. To respond to these challenges, the PSR and PFM Reforms initiatives would involve conscious efforts to:

- Maintain salary costs at sustainable levels.
- Ensure greater efficiency and prudence in assets management.
- Ensure realism in resources projection while not underestimating existing potentials and opportunities.

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, and contributions from development partners through grants and limited loans. Tables I and II below highlight medium-term revenue and expenditure projections for 2010-2012.

2.11 Presumptions of the CDF

The attainment of the overall state policy objectives and vision as elucidated in the CDF presumes the existence of a favorable macroeconomic framework that is determined by national fiscal and monetary policies. This is very essential for sub-national policy strategies to be very effective. It is also anticipated that the Seven Point Agenda and the Vision 2020 of the Federal Government will succeed particularly in the area of critical infrastructure and security.

The continuity of democratic governance, which provides opportunities for more participatory, transparent and accountable governance, is also important. It is also assumed that the wide stakeholder consultations and other processes followed in preparing the CDF would enhance ownership, collaboration, coordination, participation and sustainability of socio-economic development outlined therein.

Risks to be contended with include:

- Failure of the people as represented by the civil society to take advantage of the opportunities offered by the CDF, like the chance to be active participants in the development process as change agents due to low capacity and or lack of interest.
- Failure of the private sector to be active partners in the development process in the emerging PPP concept.
- Natural disasters, civil disorders, and other unforeseeable happenings.
- Policy discontinuity due to changes in administration of the State.

Table II. Medium Term Revenue and Expenditure Projections in Naira

JIGAWA STATE COMPREHENSIVE DEVELOPMENT FRAMEWORK (CDF)							
MEDIUM TERM REVENUE AND EXPENDITURE PROJECTIONS							
COMMON FUNDS							
S/N	Item Descriptions	2009 Approved Estimates	2010 Approved Estimates	Projections			Total (2011 2013)
				2011	2012	2013	
A RECURRENT REVENUE							
1	Internally Generated Revenue	3,823,000,000	3,759,000,000	4,511,000,000	5,188,000,000	5,458,000,000	15,157,000,000
2	Stat. Allocation From Fed. Account.	27,000,000,000	24,570,000,000	29,484,000,000	31,082,000,000	34,190,000,000	94,756,000,000
3	Value Added Tax	5,000,000,000	6,465,000,000	7,112,000,000	7,823,000,000	8,605,000,000	23,540,000,000
4	LG Funding for LEA & Gunduma Staff Personnel	7,000,000,000	8,117,000,000	10,552,000,000	11,607,000,000	12,768,000,000	34,927,000,000
Total Recurrent Revenue		42,823,000,000	42,911,000,000	51,659,000,000	55,700,000,000	61,021,000,000	168,380,000,000
B RECURRENT EXPENDITURE							
4	Personnel Cost	16,088,000,000	18,548,200,000	24,113,000,000	26,524,000,000	29,177,000,000	79,814,000,000
5	Overhead Cost	10,574,000,000	10,275,000,000	11,303,000,000	12,433,000,000	14,298,000,000	38,034,000,000
6	CRFC (Public Debt Charges)	240,000,000	300,000,000	323,000,000	347,000,000	373,000,000	1,043,000,000
7	CRFC (Pensions and Gratuities)	420,000,000	500,000,000	600,000,000	540,000,000	486,000,000	1,626,000,000
Total Recurrent Expenditure		27,322,000,000	29,623,200,000	36,339,000,000	39,844,000,000	44,334,000,000	120,517,000,000
8	Stabilization Fund +Planning Reserve	1,200,000,000	1,422,000,000	3,988,000,000	4,387,000,000	4,825,000,000	13,200,000,000
9	Recurrent Surplus	14,301,000,000	11,865,800,000	11,332,000,000	11,469,000,000	11,862,000,000	34,663,000,000
C Capital Receipts							
10	External Loans	1,007,000,000	1,719,400,000	-	-	-	-
11	Internal Loans	148,000,000	148,000,000	-	-	-	-
12	Transfer from Gen. Reserves & Fed. Stab.	17,000,000,000	14,690,000,000	10,000,000,000	13,000,000,000	15,000,000,000	38,000,000,000
	Capital Grants, Contributions & Reimbursements	10,500,000,000	7,640,600,000	5,000,000,000	5,000,000,000	5,000,000,000	15,000,000,000
13	Other Miscellaneous Capital Receipts	5,222,000,000	5,121,000,000	2,500,000,000	1,000,000,000	1,000,000,000	4,500,000,000
Total Capital Receipts		33,877,000,000	29,319,000,000	17,500,000,000	19,000,000,000	21,000,000,000	57,500,000,000
12	Capital Development Fund	48,178,000,000	41,184,800,000	28,832,000,000	30,469,000,000	32,862,000,000	92,163,000,000
	Retained Distributable Fund	75,500,000,000	70,808,000,000	65,171,000,000	70,313,000,000	77,196,000,000	212,680,000,000
13	Total Budget Size	76,700,000,000	72,230,000,000	69,159,000,000	74,700,000,000	82,021,000,000	225,880,000,000
Budget Position			-		-	-	
Capital Expenditure *Ratio		62.8	57.0	41.7	40.8	40.1	

Table III. Medium-term Indicative Resources Allocation for all Sectors

S/N	Sectors	Percentage
1	Roads Development	12.00
2	Education	20.00
3	Health and Social Development	11.20
4	Agriculture	10.40
5	Water Supply	7.20
6	Rural Electrification	4.00
7	Environment	3.60
8	Commerce and Industry	4.00
9	Housing	1.60
10	ICT	1.20
11	Economic Empowerment	4.00
12	General Administration & Others	20.00
13	Reform Programme	0.80
	Total	100.00

The CDF stands a good chance of realizing its objectives given the commitment of the Lamido administration to the principles of good governance. Already, in spite of the constraints, substantial achievements have been recorded by the administration in this regard.

SECTION II

Agriculture and Environment

- **Agriculture and Food Security**
- **Environment Protection and Development**

CHAPTER 3

Agriculture and Environment

3.0 Introduction

Agriculture is the mainstay of Jigawa State's economy as it provides livelihood for close to 90% of the State's population. Despite the existence of high potentials for market-oriented agricultural production, farming in the State is mainly for subsistence. Jigawa is a rural and agrarian State where majority of the people earn their living through subsistence farming that relies heavily on rainfall using traditional implements. The major crops produced in the State include millet, groundnut, corn, and maize. Many farmers also engage in rearing of livestock, such as cattle, goats and sheep. Despite increased land fragmentation that has taken place over the years, majority of the population have access to farming land with an average family plot measuring approximately between 2.5 and 3.0 hectares. This chapter discusses policies of the CDF regarding agriculture and environment.

3.1 Agriculture

The State has large expanse of agricultural land, rivers and flood plains suitable for crops, livestock and fish production. Out of the 2.24 million hectares total land area of the State, about 1.6 million hectares are estimated to be cultivatable during the rainfed season while about 308,000 hectares of the land mass is cultivable 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 and nutrient content. They are largely used for rain season farming with potentials for irrigation farming and horticulture.
- b. Fadama soils – which are of higher organic and nutrient content and regularly replenished by seasonal flooding. The Fadama flood plains (about 150,000 ha) are rich in both surface and subsurface water, which makes them amenable to both rain-fed and irrigation farming.

Major rainfed crops grown in Jigawa State include millet, sorghum, cowpea, groundnuts, sesame, rice, maize, sweet potatoes, Bambara nuts, water melon, cassava, cotton, okra, Roselle and water melon. Estimated annual yields for these crops are shown in the table below:

Table IV. Annual Production of Major Food Crops in Jigawa State

S/N	Crop	Average Yield MT/HA	Crop Area Ha	Production M/Tons
1	Millet	1.1	447,000	491,700
2	Sorghum	1.2	384,000	460,800
3	Cowpea	0.3	322,000	96,600
4	Groundnut	0.4	104,000	41,600
5	Sesame	0.5	98,000	49,000
6	Rice	1.0	21,000	21,000
7	Maize	0.7	5,000	3,700

Source: JARDA Crop Area and Yield Survey (11 Year Average, 1002 – 2002)

Dry season crops cultivated are tomatoes, pepper, onions, wheat, sugarcane, carrots, cabbage, lettuce, maize and a host of other leafy vegetables. The average yields, areas and production of dry season crops are as follows:

Table V. Annual Average Production of Vegetables in Jigawa State

S/N	Crop	Average Yield MT/HA	Crop Area Ha	Production M/Tons
1	Tomatoes	6.0	17,000	102,000
2	Pepper	3.0	8,000	24,000
3	Onions	5.0	6,500	32,500
4	Wheat	1.9	5,000	9,500
5	Carrots	3.0	1,400	4,200
6	Garden eggs	5.0	2,000	10,000
7	Sugarcane	60.0	3,000	180,000

Source: JARDA Crop Area and Yield Survey (11 Year Average, 1002 – 2002)

Popular livestock species in the State include goats, sheep, poultry and cattle. Estimated population of animals in Jigawa State is shown in the Table VI. Most of the livestock is kept by small holders under traditional management that is dependent on free range of forage with little or no supplementation. To serve this need the state has an estimated 450,452 sq km of grazing land reserve, which provides opportunities for large scale livestock development.

There are 20 major irrigation schemes and 14 borehole-based irrigation schemes in the state. Some of these schemes are located in the Fadama areas. The Hadejia Valley Project, which consists of a vast expanse of irrigable fertile Fadama land covering over 4,800 hectares, is perhaps the greatest single agricultural potential of the State.

Table VI. Estimate of Livestock Heads Kept in Jigawa State

S/N	Livestock Type	Quantity
1	Cattle	3,594,963
2	Sheep	369,167

3	Goats	372,667
4	Camels	23,049
5	Horses	1,841,137
6	Donkeys	537,389

Source: Ministry of Agriculture and Natural Resources

The State sits atop two important aquifers of significant ground water resources. Surface water storage capacity totals approximately 477 million cubic meters. 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 Analysis¹⁶.

Agricultural growth is considered a catalyst for economic empowerment to achieve sustained poverty reduction and food security. Other complementary policies include the adoption of certain best practices in environmental management especially in the area of farming methods, soil conservation, and management of plantations and forest reserves.

Although the agricultural policies, targets and strategies contained in SEEDS1 were implemented with all seriousness, performance gaps exist between government's initial objective and the realities on the ground. The current effort is designed to 'rollover' the SEEDS1 targets and ensure their achievement. Jigawa State Government has made efforts in the last two years in the following areas: improved research and extension services, farmer inputs system, provision of improved seeds; 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.

3.2 Major Constraints to Agriculture

A major constraint to agricultural production and food security is low income that prevents farmers from accessing sufficient agricultural inputs or makes it impossible for many people to buy food. Other major impediments to the growth of agriculture and environment in the state include:

- Subsistence smallholder system, which is inherently low in productivity and limits the farmers' capacity to apply improved farming practices.
- Low nutrients content of the soil which is exacerbated by low productivity of crops varieties and livestock species.
- Periodic pest and disease outbreak including Quela birds and grasshoppers.
- High post-harvest losses due to poor storage, absence of cost-effective small and medium scale processing equipment, and inadequate or ineffective distribution and marketing systems.
- Drudgery in farm operation with heavy reliance on traditional farm implements and methods of production that result in low productivity.
- Low level of private sector investment in large scale agricultural production including low capacity for processing products that would add value prior to selling, which is worsened by low prices and limited access to credit facility.

¹⁶ TVA report, Full source pls?

- Poor state of existing grazing reserves and low genetic potentialities of existing livestock breed.
- Lack of land rights on the part of the Fulani herdsmen and shrinking of grazing reserves.
- Inadequacy and high cost of inputs especially feed supplements and drugs.
- Limited research and extension as well as poor linkages between research institutes, government agencies and farmers.
- Farmers-herdsmen conflict over access to land and water resources which has become a perennial problem sometimes leading to loss of lives and properties.
- Lack of credit to support modern livestock production.
- Low GDP that limits the protein consumption capacity of citizens.

3.3 Potentials for Agriculture

Despite the above limitation, agriculture in the state has the following potentials:

- It is a priority of the current Government as evidenced by improved budget allocation.
- Over 70% of the land mass is considered arable.
- Agriculture is one of the 7 Points Agenda of the present Federal Government administration.
- Support to small farmers through the MDGs office in the form of Conditional Grant Scheme.
- Existence of various NGOs and government policies supporting youths in agriculture.

3.4 Policy Objectives of the Agriculture

Consistent with the MDGs, the key objective of the agriculture sector is to achieve substantial poverty reduction, increased food security and nutritional value especially for women and children and contribute to employment opportunities through sustained agricultural growth and economic empowerment of the farmers. Another strategic objective is for the agricultural sector to play a prominent role in providing an enabling environment for investment and agro-based economic growth. These policy objectives take into account the high incidence of rural poverty and the predominance of the rural poor in the state's population. Of total available revenue for CDF, Agriculture and Environment has an allocation of 17.5%. This excludes funds from loans and specific grants.

3.5 Targets for Agriculture

Due to absence of baseline data it is not possible to know the current performance of agricultural production in the state. The targets stated below are tentative and are expected to be corrected with availability of data:

- Increased agricultural productivity by 10% between 2010 and 2013.
- Reduced post-harvest losses by 25% for both cereals and vegetables by 2011.

- Increased profitability of agricultural production with 20-30% by year 2011.
- Increased number of each stock of livestock by 10% by 2011.

3.6 Agricultural Sector Strategy

In order to achieve the objectives and targets outlined above, it will be necessary to pursue a multi-faceted strategy in which the various aspects of the sector are brought together to achieve desired results. Two critical areas are pre-harvest input delivery services (including supply of seeds, fertilizer, and research and extension services) and post-harvest support with respect to storage, processing and marketing of produce covering both food and industrial crops. The strategy would also include a rural development component that targets the provision of rural infrastructure for sustainable rural livelihoods. Some of the specific measures that would be instituted and pursued under the agric-sector strategy are as follows:

- 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 entails the promotion of irrigation agriculture that involves development of small-scale irrigation plots through the provision of 10,000 shallow tube wells fitted with 2" gasoline water pumps in the next three years and rehabilitation of existing 29 irrigation schemes and 14 borehole-based schemes, across the state. This will facilitate the cultivation, in the next three years, of about 4,000 hectares of irrigated land and the establishment of 20 additional direct pumping schemes of 120 ha along River Hadejia.
- Ensuring timely provision and access to agricultural inputs including improved seed varieties, fertilizer, insecticides and modern farm implements. This will entail supporting the Jigawa State Agricultural Supply Company (JASCO). As part of the strategies for ensuring supply of high quality seeds to the farmers, a seed processing plant would be in operation in the state by year 2011. Seeds to be processed include millet, corn, sesame, rice, maize, cowpea and vegetables.
- Active support for livestock development through development and protection of additional 30 grazing reserves, revitalization of existing Livestock Improvement and breeding centres and ranches located at Birnin Kudu, Gumel, Birniwa and Kazaure in the next three years, artificial insemination of at least 100 cows per Local Government by end of 2010 and promotion of viable local livestock breeds including small ruminants.
- Promoting agricultural research and extension services particularly in the areas of adaptive research and technologies, soil fertility, integrated pest control, reduction of post-harvest losses, etc. This is to be achieved through support to the State Agricultural Research Institute and agricultural extension agents of the State Agricultural Development Project.
- Promotion of animal traction with emphasis on patronizing local fabricators of ploughs and the disbursement of additional 1,500 packages of work bull, ox cart and plough by year 2010.

Government will support and collaborate with donor agencies such as (IFAD, NPFS and FADAMA DEV) in funding special projects. This will focus on:

- Monitoring and control of pests and disease outbreaks on crops and livestock and carrying out routine vaccination exercise on livestock.
- Improved access to agricultural credit by 30% through linkage with and support to financial institutions with emphasis on value addition and processing activities done by women.
- Gradual modernization/mechanization of production techniques to reduce drudgery and increase labour productivity in both on-farm and off-farm production and processing activities. This would entail the scaling up of the work-bull animal traction programme, promoting and facilitating the use of modern agricultural tools and implements such as tractors, harvesters and thrashers. Some of these would require active collaboration with various stakeholders in the public and private sector including support in the area of agricultural marketing.
- Review of the state grains buffer stock programme to ensure its optimal utilisation as a programme of strategic food reserve. This would also entail monitoring of market trends to ensure timely interventions to stabilise prices and ensure availability and accessibility to food by all and at all times.
- Development of artisanal and culture fish production by 30% in the next 3 years.

The overall agricultural strategy seeks to take advantage of existing potentials and mitigate identified constraints in order to achieve increased agricultural production and food security in the state.

3.7 Environmental Protection and Sustainability

The main environmental problem that affects Jigawa State is desertification that results in loss of farmlands and grazing reserves. It has been estimated that desertification affects between 50% and 75% of the arid zone in Nigeria. In Jigawa State, almost all the Local Governments situated along the north-eastern are under constant threat of desertification.

In addition to the threat of desert encroachment, there is also the problem of poor sanitation habit of the people as well as inadequate sanitation facilities in the State. Drainages and other passages are blocked by refuse. There is, for example, no formal arrangement for refuse collection and disposal in the State. Other facilities, such as public toilets in relevant places like markets, shopping complexes and other places with large human traffic, are also not provided.

3.8 Constraints to Environmental Protection

Environmental protection is constrained in Jigawa State by the following:

- Environmental degradation through natural forces, such as inadequate and poor rainfall distribution, gully erosion, infestation of flood plains with typha grass, depletion of aquatic species especially fish, and human activities that include deforestation, bush burning, over-grazing, mono-cropping and poor soil management practices.

- Reluctance on the part of government to enforce environmental laws.
- Poor sanitary habits of the people, which lead to disposal of refuse into drainages thereby blocking them and creating 'homes' for mosquitoes.
- Lack of refuse collection and disposal facilities.
- The persistence of poverty, which contributes to environmental degradation, land fragmentation, low productivity and declining quantity and quality of natural resources.
- Societal attitude towards conservation and resources exploitation such as the uncontrolled felling of trees, as observed in the Tennessee Valley Authority (TVA);
- Lack of holistic environmental planning as evidenced by the statement below:

"... a rapidly growing ... population with very real needs for food, firewood and shelter (has) placed these resources in peril. In fact, peoples' search for firewood is thought to be the single most significant contributor to desertification..."¹⁷

3.9 Opportunities for Environmental Protection

The two principal opportunities that can be utilized to achieve the objectives of environmental protection in the State are:

- General acceptance by the people that clean environment is Islamic.
- The positive perception of people that the present administration is credible, thus becoming more amenable to support government on its environmental programmes.
- Possibility of partnering with the private sector to collect and dispose refuse.

