Eric Eboh is a Public Policy and Development Specialist based at the Department of Agricultural Economics, University of Nigeria, Nsukka. Beginning as Assistant Lecturer on 1st September 1989, he rose to Professor on 1st October 2002. In June 2015, His Excellency, Senator Dr. Ifeanyi Okowa, Governor of Delta State (2015-2023) appointed him Chief Job Creation Officer, Delta State. He was subsequently named the Chief Job and Wealth Creation Officer & Head, Delta State Job and Wealth Creation Bureau; a position he held until May 2023. Additionally, Prof. Eboh was a member of the state government's Economic Management Team and participated in the State Executive Council meetings.

Before his appointment in Delta State Government, Prof. Eboh was Director, University of Nigeria Distance Learning Programme (UNN-DLP) from 2012-2015. From 2003-2012, he was the Executive Director/Research Lead, African Institute for Applied Economics (AIAE), now renamed, African Heritage Institution (AfriHeritage), one of Africa's foremost independent policy research institutes.

To date, Prof. Eboh has more than 32 years of active academic, research and professional practice in public policy and socio-economic development as well as the design, implementation, monitoring and evaluation of public policies. He has led public policy research networks and provided technical assistance on national and subnational public policy under the auspices of international development agencies, including UNDP, FAO, DFID, USAID, UNECA, ECOWAS, IDRC, IFAD, IFPRI, World Bank and EU Delegation.

His numerous publications include peer-reviewed journal articles, research papers, monographs, technical working papers and public policy reviews. In addition, he has authored/edited the following books: "Using Research to Influence Public Policy: What Works and How" 2014; "Global Economic Crisis and Nigeria: Taking the Right Lessons and Avoiding the Wrong Lessons" 2010; "Business Environment in Nigerian States" 2010; "Social and Economic Research: Principles and Methods" 2009; and "Promoting Nigeria's Non-Oil Private Sector through Appropriate Policies and Institutions: Evidence and Recommendations" 2005.

Managing Public Policy with Research Insight equips policy researchers, policy influencers, policymakers, development practitioners, bureaucrats and scholars with real-life scenarios, practical principles and experiential lessons for influencing and/or conducting public policy. This book provides significant reality-check and empirical dimension of conventional assumptions underlying research influence on public policy. The live examples and lessons from personal involvement in policy formulation, implementation and monitoring commend this book as a valuable resource for stakeholders of public policy.

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This book is dedicated to
His Excellency, Senator Dr. Ifeanyi Okowa, CON,
Governor of Delta State,
29th May 2015 – 29th May 2023,
for his visionary, robust, exemplary
and impactful leadership.

Acknowledgment

First and foremost, the writing of this book would not have been possible without the platform offered me by His Excellency, Senator Dr. Ifeanyi Okowa, Governor of Delta State, from 29th May 2015 to 29th May 2023. His gracious appointment and sustenance of myself as Chief Job Creation Officer, Delta State from June 2015 to May 2023 enabled me to play key roles in the making, implementation and management of government policies, programmes and projects, under his administration of Delta State.

My participation and experiences garnered in the formulation, implementation and management of policies, programmes and projects of Delta State Government over the eight-year period from 2015 to 2023 constitute the 'foundation and pillars' of this book. Therefore, I am immensely grateful to the former Governor of Delta State, His Excellency, Senator Dr. Ifeanyi Okowa, for granting me a rare opportunity to serve as a key officer of the Delta State Government throughout his tenure.

In discharging my functions and responsibilities as a policy officer of the state government, I worked and interacted with a wide range of persons, groups, teams, committees, organisations, agencies and institutions from within and outside the government. As a policy scientist called to take part in making, implementing and managing public policy, I came face to face with the policy "practice

ground" like "experimental field" together with performing "practice operations" like "experimental trials."

On the one hand, the state government's policies, programmes and projects represented my 'practice ground or experimental field'. On the other hand, the interactions, teamwork, dealings, collaboration and contacts with state and non-state actors including civil servants, political office holders, private sector service providers, media professionals and programme clientele represented my 'practice operations or experimental trials'. This analogy from public policy experimental field and experimental trials mirrors the context of the archetype perspectives, experiences and lessons expounded in this book.

