



Federal Republic of Nigeria

CHAPTER 3



NATURE OF THE PLAN



"...development which meets the needs
of the present without compromising
the ability of future generations
to meet their own needs"

-World Commission on Environment
and Development (1987)

Chapter 3

The Nature of the Plan

Introduction

The development process of regions, as in the Niger Delta Region, is characterised by continual change, driven by a variety of forces for example, population growth, government policies, actions of private companies, infrastructure standards, safety, and many more. When the change leads to unsatisfactory conditions for the people of the region, the need arises for carefully planned interventions to produce the desired results. A key to successful regional and local planning is to understand why current unedifying conditions are the way they are, what factors affect them, and what interventions could positively influence these factors.

Traditionally, 'master planning' at regional and local levels has addressed the land-use or physical aspects of development; for example, the scale, nature and location of housing and main community facilities, or the zoning of recreation areas. However, in keeping with more enlightened thinking on the role of regional plans, the Niger Delta Regional Master Plan focuses on a much broader and more appropriate definition of development: Planning to manage the process of regional and local change for accelerated growth and improvements in the quality of life in a sustainable way. It covers not only the physical manifestation of development but also all the other elements that have a bearing on the well-being and welfare of the people of the Niger Delta, including economic development as well as social, cultural, community and environmental aspects. All these matters are interwoven in the complex concept of sustainable development. The Niger Delta Regional Development Master Plan adheres to the principles of sustainable development, within the definition championed by the United Nations and subscribed to worldwide by most national governments. Expressed in its most basic form, this is support for:

"...development which meets the needs of the present without compromising the ability of future generations to meet their own needs" (World Commission on Environment and Development, 1987)

A principal tenet of the concept of sustainable development is 'intergenerational equity', meaning that the degree of access to the resources which the planet can provide should be no less in the future than it is for the present population. Alongside this is the notion of 'intra-generational equity', that is equity amongst the present population and

the view that the consumption of resources by some should not deny the needs of others.

3.1 The Existing Development Planning Framework

The context for the promotion of development at National, Regional, State and Local Government levels in the 1999 Constitution of the Federal Republic of Nigeria, Section 44(3) states that "...the entire property in and control of all minerals, mineral oils and natural gas in, or under or upon any land in Nigeria or in, under or upon the territorial waters and the Exclusive Economic Zone of Nigeria shall rest in the Government of the Federation and shall be managed in such manner as may be prescribed by the National Assembly". The Constitution also states that the economic objectives of the national Government will be to "harness the resources of the nation and promote national prosperity and an efficient, dynamic and self-reliant economy" (section 16-(1) (a).

The States are given powers to direct policies towards ensuring "the promotion of a planned and balanced economic development" and also to "ensure that the material resources of the nation are harnessed and distributed as best as possible to serve the common goal." (Section 16-(2)(a) and (b). Specifically with respect to Local Governments, the Constitution states that "It shall be the duty of a Local Government Council within the State to participate in economic planning and development of the area referred to in subsection (2) of this section and to this end an economic planning Board shall be established by a law enacted by the House of Assembly of the State".

The Constitution therefore gives government at national, state and local levels rights of ownership and management of all natural resources in the country. The three levels of government are also responsible for economic development, a role that has been further highlighted by the provisions for the production of NEEDS and SEEDS (see Part 2 of the Master Plan document).

The only overall statutory framework for physical land use planning is still the Nigeria Urban and Regional Planning Law, Decree No.88, 1992. The Decree provides for State Governments to formulate policy for urban and regional planning within the framework of national policies and to prepare regional, sub-regional, urban and subject plans within the State. Of the nine Niger Delta Region states only Rivers State has introduced urban and regional planning laws in accordance

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with the 1992 Decree while the others are at different stages of implementation. None of the States has a state-wide plan and the most current master plans are those prepared for State capitals and some major centres.