3.10 Policy Objective of Environmental Protection

A major objective is to ensure that environmental exploitation for economic development regenerates and protects the environment. In this regard, the strategic policy objective is to develop agriculture without destroying the environment and conserve biodiversity. Government will therefore seek the establishment of an efficient environmental management system that protects and develops the environment to support socio-economic development. The major thrusts of this policy objective include:

- Integration of environmental concerns into the process of socio-economic development.
- Adoption of curative and remedial measures against environmental problems that seem result in land degradations. This will include encouraging afforestation to combat desertification and check soil and wind erosion.
- Promotion of environmental education and awareness among citizens in areas of utilization and conservation.

- Encourage research on appropriate environmental management techniques in areas of alternative energy (such as wind, solar and biogas energy) and waste recycling (such as recycling of polythene bags).

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 significantly reduced by 2011. Such environmental threats as the menace of bush burning would also be controlled. In addition, effort will be made to reclaim lands earlier lost to overgrazing and desert encroachment as well as promote the use of alternative energy for cooking instead of firewood by majority of households in the state.

3.11 Targets for Environmental Protection

The three major targets of environmental protection under the CDF are:

- Slow down the rate of desert encroachment by half from the current rate of 0.2 km per annum to 0.1 km by 2015 and stop it all together by 2020.
- Significantly recover land affected by desert encroachment at the rate of 0.2 km per annum starting from 2010.
- Reduce the incidence of malaria among pregnant women from the current 70% to 30% through improved sanitary habits.

3.12 Strategies for Environmental Protection

The strategies to contain the environmental challenge will include efforts to check desert encroachment, reforestation, afforestation, nature conservation and development of alternative energy. Other strategies include:

- 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.
- Expanding existing nurseries and establishing new ones with a target of establishing at least 3 nurseries in each of the 27 local government areas by 2011, in addition to community nurseries. An additional target is to produce and distribute one million assorted tree seedlings annually. This also entails the empowerment of community-based organizations that engage in the establishment and maintenance of community nurseries and plantations.
- Encourage roadside planting of trees along all major state roads in the state. Implementation of the greenbelt projects, 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, Tuk-

wikwi, 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 trees 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 biolarvicide through contributions by the State and Local Governments, Communities and individuals.
- Construction of dykes or retaining walls in order to control river bank floods.
- Provision of modern sanitary incinerators in General Hospitals.
- Resuscitate the Hadejia Wetland Games Reserve in collaboration with development partners.
- Intensify public awareness campaign on influx of birds and curative measures.

SECTION III

Human Development

- **Education**
- **Health**
- **Water Supply and Sanitation**

CHAPTER 4

Education

4.1 Introduction

Education is foremost among the “irreducible minimums” that constitute the “social charter” component of the state socioeconomic empowerment and development strategy. Because education has always been the most critical determinant of how societies progress economically, technologically, scientifically and spiritually, it constitutes one of the four pillars of the state CDF. The fact that poverty is said to begin whenever a child is denied the right to qualitative and functional education, the state CDF considers education as a strategic tool for poverty reduction and socioeconomic empowerment. Indeed, studies have indicated that there is a causal relationship between education and socio-economic development in any society. As observed by the World Bank¹⁸ in its Education Sector Strategy:

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

While the challenge of meeting the MDGs as a whole is very daunting, that of achieving universal access to qualitative education is even more overwhelming. This is despite recent successes in the educational sector involving the rehabilitation of structures, provision of instructional materials, recruitment of additional teachers, improvement of teacher quality and introduction of new measures aimed at effective monitoring and supervision of service delivery in the sector. New measures have also been introduced to improve access, specifically targeting disadvantaged groups including females and the physically challenged.

In both relative and absolute terms, Jigawa State is still lagging behind in terms of educational development. It is one of the “*educationally disadvantaged states*” in the country. The average literacy rate in any language in the state is about 39.5% in 2006 (20.1% for women and 58.9% for men) according to CWIQ¹⁹. This rate is well below the national average of 65.7% (56.8% for women and 74.6% for men). If literacy is measured in English, the rate is only 11.1% (5.2% for women and 17% for men) in Jigawa state. Gender disparity in education is glaring to the disadvantage of the girl-child in both primary and secondary enrolments, particularly in rural areas mainly due to socio-economic and cultural

¹⁸ Education in the new Millennium - World Bank Education Sector Strategy, 1999

impediments. Other statistics in the sector indicate that there are presently 1,788 primary, 326 junior secondary, 111 senior secondary schools and 8 tertiary institutions across the state (including those under the Ministry of Health).

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

4.2 Constraints and Major Challenges of the Educational Sector

Limited resource is the principal constraint to achieving the objectives of providing qualitative education for citizens of the state. Despite the recent support given to the education sector through the corporate social responsibility of some segments of the private sector in the state (particularly financial institutions), the level of participation by community and other private organizations and individuals in the delivery of educational services is still very low. This left the sector virtually dependent on government's scarce resources. Other key challenges and constraints include the following:

- Widespread poverty among the population which leads to inability of parents to meet the educational needs of their children. This also, along with other socio-cultural factors, act as a constraining factor in raising enrolment and transition rates as parents would rather have their children go to farms and attend to some chores than be in schools. Additionally, poor learning outcome and lack of employment for school leavers also contribute to poor enrolment.
- The sheer number of school age children who are currently out of school coupled with poor attendance of those enrolled constitute huge challenges which are constantly being compounded by the rapid increase in that number due to relatively high birth rates and seasonal migration of *almajirai*. The high number of primary and secondary schools dropouts and those who could not transit to tertiary level also constitutes a significant policy challenge for the education sector. The results of 2008 placement examination show 85% transition into senior secondary schools.
- Shortage of teachers in both the required quantity and quality particularly in mathematics, English, science and technical subjects. Recent statistics have indicated that as at 2005/06 session, there were 14,579 teachers in public schools of which less than 10% were female. Only 2,951, slightly over 20%, were qualified.²⁰ All others were assessed as either unqualified or under-qualified to teach even at the pre-primary and primary education levels.

As shown in the Table VII below, the pupil/teacher ratios (PTR) are still far lower than the national average of 40 for primary and 35 for secondary schools.

- Gender disparity in education has been found to be at the disadvantage of the girl-child in both primary and secondary schools, contrary to Islamiya Schools. Primary

²⁰ Source?

GER at secular schools is around 55.5% only, with gender parity index (GPI) of 0.84. In other words, female students are a minority compared to their male counterparts in conventional primary schools. Girls are again disadvantaged at junior secondary education level, with a low GPI of 0.47. The GER of female students in conventional schools drastically decreases from primary to junior secondary, from 50.7% down to 12.4%. This disparity is more prominent in rural areas.

- Low private sector provision and participation at all levels (less than 1%) which has left the sector mainly dependant on scarce government resources. This is despite the establishment of School Based Management Committees (SBMCs) for all primary, junior and senior secondary schools in the State aimed at full participation of local communities in the management of schools.
- The extent of decay in the sector in terms of dilapidation of structures, shortage of essential supplies and facilities was pathetic as at 2007: about 70% of the schools were in poor condition in terms of physical infrastructure and facilities. Examples of this state of despair are that in pre-primary/primary schools in the state, out of the total of 7,851 classrooms, 3,304 are dilapidated while out of 66,268 pupils/students' furniture, 23,311 are in bad condition. Accommodation for both teachers and students is a major source of concern in all the schools. The 37 boarding schools in the state have a hostel to students' ratio of 1:130. Staff quarters also need rehabilitation. Some of the school facilities in the rural areas are underutilised, whereas those in the urban centres are reportedly overused.
- Overall, learning achievement is poor at all levels because monitoring learning achievement (MLA) in the state was generally weak and not institutionalised. At basic education level, systems for MLA exist but are not sufficiently implemented, e.g. continuous assessment and learning achievement tests. At secondary level, the 2007 examination results indicated poor levels of achievement. The percentage of those who failed SSCE/WAEC examinations was more than 70%. Those who passed SSCE/WAEC with 5 credits and above represented a mere 13%.
- The capacity of the State tertiary institutions to cater for qualified Jigawa State indigenes seeking admission is limited. For example, during the 2004/05 academic year, data available indicated that the State College of Education admitted only 50% of applicants, State Polytechnic 30%, School of Nursing 25%, School of Health Technology 25%, College of Islamic and Legal Studies 40%, and Institute of Information Technology 65%.

Table VII. Learning conditions for public primary and secondary schools, Jigawa State, 2006

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

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

- Global and local economic meltdown and inflationary trends constitute serious threats to attaining set objectives and targets in the sector.

4.3 Potentials and Opportunities for Education

The greatest potential for accelerated educational development under the new State CDF is the unprecedented political commitment to the sector which was manifested in the steady increase in public spending at all levels of the sector in the state. In 2008, the education sector was earmarked over one-fifth of the total approved budget and the figure rose to 27.4% in 2009. Of total available budget for CDF Education has an allocation of 25%, apart from loans and specific grants. The developments witnessed in the education sector in the two years of Lamido administration are unparalleled by any previous regime. The current political commitment to the education is therefore seen as a great opportunity for the sector in the next several years.

Another opportunity for the sector is the fact that the teaching profession is highly valued in Jigawa State more than in any other State in Nigeria. Teachers in the State earn wages that are 80% higher than in other states and even when compared with their counterparts in primary and secondary schools of the Federal Government. A secondary school teacher receives a teaching inducement allowance (TIA) equivalent to 100% of basic salary, which makes the sector very attractive. There was also the recent upward review of tertiary educational institutions salary structure that helped to restore confidence of teachers in the profession.

Several initiatives of the State Government in the education sector also offer opportunities for the attainment of policy objectives. These include, among others, the free basic education for all, free education for girls and the disabled at all levels, improvement of school feeding and the re-establishment of the Agency for Mass Education and Nomadic Education Boards. Other potentials in the provision of education include:

- Establishment of the State Educational Inspectorate Monitoring Unit under the Governor's Office charged with the responsibility of quality assurance.
- Increased sense of corporate social responsibility from the private sector evidenced by emerging opportunities for Public Private Partnership and increased technical support for the sector from Development Partners particularly DFID which has strongly supported the State Strategic Plan for the Education Sector through its ESSPIN programme.
- Commitment of government towards gradual and systematic integration of Quranic schools in the State.
- Systematic decentralization of the educational management structure through the establishment of Zonal Offices with a view to entrenching an effective, responsive and speedy decision making process.

- Strengthened community participation through the establishment of School Based Management Committees (SBMCs).
- Committed and skilled work force.

4.4 Policy and Objectives in Education

In line with the five national goals in the National Policy on Education which stipulates the building of

- a) Free and democratic society.
- b) Just and egalitarian society.
- c) United, strong and self-reliant nation.
- d) Great and dynamic economy.
- e) Society full of bright opportunities for all citizens.

The paramount objective of education in Jigawa State is to empower people through continuous access to qualitative and functional education that enables them to be productive members of the society in order to positively contribute to the socioeconomic development of the state. The following define the primary and secondary objectives of education in the State.

Primary objectives

- To entrench a modern and vibrant educational delivery system that contributes to the production of high quality manpower in the state
- To provide quality education as the surest and fastest way to human capital formation, a prerequisite for sustainable human development.
- To bring Jigawa State to the forefront of scientific and technological development in Nigeria's match to joining the 20 topmost economies in the world by 2020.
- To embark on 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.

Secondary objectives

In consistence with the International Development Goals as defined by the MDGs and EFA, the specific goals of the Jigawa State Education Sector are as follows:

- Continuous improvement in accessibility to qualitative basic education for all children of school-going age through increased gross enrolment of 65% in basic schools by 2012 and 20% increase in transition rate into senior secondary schools by 2012 with special emphasis on girls' education.
- Ensuring that the learning needs of young people and adults are met by increasing literacy rates of the adult population from 40% to 58.3% by 2012. A special target group in this respect will include rural farmers, trainees in women development and skill acquisition centers and school dropouts.

- Improve the overall quality of basic education through sustained improvement in key educational quality indicators. In particular, this will include improving pupil-teacher ratio from current levels of more than 53:1 to 40:1 by 2011 for the basic and post-basic education levels.

4.5 Targets in Education

Pursuant to the objectives, the key strategic targets to be pursued in the medium-term are as follows:

Access and Equity

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

- Increase in gross enrolment ratio in pre-primary education from 4.3% (2006 baseline) to 10% by 2012.
- Increase in primary GER from current 49% to 70% by 2012.
- Reduction in gender disparity in the enrolment of basic schools from 0.84 to 0.92 by 2012 in favor of girls.
- Integration of 810 Islamiya and Quranic schools by 2012 at the rate of 270 schools annually.
- Increase in the proportion of junior secondary school graduates transiting to technical schools from 0.001% in 2009 to 0.002% by 2011.

Standard of Education

The key to achieving quality in the educational system largely depends on the learning and teaching conditions in the schools, i.e. availability of qualified and competent teachers for all subjects, adequate infrastructure, teaching and instructional materials. Major strategic targets in this respect include:

- Improving average Pupil to Teacher Ratio from 53:1 in 2009 to 50:1 by 2012
- Improving average Pupil to Classroom Ratio from 93:1 in 2009 to 50:1 by 2011 in primary schools.²¹
- Improving flow rates in all grades of basic education to 94% promotion, 5% repeat and 1% dropout by 2011.
- Achieving school Completion Rates of 85% in primary education and 65% for junior secondary education by 2011.
- Improving the enrolment capacity of tertiary institutions from the 11% 2006 baseline to 50% by 2012, with particular emphasis on females and candidates with special needs.
- Increasing the number of senior secondary students graduating with a minimum of 5 credits including English and Mathematics from 13% in 2007 to 40% by 2013.

²¹ Currently, most junior secondary schools utilise primary classroom blocks in the evenings

- Reducing the proportion of unqualified teachers to 10% from the current 60% by 2012

4.6 Education Sector Strategy

The state education sector strategic targets would be pursued through a set of interrelated strategies focusing on *access*, *equity* and *quality*. In addition, the capacity of the education sector for planning and management will be strengthened to improve system efficiency and resource utilization. These strategies will also be supported through a crosscutting process of effective communications and information management aimed at ensuring stakeholder awareness, information dissemination and monitoring of sector performance. Also in line with the objectives for using education as an empowerment tool to support pro-poor development, specific strategies that address issues of adult and vocational education will be pursued.

There will be a deliberate scheme that focuses on the training and recruitment of female teachers only, particularly in the rural areas. Working with the Ulama and the Local Government Chairpersons and councillors, this scheme will:

- Promote the profile of education, deliberately emphasising the role of education in religion
- Reward women with financial and other inducements.
- Attract female teachers in the rural areas
- Directly address indicators 2 and 3 of the MDGs.

Besides, renewed focus on key provisions of the State Education Policy requires primary strategies that are specific to the education sector. These are:

- The pursuit of compulsory and free basic education and at all levels for girls and physically challenged.
- Provision of special incentives for girl child education.
- Emphasis on science, technical and vocational education.
- Systematic integration of local Islamic schools into formal educational system.
- Institutionalise Education Management and Information System (EMIS) by 2012.

CHAPTER 5

Health

5.1 Introduction

Jigawa State is one of the States with poor health indices in Nigeria. The benchmarking exercise carried out in 2000 similarly placed Jigawa State among those having lowest health indicators. This is especially the case with diseases and conditions targeted for reduction by 2015 under the MDGs such as maternal mortality, infant and under five mortality, malaria and HIV/AIDS. The situation attracted the support of development partners for the state in reforming its health sector.

The setting up of the Health Sector Reform Forum and subsequent situation analysis of the health sector revealed a myriad of problems such as weak Health Management Information System (HMIS), which is lacking in basic tools for data collection and analysis. Also highlighted in the analysis were issues of infrastructural decay, poor access to health services, poor managerial capacity and limited capacity for policy plan formulation, implementation and monitoring and evaluation at both State and Local government levels.

The reform process culminated into the introduction of several interventions that led to significant improvements in the quality of healthcare delivery. It also led to structural changes, which integrated primary and secondary healthcare services under a single line of authority. Finally, the powers and authority of the Ministry of Health were decentralized into 9 Gunduma (District) Governing Councils with a Governing Board to oversee their activities.

5.2.1 Situation Analysis on Health

The National Health and Demographic Survey (2008) indicate disturbing figures for Jigawa State. The figures show that the state has unacceptably high mortality rates and burden of disease profile. For every 1000 children born 98 die before the age of five. The MICs 2008 Survey shows that infant mortality rate is 101/1000 live births. Leading causes of ill health and death in children are communicable diseases and malnutrition. Malaria, diarrhoea, respiratory tract infections, malnutrition and vaccine preventable diseases top the list.

Facility based survey data used to sensitize the management of the Health Sector on the magnitude of maternal mortality rate puts the rate at 2000 deaths per 100,000 live births.²⁹ Mothers die frequently from complications of pregnancy and childbirth: anaemia, obstetric haemorrhage, shock, sepsis and toxaeimias. Malaria is associated with 70% of

²⁹ This survey data was cited in the Health Sector Strategic Plan (2004-2008) supported by PATHS

illnesses in pregnancy and though the use of insecticide treated net (ITN) is known to be an effective preventive measure, its distribution in the state is erratic and malaria preventive measures are not getting to the people adequately. Other causes of ill health and death among the population include cerebral-spinal meningitis.

The 2006 CWIQ Survey indicates that over half of the population in Jigawa State have access to health facilities as against the two-fifths reported in a similar survey conducted in 2002. Specifically the survey indicated that 51.2% of all households could reach a health facility in less than 30 minutes walking distance. The 2006 survey also indicates that over 76% of people who use health facilities expressed satisfaction with the services provided. Furthermore, while there are improvements in the nutritional status of children, much still needs to be done because even the latest DHS 2008 survey indicates 48% of children in the state are underweight while 42% are stunted compared to 25% and 38% respectively in 2006. There is also the need to improve the Immunization coverage, which currently stands at only about 67%. Doctor/population and nurse/population ratio were reported to be only about 1:90,000 and 1:10,800 respectively, all of which are below the national average.

Even though on track, the State is still behind in the attainment of two of the most critical health-related MDGs: reducing under-five mortality rate by two-thirds and maternal mortality ratio by three-quarters between 1990 and 2015. HIV/AIDS awareness for female is 96.6% and male 96.7%. However, HIV/AIDS prevalence in the state is relatively low, less than 2%, which is the lowest in the country. Concerted effort is still required to combat the decimating effect of the plague and similar deadly conditions such as malaria and other vaccine-preventable child-killer diseases. Immunization coverage is also another vital health indicator, with Jigawa State rated among those having lowest coverage in the country as indicated by 2008 DHS survey report: BCG 8.6%, DPT1 11.7% and measles 8.3%. This is partly attributed to poor record keeping at the facility and household levels.

5.2.2 Health and Poverty

Poverty is the principal cause of ill health among the population as it is both a consequence and a cause. In fact, poor people are caught up in a vicious circle where their poverty breeds ill health, which in turn exacerbates their poverty. This understanding is very critical in determining the most effective tools and strategies that would break the circle. The health-poverty scenario is graphically captured in the figure below, which is adapted from the *World Bank PRSP Source Book (2002)*. Breaking the linkage and the reinforcing effect of poverty on the health status of the population requires targeted interventions in form of social safety nets that deals with the problems of the poor in their demand and utilization of health services. It also requires advocacies (education, information and communication) to generate demand and understanding of best practices in personal hygiene, food and nutrition requirements particularly for children.

