



Federal Republic of Nigeria

CHAPTER 8



The Road Ahead



Doubtless, with firm cooperation and partnering among stakeholders in harmonious and faithful implementation of this Master Plan, the Niger Delta Region will make solid contribution to the national vision of becoming Africa's leading economy by emerging as Africa's most prosperous, most peaceful and most pleasant region by 2020.

Chapter 8

The Road Ahead

8 Introduction: A Strategy Designed for Action

The development strategy for the Niger Delta Region is based on the following tenets:

- ✎ Economic growth and surplus income are necessary for the alleviation of poverty and for providing and sustaining better health care, education and other living conditions;
- ✎ The Region is endowed with abundant natural resources agricultural land, oil and minerals and human resources. These resources are underutilised and form a considerable reserve for economic growth.
- ✎ Economic growth can be best achieved by the enterprise of people and organisations who find opportunities to supply goods or services for which there is demand in the Region and beyond. The great diversity of interests and people who know their environment can produce a wide range of enterprises, if obstacles to embarking on their initiatives are removed and the necessary enabling conditions exist.
- ✎ The main enabling conditions for enterprise and economic development are:
 - ✎ Availability of good physical infrastructure power supply, means of transportation, communication, clean water supply and efficient waste management system;
 - ✎ Good governance backed by professional, transparent suitably trained labour force in all sectors and at all levels;
 - ✎ Suitable institutional capacity good structure of responsibilities, procedures, staffing, motivation and competence;
 - ✎ A stable political system with policies and regulations that are clear, consistent and sustainable,
 - ✎ Security of life and property with community awareness and the rule of Law and Order.
 - ✎ Good governance at Federal State and local government levels is a

cross-cutting pre-requisite for achievement of success on all other fronts. Government must remove all unnecessary regulations while ensuring full enforcement of the necessary regulations; it must introduce transparent and publicly accountable practices, and it must develop a greater understanding with 'intervening' and 'other' stakeholders including entrepreneurs. These measures will reduce corruption and enhance effectiveness.

- ✎ Strategic and detailed planning must address the root causes of the existing situation. There are many causes that inter-act to produce observed situations, and tackling just two or three "key aspects" will not be effective. The Strategy must be integrative and process oriented to create the necessary enabling conditions for the planned activities to take off and continue operating. It must equally take account of the 'down stream effects' of change and provide for them; and it must ensure consistency between diverse interventions. These measures will increase efficiency and reduce undesirable outcomes and, ultimately, enhance economic growth and social welfare.

The Strategy has been planned along these lines, with an emphasis on shaping the process of change. An overview of the Strategy and the detailed policies for its implementation are presented in Part 5 of the Master Plan. In broad terms it proposes a sequence of programmes that will be run in parallel in the rural and urban areas, but with different types of intervention.

A 'headline framework' for the comprehensive programme is illustrated in Table A1 Appendix A: a Ten-Year Programme Outline for the Niger Delta Regional Development Master Plan, (and Tables 4.1 and 4.2, which are replicated in the Appendix). Detailed versions of matrices describing the programmes and projects for the first three years of the plan period are included in the Implementation Guidelines for the Master Plan.

The strategy recognises that implementation of the Master Plan will succeed only if all the State and Local authorities as well as the Federal Government and other 'intervening stakeholders' in the public, private and

A stable political system... And good governance... With policies and regulation are clear, consistent and sustainable are some of the enabling conditions that will make a difference to the NDR in the year ahead.

voluntary sectors subscribe to the strategy and develop detailed plans for their own action in line with the regional strategy and in the proposed manner. This entails integrated planning and coordinated implementation, consultation with and respect for intervening and other stakeholders, transparency and accountability of decisions, budgets and processes. This need for collaboration dictates the way forward.

8.1 Developing the Capacity for Change

Underlying Principles

Creating the enabling conditions for full utilisation of the region's natural resources and opportunities is critical to wealth creation and the alleviation of poverty. But it requires expertise and enterprise, which are lacking in both the public and the private sectors. It also requires an institutional culture that encourages long-term planning and good management. The scarcity of these human and institutional resources constrains the extent of economic and social intervention possible at the start of the Master Plan implementation. Developing these human and institutional resources must therefore commence in parallel with the early demonstration and Pilot projects, which will attract the few available experts.