The major instrument that guides development in the Niger Delta States especially the State capitals, therefore, is the building code and bye-laws code 1946. While Rivers State and Bayelsa State still rely mostly on the 1946 code, other States have reviewed and introduced their own bye-laws.

Notwithstanding the fact that States could use Federal legislation to introduce State and Local planning procedures that integrate physical, economic, social and environmental aspects of development, this does not happen in practice. Even where planning extends beyond physical land use plans, it tends to be done in a compartmentalised way rather than as an integrated concept of the process of regional and local change and the ways of managing inter-related changes.

The Niger Delta Development Commission, therefore, has a critical role within this development framework with its overarching regional perspective and statutory responsibilities, particularly:

- introducing the concept and practice of integrated and participatory planning and synergizing the States in these matters;
- research to ascertain baseline conditions of the region's physical, socio-economic and environmental condition and the identification of factors inhibiting the Region's development;
- formulation of a realistic strategy for the development of the Niger Delta Region, with policies and guidelines for its implementation;
- assistance to the member States in formulation of State Plans and policies that reflect the regional strategy, and in building the States' and Local Governments' capacity to detail and implement their plans to ensure sound and efficient management of the resources of the States, the LGAs and the region;
- conception of initial demonstration and pilot projects and programmes for sustainable development of the Niger Delta area and assistance to the States in their detailed planning and implementation.
- monitoring conditions in the NDR and the effectiveness of the Master Plan, with ongoing evaluation of the

- demonstration and pilot projects and dissemination of the lessons learned across the region;
- assessment of and reports on any project being funded or carried out in the Region by oil and gas companies, other companies and NGOs to ensure that funds released for such projects are properly utilized;
- tackling ecological and environmental problems that arise from exploitation of oil in the region, and from other industrial activities such as lumbering for wood, extensive tree felling for wood-based energy, over-fishing and traditional hunting;
- implementation of all measures approved for the development of the Niger Delta Region by the Federal Government and the member States of the commission.

3.2 Integrated Development Planning

Life in the real world is not confined to neat little boxes. The socio-economic, cultural, environmental and physical development of the Niger Delta Region comprises a complex set of relationships between different factors. These inter-relations between various aspects of rural and urban life need to be fully understood before the nature of any intervention can be determined. For example, how anticipated change in one aspect such as increased personal income, might affect changes in other aspects (such as the demand for food and other goods, type of housing, readiness to travel between home and work and so on). Planning to intervene independently in the operation of a given 'sector' is likely to be ineffective or cause undesirable results to other sectors. For most interventions in a regional system, therefore, a package of cross-sectoral, mutually supportive measures has to be defined and pursued.

At the heart of the 'integrated' or 'holistic' approach adopted for the Niger Delta Regional Master Plan is a determination to understand and take account of the relationships between different aspects of life and between different agencies and other stakeholders, to involve them in the planning process and to create a shared view amongst diverse stakeholders while planning for co-ordinated programmes of change.

The concept and practice of planning as adopted in this Master Plan, with the participation of stakeholders and the monitoring and evaluation procedures, introduces a high degree of transparency and accountability that would also contribute to

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the goals of value re-orientation and the battle against corruption.

3.3 The Facets of Integration

A holistic view and an integrated plan are therefore as relevant to geographic areas as to administrative hierarchies and to 'sectoral' activities. There are several elements to an integrative outlook, the main ones being:

Geographic Aspect. Economic and social activities are not confined to administrative boundaries. One clear example of this is the Region's travel patterns, which traverse State boundaries for commercial, employment and family purpose. Attainment of a better understanding of the special attributes of geographic areas and the inter-relationships between areas has been a key facet in the preparation of the Master Plan.