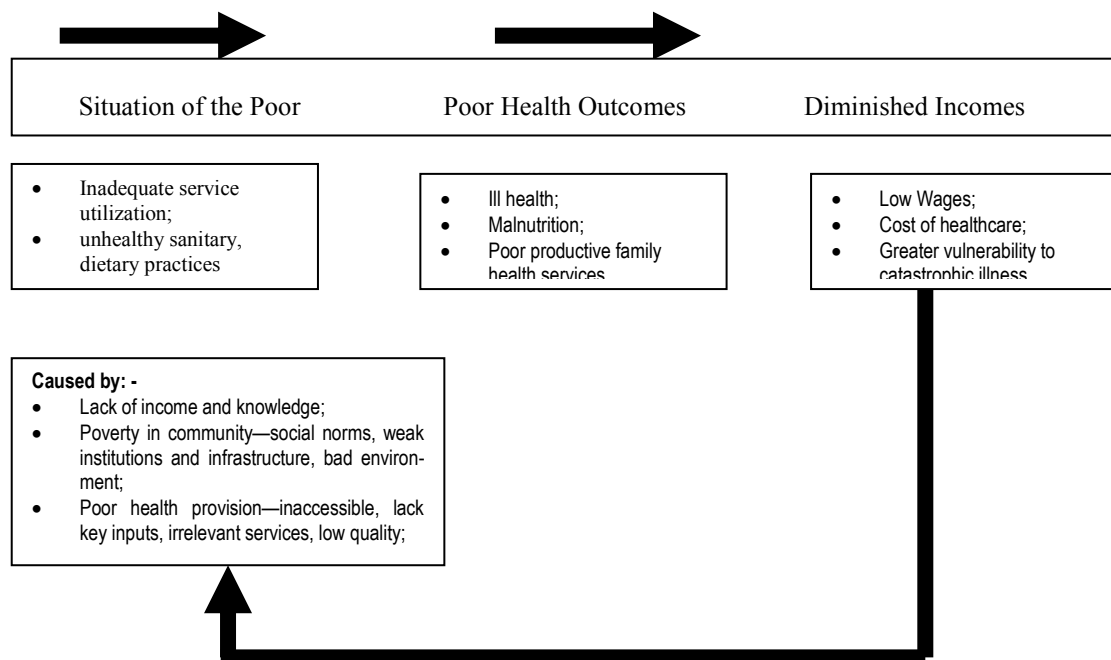
5.3 Constraints of the Health Sector

The health sector in the State is faced with a number of constraints. While some are rooted in the socio-cultural set-up of the population others, like the ones listed below, are institutional:

- Low income and high poverty incidence.

- Low literacy of level among the population.
- Persistence certain cultural practices.
- Acute shortage of health staff.
- Weak health delivery system.
- Weak community involvement in both planning and management processes.
- A service orientation healthcare system, which places emphasis on curative rather than preventive practices.
- Weak data management system.
- Continuity and sustainability of the system.
- Continued political Support.
- Political instability.
- Dwindling oil revenue.

Figure 5.1 Cycle of Health and Poverty



5.4 Prospects in the Health Sector

Despite the above constraints, the health sector in Jigawa has a number of prospects. These include:

- Political will for Health sector reform.

- The institutionalization of the decentralized and integrated healthcare delivery system – that is the *Gunduma* health system.
- Increased budgetary allocation for Health.
- Removal of embargo to employment of health personnel.
- Integration and decentralization of healthcare services.
- Development of Strategic Plan for the Health sector.
- Development of Minimum Service Package (MSP) in the provision of basic and primary healthcare services throughout the state.
- Health promotion, community involvement and participation.
- Support from a significant number of international development organizations including
 - United Nations Children’s Fund (UNICEF)
 - World Health Organization (WHO)
 - British Department for International Development (DFID),
 - PATHS 2
 - PRRINN MNCH
 - *Medicines sans Frontiers*.
 - Netherlands Relief Agency.
- Global regional and national initiatives for health and development (MDGs, NEPAD, Vision 20/2020).
- Global partnership for development on the above mentioned initiatives
 - The pursuit of pragmatic poverty reduction by Federal and State Governments.
 - Public Private Partnership for Health.
 - Low prevalence of the much dreaded HIV/AIDS pandemic.

Of the total available budget for CDF, health has an allocation of 14%, other than loans and specific grants.

5.5 Health Sector Policy and Objectives

In line with National Health Policy, primary healthcare approach will be the main focus of State healthcare delivery system. The primary objective of the policy is therefore to improve the health status of the people of the state in a sustainable manner. This entails improvement in all key health indicators in the state through improved access to affordable and qualitative healthcare services; reduction in health and disease burden among the people; and other targeted intervention programmes aimed at the attainment of the health-related MDGs. Also consistent with the National Health Policy, the goal is to pursue a decentralized and integrated health system that addresses the provision of primary healthcare that is “promotive, curative, preventive and rehabilitative.” The following are the secondary objectives for achieving the overall goal:

- To improve human resource for the health sector by employing sufficient staff.
- To create an enabling environment and better regulatory framework to encourage private sector participation.
- To decentralize the healthcare system in order to improve management and ensure community participation in planning and administration of health activities.

- To focus on preventive health service with emphasis on the major elements of primary healthcare system and targeted interventions to combat the spread of HIV/AIDS and specific diseases.
- To introduce a strong Health Management Information System that ensures systematic planning and monitoring, including surveillance and control of major diseases.
- To develop health infrastructure and provision of equipment and drugs.
- To foster more effective and efficient collaboration with all stakeholders in the health sector as well as ensure a closer partnership with International Development Partners and NGOs.
- To attain a minimum of 15% in public sector spending on health in line with 2003 Abuja Declaration.
- To introduce community operational research for health

The Safe Motherhood Initiative programme that illustrates the strategies for achieving health sector objectives is highlighted in the box below.

5.6 Targets and Strategies of Health Sector

The targets and strategies of the health sector are given in the Table VIII below.

Table VIII. Targets and Strategies of Health Sector in Jigawa State

Targets	Strategies
<ul style="list-style-type: none"> ▪ Reduce infant mortality from 101/1000 to less than 50/1000 by 2015; ▪ Reduce under five mortality from 166/1000 to less than 75/1000 by 2015 	<ul style="list-style-type: none"> • Ensure exclusive breastfeeding for at least 6 months • Promote infant nutrition services • Strengthen routine immunization against six killer diseases • Integrated Management of Childhood Illness (IMCI) • Achieve Universal Immunization Coverage among highly vulnerable populations and children aged 0-5 years by 2015
<ul style="list-style-type: none"> ▪ Reduce by 65% the level of maternal mortality by 2015 from 2000/100000 live births to 700/100000 live births. ▪ Improve ward level access to comprehensive healthcare from 16% to 50% by 2015 ▪ Increase number of facilities providing routine immunization from the current 316 to 500 by 2015 • Increase in health sector budgetary allocation from the current 9% to 15% by 2015 in accordance with Abuja Declaration 	<ul style="list-style-type: none"> • 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 Fam-

	ily Planning Services <ul style="list-style-type: none"> • PHC rollout plan from 47 wards to 144 • Provide MSP package in the facilities
<ul style="list-style-type: none"> ▪ Combat and reverse the spread of HIV/AIDS and Tuberculoses by 2015 to less than 1% prevalence • For every 500,000 people at least four facilities offering Basic Emergency Obstetric Care Services, one facility offering Comprehensive Emergency Obstetric services based on an apt distribution 	<ul style="list-style-type: none"> • Strengthen Aids Control Agencies (SACA and LACA) and advocacies to prevent new infection. • Strengthen and scaled-up services including HIV Aids counselling, scale-up testing among vulnerable groups, access to services aimed at prevention of mother-to-child transmission, access to ARTs. • Develop a HIV/AIDS State Strategic Framework for Action that adopts the NSF. • Produce, disseminate and monitor implementation of Health Service Charter

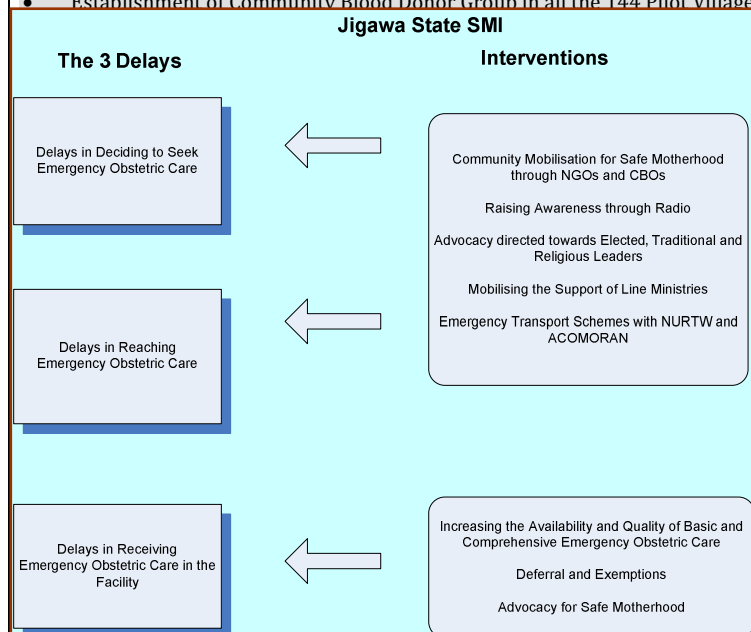
Safe Motherhood Initiative Programme - Demand Side (SMI-D)

SMI is one of the critical components of the Health Sector Strategy particularly as relates the attainment of the health-related MDGs. Sequel to a scoping mission carried out in 2003 by PATHS,³¹ access to qualitative health services in relation to “Safe Motherhood Services” is recognised as an issue in the Jigawa State Strategic Health Plan. The programme specifically focuses on addressing the complex barriers at households and community levels that prevents timely access to health services in the event of maternal complications. By addressing the factors that prevent timely utilization of safe motherhood services, the Program makes a significant contribution to the progress of the state towards achieving MDG 4 (Child Health) and MDG 5 (Maternal Health) targets. In addition, the programme also contributes towards the achievement of the State’s policy objectives and commitments to pro-poor and gender equitable health services as outlined in the Jigawa State Strategic Health Plan and the CDF.

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

The ultimate target is to bring the SMI Programme to all communities in the state with high priority placed on “hard-to-reach areas”. With only 216 communities currently enrolled across 27 Local Governments, it is envisaged that additional 60 communities would be brought on-board annually to achieve the set target. The specific intervention strategies of the SMI Programme that addresses the causal factors for the high maternal mortality and infant mortality rates including the following:

- Awareness and sensitization campaign and orientation training on pregnancy warning signs, the importance of patronizing healthcare centres in times of emergency.
- Partnering with NGOs and CBOs. The aim is to ensure community mobilization, ownership and sustainability of the SMI programme.
- Establishment of EMOC Fund. This is an attempt to encourage rural communities to set aside some funds to support transportation to hospitals, medication, blood procurement, in times of emergencies with emphasis, again, on ownership.
- Emergency Transportation Schemes; establishing partnership programmes with National Union of Road Transport Workers drivers(NURTW) and motorbike riders union to assist in transporting needy women promptly to the hospital. A prototype motorcycle ambulance by local manufacturers was initially used. Now it is replaced by a four-wheel small Suzuki Motor Vehicles
- Synchronization of demand and supply requirements between Ministries of Women Affairs and Health. This is to aid planning and efficient service delivery. It is also to avoid a backlash in which demand will outstrip supply and create discontent and disillusionment. Records have indicated that a total of 438 Women undergoing labour were transported to the nearest Basic Health Clinic or Primary Health Centre where Basic Emergency Obstetric Care is available in the last one year among the SMI participating communities Capacity building mechanisms through continual use of national and international health and social development consultants. This covers service delivery, monitoring and evaluation, team building, community involvement, etc.
- Monitoring and evaluation mechanisms to facilitate feedback and as forward planning.
- Establishment of Community Blood Donor Group in all the 144 Pilot Villages.



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

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

CHAPTER 6

Water Supply and Sanitation

6.1 Introduction

Water is one of the most critical basic needs of life. Good sanitation is also a prerequisite for a healthy community. In fact, 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 improve productivity among the population. Conversely, poor hygiene and poor access to safe drinking water and sanitation services increase mortality from preventable diseases particularly among women, children and other poor segments of society. The link between water 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. As reported in Federal Ministry of Health Publication,³² a survey report by the British Medical Journal has indicated that sanitation is the biggest breakthrough since 840 AD. As pursued under Jigawa SEEDS I, the key approach will continue to be innovation to overcome financial inadequacy. Other approaches include improved funding, introduction of cost recovery measures including user charges, institutional reforms that would ensure effective public spending as well as the systematic incorporation of stakeholders in the management and operations of water facilities.

6.2 Water and Sanitation in Jigawa State

The 2006 National CWIQ Survey indicates that about 64% of all households in the State have access to safe drinking water, defined as pipe born water, borehole or hand pump and protected wells. The figure below gives the distribution of households by sources of drinking water in Jigawa State based on the survey. The picture at the national level

³² Integrated Maternal, New Born and Child Health Strategy, 2007.

reveals that while overall access to water supply is about 85%, only 51% come from sources described as safe. Relatively, the water supply situation in Jigawa State is arguably among the best in the country. The distribution of water facilities in the State is given below.

Table IX. Distribution of Water Supply Facilities in Jigawa State.

Agency	Number	Type of facilities	Remarks
Urban	104	2no. surface 102no. bore-hole based	In 27no. LGA Headquarters
Small towns	231 60no.	Motorized schemes Solar powered	All towns other than LGA Headquarters in the state.
Rural	7500 24no.	Borehole based Hand pumps Solar powered	14no. solar powered in communities and 10no. in primary schools

Sources: JSWB, STOWA and RUWASA (2008).

Considering the stepped-up efforts of the State and Local Governments, development partners (particularly UNICEF, EU-WSSSRP and Water-Aid) and the MDGs-CGS initiative, it was estimated that access to safe drinking water at the end of 2008 may be as high as 75% in the state. During this period, 286 new hand pumps and 50 new solar-powered motorised water schemes were constructed. The figures do not include facilities provided by LGAs, Ministry of Education and other organisations in the state.

With respect to sanitation, the CWIQ Survey indicates that the state is not far away from the national average. While overall access to safe means of sanitation in the country is only about 57.6%, it is 51.6% for the state. This however still reflects improvements over the situation depicted by the organization's 2002 survey.

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

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

6.3 Constraints to Effective Water Supply and Sanitation Services

Despite high access to water supply by majority of the population, there still exist many constraints and challenges against its sustainability. First is the age-long perception that water is a 'free social service' which makes water sector reforms and introduction of economic water rates more challenging. This also makes the State water agencies largely dependent on government subventions for the operation and maintenance of water facili-

ties. Related to this is the big challenge of striking a balance between the imperative for affordable water tariffs as means of ensuring sustainability and reducing the burden of poverty on the poor.

A key challenge for sanitation sector is lack of clear mandate-agency. At present, four agencies seem to have some role in sanitation issues, all without full mandate. These are the Rural Water Supply and Sanitation Agency, Small Towns Water Supply and Sanitation Agency, Ministry of Environment and Ministry of Health. Other constraints and challenges for the sector include:

- Lack of adequate data for planning purposes.
- Lack of capacity arising from inadequate qualified manpower.
- Inadequate power supply.
- Poor coordination among water related agencies.
- Policy strategies that are not fully supported to their logical conclusion in most cases, (although policy review on water supply and sanitation is in progress 2009).
- Lack of sustained water tariff structure.
- Poor sanitary habits among the population such as the deeply entrenched culture of using uncovered pit latrines, use of open areas and backyards for refuse and faeces disposal particularly among the rural populace.
- The 'polythene-bags syndrome' of refuse disposal is becoming a menace in securing a clean environment especially with increased urbanization.
- Even though there is a lot of philanthropy in the sector, which only reinforces the perception of water as a free "God given" commodity, there is virtually no private sector participation in the sector beyond the activities of water vendors most of whom are non-Nigerians.
- Lack of enabling environment for Public Private Partnership (PPP).

6.4 Potentials for Water Supply and Sanitation

As already pointed out, access to safe water supply is as much as 64% in Jigawa State. The State has abundance of surface and underground water sources. Surface water storage capacity totals about 477million cubic meters while State's ground water is about 3676 million cubic meters. In addition, approximately 3,555 million cubic meters per year are recharged through rainfall to ground and surface water storage. Philanthropic activities were also observed to be more common in the water sector relative to other basic social services which is an opportunity for continuous improvement in accessibility to water supply.

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

- Strong Government commitment to the provision of effective water supply and sanitation services.
- International partnerships and support to the sector particularly from the European Union and UNICEF.
- Strong and continuous collaboration between the three tiers of Government.

- Willingness to participate in water supply and sanitation programmes by water consumers associations (WCAs) and Community based organisations (CBOs) networks.

6.5 Policy Objectives of Water and Sanitation Sector

The ultimate goal is to achieve universal access to safe drinking water and sanitation services, safeguarding public health and ensuring that the people live a more qualitative and productive life. The thrust of this 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 all citizens of the State.

The State Government's goal is to improve the health and wellbeing of the people particularly women and children. In line with the MDGs, the provision of sufficient safe drinking water and sanitation services in an affordable and sustainable way is the primary focus of the water supply and sanitation policy in Jigawa State. A major focus of this broad policy objective is to increase access to water supply from high quality sources including treated pipe-borne water and hand-pumps.

A major guiding principle in this regard is the management of the state water resources to achieve optimal, long term, environmentally sustainable socioeconomic benefit for the people. Other important strands of this principle include issues of water conservation; participation among all stakeholders; equitable access which takes cognizance of sustainability; and effective water operational management systems that is decentralized to the lowest level possible.

The secondary objectives set for the achievement of the CDF are:

- To reduce the incidence of water related diseases in order to improve the quality of life and reduce poverty especially among women and children.
- To provide a strategic framework based on which programmes will be designed to address the problems of water supply and sanitation on a sustainable basis.
- To ensure effective private sector and civil society participation in planning, implementation, monitoring and evaluation of water supply and sanitation service delivery.
- 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.
- To promote inclusive approaches which will ensure equity and gender considerations in water supply and sanitation service delivery.
- To improve behavioural change on sanitation and hygiene amongst the populace.
- To improve data generation, collection and processing.
- To increase level of funding.