However, even the development of human and institutional resources must be planned and managed properly, hence the importance of strong and capable initial institutions.

Part 7 of the Master Plan sets out the proposed institutional framework and the underlying principle that the most successful institutions tend to be those that are given time to evolve. These have the opportunity to enhance their capacity to deliver through a large measure of continuity in their structure, organisation and administration. The management of change is a demanding task not made any easier if the institutional structures created to assist the process of democratisation at the Regional, State and Local levels are themselves subjected to unnecessary or frequent change.

8.2 A Long Term Role for NDDC

The core principle underpinning the institutional framework, therefore, is that there should be no fundamental changes to the overall structure of the NDDC and its current role in the process of developing and supporting programmes of action that will enable the Niger Delta Region to meet its true development potential. NDDC must build up

a cadre of experts in the various spheres of intervention in regional development and investment promotion, particularly the staff of the regional development agency, and train them in the art of Dynamic Planning (process-oriented, communicative and integrated development planning). These experts should assist the teams that will be set up in each State, as well as monitor and periodically review and roll on the Regional Strategy.

A monitoring and evaluation unit under NDDC will monitor the progress of interventions in all States and the transparency and accountability, including public participation, in their operations.

A Database for the States and Region should be developed over time jointly with the Federal Office of Statistics, focusing on data that is central to resolving planning questions and is feasible to update on a regular basis.

8.3 Initiating Institutional Capacity Building

NDDC will take initial responsibility for developing the organizational structure of two other essential sets of institutions:

- (a) Institutions commanding the States, planning and management of development as set out in Policies E6 E8, including:
 - ✎ State Development Service
 - ✎ Urban Development Authorities for the Growth Centres and Growth Poles, with their Business Development Units;
 - ✎ Rural Development Service
- (b) An academic institution commanding the specialisation of universities in development oriented educational and training programmes as set out in Policy.

NDDC in conjunction with the States will analyse and identify the resources whose scarcity is most likely to inhibit implementation of the Master Plan policies in each of the States and in the region as a whole. In addition to shortage of good planning and management experts, these may include the construction industry, health and education staff, maintenance engineers for power and water plants, vehicle road-worthiness and emission testing personnel etc.

NDDC will also take responsibility for identifying the legislative changes required in many diverse fields including planning, property rights, business registration and regulation, public service qualifications, vehicle testing and emissions control, etc.

NDDC in conjunction with the States will analyse and identify the resources whose scarcity is most likely to inhibit implementation of the Master Plan policies in each of the States and in the region as a whole.

and promoting them to the Federal and State Governments. The current legislative impediments to development would be discussed with stakeholders at all workshops and on other occasions.

8.4 Community Capacity Building

Once the essential institutional structures are in place they should drive the wider human capacity building. The priority for capacity building programmes should be on ordinary people of the Niger Delta Region. Key areas include, firstly, the development of skills in the communities to play a sustained and positive role in the participatory governance processes that the NDDC is promoting. Secondly, all the detailed research undertaken in preparing the Master Plan points to the urgent need for capacity building at the grass roots level to provide people and communities with the skills to meet the challenges of sustainable development and to move out of the poverty trap in which the majority of the Region's people find themselves. The lessons from the most successful programmes, such as the Akassa Project, should be adapted and pursued throughout the region.

Progress and the advancement of interests whether at the grassroots or in the large industrial sector demands an enabling environment and public institutions that recognise the value of a light touch and positive bureaucratic action. The second priority should therefore be on capacity building the administrative and management skills of public sector personnel, including NDDC, to effectively promote or facilitate efficiency, the full range of strategic programmes and projects, other complementary programmes, and private sectoral initiatives, within the framework of the Master Plan.

8.5 Partnering with the Federal Government, States, Local Government Administrations and other Stakeholders

Federal Government support for the proposed strategy and the way forward is essential. The Master Plan has therefore taken national policy fully into account and the plan's goals and recommendations are consistent with the NEEDS programme. The content of the Master Plan has also been subjected to extensive review and discussion with Federal Executive Council and major National Stakeholders in Abuja.

As stated previously in this report a positive

partnership with States and Local Government Administrations, and other key stakeholders is an essential step and was further nurtured in the process used for consultation on the draft Master Plan.