Institutional Aspect. Current conditions in the Region and future changes are affected by decisions taken at Central, Regional and Local Government levels, in which other public and private sector organisations, as well as the NGOs can sometimes be involved. These bodies do not have identical agendas or expertise and they experience conflicts of interest, conflicts through competition, and conflicts over authority. Sharing information and perceptions of problems and considering together the implications of alternative solutions, which has featured in the stakeholder consultations during plan preparation, is considered as an essential step towards agreed programmes and co-ordinated action.

Sectoral Aspect. Twenty-seven different sectors were first studied separately to gain detailed understanding of the challenges and opportunities in each. The final molding of the Master Plan has involved integration of these with regard to the dynamic linkages between various sectors. The analysis of inter-relationships between sectoral areas of study and their implications for the content of regional scenarios is, therefore, another key facet of the integrated planning approach. This analysis can serve to highlight the range of options available to address the range of different effects, positive and negative, that any particular action may trigger.

3.4 Sectoral Linkages

At the centre of the inter-relationships between different sectors and aspects of development in both the Region and the States are the key human demographic aspects: natural population growth, household structure, employment and income.

The main factors that influence human and economic development, or are affected by human and economic demand and their core inter-relationships can be summarized as follows:

- ✍ Infant mortality/survival is affected by the quality of water and of sanitation, by health care provided by the State. It also creates demand for health care provided by private sector for those who can afford to pay;
- ✍ Life expectancy of people as they move through life is affected by water, sanitation and health care; but it is also affected by income and the ability to buy food and housing. (in Rivers State, for example, life expectancy rose to 60 in the 1980s period of economic boom, then fell to 46.7 by 2001, possibly associated with reduced levels of income). Therefore improving sanitation and access to clean water and reducing infant mortality would only increase the number of hungry and discontented people to the area, unless the ability to produce or buy more food and housing is also increased;
- ✍ Household structure is affected by life expectancy, by culture, and also by economic circumstances: can the young generation afford to live separately; or conversely do they have to live elsewhere to find a job. These considerations create a demand for housing of particular types in particular areas;
- ✍ The labour force is a product of life expectancy and of education and skill training. It offers a potential for income;
- ✍ Income levels depend on employment, which depends on business enterprise (in manufacturing, agricultural and service industries).
- ✍ Business enterprise is very strongly affected by regional and local physical infrastructure (electricity, communications, water, drainage, etc.); by telecommunication and transportation which are essential for production and distribution as well as for access of employees to the work place, and for access of customers to products; enterprise is also affected by financial infrastructure (banking, loans, taxation etc); and human infrastructure (skills, economic demand, migration, ability to travel, etc) and by settlement size (availability of local labour force, supporting services, markets, etc)

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and by the state of 'the economy' in general;

The state of the economy is subject to both national and global influences over which the NDDC and the Niger Delta States have little control, as well as on good management of all the above at the regional level;

Aggregate income, following increased productivity and enterprise, then generates demand for particular housing standards and demand for a variety of goods, services and leisure, which in turn support manufacturing, agriculture and service industries;

Housing demand is affected by household structure, by culture and by income, but the choice of houses is affected by the supply and also by environmental quality (access roads, sewerage, refuse disposal, proximity to services etc);

Housing supply is affected by current regulations and practices governing property purchase and the means of financing, and by regional and local planning.

The section above is illustrative of the linkages in just one particular subject area, namely human and economic development. Clearly, there is also a vast array of other inter-relationships in a wide range of community and commercial services (education, retail, tourism and leisure etc). This Master Plan takes full cognizance of these dynamic inter-sectoral linkages in proposing interventions.

3.5 Stakeholder Participation and Involvement

'Active' and 'Recipient' Stakeholders

The vast majority of the inter-relationships described above come about through actions of people 'active stakeholders' such as politicians, administrators, service providers, investors and consumers, and 'passive/reactive stakeholders' who experience the outcomes of the others' decisions or actions and benefit or suffer as a result. Understanding the motivations and constraints of people as stakeholders is therefore an essential part of good planning and of the approach, which the NDDC has adopted in concert with other stakeholders and participatory processes throughout the plan preparation process.