6.6 Targets of Water and Sanitation

In line with the sector objectives, the following specific medium-term targets are set:

a. Access

- Increase access to safe water in Jigawa State from the current 65% by 2011.
- Increase access to improved sanitation and hygiene from the current 51% to 65% by 2011

b. Level of service

- Rural water supply for settlements with population of less than 5,000 with minimum supply standard of 30 liters of water per capita per day;
- Small towns water supply for settlements with a population of 5,000-20,000 and a minimum water supply standard of 60 liters/capita per day;
- Urban water supply for population greater than 20,000 inhabitants, with a minimum standard of 90 liters/capita per day and at least 4 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 and waiting time. This will minimize the difficulties for women, men, youths and children, particularly the girl-child.

d. Other sector target include

- All public primary and secondary schools to have functional water supply and sanitation facilities by the year 2011.
- Each pupil gets at least 20 liters of water per day. At least 70 pupils are served by one VIP latrine or toilet.
- At least 70% of public places including hospitals, markets, mosques, motor parks, community centers, stadia etc should have functional water supply and sanitation facilities by 2011.

6.7 Strategies for Water Supply and Sanitation Services

In line with the state policy objectives and guiding principles for the water sector, the following strategies would be pursued in order to achieve the stated goals and targets:

- Setting up an efficient database for all sectors.
- Completion and adoption of review of the 'State Water Supply and Sanitation Policy' by 2010.
- Maintenance, rehabilitation and upgrading of existing water and sanitation schemes.
- Vigorous advocacies among stakeholders and awareness campaigns to ensure effective and efficient utilization of water resources. This would cover the prevention of wasteful water usage and control of leakages in the system as well as combating illegal connections.

- Pursuit of an equitable cost sharing formulae for investments, maintenance and operation in the water sector between the State Government, Local Governments and the Community.
- Improved coordination and collaboration between State, Local Governments and communities with clearly defined functions and responsibilities for each. This also involves the promotion and empowerment of community-based water users associations and self-help groups to participate in the planning, implementation, management and maintenance of water supply and sanitation facilities.
- Gradual and systematic enforcement of realistic water rates through bulk tariff structure to meet investment and operational costs. This includes better metering of water consumption particularly in urban town supply systems.
- Promote private and community ownership of water supply and sanitation facilities particularly in small towns and rural areas through water consumers associations (WCAs), water, sanitation and hygiene committees (WASH-COMMs) etc.
- Provision of adequate legal framework that regulates water supply and sanitation services and promotes private sector participation in line with State water supply and sanitation reforms strategies and other national initiatives such as Water Investment Mobilization and Applications Guidelines (WIMAG).
- Cost sharing arrangement in funding of operation and maintenance in urban areas between 2010 and 2011 will be for State and Local Governments to provide 80% of funding while 20% is will be realized through tariffs. Of the amount expended, 70% is expected to be recovered during the same period.
- For small towns and rural water supplies there will be gradual handover of facilities to benefiting communities. By 2011, it is expected that 30% of such facilities will be handed over.

Other strategies for the water supply and sanitation services are as summarized below:

Potable Water Supply

Sanitation Services

- Increase direct public sector investment in the provision of potable water supply.
- Increase coordination of the activities of the various State Water Agencies;
- Creating condition for entry of private service providers.
- Introduction of user charges and other cost-recovery measures.
- Rehabilitation and reactivation of Dams and existing urban and small-town water supply schemes.
- Promotion of more sustainable means of potable water supply such as solar powered systems, wind mills and any other appropriate technology options.
- Promotion of emerging options such as household and community based water supply schemes.
- Supply chain initiatives which will identify artisans, mechanics and genuine spare parts for hand pump maintenance.
- Construction and leasing out of public conveniences around major public places such as markets, stations and other high density areas.
- Targeted programmes of advocacies that will inculcate the culture of personal hygiene among the population including hygienic disposal of human waste, use of VIP latrines and promotion of other good hygiene practices such as frequent washing of hands in line with International Year of Sanitation goals.
- Promotion of 'best practices' as advocated in the "Facts for Life" (see box 12.1).
- Expansion of the ward sanitation officers (*Dubagari*) programme and periodic environmental sanitation exercises.
- Community Led Total Sanitation (CLTS) concept will be pursued to mobilise the communities.

The capital expenditure that is required to realize the above objectives and targets are given in Table X below.

Table X. Projected Medium-Term Capital Expenditure for Water and Sanitation

S/N	Item	Estimated Cost (N millions)			Total (2010-2012)
		2010	2011	2012	
1	Drilling of additional boreholes at existing schemes	500m	650m	210m	1,360m
2	Additional generator sets to improve power supply at existing schemes				
3	Truck main in Dutse and water supply in new layouts				
4	Network mapping in 6 major towns	145m	45m	55m	245m
5	Customer enumeration in 6 major towns				
6	House numbering in 6 major towns				
7	PSP Development in 6 towns				
8	Provision of 900 hand pump, boreholes across the state	210m	210m	210m	630m

9	Construction of public conveniences and VIP latrines in schools	80m	80m	80m	240m
10	Community mobilization through radio jingles, bills and posters	10m	10m	10m	30m
11	Provision of sanitation centers in 20 communities and supply chain initiatives in 15 LGAs	20m	8m	6m	34m
12	Counterpart funding for provision of water supply and sanitation facilities	20m	20m	20m	60m
13	Replicating/scaling up of DFID and EU water and sanitation facilities	20m	20m	20m	60m
14	Completion of baseline survey of water and sanitation facilities in the State	10m	5m	5m	20m
15	Rehabilitation of existing water supply facilities	75m	75m	100m	250m
16	Construction of new motorized water supply scheme	500m	410m	835m	1,745m
17	Manufacturing of WCA	1m	1.5m	2m	4.5
	Total	1,690m	1,534.5	1,548	4,678.5m

SECTION IV

Infrastructure

- Roads
- Electricity
- ICT

CHAPTER 7

Infrastructure

7.1 Introduction

Development of reliable infrastructure is a critical element of the state CDF. The three most critical infrastructure identified in this regards include provision of roads network, power supply, and information and communication technology (ICT) which are also basic pre-requisites for an investment climate³³. In the last several years, Jigawa State has recorded major achievements in terms of provision of roads network that has linked all the Local Government headquarters to each other and to the state capital.

Nearly all the Local Government Headquarters have also been connected to the National Grid for electricity power supply. In the past ten years, over 100 other villages and towns across the state have been connected to the national grid and are getting supply from the national electricity company, Power Holding Company of Nigeria (PHCN). In addition to that, some of the alternative energy sources for which the state has a comparative advantage such as solar, wind, biomass and bio-diesel are already in use. Solar electrification has been successfully executed in over 20 villages across the State and many biogas digesters are being used for domestic cooking.

Jigawa State is also known for its pioneering investment in ICT.

Of total available budget for CDF, infrastructure development has an allocation of 21.5%. This excludes funds from loans and specific grants. The overall government policy objective for the sector is to develop and maintain adequate, robust efficient and reliable infrastructure to facilitate economic growth and development as well as create conducive atmosphere for private sector investment. This chapter presents Jigawa State government's policy objectives and aspirations in these areas of critical infrastructure.

7.2 Road Sub-Sector

Road and transport development play a vital role in the socio-economic development process especially in a rural state like Jigawa where they facilitate movement of agricultural products to markets. Good roads network and efficient transport system are therefore of strategic importance in rural transformation and poverty reduction. Prior to 1999, successive governments had found it difficult to maintain existing roads mainly due to high cost and limited financial resources.

Since 2007, government has embarked on extensive road construction and rehabilitation works. As stated above, majority of the 27 Local Government Area headquarters of

³³ "Investment Climate" is normally used to denote a whole range of policy, institutional and behavioural conditions that influence the productivity of investments. Specifically, the major focus of investment climate is on policies and institutions; governance; and infrastructure.

the state have good roads network that links them with each other and with the state capital. In Local Government headquarters, which also double as Emirate Headquarters, construction of township roads has started. Most Local Government Council Chairmen have also made road construction a priority. Their Local Economic Empowerment and Development Strategies (LEEDS) documents promise the construction of feeder roads to open remote communities and link them with urban centers such that such communities can also access markets, schools, hospitals and other social amenities.

All major state roads totaling over 930 km were either rehabilitated or are under repairs. Also new road projects with a total length of about 450 km traversing the state are embarked upon. In addition to state roads and local government roads, there is an estimated 300 km of federal roads in the state which are the major gateways to neighboring states like Kano, Bauchi, Katsina and Yobe and to Niger Republic. The Federal Government is currently constructing a dual carriageway between Maiduguri and Kano which passes through Jigawa State for a distance of about 65 km.

7.2.1 Constraints and Opportunities for Road Infrastructure

Despite the substantial progress that has been made in this regard, there has been grassroots pressure for roads construction and rehabilitation (including rural feeder roads), exerting a lot of pressure on government finances. Other constraints of road construction include:

- Lack of will or capacity to enforce laws that forbid overloading of vehicles and bar some categories of vehicles from plying certain types of roads.
- Inadequate equipment and other mechanisms, such as Weigh Bridge, for effective traffic control.
- Poor maintenance culture, which allows minor repairs to degenerate into major ones over time. This is usually caused by inadequate funding of maintenance activities.
- Underestimation of traffic volume and weight of vehicles leading to poor road design and fast deterioration.

The opportunities for development of roads infrastructure in the State are:

- Roads construction is a priority of the governments in Jigawa State both at state and local government level. This translates into improved budgetary allocation for the sector.
- High correlation between road construction and improvement of farmers' income.
- Roads construction attracts 'high political reward' for politicians.

7.2.2 Policy Objective and Target of Roads Infrastructure

The primary objective of government on roads construction is to provide good road network in order to facilitate and enhance economic and social development in the State. The main thrust of this policy is to improve roads network through continued rehabilitation of existing roads and construction of new ones. While the State Government would

concentrate on construction and rehabilitation of tarred roads, the Local Governments would construct rural feeder roads. Possibilities of PPP through Built-Operation—Transfer options will also be explored.

The primary target under the roads construction subsector of the infrastructure development in the state is to construct and rehabilitate at least 1,000 kilometers of tarred State roads by 2011. Details of this are:

- i. Completion of the following ongoing new road projects:
 - Gwaram- Farin Dutse - Fagam - Gwani - Sagu (km)
 - Taura - Garki – Danzomo (km)
 - Hadejia – Garun Gabas (km)
 - Tsamiya-Yalwan Damai - Iggi - Jiboga - B/Kudu (km)
 - Babura – Yarkirya – Kuzunzumi – Gada (km)
- ii. Completion of the ongoing rehabilitation and asphaltting of the following roads:
 - Gujungu- Hadejia road (km)
 - Gujungu – Gumel – Babura (km)
 - Tasheguwa - Guri (42.14km)
 - Dakayyawa- Kaugama- Madana road (38km)
 - Roni- Gwiwa- Agangaro road (24km)
 - Taura- Garki road (km)
 - Ringim- Gidan Lage road (phase1- 73.5km)
 - Unguwar Mani- Korayel- Gwiwa road (km)
 - Gwaram- Basirka road (63km)
 - Auyo- Kaffin Hausa road (km)
- iii. Commencement of new road projects including the following:
 - Kwalam- Gilima road (km)
 - Gada- Farin Daba- Dandi road (km)
 - Kafin Hausa- Ruba- S/ Sara- Bulangu road (km)
 - Birnin Kudu-Sundimina- Kwari- Nafara- Dangoli- Kiyawa road (km)
 - Kafin Fulani- Tsangarwa- Maruta- Zandam ta Gabas road
 - Sukullifi- Kale- Gunka road (km)
 - Garun Gabas Birniwa- Kusa- Digimsa (km)
 - Babaldu- Wurno- Jangargari road (km)
 - Gagarawa- Bausuwa road (km)
 - Limawa- Zobiya- Warwade road (km)
 - Malam Madori- Birniwa road (km)
 - Gujungu- Kaugama road (km)

Secondary targets under roads construction and rehabilitation are:

- Construction of at least 500 kilometers of high quality laterite rural feeder roads by 2011;
- Construction of at least 100 kilometers of urban roads to cover 20 Local Government Headquarters in the State by 2014
- Construction and rehabilitation 20 bridges and culverts and river crossings in the State by 2011.

7.2.4 Strategies for Road Construction and Rehabilitation

The strategies for achieving these targets include high and sustained public sector spending on roads, exploring other ways such as direct labour, alternative materials and cost-sharing methods in order to contend with rising cost of road construction. Another possible financing option is to explore the introduction of toll gates along the selected critical roads with heavy traffic to ensure effective and timely maintenance. Other strategies include:

- Strengthening the Road Maintenance Agency (JIRMA) to ensure sustained routine maintenance.
- Reviewing and enforcing laws that prohibit overloading and banning certain trucks from plying certain roads and establishment of Weigh Bridge along the major roads.

A summary of the policies, targets and strategies for road infrastructure is presented in Appendix III.

7.3 Electricity Generation and Distribution

The importance of providing efficient, reliable and sustainable infrastructural facilities to any developing society like Jigawa State cannot be overemphasized. One of the most important and basic infrastructure to ensure this is electricity. Without adequate and sustainable power supply, many social services like water supply, health and education cannot be adequately provided by Government. Above all, industrial and other economic activities cannot thrive where there is lack of electricity. Jigawa State Government is therefore committed to promoting independent power supply that will include generation from both conventional and renewable sources as well as construction of new distribution lines and rehabilitation of existing dilapidated ones.

The Federal Government's Electric Power Sector Reform Act, 2005 provides for the independent or private generation of electricity. This is expected to augment the existing inadequate supply from the Federal Government's generating stations. The Act has allowed State Governments and other stakeholders in the industry to venture into electricity generation through the Independent Power Producers (IPP) programme. Jigawa State is one of the pioneers in the IPP experiment with the installation of Dutse and Kazaure IPP projects which are now nearing completion with the capacity of 4.02MW and 2.4MW respectively.

Currently, power supply in Jigawa State is mainly provided by PHCN. The allocation of power to the State by PHCN is not based on demand but on the amount available on the national grid. Since the national generation that now stands at less than 4000 MW is far below the national demand, the State's allocation, like that in other parts of the Federation, is grossly inadequate. Jigawa State presently receives less than 15MW of its current demand of 50MW. This allocation which is mainly coming through the two 132kW transmission substations located at Hadejia and Dutse is also shared by some parts of Kano, Katsina, Bauchi and Yobe States, although some few areas of the State also get their power supply from some of these neighbouring states.

Electricity is mainly distributed from the transmission substations through 33kW overhead distribution network with about 1000km route length and about equal number of distribution transformers serving the individual communities. Within the last 10 years, over 100 villages and towns have been supplied with electricity through the national grid and solar photovoltaic system.

Existing data available in 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, only about 10% of the households are currently supplied. Concerned about the critical insufficiency of power supply especially in the North, where only two hydro power plants are located out of the over 20 generation stations in the country, the Northern Governors' Forum set up a committee on power generation in the region. The committee which had representations from all the northern states came up with a blueprint for power generation. The state's policy on power supply is based on the recommendations of the committee.

The implementation of alternative energy in Jigawa, mainly targeting the rural areas, is borne out of the fact that the State is blessed with rich sources of renewable energy which could be exploited and harnessed as substitute for firewood, kerosene and diesel. This is also in line with global trends to control adverse environmental effects associated with hydrocarbon fuels. The State is however aware that all over the world, renewable energies, apart from hydropower, are seldom used for regional or industrial power supply because of their high capital cost compared to those from conventional sources.

7.3.1 Constraints of Electricity Supply

The major constraints to the state's IPP plants in Dutse and Kazaure are the high cost of maintaining diesel engines and using diesel fuel, which many times is also in short supply. There is also the unfavourable regulatory framework which gives PHCN monopoly over transmission, distribution and sale of power even when it is generated by independent sources.

Other constraints to power sector and distribution are lack of interest by the private sector in investing in power generation, the use substandard materials and poor maintenance culture in the country resulting in frequent breakdown of the existing distribution lines and other infrastructure. Of great concern also is lack of adequate skilled technical manpower and vandalism of electrical installations in the state.

7.3.2 Potentials of Electricity Supply

The potentials of electricity supply in the State are:

- Power supply is one of the major policy thrusts of the Federal Government.
- Deregulation of the power sector, which will lead to independent power generation by states and other corporations.
- The Federal Government's plan to extend the gas pipeline to the northern part of the country will also greatly facilitate power generation in the state.

7.3.3 Policy Objectives on Power

The primary objective in the power supply sector is to ensure adequate and stable power supply to the generality of the population.

The secondary objectives of this sector include supplying electricity through connection to the national grid; generating and distributing electricity through IPP and other alternative energy sources and upgrading, strengthening and improved maintenance of existing electricity distribution networks.

In this regard, the primary targets to be pursued are achieving at least 30% and 50% coverage for households with electricity supply by 2012 and 2020 respectively and ensuring that the state generates at least 10% and 50% of its electricity demand by 2012 and 2020 respectively.

The secondary targets to be pursued include doubling the rate of contribution of this sector to economic growth and rate of employment in sectors that rely on electricity by 2020 and upgrading and strengthening the existing 500km and 1000km of 33kW distribution lines by 2012 and 2020 respectively.

7.3.4 Strategies for Power Generation and Distribution

The following are the strategies for power generation and distribution under the CDF

- Joint efforts and funding between the Federal Government and the States in the North for the exploration and exploitation of oil and gas deposits and the development of Jatrophia farms for the production of bio-diesel.
- Appealing to the Federal Government to upgrade the two existing transmission substations in the state and construction of the proposed additional one at Gagarawa.
- Partnership between Jigawa State Government and its neighbours, especially Kano, in the power sector such as hydropower generation at Tiga Dam and having a stake in the proposed sale of the Kano Distribution Company of PHCN.
- Completion of the Independent Power Projects in Gujingu, Kazaure and Dutse and the establishment of a 15MW IPP using dual gas/LPFO as fuel through cooperation with International Agencies which specialize in power generation.
- Continuation of rural electrification projects through extension of the national grid and renewable energies by partnering with the local governments.
- Encouraging local/indigenous investors to establish concrete poles manufacturing factories in the State.

7.4 Information and Communication Technology (ICT)

Ability to access and use information is very critical today. This offers opportunities for economic, political and socio-cultural growth and broad-based development. It also facilitates the creation of knowledge-based, science and technology-driven economy with ever-expanding opportunities. It is against this background that the development of this sector is taken as an integral part of the State education policy. With increased globalization of the world economic and social order which makes the world a “global village”, lack of access to ICT could be considered as an element of poverty comparable to insufficient nutrition or inadequate shelter. This is especially so with the realization that ICT is increasingly becoming central in the effort to escape poverty.

For instance, ICT facilitates access to information that can generate income and improve access to basic services such as education and health. ICT has an ever-increasing role in promoting sustainable economic development by facilitating economic growth, effective delivery of human development services and improving the efficacy of government. It also improves accessibility to markets and prevents marginalization from the increasingly networked global economy.

Jigawa State is a pacesetter in adopting ICT as a key strategy in the pursuit of economic development. The State has already acquired and established the necessary hardware and ICT infrastructure for development. The Galaxy ITT CO established by the government has already acquired 3 licences to provide Internet services, V-SAT installations and GSM telephony.