The Draft Master Plan was circulated to all State Governors and Chief Executives of Major Corporations in 2004 to read and make necessary input. Electronic copies were also made available to the States for distribution to other stakeholders consulted, and a proposed checklist of potential consultees was provided by NDDC.

Workshops were held in each of the States between September to November 2004, where the NDDC presented an overview of the Master Plan and its implications for the States. In subsequent sessions, discussions took place about:

- ✍ local participants' perceptions of problems and their causes in the respective States;
- ✍ the selection of rural demonstration projects and urban pilot projects in each State;
- ✍ the delivery mechanisms proposed in the Master Plan and the State's ability to deliver; and
- ✍ Comments on any other policies of the Master Plan.

Participants were also invited to submit written observations on the Master Plan after each workshop. The Draft Master Plan was also posted on NDDC's website over a six month period for global accessibility and widespread feedback.

The final version of the Master Plan reflects where appropriate the outcomes of these discussions and observations.

8.6 Database

An up to date and well-organised Management Information System and database is an essential prerequisite for good MRE. The NDDC's development of such systems will serve to meet the needs of Federal Government and other stakeholders, including the community, who all have an interest in the efficient and effective use of the financial resources.

Internally the NDDC Board also requires such information about the achievements and impacts with regard to the invested resources. This information is required also for the work of the Managing Director. The NDDC's Managing Director needs access to all relevant information about the organization on the strategic level, as well as on the operational level. He or she has to know, whether NDDC can achieve its overall objectives with the expected impacts on the

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Table 8.1: Database Review Structure

Information Needed (Level)	Method and Mechanism of Collection	Responsibilities
1. Demographic and general socio economic data	Secondary data from Federal Office of Statistics Baseline data of the Master-plan Rapid appraisals for the sectors, where data is insufficient	Federal Office of Statistics with the support of the Directorate of PRS&MIS Structuring and analysing of information by Directorate PRS&MIS
2. Relevant sector information of the Niger Delta Region	Data from Federal Office of Statistics Baseline data of the Master-plan Information generated by NDDC	Line and sector agencies and institutions Support of relevant Directorates in their respective fields
3. Monitoring data about Impacts of projects	Qualitative methods and if possible quantitative methods	Directorate of PRS&MIS with the support of the relevant directorates Other stakeholders
4. Monitoring of outcomes (use and stakeholder satisfaction)	Qualitative methods and if possible quantitative methods	Relevant Directorates with the Directorate of PRS&MIS
5. Monitoring of output (Services and programmes/ Projects delivered to the Target groups).	Internal data from the accomplishment and supervision of contracts Reports of technical staff.	Relevant Directorates with the Directorate of Project Monitoring and Supervision
6. Activity Monitoring.	Internal data from the monitoring of milestones.	Relevant Directorates
7. Input Monitoring.	Internal data from financial monitoring .	Relevant Directorates with the Directorate of Finance & Supply
8. Staff performance Monitoring.	Evaluation of staff based on evaluation criteria.	Directorate of Admin & Human Resources

target groups and at the same time he has to be informed about the main problems in the implementation of the projects.

External, agencies in the private, public and non-governmental sectors will remain an important component in the process of change and sustainable development in the Niger Delta. However, with such a wide range of interests and actors in the region there is a real danger of duplication of effort or the possibility that some initiatives might not be entirely consistent with the priorities set out in the Master Plan or in the SEEDS being prepared by individual States, and in the subsequent LEEDS for individual Local Government Administrations.

A comprehensive baseline database needs to be established on the past and current activities, levels of investment and future proposals in the Niger Delta Region of all International and National Agencies and Foundations. The database, its review and promotion among potential funding agencies should be co-ordinated by the NDDC as part of its regional remit.

The broad structure of the system would therefore include:

- ✍ Demographic and general socio-economic data of the Niger Delta Region
- ✍ Relevant sector information about the Niger Delta Region
- ✍ Information about the impacts achieved by NDDC and/or its partnership with other stakeholders
- ✍ Past, present and planned International and National programmes and projects impacting on the region
- ✍ Information of the outcomes; i.e. use of services and customer/public satisfaction
- ✍ Information about outputs, activities and inputs

As a starting point the collection of information and proposed responsibilities could be as follows:

8.7 Monitoring, Review and Evaluation (MRE) of the Master Plan

8.7.1 Overview

The monitoring, review and evaluation (MRE) of the Master Plan will be a core and ongoing activity within the NDDC's functions aimed at improving programmes, projects

and, not least, the performance of the NDDC itself. MRE will be a comprehensive process covering the regular review and updating of the Master Plan policies and assessment of the implementation of programmes, projects and measures both internally and externally through the involvement of key stakeholders and other agencies, for example UNDP, in providing peer review inputs as well as an independent analysis of progress in delivering the Master Plan policies.