Process

From the outset the planning process

supported by the NDDC has embraced the involvement of a wide range of stakeholders as possible. Stakeholder involvement even predates the start of the preparation of the Master Plan. As early as December 2001 an International Conference on the Sustainable Development of the Niger Delta Region, which was followed by a series of working meetings with development agencies and practitioners and with NGOs and community leaders, helped confirm the need for a Master Plan for the Niger Delta and the sectors and issues that the Plan should address. Subsequently, thematic seminars were held with State Governments as a follow-up to the International Conference.

During the public participation process the activities covered five core areas:

Executive level briefings. The aim was to ensure that the trends and hopes for development in each of the nine States were fully recognised in the approach adopted for the Master Plan

Needs Assessment. This aimed to identify the needs of the people of the Region.

Participatory Rural Appraisal. The exercise was designed to alert the communities to the purpose of the Master Plan and to identify their needs and priorities. It was also intended to assess the capacities of the rural communities to help prepare community development plans.

Capacity Building. To help develop stakeholders' abilities to contribute to the evolution and implementation of the Master Plan in the longer term

Stakeholders' Involvement. Where the aim was to highlight stakeholders' preferred development scenario and strategic path for addressing the needs identified in each Senatorial District.

Figure 3.1 below illustrates the step-wise progression of plan preparation alongside the stages when stakeholders were involved in the process.

3.6 A Framework for Regional and State Development

In total, there were seven briefings at State capital level, twenty-seven needs assessment workshops in the Senatorial Districts and Participatory Rural Assessments involving fifty-four communities. There were also ten capacity building workshops in major towns, including State Capitals, and twenty-seven integration

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workshops at Senatorial District level. A final round of stakeholders' workshops was also held in each State to publicize and discuss the draft Master Plan, which was then presented to Federal Government committees (see Appendix E).

To achieve the desired wealth creation and reduction of poverty, the Master Plan has to tackle many spheres of activity. These involve active stakeholders in the private sector (e.g. large corporations, would-be entrepreneurs, bus operators, house builders) as well as in the public sector (e.g. providers of health and education services, street cleaners). All these have clearly visible products. But there is one "invisible" public sector activity that influences all the rest: the quality of Governance. A key feature of the Master Plan strategy is the pursuit of good governance at all levels, starting with the Master Plan itself and its implementation strategy. Good planning and management of change depends not only on a plan of what to do but also on knowing how to do it.

In summary the development of this Master Plan has followed a process of close consultation and sharing information, perceptions, ideas and evaluations with the relevant 'active stakeholders' (whose decisions and actions determine future change) and with 'passive stakeholders' (who are likely to experience the beneficial and adverse outcomes of any change that takes place), and it fosters transparency and accountability all round. It is expected that similar efforts at State and LGA levels will generate regional, State and LGA plans that are fully harmonious, very transparent, and position the region for sustained improvements in the quality of both urban and rural dwellers.

It is noteworthy that midway through the development of the Regional Master Plan the Federal Government via the National Planning Commission (NPC), introduced the National Economic Empowerment and Development Strategy (NEEDS). It is also proactively involved in the 36 States of the Federation are in the process is encouraging the States in turn to craft their own State Economic Empowerment and Development Strategies (SEEDS). This is a very positive development for the country. Hitherto, National Plans have not been linked to State Plans (where the latter exist at all).

Recognizing the efficacy of this arrangement, NDDC has taken the initiative to harmonize the Regional Development Master Plan with the national strategy (NEEDS) and to this end, held review sessions with the National Planning Commission (NPC). The NDDC has further partnered with UNDP Nigeria to facilitate the development of the SEEDS for the nine Niger Delta States. The objective is to ensure that the SEEDS are in harmony with both NEEDS and the Regional

Development Master Plan, which itself has been harmonized with NEEDS. The Master Plan envisages that it will also move ahead in concert with UNDP and other partners to pursue the preparation of Local Government Economic Empowerment and Development Strategies (LEEDS).