7.4.1 ICT Potentials

The potentials of ICT in Jigawa State include

- Opportunities for the State to be a major player in the ICT sector of the country especially with deregulation of the Telecom industry and the cooperation of willing foreign technical partners like Informatics Institute of Singapore and Tech Associates of the US.
- Extending ICT services beyond Local Government headquarters of the state and to other states of the federation.
- The franchise acquired by State Government from the Informatics Institute of Singapore for the establishment of an Institute for Information Technology in Kazaure and another franchise arrangement with C-Tech Associates USA offer huge opportunities for the state to facilitate socioeconomic development.
- Established computer training centres have been established in each of the 27 LGAs of the state.
- Large number of students sponsored to study various aspects of IT abroad

7.4.2 ICT Policy Objectives and Targets

Given the existing potentials in the state, it is the objective of Government within the medium term to make Jigawa State a Northern Nigeria regional hub for ICT development. The focus of this will be in producing ICT professionals in all spheres from software development to computer engineering. Generally, the overall objective is to maximise the op-

portunities offered by information and communication technology in the pursuit of a broad-based economic development.

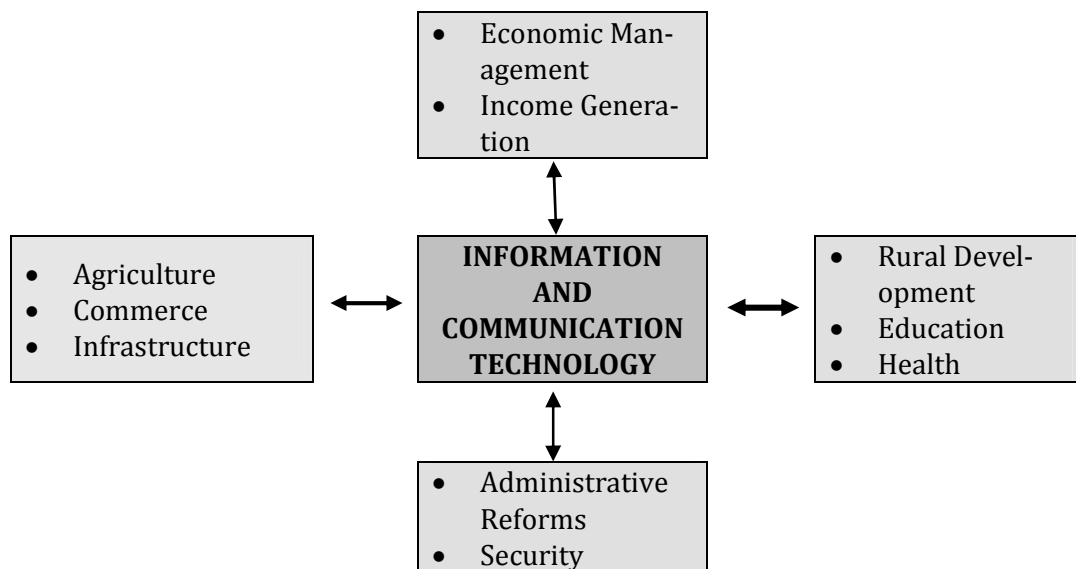
The broad-based development envisaged by the State makes ICT indispensable in its development strategy. There is a range of bi-causal relationships between ICT and other key sectors. The benefits of these relationships, if utilized maximally, would facilitate development of the State. This bi-causal relationship is illustrated below:

7.4.3 Targets of ICT

The primary targets of ICT include generation of up to N2.0billion income per annum from ICT beginning from 2013 and production of an average of 500 ICT professionals annually from 2010 to 2012 through sponsorship of State indigenes in local and overseas training institutions to support the establishment of a virile indigenous software and hardware industry in the state.

The two secondary objectives of ICT are achieving 100% computer literacy rate in the state civil service and 25% among the adult population of the State by 2012, 100% computerization of key government activities such as payroll systems among all government agencies in the three arms of government and using Integrated Financial Management Information Systems in all aspects of public expenditure and financial management by the end of 2012.

Fig. 7.1 Relationship of ICT to Development Sectors



7.4.4 ICT Strategies

To achieve the policy targets of the ICT sector, the following strategies will be pursued:

- Establishment of computer assembly plant in collaboration with interested private partners by the year 2020.
- Sustaining existing partnership with internationally renowned IT institutions and establishing new ones.
- Improvement and expansion of the Jigawa State Institute of Information Technology.
- Establishing a small ICT village/park for the development of ICT talents.
- Encouraging the establishment of internet cafes, provide access to affordable computers and ensure that Galaxy-ITT is always functional.
- Improve and expand computer training centres across the state.

SECTION V

Economic Empowerment

- Economic Empowerment
-
- Poverty reduction
-
- Youths and women Empowerment

CHAPTER 8

Economic Empowerment

8.1 Introduction

Economic empowerment is identified as a major pillar of the Jigawa State CDF. As already observed, the nature of poverty is both complex and multidimensional. Pursuit of broad-based and multifaceted pro-poor economic growth policies needs to be carried along with other unique and compatible growth reinforcing strategies. These should be deliberately designed to empower the people, particularly youth, women and the physically challenged, economically and socially. To achieve broad-based development certain dimensions of poverty and some vulnerable segments of society may require targeted interventions. Consequently, the CDF aims to evolve plans that promote opportunities for economic empowerment and social security for such segments of society. Major elements of the economic empowerment therefore include the pursuit of youth and women empowerment programmes, access to credit, vocational skills acquisition/entrepreneurship development, provision of social safety nets, establishment of an economic empowerment trust fund and development of trade-based cooperatives groups.

Of the total available budget for capital development, economic empowerment has an allocation of 5%. This excludes funds from loans and specific grants.

"...A successful poverty reducing strategy in Nigeria will require a strong and focused emphasis on economic growth, increased access to social services, adequate infrastructure, and *targeting*..."

Nigeria - Poverty in the Midst of Plenty
A World Bank Poverty Assessment, 1996

8.2 Poverty in Perspective

The first goal of the Millennium Declaration agreed to by 189 countries at the UN Millennium Summit of September 2000 is to "eradicate extreme poverty and hunger by 2015". The target in this regard is to "reduce by half the proportion of people living on less than a dollar a day and the proportion of people who suffer from hunger." Nigeria is ranked 158th out of 177 nations in the 2007/2008 Human Development Report of the United Nations and with not less than 70% of the people living below the poverty line in Nigeria, attaining Goal 1 of the MDGs is, perhaps, the most daunting of all for the country. The second, third,

fourth and fifth goals of the Millennium Declaration are directly related to the empowerment of women, and consequently, their children.³⁴ Ultimately, poverty will end until there is recognition for the role which gender equality would play in poverty reduction.

Poverty in Nigeria is acknowledged to be severe and widespread with dramatic variations across the 36 states of the Federation. National poverty surveys indicate that the incidence and depth of poverty is highest in the northwest geo-political zone where Jigawa State belongs. In this region, as much as 80% of the population could be living below the poverty line. Same surveys have 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. The fundamental causes of poverty include economic stagnation, dysfunctional social services, poor social and economic infrastructure, all of which are attributable to mismanagement and poorly conceived and implemented socioeconomic policies.

With a majority of the people in Jigawa State being rural subsistence farmers, low agricultural productivity has also significantly contributed to the poverty situation. Other causes of poverty in the state include low level production technology, low literacy rates and poor rural infrastructure.

The government initiated the safety net programme to assist the poor and the needy in the society. The major thrust of the initiative is to create an enabling environment for improving the social and economic wellbeing of people living below the poverty line. Appropriate legislation is therefore put in place to ensure the payment of social security allowance for the disabled in the state. It is envisaged that through the diligent implementation of these laws, the stated strategic objectives would be achieved.

The State government also recognises that women have far fewer economic opportunities, suffer reduced access to public services, and are excluded from decision-making processes. The effect pervades households, communities and the wider society and therefore needs to be addressed.

8.3 Opportunities for Economic Empowerment

The Ministry of Women Affairs and Social Development advises the government of Jigawa State and supports it to achieve its desired outcomes for women, particularly the rural poor among them, youths and the physically challenged. The measures include creating equal access to political, social and economic empowerment opportunities.

The Directorate of Economic Empowerment was established as part of the Government Strategy for a comprehensive and coordinated approach to Economic Empowerment in the state. The Directorate has the mandate of designing and implementing programmes aimed at combating mass unemployment particularly among the youth and women groups.³⁵ The approach of the Directorate also includes entrepreneurs development training and empowerment; rural employment creation; skills acquisition training; and employment promotion through trainings and loan facilities. Specific strategies to be de-

³⁴ Goal 2: Achieve Universal Primary Education with a target of *ensuring that children everywhere, boys and girls alike, will be able to complete a full course of primary schooling*; Goal 3: Promote gender equality and empower women with a target *to eliminate gender disparity in primary and secondary education*; Goal 4: Reduce child mortality and Goal 5: to improve maternal health

³⁵ Strategic gender needs focus on long term needs which are usually not material but address structural changes in the society regarding women empowerment and equity. These include education, skills acquisition, access to loans and active participation in decision making. Practical needs on the other hand address the more immediate necessities such as money, labour saving technologies, water, shelter and food.

ployed towards achieving the targets and objectives are highlighted under section 8.4 below.

Provision of social security is also an integral part of the social safety nets required for economic empowerment for the people. These refer to government actions taken in response to levels of poverty, risks, deprivation and vulnerability deemed socially unacceptable within the society. The policy thrust of the initiative lays emphasis on social security support for the disabled; targeted interventions for the unemployed youths and large poor households. Public Service Pension Reforms were also embarked upon through the contributory pension scheme in order to institute a robust, financially stable and sustainable pension policy thus safeguarding the socioeconomic wellbeing of retired civil servants.

While the challenges are overwhelming, there are high expectations. In addition to new initiatives aimed at putting the country on track towards the attainment of the MDGs, the new approaches to national development, such as the President's 7 Point Agenda and Vision 20-2020 are grand opportunities for poverty reduction and economic empowerment in the State. Other opportunities peculiar to the State include political commitment to poverty reduction as evidenced from the views expressed at the Talakawa Summit that are summarized in box below.

Lessons learnt from this exercise will inform subsequent research and exercises that will be useful in future planning. On its part the Ministry of Women Affairs and Social Development, working closely with other relevant agencies and MDAs in the State, will serve as a central coordinating Ministry that will be to collate information, policies, skills and projects concerning women, youth and the physically challenged from all local government areas and MDAs in the State.

8.4 Policy Objectives and Targets

Empowerment is defined as "the expansion of assets and capabilities of poor people to participate in, negotiate with, influence, control, and hold accountable institutions that affect their lives..."³⁶ This definition is a direct response to the universal definition of poverty. According to the United Nations Committee on Economic, Social and Cultural Rights, poverty is a "human condition characterized by the sustained or chronic deprivation of the resources, capabilities, choices, security and power necessary for the enjoyment of an adequate standard of living and other civil, cultural, economic, political and social rights."

Improving the capacities of people and providing THEM access to economic opportunities is therefore very crucial to poverty reduction efforts. Consistent with the overall objectives of the State CDF, the purpose of the State Economic Empowerment Policies is to bring about a transformation in which the social and economic wellbeing of the people is guaranteed. Specifically, the objectives of the State economic empowerment programmes include the following:

³⁶ World Bank's Empowerment Source Book

The Talakawa Summit (TS)

The TS was a super Focus Group Discussion chaired by the Jigawa State Governor and witnessed by local and international development partners and other notable national figures like the Sultan of Sokoto. It was a grand opportunity to hear first hand testimonies from the talakawa – the masses who on a daily basis pass through the scourge of poverty in its various manifestations. The Summit was a rare opportunity to hear the “voices of the poor” in line with the principle of *“he who wears the shoes knows where it pinches most”*. While providing an avenue for direct communication between the talakawa, their leaders and other key stakeholders, it also provided an opportunity to confirm the correctness of government policies so as to re-align them for more effective outcomes. A synthesis report of the TS has identified the following major issues:

- Excessive social burden (high dependency ratio) among the population where both men and women spoke of having to cater for the basic needs of too many relatives, wives, orphans, etc, as the case may be.
- Poor state of rural infrastructures such as rural roads which not only limits economic activities but also significantly contributes to high maternal and infant mortality in the state.
- Inadequate power supply which profoundly constrains the development of micro, small and medium scale enterprises and the level of socioeconomic living conditions of the people.
- Security or lack of it particularly in Fadama Lands which negatively affects agricultural production during the dry season.
- Generally low level of economic activities in the state, occasioned by poor patronage and the effects of globalization that threatens the survival of local businesses.
- Lack of sufficient capital or other means of economic empowerment particularly credit facilities and production equipment.

In line with the testimonies, the major policy issues identified at the Summit included:

- Need to focus on education which is an effective tool of socioeconomic empowerment and poverty reduction. Though there was no consensus on areas of emphasis, what is basic in the immediate term is ensuring access to qualitative and functional education particularly at primary and secondary school levels.
- Need for health policies that enable a healthy and productive population with low maternal and infant mortalities. Proposed initiatives including continuous training of TBAs, strengthening of routine immunization and improved access to obstetric care services.
- Focus on power supply that involves the exploitation of alternatives to PHCN such as completion of the diesel powered IPPs at Dutse, Maigatari, Kazaure and Gujungu, and development of alternative energy sources - bio-gas, wind and solar energy.
- Improved security particularly as it affects dealing with the recurring clashes between farmers and herdsmen
- Provision of rural infrastructures including rural feeder roads, electrification, etc.
- Partnership between the State Government and Local Governments in the implementation of development projects.
- Mass mobilisation on development programmes of the state.
- Communal ownership of all projects to ensure sustainability.
- Other initiatives aimed at boosting business and economic activities in the state, which include re-capitalization of the Sub-Saharan Equipment Leasing Company, establishment of an agro-allied skill acquisition centre, provision of grants to boost small enterprises through the Economic Empowerment Trust Fund and other financial intermediation efforts.

- Building the capacities and capabilities of people to enable them become more enterprising such that they can raise their standard of living above the poverty line.
- Reducing the burden of chronic poverty among vulnerable segments of the population.

- Providing appropriate social safety nets to counter the possible negative effects of poverty.

The targets of economic empowerment under the CDF are:

- Providing 5000 jobs and employment opportunities annually for the next five years through the skill acquisition centres, small scale agro-allied value-adding initiatives and other economic empowerment programmes.
- Producing a comprehensive database of current economic opportunities in Jigawa State. This will provide baseline data and profiles for planning future social safety nets and Talakawa summits.

8.5 Economic Empowerment Strategies

The multidimensional nature of poverty requires multifaceted approach in empowering people with a range of assets and capabilities at both individual and collective levels. It requires the removal of formal and informal institutional barriers that prevent people from improving their social and economic wellbeing, individually and collectively. Government plays a central role in the provision of favourable economic environment that improves accessibility to economic opportunities especially for the poor. This requires the design of strategies that ensure access to means of production and markets particularly by the poor as well as improved access to land, labour and capital for investors and economically incapacitated individuals. It also entails developing and maintaining appropriate infrastructure in order to provide access to means of production and markets. These provisions are expected to additionally encourage large-scale farming and provide opportunities for more profitable farm and non-farm activities particularly small and medium scale enterprises. Food security schemes will be included in these farming strategies that will empower women and youth in vegetable and small crop irrigation production.

Broad strategic areas where various initiatives for economic empowerment would be pursued include youth and women empowerment; access to credit; skill acquisition; small scale agro-allied processing plants; provision of safety nets; and trade-based cooperatives for youth and women groups. Other strategies include:

- Facilitating the development of 3,500 trade-based cooperatives and women groups annually for next five years.
- Facilitating access to micro credit for 900 cooperative groups and 3000 individuals annually.
- Providing entrepreneurship development training for 500 people annually.
- Rehabilitation of youths with bad social habits for integration into the society.
- Rehabilitation and integration of troubled youths into the society. Doing this will involve developing 10 state-owned Skill Acquisition Centres as well as facilitating the development of Local Government-owned mini skill centres in each of the 27 Local Governments in the State. Skill Acquisition Centres established in Local Government Areas will be equipped to offer vocational training and skills in several trades for the youth, unemployed school graduates, women groups, retired and serving civil servants, etc. The programme would also include basic courses on financial and administrative management of small scale businesses. In addition to the vocational training, the programme would inter-link with the micro-credit

scheme under which graduates of the Centres would obtain soft loans in form of take-off capital and equipment to pursue their trades. The existing 27 Women Development Centres in each LGA will also be equipped and extended to Ward levels by the Local Governments.

- The State Government will sign MOUs with Local Governments and other stakeholders on the funding, maintenance and operations of the Skills Acquisition Centres and the 27 Women Development Centres in the State. Government guaranteed loans from commercial and micro-finance banks will be accessed by graduates of such centres. In particular loans granted to women will be guided by gender sensitive rules to ensure compliance and payback mechanisms that will not endanger the women or threaten their role in the society.
- The Committee on Microfinance and Economic Empowerment will be strengthened to monitor strategies for loan disbursement and payback for women.
- In addition to the above strategies the Ministry of Women Affairs and Social Development along with the Directorate of Economic Empowerment will recognise women, youths and the physically challenged as separate categories of stakeholders and seek to empower them according to the definition of 'empowerment' in section 8.3 of this document. This will include, but is not limited to, facilitating the establishment of small scale enterprises for the processing of agricultural products that are abundant in Jigawa State. This will not only provide off-farm employment opportunities for women and youths and some physically challenged persons, but also lead to processing and packaging of agricultural produce for local markets and possible exports.

Table XI. Empowerment Strategies for Different Groups.

Rural Communities	Provision of rural infrastructure – water and sanitation services, rural roads, rural electricity, emergency obstetric care
Rural Poor	Agricultural extension services and access to agricultural inputs Access to credit and other productive assets Strengthening of rural cooperatives Social safety nets in health and education
Urban Poor	Labour intensive public works schemes Access to affordable housing, water, and sanitation Skill acquisition and entrepreneurship development Access to credit Social safety nets in health and education
Women	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	Skill acquisition and entrepreneurship development Access to credit Strengthening of trade-based cooperatives

While the strategic initiatives to be pursued in this respect would be initiated and promoted by the Government through the Directorate of Economic Empowerment, it will also involve partnerships with local trade-based cooperative groups, the organised private sector and investors, development partners and other financing agencies. Some of the strategic initiatives include:

- Cassava processing in Gwaram Local Government
- Rice padding at Hadejia
- Sesame seeds processing at Maigatari
- Gum Arabic tapping and processing at Birniwa, Malam Madori and Maigatari
- Oil milling at Dutse, Buji and Kiyawa
- Fruit and Vegetable Processing at Kazaure, Dutse, Hadejia and Ringim.