MRE will serve to 'audit' programmes or projects thereby testing the effectiveness and efficiency of investments. This will be addressed through external as well as internal evaluations. The combination of external and internal assessments is necessary, because all organizations have "blind spots" which can be detected only by external and neutral evaluators. The MRE procedures to be adopted within NDDC also focus on the internal learning process and continuous improvement of the NDDC's operations. Special attention will be paid to the positive as well as any negative impacts that are attributable to the NDDC's interventions within the framework of the Master Plan

8.7.2 The Definition of Goals, Objectives and Indicators

The Master Plan contains comprehensive policies for the Niger Delta Region. With the introduction of systematic monitoring and evaluation procedures for the Master Plan each policy will have associated with it clear regional goals and indicators (actual measures of progress), which will enable progress towards the Plan's vision to be regularly assessed and the effective monitoring of progress in implementing the plan's policies. There is already a considerable amount of information on international and national indicators, which is relevant to the Niger Delta Region, such as the information contained in the Millennium Development Goals and NEEDS documents. The NDDC will use these to complement the local regional indicators generated specifically for the Niger Delta.

8.7.3 Participative MRE

Throughout the period of plan preparation the NDDC has promoted the involvement of a wide range of stakeholders in the process. This philosophy will also be the fore in the monitoring, review and evaluation of the plan. The creation of a network of regional, state and local forums under the banner of Partners for Sustainable Development (PSD) is intended to provide the opportunities for stakeholders to regularly and systematically assist in the assessment of overall progress

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on the Master Plan and progress on specific programmes and projects, including Quick Impact Projects (QIPs) to be implemented within the first year or from the start of the plan period (see Appendix D).

8.7.4 Timescales

The monitoring and review of the Plan will be undertaken on an annual basis and the results incorporated into the annual financial and implementation plan for the Region. A full formal review of the Master Plan will be carried out every four (4) years, with a two (2) year mid term review, to coincide with the 4 year `cycles of the NEEDS, SEEDS and LEEDS processes so that any major changes in strategic direction can be introduced to ensure full harmonisation between all the economic, social and spatial plans within the Region. Any requirement to modify the policies and overall direction of the Master Plan will then be acted on during the fifth year of the Plan and at subsequent 5-year intervals.

8.8 Next Steps

The success of the Master Plan's programmes and policies will depend on the combined efforts of all the stakeholders in the Niger Delta Region covering a wide range of interests ranging from the community of the smallest hamlet through to national agencies and the Federal Government.

As explained earlier in this report, in its present form the Master Plan provides a

framework for the future development of the Region through to the year 2020. A fifteen-year time scale is necessary in order to properly plan the scale and nature and timing of interventions required to meet the region's overarching vision of a prosperous, socially stable and peaceful, an ecologically balanced and eminently pleasant region.

Following the Region-wide consultations on the draft Master Plan, detailed Implementation Guidelines were produced. These take full account of the stakeholders' views on the proposals contained in the Master Plan, their comments on the priorities for action and the right balance to be struck between all the competing demands on the Region's resources, including its human capital.

The preceding sections of this report have also described how the monitoring, review and evaluation of the Plan's progress will be based on clear goals and a set of indicators associated with each goal to periodically (annually at the minimum) show the degree of progress in the region towards sustainable development for the benefit of its people.

The production of the Master Plan, therefore, marks the beginning rather than the end of a process requiring the full engagement and support of all of the Region's stakeholders, the Federal Government and international donor community. It demands the empowerment of all stakeholders to work as partners with the NDDC to meet the short, medium and long -term challenges and opportunities and to reap the benefits that



Meeting today's challenges is the key to their future

only such an equitable partnership can sustain. Doubtless, with firm cooperation and partnering among stakeholders in harmonious and faithful implementation of this Master Plan, the Niger Delta Region will make solid contribution to national vision of becoming Africa's leading economy by emerging as Africa's most prosperous, most peaceful and most pleasant region by 2020.

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