The Regional Master Plan has a 15 year time frame: 2005-2020. The SEEDS have a 4-year time frame, and so hopefully would the LEEDS. It is envisaged then that SEEDS and LEEDS would be operational elements of the Regional and National Strategy taking full account of the specific challenges of each State and LGA in the broader context of the region and the Nation. In other words, SEEDS and LEEDS are considered to have an integral link to the Master Plan, which sets the longer-term strategic framework for the more detailed and shorter-term aspects of development at the more local levels.

3.7 The Preparation of the Master Plan

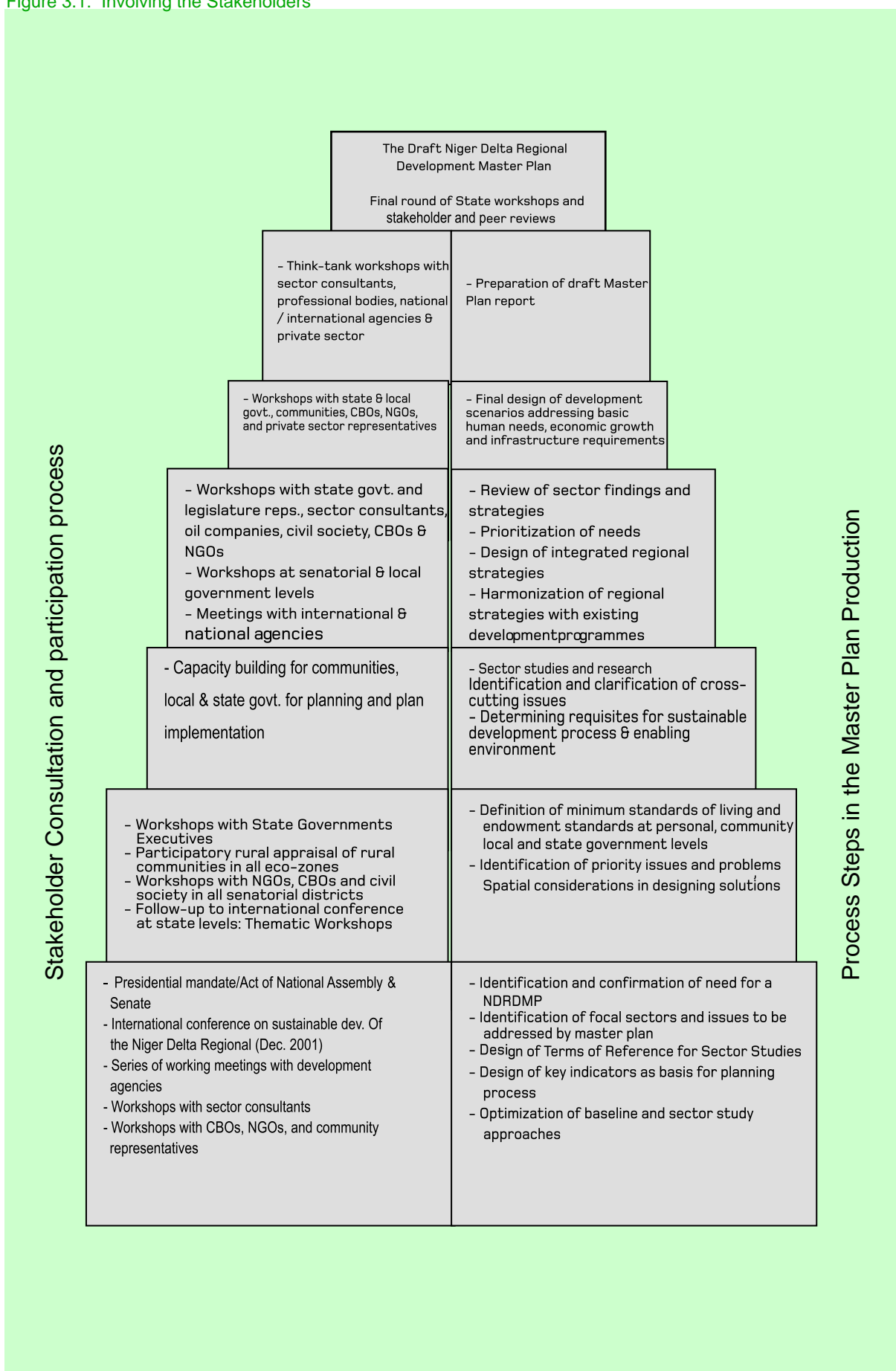
This Regional Master Plan is a framework and a strategy for future development, based on the evaluation of different scenarios and the choice of a preferred scenario. It describes the general shape and structure of things to come, and sets out in greater depth the process by which the NDDC and all the Region's stakeholders should progress towards that future.