Specific social development strategies will include

- Strengthening the Ministry of Women Affairs and Social Development to work in collaboration with the Directorate of Empowerment and other MDAs in its coordinating role to provide reliable data, information and skills documentation and monitor progress in all areas of development.
- Using the national gender policy document as a framework to design a policy document that will define commercial activities for the economic empowerment of women, youth and the physically challenged in Jigawa State.
- Support to School for the Blind and Crippled in Hadejia to provide jobs for persons with physical challenges in making plastic chairs and other useful products.
- Rehabilitation of mentally challenged persons in Kazaure.
- Re-equipping the Reformation School for young offenders in Kafin Hausa to include the mentally challenged persons.
- Construction of a retention centre in Ringim.
- The renovation of home for elderly in Birnin Kudu.
- The renovation and rehabilitation of the home for the destitute in Gumel.

A number of other specific short and medium term actions have also been identified as part of the empowerment strategies. These include:

- The production of a database and compendium of all existing women cooperatives and youth groups.
- Establishment of a farm craft centre for the blind.
- Training for women and children with disabilities in life skills such as sign language and Braille.
- Expansion of existing Hadejia, Gumel, Kazaure, Ringim and Birnin Kudu Skill centres and establishment of new one at Dutse. This involves development of new structures such as workshops, classrooms, administrative blocks, training equipment and materials, etc.
- Support for Local Government-owned Skill Acquisition Centres.
- Recruitment and sourcing of additional instructors including women.
- Training of trainees for instructions.

- Survey and mapping of existing and 'dead' traditional crafts. This survey will include women's skills in locally made bed sheets, horse saddles, caps and other traditional crafts.
- Registration for Federal Labour Trade Test.
- Establishment of Entrepreneurship Development Department.
- Grouping and facilitation of micro-credit.
- Partnerships with NDE, SMEDAN, MDGs CGS, DFID, FOMWAN, UNICEF, etc. In these partnerships, Ministry of Women and Social Development in collaboration with other MDAs will be positioned for coordination of all activities that concern women, youth and physically challenged persons.

CHAPTER 9

Commerce, Industry, Solid Minerals and Housing

9.1 Introduction

The area constituting Jigawa State had for centuries been in the mainstream of the ancient Trans-Saharan trade routes due to its proximity to the centres of trading in the region. This has made trade and commerce a way of life for many people in the state. However, due to the previous development policy pursued by old Kano State out of which Jigawa State was created in 1991, not much progress was witnessed in terms of commercial and industrial development in modern times.

Since 2007, various policy initiatives were pursued aimed at promoting the development of commerce and industry in the State. These include the continuation of the EPZ, establishment of micro-finance banks, major markets development, and the adoption of PPP in the ongoing market development programme. Nevertheless, the sector is yet to make the desired impact in the area of economic empowerment and job creation.

This chapter separately deals with four areas in the context of the CDF: commerce and industry with emphasis on small and medium-scale Enterprises (SMEs), solid minerals, tourism and housing.

9.2 Situation Analysis on Commerce Industry

Jigawa State inherited only one industry from former Kano State in 1991: Atafi Cereals Processing Company Limited located at Hadejia, which at the time of taking over was not breaking even. The three agro-allied industries that were established in the early years of the State were bedevilled by a myriad of technical and managerial problems. These include Gumel Flour Mills, Birnin Kudu Dairy Processing Plant and Kazaure Tomato and Juice Processing Plant. All the four existing agro-allied industries in the state are now moribund. The industrial development in Jigawa State is mostly confined to informal sector in form of micro, small and medium scale enterprises.

9.2.1 Potentials and Constraints for Commerce & Industry

For the development of commerce and industry there are potentials especially in the area of agricultural processing which could set the stage for the industrial development of the state in the medium and long terms. First, the state has over thirty different kinds of agricultural raw materials including sorghum, millet, cowpea, *Acacia nilotica*, gum Arabic, soybeans, mango, sugarcane, sesame, rice, cotton, livestock products, and many kinds of vegetables.

Secondly, almost 50% of the population of the state is made up of people in the economically active ages which could serve as a source of cheap labour. Even though much of these may not be sufficiently skilled, the labour laws in the State give the potential investor unlimited opportunities to source specialised skills from any part of the world.

Thirdly, there are viable markets not only in the State but also in neighbouring states such as Kano, Bauchi, Katsina and Yobe as well as opportunities for cross-border trading with neighbouring countries, such as Niger Republic.

Some of the identified constraints include inadequate infrastructure, particularly with respect to power supply, poor entrepreneurial skills among the people to initiate and nurture a business enterprise, weak technological base and weak financial intermediation with low access to credit and high interest rates. Added to this is the low level of savings and investments among the people both as individuals and cooperative groups.

Foundations of SME
Development in Jigawa State (2009 – 2013)

- Completion and effective utilization of Maigatari Border Free Zone.
- Reinvigoration of the State investment company and the state Industrial Equipment leasing Fund.
- Ensuring effective coordination and linkage between new/existing SMEs & Cottage Industries with the Skills Acquisition Centres.
- Promotion 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.
- Development of Infrastructure particularly in the area of roads, power supply and information & communication technology to provide a conducive investment climate.
- Resuscitation of agro-allied industries through privatization and/or a PPP arrangement.
- Establishment of market information centre.

9.2.3 Policy Objectives, Targets and Strategies of Commerce and Industry

The policy thrust for the commerce and industry sector is to facilitate the development of a virile SME sector capable of substantial contribution to economic growth and poverty reduction.

Specific objectives relevant to this sector are:

- To create a very liberal investment climate with various incentives schemes to attract investment into the state.
- To increase rural income and promote better commodity pricing.
- To promote diversification of the revenue base of the State.
- To promote local production for export and local market.

The targets in this sector are as follows:

- Create 5,000 jobs annually for the next 4 years from the current level of 1,000.
- Increase the number and membership of cooperative societies by 50% by 2013.
- Increase proportion of the paddy rice processing in the state from the current 2% to 20% of the total annual produce.
- Attract an average of N250 million annually of direct private sector investment into the State for the next four years.
- Increase in business turnover of 25% in the major markets of the state.

- Establishment of 45 paddy rice cottage processing plants by 2011, i.e. an average of 15 annually.

In order to achieve the above stated objectives and attain the set targets, the following strategies will be adopted:

- Establishment of a Technology Business Incubation and Raw Materials Display Centre to nurture the development of indigenous technologies, modernize small scale and cottage industries, support technological adaptation and raw materials research.
- Training of 500 women in various trades through skill acquisition centres and artisan workshops annually up to 2011.
- Completion of the Maigatari Border Free Zone.
- Revitalization of the Jigawa State Investment and Properties Limited to enable it effectively handle investment promotion matters in the state through a pool of investment promotion personnel. In the same vein, the commerce sector strategy would entail the revitalization of the Equipment Leasing Company (Jigawa State Sub-Saharan Leasing Company) to support and empower citizens of the State in the establishment of small scale agricultural processing plants.
- Facilitate the establishment of sesame seed pre-cleaning and primary processing plant, cassava pelleting and flour plant, introduction of fruits (tomatoes and pepper) preservation technology and establishment of *Moringa* and *Jatropha* nurseries.
- Facilitate the formation and development of an average of 100 trade-based cooperative societies annually with linkage to all sectors of the economy
- Modernization of cottage industries especially in such trades as blacksmithing, carpentry, etc.
- Establish an Ethanol production plant through the intervention of the private sector.
- Provide appropriate support to Chamber of Commerce especially the establishment of trade fair ground for the staging of annual agricultural shows.
- Seek and promote bilateral agreements with various Chambers of Commerce and Industries in order to provide opportunities for SMEs and promotion of research and development in the sector.
- Increase national and international collaboration with commodity development related organisations such as Common Fund for Commodities (CFC), JETRO, USAID, JICA, etc.

9.3 Solid Minerals

As documented by Raw Materials Research and Development Council of Nigeria, Jigawa State has deposits of over ten different kinds of solid minerals in commercial quantities. However, because solid minerals exploration is not receiving the attention it deserves despite the State's potentials in the sector, the State has remained underdeveloped. Solid mineral deposits exist in the two geological formations of Jigawa State (Chad Formation and Basement Complex) in the form of precious, semi precious, metallic and non-metallic minerals. This includes gold, tantalite, columbite, kaolin, feldspar, clay, mica, quartzite, limestone, trona and silica sand. The state CDF will include medium term strategies that will in the medium term lead to development of the solid mineral sector in the state.

9.3.1 Opportunities and Constraints of Solid Minerals Exploration

Jigawa State is blessed with various kinds of solid minerals, which when effectively harnessed could actually accelerate economic growth and development in the state. For example, the sector has great potentials as a means of diversifying the state's economy. It is a veritable source of income and job opportunities as well as a means of promoting industrial development and attracting private investment to the state.

The interest of government in exploring solid mineral deposits as an alternative source of income is an opportunity for developing the sector. This has also generated more awareness among potential investors and private individuals.

One of the constraints of solid minerals exploration in the state is lack of detailed study that is critical in project appraisals, feasibility studies and other investment decisions. In addition, there are difficulties with respect to limited flow of private capital into the sector; weak policy and inter-sectoral coordination; ineffective financial intermediation; and inadequate legal and regulatory framework.

9.3.2 Policy Objectives, Targets and Strategies of Solid Minerals

Government policy objective is to encourage and work with the respective Federal Government agencies to develop the sector as an alternative source of economic development.

The State targets to earn 20% of its IGR from solid minerals by 2020. The strategies for solid minerals exploration in the State shall consist of the following:

- Completion of detailed feasibility studies, geological survey and acquisition of mining rights and titles over all commercially viable solid mineral deposits within the state by the end of the year 2010.
- Facilitate the establishment of granite tile industry through a PPP arrangement also by the end of the 2010.
- Facilitate the establishment of hydrated lime, soda ash and bentonite processing industries during the period 2010-2011 also through a PPP arrangement.
- Integrating the unlicensed local miners to co-operative groups by providing relevant techniques and available market in the year 2010-2011.
- Codification of a range of incentives that would attract both domestic and foreign investors into solid minerals development.

9.4 Tourism

Jigawa State is endowed with potential tourist attraction sites and cultural events. One of the major tourist sites is the Baturiya Birds Sanctuary. This site, which is proposed for UNESCO World Heritage, 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. Other potential tourist sites in the state include Wawan Rafi Lake in Kazaure, which is a potential Sun City, and the antique Rock Paintings in Birnin Kudu.

The tourism sub-sector in Nigeria is a major source of income in some states such as Bauchi, Cross Rivers and Kano. The sub-sector has high multiplier effects on the rest of the economy due to its labour requirement, which could in a way contribute to government effort in poverty reduction. However, tourism in Jigawa State has remained underdeveloped despite its great potential for contributing to the economic and social development of the state.

9.4.1 Constraints and Potentials of Tourism

Lack of appreciation of the benefits of tourism sub-sector and a general lack of interest are major constraints of the sector. Other constraints include:

- Absence of policy guidelines for the tourist-sub sector.
- Lack of infrastructure such as access roads to some of the tourism sites.
- Intense competition from the neighbouring states of Kano and Bauchi, which have better facilities and well developed sites.
- Lack of hospitality amenities at the sites.
- 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.

Notwithstanding the above constraints, the Tourism Sub-sector in Jigawa State has a number of potentials, which include the following:

- The ongoing development of infrastructure, such as roads and telecommunication, that will create easy access to the tourist sites in the state.
- Job creation in the hotel, travel and catering businesses.
- The tourism sub-sector is recognized by government as an alternative source of IGR for the state, which should be developed for exploitation.
- Government industrial and commercial policy that is designed to attract private sector investment to Jigawa State.

9.4.2 Policy Objectives, Targets and Strategies of Tourism

Government policy objective in the tourism sub-sector is to partner with the private sector to develop tourism for the purpose of income and employment generation leading to greater economic activity in the State.

The targets for the tourism sub-sector are:

- Attract 5,000 foreign tourist and 20,000 local tourists to Jigawa State by 2015.
- Earn US\$1,500,000 from foreign tourists who will spend at least US\$300 during a 3 day stay in the State
- Create 2,000 new jobs in the sector by 2015.

The strategies for achieving these targets are:

- Develop first the Baturiya Wetlands to enable it attract visitors by 2012 before taking up on other sites in 2013.
- Provide training in tourism marketing and other skills required to attract tourists to the state.
- Provide vehicles, equipment, manpower and incentives for staff in the sub-sector
- Enforce legislation on the protection of game reserves, wildlife, natural wetlands, historical sites and other cultural heritages of the state.
- Provide special incentives in the form of concessions, tax relief and technical assistance to private tourism agencies to attract investment and facilitate entry into the sector.
- Support the development of hotel and travel agency business in the state.

9.5 Housing

From the creation of Jigawa State in year 1991, successive administrations in the State have accorded housing a priority position. At takeoff, the need for housing accommodation by the teeming civil servants and general public relocating to the Capital was recognized. Since then Government has embarked on construction of houses in the State Capital. As at today almost 3,000 units of various categories of houses have been completed.

Since a large segment of the population of Jigawa State lives in the rural and semi urban towns, the Government attaches importance to rural housing schemes. The state wishes to address the issues of rural housing to be constructed using appropriate technology. The state was also concerned with the resettlement of fire and flood disaster victims and also for resettlement of those displaced by projects. A large number of houses were constructed in rural areas to address these issues.

9.5.1 Constraints and Potentials of Housing

The constraints of the sub-sector include

- The contribution of private developers to housing development is insignificant across the State. Government remains the key player.
- The demand for housing far exceeds the capacity of government to provide.
- Commercial and economic activities to attract people to the state are still slow, although picking up especially in the last two years.

On the other hand, the potentials for housing are

- High demand for housing due to the rapid transformation of rural towns into urban and semi urban towns, and also due to the relocation of indigenes of the State from Kano. It is for this reason that Government embarked on massive construction of various categories of houses, especially in the State capital, Dutse. For example, in the period 2007-2009, 900 units of multiple and single room houses were constructed in Dutse. Between 1991 and 2006 almost 2000 units were constructed in both urban and rural areas across the State.

- Also the defunct Mass Housing Agency was recreated to address rural housing. In addition the State Housing Authority was created to provide housing accommodation for civil servants and the general public.

9.5.2 Policy Objectives for Housing

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

- Development of various categories of houses to satisfy public demand for housing in the Capital.
- Development of various categories of houses for purchase in urban centres to satisfy public demand.
- Development of rural housing scheme for resettlement of disaster victims or displaced persons as a result of siting developmental projects

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.

9.5.3 Targets for Housing

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

- Short term 2009 – 2010
 - (i) Development of 3,000 units of residential plots in the state capital by 2010
 - (ii) Construction of 1,500 units of 2 and 3-bedroom houses by 2011.
- Medium term: 2011 – 2015
 - (i) Development of 7,500 units of residential plots by 2015 in the state capital
 - (ii) Construction of 2,000 units of 2 and 3-bedroom houses by 2015.
- Long term: 2016 – 2020
 - (i) Development of 15,000 units of residential plots in urban and rural areas by 2020
 - (ii) Construction of 5,000 units of 2 and 3-bedroom houses in urban centres across the state by 2020

9.5.4 Strategy for Housing

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

- Transformation of traditional materials for housing construction using appropriate technology to construct reliable, strong and modern houses.

- Establishing industries that produce building materials using indigenous raw materials.
- Encourage private developers to undertake housing construction through provision of land, granting of title documents, etc.
- Provision of infrastructure in residential layouts, i.e. roads, water supply, electricity and drainages.
- Strict adherence to town planning design and programs .

SECTION VII

Reforms and Implementation

- Government and Institutions
- Administrative Reforms
- Implementation

CHAPTER 10

Institutions and Social Reorientation

10.1 Introduction

The structure of the Jigawa state government has been highlighted in Chapter One. To ensure that government institutions, structures and practices are fit for delivering the key sectoral objectives outlined in the CDF, there is the need to undertake fundamental reforms in the way government works and for attitudinal reorientation. This chapter documents the effort of government in reforming its functions and institutions. These reform initiatives, which started in the 1990s and continue till today, cover a wide variety of issues including public financial management, human resources management, societal reorientation and local government administration. The thrust of the reforms is highlighted in the sections that follow.

10.2 Governance and Institutional Reforms

According to the UNDP³⁷, governance is viewed as

“The exercise of economic, political and administrative authority to manage a country’s affairs at all levels. It comprises of mechanisms, processes and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.”

The issue of governance has become central in discussions on development whether at global, regional, national or sub-national levels. Good governance and effective public sector institutions are critical for the success of policy meant to promote pro-poor economic growth and sustainable human development.

Public and private sector investments do not survive for long in poorly governed environments. Poorly endowed, landlocked economies, such as Botswana, have made significant headways in economic development and poverty reduction given their good governance environment. On the other hand, well-endowed countries could fail primarily because of weak governance and poorly functioning public sector institutions. An observation by the United Nations suggested that:

“...good governance is perhaps the single most important factor in eradicating poverty and promoting development...”³⁸

³⁷ UNDP Management Development and Governance Division, 1997 “*R-conceptualizing Governance*” - Discussion Paper 2;

³⁸ United Nations 2002.

A primary focus of the State CDF is to reform the way government works in order to ensure attainment of development objectives. Reforms leading to improvements in institutional capacity, better resources management and improved service delivery would be pursued. The main priority areas will be:

- Reform of structures and processes that support the creation of a participatory, responsive, and accountable administration.
- Fiscal and economic reforms that promote a competitive, non-discriminatory, and equitable economic environment.
- Societal re-orientation in which people are enlightened and empowered to be self-reliant and participate in development.

Accordingly, the state CDF would adopt a three-pronged reform process that captures the key elements of good governance such as participation, even development, transparency and accountability. The reform focuses on Public Sector Institutional Reform, Public Financial Management Reforms, Legal and Judicial Reforms, Local Government Reforms and Social Reorientation.

10.3 Public Sector Institutional Reforms

The primary purpose of Government is promoting the common good of its citizens. In addition to ensuring security for their lives and property, the common good of citizens also encompass the deployment of resources to facilitate unimpeded access to the basic necessities of life such as food, water, housing, health and education.

Over the years, there has been a gradual erosion of the confidence of citizens in the service in all the three tiers of government. Successive governments at all levels are perceived to be unable or unwilling to deliver services particularly those for which they are responsible. While the reasons for the poor assessment may be general, the scope and depth of the failures vary across levels of government.

In its effort to ensure effective governance, Jigawa State Government has initiated several innovative reforms in recent years. These include:

- Introduction of the Contributory Pension Scheme in the year 2001 as an assurance of retirement income to retirees.
- Establishment of the Bureau for State and Local Government Reforms in 2002.
- Computerization of the State payroll in 2003.
- Relocation of all MDAs back to the State Capital in 2007 due to unforeseen problems with locating MDAs across the state in 2000.
- Development of Public Financial Management Plan in 2007.
- Computerization of Local Government and Local Education Authority payrolls in 2009.

These public sector institutional reforms will be continued with a major focus on public service reforms that will re-invigorate the civil service for better delivery.

10.4 Public Service Reform (PSR)

The Civil Service Rules and Regulations, Financial Instructions and Stores Regulation, Civil Service Extant Circulars as well as other documents (such as the Ayida Report on the 1998 Civil Service Reforms) notwithstanding, there are still gaps regarding what is required of a public service in terms of the aspirations of service providers and beneficiaries. While PSR could address existing gaps and inadequacies, reforms could also be rationalised due to public demand for improved services and accountability.

Public service and civil service within a State are clearly defined in section 318 of the 1999 Constitution. While the latter refers to the service of the government of a State in a civil capacity, the former means the service of the State in *any* capacity in respect of the Government of the State. Public service responsibilities generally encompass the responsibilities of Office of the Head of Service (OHS, which is the main institution in charge of Public Service in the state) and the Civil Service Commission.

The official mission and mandate of the OHS has been defined as “being responsible for the overall management, leadership, planning, training and motivation of civil servants in order to provide in an efficient and effective way the best possible services to the citizens of the State of Jigawa”³⁹. Direct customers of the OHS are the State ministries, parastatals, other agencies and local governments. The slogan used by the OHS in Jigawa is “to create a civil service with a human face”. The Civil Service Commission on the other hand, is an extra-ministerial department established according to the Constitution and headed by a Chairman. The Office of the Head of Service is therefore expected to lead the reforms envisaged in the CDF.

10.4.1 Constraints of Public Service Reform

As noted earlier, the Public Service has suffered loss of public confidence due to its inability to meet public expectations. These failures are attributed to a number of factors:

- Inadequate capacity in human and material resources in both the required quantity and quality, depending on the particular segment of the Service.
- Inadequate systems and procedures for public service delivery.
- Lack transparency.
- Constant budgetary constraints.

Reforms are therefore required to introduce changes in organizational and management structures and processes as well as a reorientation of people’s behaviour whether as service providers or recipients. In this regard, PSR would entail an extensive overhaul of government’s administrative machineries in both its organizational and management structures. A self-assessment of the Jigawa State Public Service was conducted with the support of DFID Financed SPARC Programme. The major focus of the self-assessment exercise was to make a realistic analysis and judgments on the current position in Jigawa State Public Service. The self-assessment identified a number of constraints in the mandate and overall structure as well as on Human Resources Management of the public and civil service as follows:

³⁹ Service Charter for the Office of the Head of Service (OHS), Jigawa State (without date).

“The structure of the JSG is defined but only in general terms and not clearly documented nor made easily accessible to public servants and the general public. There are areas of ambiguity within and between MDAs. Sometimes linkages are missing and overlaps between and within institutions occur. Mandates are documented but not easily accessible. A code of conduct exists but it is not up-to-date. A formal policy on welfare services is absent within the administration. Public servants understand operational responsibilities as “Schedule of Duties”. Most of them also understand their schedule of duties, even though the standard instrument to measure the understanding is absent.”

Public service rules and regulations do exist but they are not current and not always available. Rules and regulations are designed at the Federal level but tailor-made solutions for the State of Jigawa are not available. There is a clear need for a review of policies as most of them tend to be outdated. Human Resource Management (HRM) is not professionally developed within the State government. HRM managers acquire their knowledge mainly through daily operations and not through specialised training. Each MDA has at least one officer (a career civil servant from the OHS pool) in charge for HRM. However, skills and knowledge level can be improved. Individual personnel records are not up-to-date especially when it comes to employment records and annual reviews.

10.4.2 Potentials and Objectives of Public Service Reform

The potentials of the PSR in the state include the abundance of top civil servants in the rank of Permanent Secretaries and Directors who are well trained, enthusiastic and reform-minded, and the presence now of a new government that is driven by the principle of transparency.

The aim of government in PSR is to promote and sustain a professional, trained, disciplined and rationalized public service equipped to discharge its assigned roles effectively and efficiently.

The primary objectives of the PSR are:

- Injecting “real effectiveness, efficiency, core competence and prudence in the running of the public sector”. It would entail a “rebranding” process targeted towards meeting the yearnings and aspirations of citizens.
- Entrenching best practices in fiscal and financial management leading to transparent way of managing financial resources with strong linkage to the overall strategic socioeconomic development objectives of the Government.
- Attainment of public expenditure and financial management system that is rational, realistic, predictable, and sustainable.
- Attainment of a merit-driven public service that is effective, efficient and imbued with all the tenets of good governance such as transparency, accountability, responsiveness, competence, etc. This also entails instilling professionalism and efficiency in service delivery.

The secondary objectives of the reforms are:

- Improved delivery of basic public services that promotes societal wellbeing especially as it affects low income earners.

- To facilitate the creation of an atmosphere that promotes private sector participation in service delivery and public-private sector partnerships.
- Facilitate the creations of public institutions that are managerially effective, responsive and 'customer friendly'.
- Eliminate duplication of functions between ministries and agencies, thus reducing wastage of resources and improving efficiency by 2010.

The targets of the reforms include:

- Complete 'right-sizing' exercise of the public service to eliminate 'paper' workers and redundancy by 2015.
- Achieve 'balance' in the Service in terms of succession, gender, professionalism, etc, by 2015.
- Ensure that where applicable Government parastatals and public corporations are self-sustaining by 2015.

10.4.3 Strategies for Public Service Reform

The following strategies will be adopted in the pursuit of the PSR within the Jigawa State CDF:

- Regular consultations between the office of OHS and government agencies on matters regarding functions, staffing, capacity building, etc.
- Regular staff and job audit, assessment of staff performance and bilateral discussions with agencies on establishments matters.
- Regular workshops and refresher courses using local resources/manpower and other renowned professional staff development consultants such as ASCON.
- Periodic sponsorship for qualified staff to pursue long courses in higher institutions of learning both local and abroad.
- Recruitment of staff in key areas including administrative and secretarial staff, pooling of the executive cadres, and encouraging junior officers to pursue long courses in order to convert to senior administrative cadres.
- Enforcement of civil service rules and regulations as well as regular demonstration of the rewards and punishment principles.
- Implementation of key recommendations from the Manpower Assessment Survey conducted by the Manpower and Training Department in the OHS which focuses mainly on human resource planning and management systems and training.

10.5 Public Financial Management Reform (PFM)

The Jigawa State PFM Reform Road Map was developed following the outcomes of the PEFA Assessment that was conducted in 2007. Following the report of that Assessment a well-sequenced long-term PFM reform plan was prepared for implementation. Five distinct platforms were identified, each with its objectives and expected outputs. The objective of the first platform is to gain full management control over the financial resources within each PFM area through the introduction and use of modern budget and accounting tech-

niques while enhancing the capacity of staff at the same time. Implementation of this platform would last up to the end of 2010 when it is 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 institutionalised.

The objective of the second platform (2010 – 2012) is to “refine and consolidate PFM management techniques, processes and systems to institutionalise robust practices for budget setting, adherence and performance execution by 2012”. Consequently, it is expected that at the end of 2012 strong PFM practices and systems would have been entrenched and followed by majority of government agencies in the State.

10.5.1 Constraints and Potentials of Public Financial Management Reform

A number of constraints militate against Public Financial Management reforms in Jigawa State. Many of them are similar to those identified under the constraints of Public Sector Reform. Specifically, however, the major constraints here include:

- Existing accounting and budgeting systems, which have taken years to develop and which are now entrenched and, therefore, difficult to change.
- Lack of sufficiently trained manpower to operate the new reformed system.
- The fear of ‘loss of control’ when the new system becomes operational.

Yet, reforming Public Financial Management system will increase the level of public confidence in public and civil service, which is now acknowledged to be low. Other potentials of the reform include better resources management, which will lead to better service delivery and better value for money, greater predictability of resources, improved macroeconomic forecasting and management and support from donor agencies

10.5.2 Objectives and Targets of Public Financial Management Reform

The policy thrust of PFM reform in Jigawa State is to ensure greater accountability, transparency and prudence in resource management. Government believes that this is an essential feature of well-functioning and responsible public institutions.

The main objective in this regard is to ensure prudence in the management of public resources, instil value for money principle and accountability for actions and inactions particularly in Government’s financial transactions. In this regard, measures would be put in place to ensure that State officials and public employees are accountable for their policies and actions as well as for their use of public resources.

The targets of the PFM reform include:

- Improved cash management by fitting cash availability to within 90% of the cash demand of MDAs by 2011.
- Improved accuracy and timeliness of financial auditing and reporting to within 95% confidence limit and 3 months by 2014. Ensure that budget execution reaches 95% of allocation by 2011.

10.5.3 Strategies for Implementing PFM

To achieve the objective of accountability and transparency in public affairs effort will be geared towards the institutionalization and strengthening of due process mechanisms and institutions as well as the institutionalization of sound fiscal management principles in public expenditure and management. The principal instruments for the attainment of these would be the enacting of Due Process and Public Procurement Law and the Fiscal Responsibility Law (FRL).

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

- A balanced budget with little or no deficit.
- That the budget process is pursued within a framework that supports strategic prioritization, rational resources allocation and in accordance with the overall policy objectives of the State.
- Strict adherence to 'due-process' in budget execution as well as accountability, transparency and prudence in the entire public financial management process.

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

- Use of medium terms expenditure frameworks and medium-term sector strategies as the basic frameworks for fiscal management
- Ensure effective budgetary planning of state government owned companies and other public enterprises.
- Effective mobilization and management of public revenues.
- Promotion of fiscal/budget discipline, savings and assets management.
- Regulation and management of Government borrowing, liabilities and other debt management issues.

Other strategies for fiscal reforms include the following:

- Adoption of a mandatory budget calendar within the budgeting framework in a bid to ensure timely completion of the annual budgets and passing of the appropriation law by the State legislature before the beginning of every new financial year
- Introduction of measures that will promote a disciplined budget formulation and implementation, check arbitrariness in resource allocation, eliminate or curtail the incidence of extra budgetary expenditure and put a cap on public debt charges. These measures will mostly be pursued within the context of fiscal responsibility guidelines to be adopted by the Government.
- Preparation and dissemination of quarterly, midyear and annual budget monitoring and evaluation reports. Strengthening of the revenue collection machinery to im-

prove and diversify internal revenue generating capacity and reduce over-dependence on the federation account.

- Introduction of multi-year planning to refocus the budgeting system towards medium-term expenditure framework. This would enable medium-term forecasts of revenue and expenditure so that programmes and projects that translate Government policies could be conceived within a medium-term context and lead to improvements in budget discipline.
- Continuous development of ongoing integrated financial management information system (IFMIS) to cover major MDAs.
- Periodic public expenditure reviews and tracking surveys.
- Institutionalizing “stabilization funds” in fiscal management.
- Further development of the Debt Management Department to ensure its effective functioning.

<u>JIGAWA STATE BUDGET</u> <u>CALENDAR</u>		
<u>Sequence/Timing</u>		<u>Activities</u>
June/July	1	Review of current budget and production of revenue and expenditure projection for the ensuing year
July	2	Executive approval of overall resources envelops and sectoral/organizational budget ceilings. Also hold budget w/shops
August	3	Issue budget circular with budget ceilings
September	4	Review proposals submitted by spending agencies and commence bilateral discussions
October	5	Complete bilateral discussions and submit draft budget to the State Executive Council
November	6	Executive submit proposed budget to the Legislature
December	7	Budget approval by Legislature, issuance of general release warrants and appropriations

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

- Regulate and set standards for all procurement processes and ensure compliance with the law and professional ethics.
- Ensure proper documentation and monitoring of Government projects from point of award until completion.

- Ensure proper application of accounting and auditing controls, including transparent financial management and procurement systems for all Government agencies.

10.6 Legal and Judicial Reform

The reform initiative started from a Committee of Stakeholders in the Justice Sector that collaborated with the DFID-funded Access to Justice Programme that provided some capacity building support. This later transformed into a commission with the enactment of Law No.5 of 2005. The Justice Sector Reform Commission (JSRC) has also developed a strategic plan comprising 29 projects towards the reform of the sector. Most of these projects have been institutionalized in the Government's budget and planning process. Implementation has advanced with JGSG/DFID funding. The programme came to an end in 2008, and its key initiatives were subsequently integrated in the JSEEDS. This earlier work will provide the basis for deepening legal and judicial reforms in the medium and long terms.

10.6.1 Objective and Targets of Legal and Judicial Reform

The policy thrust of the legal and judicial reform is the overall improvement of the delivery of justice in the State through the coordinated efforts of institutions like the Judiciary, Police, Prison Service, Bar Association, traditional institutions, religious groups and rights based NGOs. In line with these objectives, the JSRC developed the following statements of intent:

- JSRC's goal is to improve the quality of pro-poor governance and protection of human rights in pursuit of the MDGs for a system of justice that is fair and easily accessible to all leading to a secure environment for economic growth.
- JSRC's mission is 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.

After due consultation with the relevant stakeholders in justice delivery in the State, the JSRC developed the following primary objectives:

- To advocate for the independence of the judiciary through improvement in conditions of service, institutional support and capacity building, including salaries of the police, vigilante groups and other agencies of government related to delivery of justice.
- To ensure efficient and timely disposal of cases by improving every stage of the justice system, specifically the Police, Ministry of Justice, the Courts and Prison Service.
- To enhance citizens' understanding of their rights and obligations, especially the weak and the disadvantaged group, and promote their participation in the justice system.
- To strengthen the capacity of institutions that enforces probity and accountability.

The secondary objectives of the legal and judicial reforms are:

- To improve the standard of justice and security delivery of formal and informal institutions.
- To reduce costs for accessing the justice system by citizens through free legal services and the alternative dispute resolution mechanism.
- To strengthen the preventive and correctional measures in the criminal justice system.
- To establish support and advocate for the provision of compensation mechanism for victims of crime.
- To enhance the capacity of formal and informal institutions providing pro-poor economic activities and services.

The medium-term targets for justice reform, which are expected to be reviewed periodically, are listed below:

- Reduce the number of detained persons awaiting trial from the current average of 65% of inmates to 20% of inmates by 2012.
- Reduce the period of trial from the average 180 days to 30 days by 2012.
- Increase the number of people with access to free legal services from the current average of 15 persons per annum in 2009 to 100 persons per annum by 2015.
- Reduce juvenile crime from the current average frequency of 20 arrests and detention per month to 5 arrests and detention per month by 2015.
- Developing software on State laws and major legal documents to easy access to important references by judicial officers, lawyers, civil servants and the general public.

10.6.2 Strategies for Judicial and Legal Reform

Pursuant to the principal objectives stated above, the measures instituted by Government include:

- Establishment of Community Law Centres in appropriate locations in the state.
- Expanding the roles and functions of traditional institutions to provide alternative dispute resolution mechanism.
- Public enlightenment.
- Improved funding of the justice sector.
- Strengthening public-police relations.

10.7 Local Government Reforms

As the third tier of Government, Local Governments are the closest to the people and play a vital role in the process of socio-economic development. Section 7 of Fourth Schedule of the 1999 Constitution has conferred the State with constitutional powers to legislate on matters pertaining to functions, structure and finances of Local Governments. Their functions as specified in this section are few with the most significant ones being construction and maintenance of local roads, sewage facilities, markets, and motor parks. The State Local

Government Law No.7 of 2007 has elaborated further on the functions, structure, and finances of Local Governments.

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

- Streamlining the financial management systems of Local Government Councils particularly in salary and pension administration, accounting and auditing, and operation of State-Local Government Joint Project Account.
- Unification of accounting and auditing systems of State and Local Governments. New Local Government Law now requires the State Auditor General to audit accounts kept by all Local Governments Councils in Jigawa State. Such accounts are required to be published before the first day of September each year together with Annual Financial Statements of Local Governments. In addition, Annual Final Accounts of Local Governments are to follow a standard format adopted at the State level.
- In order to ensure “due process” in public procurement and “fiscal responsibility” in public expenditure and financial management even at the Local Government levels, the two new legislations in these areas (namely, the Due Process Law and Fiscal Responsibility Law) were extended to cover the Local Government system.
- Salary and Pension for all Local Governments have been computerized and managed by the State Directorate of Salary and Pension Administration. This is a bold move towards instilling sanity and checking the high incidence of “ghost workers” and indiscriminate expansion of Local Government payroll.
- Coordination of economic planning and fiscal management between State and Local Governments. The first initiative in this respect is the ongoing Public Expenditure Management Reform programme at State level, which will ultimately go down to Local Government level. This is expected to lead to rational resources allocation, effective linkage between medium term planning and annual budgeting and adherence to best practices in budget implementation. The State Economic Planning Board (EPB) is another framework that will facilitate effective coordination between State and Local Governments. The mandate of EPB, which is chaired by the State Governor with the Chairmen of Local Government Councils as members include:
 - i. Determining development policies for the State and coordinating the implementation of same.
 - ii. Analysis of the State’s Annual Budget and those of Local Government Councils to extract economic policy measures that need alignment and enforcement.
 - iii. Analyzing quarterly reports on budget implementation of both the State and Local Government Councils with a view to taking remedial measures in case of any perceived implementation problems.
 - iv. Monitoring and identifying factors inhibiting realization of set revenue targets in both the State and Local Governments budgets .
 - v. Strengthening the capacity of Local Governments to effectively deliver services to the poor. In this regard all LGAs have been assisted by the State government in developing their strategic planning framework. Each Local Government Area has articulated a medium-term socio-economic development programme representing its policy targets and priorities.

- vi. Assigning a key role to Local Governments as major partners in formulation and implementation of CDF policies.

10.8 Societal Reorientation and Mobilization

A major policy plank of government and governance reform to be pursued by the Government of Jigawa State is social reorientation and mobilization. These are very essential for successful implementation of the State's CDF. As rightly observed in several areas of the document, one of the banes of past development efforts is loss of moral values and ethical standards. This affliction pervades the entire society, which calls for complete societal reorientation to imbibe good moral principles and ethics. Such values include the tenets of honesty, discipline, patriotism, selfless service to humanity, equity and justice in inter-personal and inter-governmental relations, community participation in public service provision, and adherence to standard codes and norms of behaviour.

Bringing about the required change requires concerted and coordinated efforts in the area of information, education, and communication as well as advocacies and mass mobilization. Of significance here also is engendering civil society engagement and participation in the State Government's socioeconomic development efforts. Even though continuous improvements in the democratic space could lead to improvements in civil society participation in governance and broad-based development process, conscious efforts are required to achieve it speedily and make it sustainable.

10.8.1 Constraints to Social Reorientation

There are a number of constraints that stand in the path of government effort to reorient society towards improved attitude. These include:

- General 'dependence syndrome' among the people who increasingly depend on government for their livelihood.
- Past government policies that encourage the provision of services free of charge which exacerbates dependence.
- Long years of military rule, which has sapped the people's initiative and creativity.
- A mentality for wealth sharing (sharing the so-called national cake) engendered by the oil wealth at the expense of wealth creation leading to the neglect of key sectors such as agriculture, industry and commerce.
- Politics of patronage, which encourages nepotism, inequality and injustice at the expense of merit and equity.

10.8.2 Opportunities for Social Reorientation

In spite of the many constraints that are challenging even to the present administration in the State there are opportunities for social reorientation, which include:

- Virtually everyone is tired of the status quo and looking forward to a government that will bring change. The goodwill enjoyed by the present administration in the

State owes much to its capacity and action to change things – including the attitude of the people.