To return to a point made earlier, this is clearly a far cry from traditional "land use planning" which focuses on the physical picture of an end-state. This Master Plan is an integrative development plan. It focuses on real life processes of change which inherently involve physical, economic, social, legal and institutional aspects, an understanding of what resources and delivery mechanisms would be required to make the change and which people would be involved and/or affected. (See Figure 3.3).

3.8 Geographic Information System (GIS)

The implementation of the Master Plan will be supported by a comprehensive Geographic Information System (GIS). The GIS contains a unique database of the baseline conditions in the Niger Delta Region across all sectors that make up the economic, social and community life of the people. The GIS will be an invaluable tool for the future planning, review, monitoring and evaluation of progress in achieving the Master Plan goals and for maintaining readily accessible information on ongoing /completed projects and the factors that influence the development of the Region. (A full description of the GIS for the Niger Delta Region is contained in Volume 2 of the Master Plan document).

Figure 3.1: Involving the Stakeholders



3.9 Time Horizon

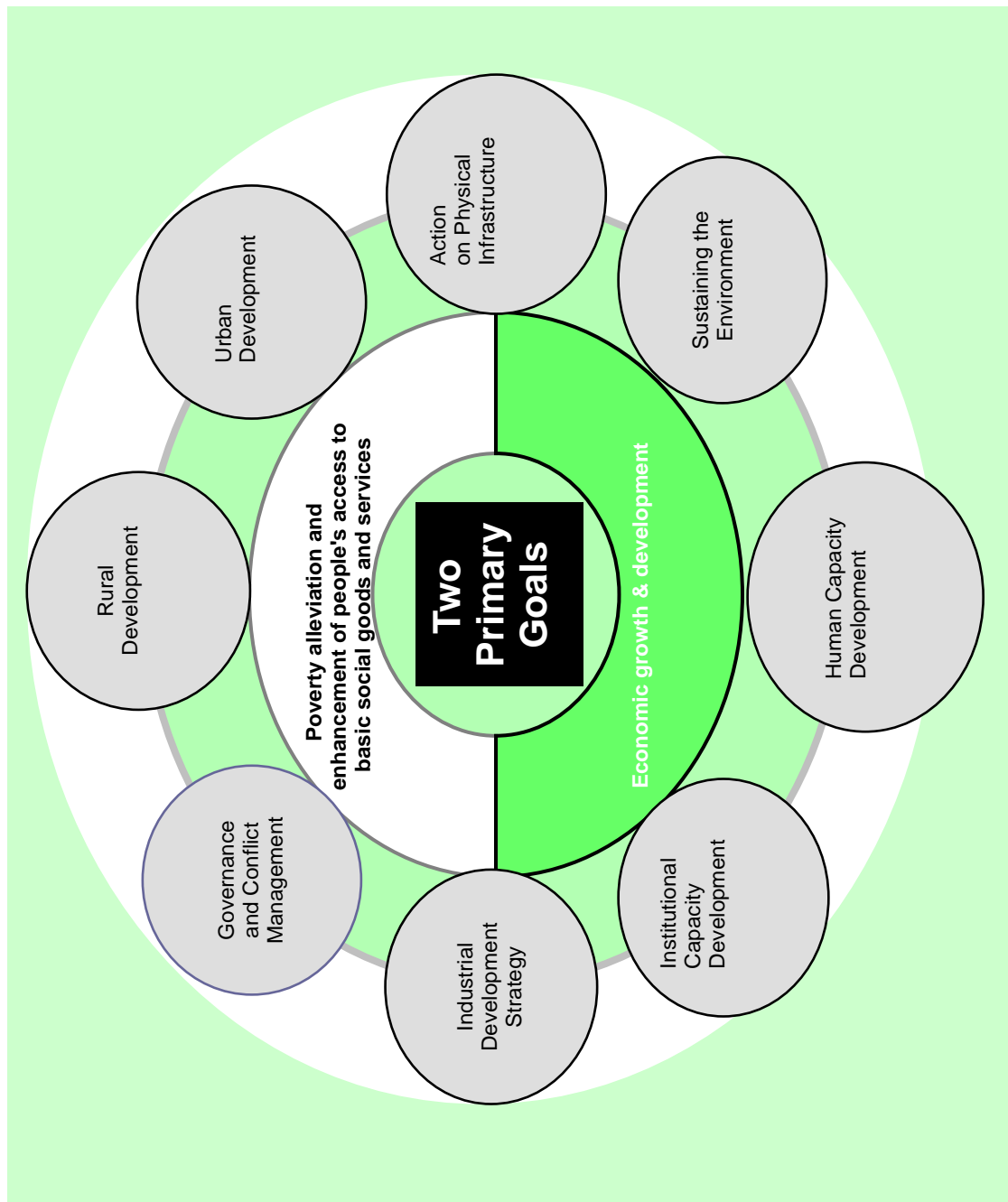
As stated previously, the time horizon of the Regional Master Plan looks ahead 15 years, to 2020, since it is likely to involve infrastructure projects and legislative changes that have a long lead time. It is recognised, however, that during this time period unexpected changes might take place in physical, economic and cultural terms, and what seems a good idea today may not be so by the year 2020. This matter is therefore addressed in two ways:

Pencil icon **Phasing:** Given the progressive and cumulative nature of socio-economic development, the 15-year term of the Plan has been streamed into 3 Phases of 5 years each. In the

Implementation Guidelines that accompany the Master Plan, the first five years are detailed in the form of an 'action matrix' with specific programmes and projects, resources and delivery mechanisms. The Implementation guidelines cover the introduction of changes that require immediate results (such as improvements to food production, the prevention and treatment of HIV/AIDS integrated waste management facilities) as well as initiating projects that inherently require a long lead-time (such as roads). For subsequent five-year periods the Master Plan will be progressively more flexible, leaving

Figure 3.2: Main Components of the Master Plan

In summary the development of this Master Plan has followed a process of close consultation and sharing information, perceptions, ideas and evaluations



decisions to be made nearer the time of implementation.

Monitoring: The Master Plan is accompanied by a monitoring, review and evaluation mechanism, which will assesses not only the performance and outputs of implementation, but also its outcomes (for example, has the

planned increase in the output of agricultural production improved the welfare of the many or the profits of the few? Has it had unintended consequences?). Equally important, the original assumptions will be monitored and assessed periodically (for