- People are increasingly becoming willing to compliment government effort and pay for services to alternative providers such as private schools and clinics.
- A people-oriented government that is seen to be transparent, accessible, and caring, which should therefore be supported to succeed in implementing its development and social agenda.
- A reform minded government and a trained and willing civil service.

10.8.3 Objectives and Targets of Social Reorientation

The objectives in this respect would include:

- The reorientation of society towards self-reliance and wealth creation through personal and community effort.
- Creating a social culture that recognizes and rewards merit, honesty and hard work.
- Developing the spirit of dialogue, participation and contributing to the common good in a constructive manner.

Government will seek to achieve the following specific targets in its social reorientation effort:

- Increase literacy among the adult population from the current average of 39.5% to 45% by 2011.
- Ensure that valuable information reaches at least 70% of the population to enable them participate in the political and economic space by 2011.

10.8.4 Strategies for Social Reorientation and Mobilization

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

- Initiating a Merit Award which recognizes and rewards achievements in selected areas and endeavours that advance the development of Jigawa State.
- Adopt an 'equal opportunity' policy and principles in all areas that impact on the social and economic development of the state.
- Equal treatment of citizens before the law.
- Supporting the information organs of Government including expanding coverage of the State radio station through provision of modern equipment and establishment of regional FM stations. The FM and AM stations are expected to be transmitted online 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.

- Linking the SRM Unit of the Ministry of Information with other agencies particularly Ministry of Education, Ministry of Religious Affairs and other relevant Civil Society Organizations.
- Effective engagement of faith and community based organizations like Jama'atu Nasril Islam, the State Council of Ulama, JIGAWA Forum, etc, in the revival and entrenchment of Islamic values among citizens of the State.
- Establishing 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 grassroots cooperatives, development associations, self-help groups, etc.
- Promoting discipline performance driven ethics, dedication and honesty among civil servants and in the polity through exemplary and transparent leadership.
- Reviving and strengthening the culture of self-help, self-pride and self-deprecation and abhorring corruption, dishonesty and other forms of unethical behaviour among the people.

CHAPTER 11

Implementation

11.1 Introduction

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

11.2 Implementation Framework

Implementation is very crucial to the achievement of set objectives, goals, policies and targets of the CDF. As with monitoring and evaluation, implementation will be participatory with active involvement of all major stakeholders. Experience has shown that inadequate resource-flow resulting mostly from unrealistic fiscal programmes have scuttled implementation of well-conceived plans. It is envisaged that use of MTEF, coupled with political commitment, good governance and active participation of major stakeholders will ensure effective implementation of the sectoral strategies.

The implementation frameworks for key sectoral strategies are, therefore, the MTSS, MTEF and the Annual Budget with sufficient input from all key players. At the same time, reform programmes, coupled with continuous coordination, monitoring and evaluation will be pursued to provide an enabling environment for successful implementation.

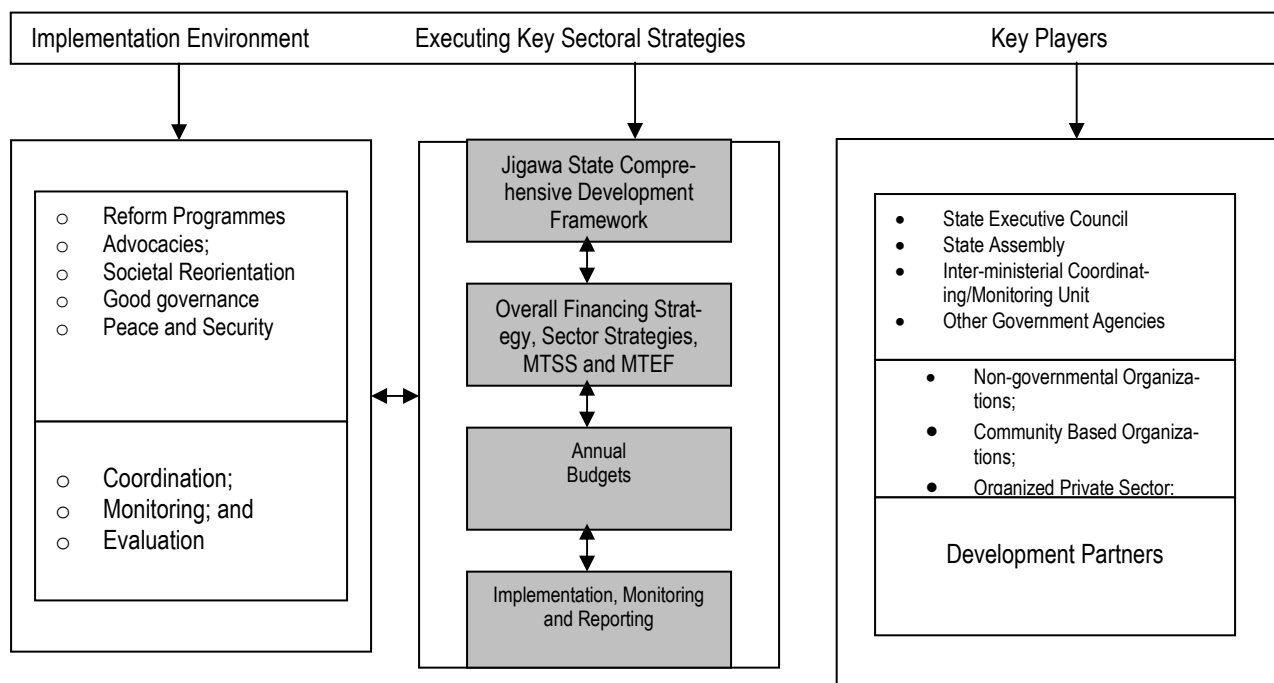
Fig. 3 below gives a schematic view of the implementation framework and modalities indicating the envisaged linkages between various implementation structures.

11.4 MTSS and MTEF

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

- A MTFF that 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 MTFF 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.
- A MTBF which documents medium-term budget estimates for individual spending agencies and sectoral areas based on the state's strategic priorities and in a manner consistent with overall fiscal objectives. In line with the demands of the Fiscal Responsibility Law and considering the benefits offered by the approach, the MTBF will be adopted as a key implementation framework of the State CDF. This would, however, be based on a gradual approach taking few sector strategies at a time starting with health and education in the 2010 budget.

Fig. 3. CDF Implementation Framework



11.5 Monitoring and Evaluation

In order to know how effective the implementation of all the elements of SEEDS would be, it will be essential to monitor and evaluate all key indicators over time to see whether they change as a result of the strategies being adopted. While on the one hand *monitoring* refers to the collection of information on various indicators with a view to keeping track of their progress, on the other, *evaluation* examines this information carefully to understand the impact of policies and whether a policy adjustment needs to be made. The two are very fundamental to the success of programmes.

Specifically, the rationale for monitoring and evaluation would be to improve effectiveness of sectoral strategies as they relate to poverty reduction, policy formulation to improve the impact of key policy outcomes, the budget process to improve resource allocation decisions, and finally to ensure progress towards achieving the overall goals and objectives of the CDF. Monitoring and Evaluation will therefore be linked to objectives of sectoral strategies and indicators that give a measure of progress whether in the immediate or long term. These would require 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.
- The private sector, non-governmental and community-based organizations are sufficiently involved in decision-making, policy formulation and implementation. As major stakeholders, their plans and actions will be based on main thrust of J-SEEDS and consistent with public sector operated medium-term development programmes as reflected in the MTEF.

The instruments that would be used in monitoring and evaluation of the development strategy include:

- Standard monitoring and evaluation procedures normally used in respect of plans and budget implementation.
- Core Welfare Indicators Questionnaire Survey or other similar survey instruments used to assess the impact of government policies and programmes on poverty situation in the State.
- Public Expenditure Review and Tracking Surveys to assess impact of public spending on provision of public services.

In order to ensure effective monitoring and evaluation, the exercise will be instituted in key sector ministries with strengthened capacity in terms of skills and financing to sustain this vital function. Also adequate understanding of the Development Strategy among the Departments of Planning, Research and Statistics that normally carry out the monitoring and evaluation will greatly assist in making that function an integral part of the policy formulation. Finally, capacity to establish realistic benchmark of targets and indicators that will measure the success of policy implementation will also be developed and sustained.

11.6 Work Plan for Improved Governance across sectors

The State government will work in partnership with a suite of DFID-funded programmes: SPARC, ESSPIN, PATHS 2, and SAVI to implement changes aimed at improved policy and strategy, public financial management and public service reform in general in order to improve resources management and service delivery. The work plan is hereby attached as Appendix II.

APPENDIX I

LIST OF CDF TECHNICAL COMMITTEE MEMBERS

APPENDIX II

FRAMEWORK FOR DONOR SUPPORT: EDUCATION

S/ No	Primary Sectoral Policy Objectives	Description of Required Donor Support		Outputs	Outcomes
		Technical Assistance	Budget/Project		
1.	To entrench modern and vibrant education delivery system that significantly contributes to the production of high quality manpower in the state	1. Infrastructure planning and training support 2. Head Teacher and teacher in-service training support		1. Increase in the number of science secondary schools and technical colleges 2. Increase in the number of schools offering ICT, vocational and technology courses matching with state labour market needs	Functional and skilled state labour force increased
2.	To provide quality education as the surest and fastest way to human capital formation	1. Sensitisation, mobilisation and SBMC support 2. Teacher Competency development and deployment strategies training		1. Increase in the number of schools with qualified and competent teachers 2. Increase in the number of schools with adequate teaching and learning facilities	State citizens fill up their quota in all federal and state services
3.	To provide continuous access to qualitative and functional education to all Citizens in the effort to bring Jigawa state to the forefront in Nigeria's match to joining the 20 top-most economies in the world by 2020.	1. School mapping and Whole school Development Planning 2. Quality Assurance and Whole School Evaluation 3. Teacher Education/Training (CPD) support		1. Increase in the number of schools, classrooms, furniture and equipment 2. qualified teachers recruited 3. pupils on roll citizens completing secondary education with 5 credits and above	Number of out of school children in the state reduced
4.	To increase Gross Enrolment Ratio (GER) in basic education by 65% by 2012 and transition rate into senior secondary schools by 20% by 2012.	1. Provision of toilets 2. Provision of water supply 3. Pilot schools support 4. SBM C training and support		Increase in the number: 1. on roll and attendance 2. admitted into senior secondary schools	Enhanced community participation in the socio-economic and political activities in the state
5.	To meet the learning needs of young and adults by increasing literacy rates from 48% to 58.3% by 2012.	1. Capacity building for adult literacy instructors 2. ICT Training		Capacity building for: 1. adult literacy instructors 2. ICT training for young and adults	
6.	To improve overall quality of education delivery through improving quality indicators e.g. Pupil Teacher Ratio (PTR), Pupil Classroom Ratio (PCR), transition, repetition and promotion rates	Research Studies and dissemination of best practices		Conducting research studies and dissemination of best practices in education.	

APPENDIX II (continued)
FRAMEWORK FOR DONOR SUPPORT: WATER AND SANITATION

Primary/Secondary Objective	Description of required Donor Support		Outputs	Outcomes
	Technical Assistance	Budget		
URBAN WATER SUPPLY				
Development cost recovery mechanism to cover O&M from 10% to 50%	1. Support on Network mapping 2. Customer enumeration and mapping 3. P.S.P development	145,000,000		Sustained water supply result in increased life expectancy, reduction in water-borne diseases and infant mortality rates
Enhanced training for Engineers, Technicians, Accountants, etc	1. Sponsorship for higher education in local/overseas universities 2. In-service training for Technicians, Accountants, etc	55,000,000		Improved knowledge and more effective service delivery
RURAL WATER SUPPLY				
Raise percentage access to safe water through hand operated boreholes	1. Capacity building of agency staff 2. Logistics support 3. Technical support	10,000,000	Increased service delivery	1. Reduced water-related diseases 2. Increased enrolment and retention in public primary schools
Raise percentage access to sanitation facilities through provision of public conveniences	Capacity building for Agency staff and development of service centres	10,000,000	Increased service delivery	
Achieve behavioural change	Advocacy and piloting initiatives in selected LGAs	5,000,000	Increased Service delivery	
Promote community ownership		5,000,000	WASH Committees and Units formed	
SMALL TOWNS WATER SUPPLY				
Rehabilitating and upgrading of water supply schemes across the state	Capacity building of Agency staff	75,000,000	Water Supply schemes operational at optimum levels	Increased service delivery, customer satisfaction, higher revenue returns, and good health for citizens.
1. Construction of motorised solar water supply schemes and provision of VIP latrines and 2. Sanitation facilities in small towns across the state	Formation of WASH associations in Small Town Water units	500,000,000	1. Increase in quantity and quality of services 2. Increased access to sanitation and hygiene services	Improved water supply, sanitation and hygiene
Systematic handing over of Water Supply and sanitation facilities to communities	Capacity building for WCA members	1,000,000		

APPENDIX III

SUMMARY OF OBJECTIVES, TARGETS AND STRATEGIES: POWER

SUB-SECTOR	PRIMARY / SECONDARY OBJECTIVES	TARGETS		STRATEGIES
		OUTPUTS	OUTCOMES	
1.Power Generation and Distribution	To ensure adequate and stable power supply to the generality of the population.	To generate, distribute and maintain electrical systems in the state.	Increased economic activities	i) Joint funding of rural electrification with the 27 LGCs ii) Establishment of poles manufacturing company to produce quality standard reinforced concrete poles iii) Encourage communities to form Electricity Users Association for extension and maintenance of electricity undertakings.
	1.1 Supply of Electricity through connection to the National Grid	To connect 500 town and villages to the national grid by 2012	General improvement in the lives of the rural people	1. Source and develop cheap fuel such as biomass, coal to fire the plants. 12. Research, develop and purchase wind and solar photo voltaic turbines and other renewable for production of electricity 1. Complete the on going IPP Projects in Dutse and Kazaure.
	1.2 To generate and distribute electricity through IPP and other Alternative Energy sources	To generate 50MW by 2012	Creating job opportunities	1. Execution and rehabilitation through direct labour 2. Jointly fund rehabilitation of existing lines with PHCN. 3. Completion of Dutse, Kazaure and Gu-jungu IPP. Encourage private investment.
	1.3 Upgrade, strengthen and improve maintenance of existing electricity distribution networks	1000km of 33kV lines rehabilitated by 2012	Improved security	Joint funding with LGCs and direct labour execution.

APPENDIX III (continued)

SUMMARY OF OBJECTIVES, TARGETS AND STRATEGIES: ROADS

2.Roads develop-ment	<p>1. To provide good road network in Jigawa State to enhance economic and social development</p> <p>2. Upgrading of existing rural roads</p> <p>3. Construction of bridges and major culverts to make 'riverine' areas of the state accessible</p> <p>4. Maintenance of State Roads</p>	<p>1. Construction of 2nd coat surface-dressed roads across the state</p> <p>2. Construction of 500km of high quality laterite roads to 2nd coat surface-dressed roads</p> <p>3. To construct bridges across the roads under construction</p> <p>4. To construct about 1000km of laterite roads</p> <p>5. To maintain the existing state roads</p>	<p>1. To increase the economic activities of the rural populace so as to transport their agricultural products</p> <p>2. To link villages</p>	<p>1. Phasing the work over longer period</p> <p>2. Proper design of roads to minimize cost of future maintenance</p> <p>3. Exploiting ways such as direct labour, alternative materials, cost sharing to minimize ever rising cost of road construction</p> <p>4. Sustained public sector funding on roads</p> <p>5. Providing barley bridges as a temporary measure before construction of major bridges</p> <p>6. Routing maintenance by the state Road Maintenance Agency (JIRMA)</p> <p>7. Proposal of the government to introduce toll gates on the newly rehabilitated roads.</p> <p>8. Reviewing and enforcing laws and banning certain vehicles from plying certain roads</p> <p>9. Establishment of Weigh Bridges along the major roads</p>
. Housing	<p>4.1 Development of houses in the state capital</p> <p>2 Development of houses in the urban centres</p> <p>3. Development of houses in rural areas</p>	<p>1. To construct 3,000 units of 3, 2 and 1 bedroom housing units for civil servants and the general public and the development of 15,000 units of residential plots in Dutse</p> <p>2. To construct 5,000 units of 1, 2 and 3 bedroom houses in other urban centres in the state and the development of 7,500 units of residential plots</p> <p>Increased number of civil servants living in Dutse leading to higher worker productivity and lower rate of absenteeism from work</p> <p>2. Increased access to housing for the general public</p> <p>3. Create job opportunities in the construction sub-sector</p> <p>4. Work with the Federal Mortgage Bank to access housing loan;</p> <p>5. Improved funding for housing by the state government</p> <p>6. Provide incentive for the private sector to participate in housing development</p>		

APPENDIX IV

SUMMARY OF OBJECTIVES, TARGETS AND STRATEGIES: EDUCATION

Objective	Targets		Strategies
	Output	Outcome	
To entrench modern and vibrant education delivery system that significantly contributes to the production of high quality manpower in the state	1. Increase in the number of science secondary schools and technical colleges 2. Increase in the number of schools offering ICT, vocational and technology courses matching with state labour market needs	Functional and skilled state labour force increased	1. Free and compulsory basic education for all 2. Special incentives for girls education 3. Emphasis on science, TVE and IQTE 4. Encouraging private and community participation in education delivery in the state 5. Elimination of rural/urban and gender disparities in the provision of basic education 6. Institutionalising teacher education reform in the state 7. Vigorously pursuing the training, recruitment and retention of female teachers in the state 8. Pursuing education sector funding and expenditure reform 9. Entrenching qualitative infrastructure design for the education sector 10. Vigorously pursuing the provision and maintenance of adequate education infrastructure in the state 11. Expanding basic literacy and continuing education service delivery in the state
To provide quality education as the surest and fastest way to human capital formation.	1. Increase in the number of schools with qualified and competent teachers 2. Increase in the number of schools with adequate teaching and learning facilities	State citizens fill up their quota in all federal and state services	
To provide continuous access to qualitative and functional education to all Citizens in the effort to bring Jigawa state to the forefront in Nigeria’s match to joining the 20 topmost economies in the world by 2020.	Increase in the number of: Schools and classrooms, furniture and equipment, qualified teachers recruited, pupils on roll, citizens completing secondary education with 5 credits and above	Number of out of school children in the state reduced	
To increase Gross Enrolment Ratio (GER) in basic education by 65% by 2012 and transition rate into senior secondary schools by 20% by 2012.	Increase in the number: on roll and attendance admitted into senior secondary schools	Enhanced community participation in the socio-economic and political activities in the state	
To meet the learning needs of young and adults by increasing literacy rates from 48% to 58.3% by 2012.	Capacity building for: adult literacy instructors ICT training for young and adults		
To improve overall quality of education delivery through improving quality indicators e.g. Pupil Teacher Ratio (PTR), Pupil Classroom Ratio (PCR), transition, repetition and promotion rates.	Conducting research studies and dissemination of best practices in education.		

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