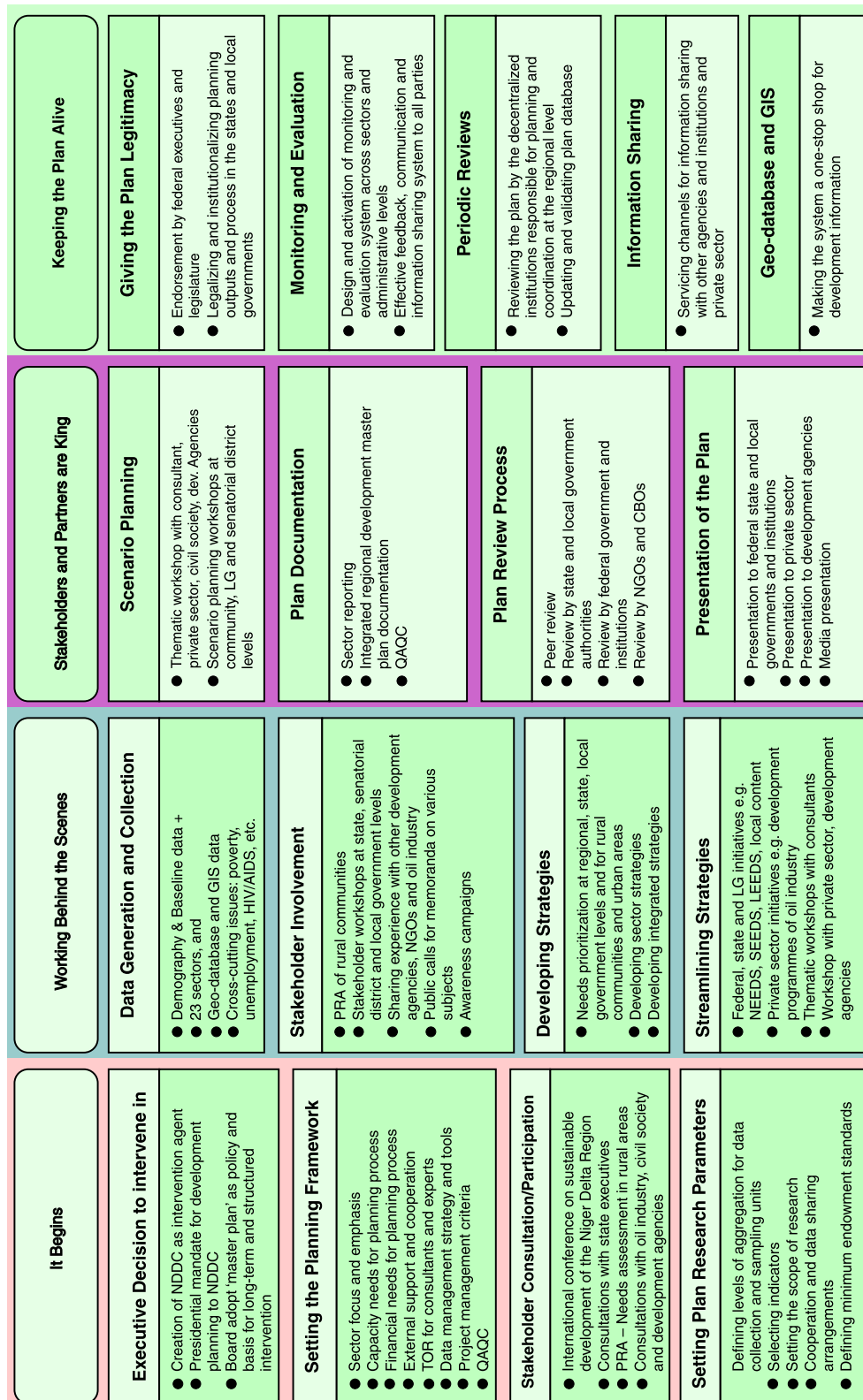


Figure 3.3: The Planning Procedure

example, have the anticipated financial resources materialised? Is the sea level changing as predicted?).

The details of how the Master Plan's policies and proposals are to be taken forward over the next fifteen years are given in Parts 5 and 8 of the plan document, and in the Implementation Guidelines.

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