Prominent among the persons whom I closely worked with throughout the eight years is Dr. Kingsley Emu, Commissioner for Economic Planning 2015-2019, Chief Economic Adviser 2019-2023, and presently Secretary to Delta State Government. From the beginning through the end of my tenure, he provided critical orientation, guidance, advice, facilitation and support in the performance of my duties and functions. Dr. Kingsley Emu's guidance and support eased my take-off and instructed my cruising thereafter, for which I am especially grateful.

Special thanks go to the staff of Delta State Job and Wealth Creation Bureau who provided conducive work environment and excellent administrative support to perform my policy and programming roles and responsibilities. Prominent among other platforms and collaboration arenas, which provided vital learning and practice opportunities are the State Executive Council, Ad hoc Steering Committee on Job Creation, Agro-Industrial Park Project (Inter-Agency) Implementation Committee, Ministry of Economic

Planning, Ministry of Agriculture and Natural Resources, Ministry of Trade and Investment, Ministry of Lands and Survey, Ministry of Housing, Ministry of Works, Ministry of Justice and Ministry of Energy.

I am grateful for the experience and lessons obtained from carrying out assigned functions and responsibilities involving statutory collaboration with or inputs from these government Ministries, Departments and Agencies (MDAs) as well as international development partners.

I give thanks to non-state policy stakeholders, programme clientele and target groups with whom I collaborated and interacted during my tenure. My work-related interactions and dealings with a wide variety of civic audience including youths, women, community leaders, traditional rulers/chiefs, religious leaders, professional associations, non-governmental organisations, and community-based associations availed me vast spaces to apply the axiomatic laws of leadership, which include trust, communication, service, initiative, empathy, buy-in, timing and momentum.

The research and logistic assistance of my long-standing associate, Mr. Favour Inyere, throughout the writing and production of this book, is thankfully acknowledged. The preparation of this book benefitted heavily from the painstaking proofreading of the successive manuscripts. In this regard, the meticulous contributions of Dr. Mrs. Marian Ashikodi and Dr. Mrs. Beatrice Ndibe are greatly appreciated.

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Very importantly, I wish to express my profound appreciation to my darling wife, Ogugua and lovely children, Oluchukwu, Heritage, Mmachukwu, Virtue and Benjamin for their kind understanding, prayers and support during my years of public service in the government of Delta State. I specially thank them for the conducive family atmosphere which enables my work concentration, devotion productivity and professional accomplishments.

Prof. Eric C. Eboh
May 2024

Foreword

Prior to my assumption of office as Governor of Delta State, I knew the challenges that lay ahead of us. The public perception of the political leadership in the country was one of distrust, suspicion, and anger following the downward spiral in the economy. The global price of oil, the mainstay of the economy, had plummeted to an all-time low, and the country was at the brink of economic recession. At the state level, our finances were at best shaky and, at worst, perilous. Indeed, our ability to deliver on our campaign promises seemed illusory.

It was clear to me that we needed a paradigm shift in governance if our campaign promise of *Prosperity for All Deltans* was to be actualized. We also needed to regain the confidence of the electorate who had grown weary and disillusioned with the political class. The major challenge that we faced as a state was that the non-oil sector remained largely untapped and the level of graduate youth unemployment was, to say the least, alarming.

It was imperative that we develop an economic blueprint to build a dynamic, robust, and vibrant economy that is adaptable to the physical, social, and economic changes that are a recurring decimal of the 21st century. After a holistic review of past development frameworks and several consultations with various

stakeholders and technical partners, including a validation workshop, we formulated the Delta State Medium-Term Development Plan (I and II) as the overarching framework of development priorities and cardinal policies and programmes for economic, infrastructural, and human development.

The Plan encapsulated the SMART Agenda, which enunciated policy thrusts in job and wealth creation, peace building, agricultural reforms and industrialization, health and education reforms, and urban renewal. Consistent with the Medium-Term Plan, we formulated and implemented well-targeted policies and programmes aimed at quickly uplifting the social and economic wellbeing of Deltans.

Months before my inauguration as Governor, I set up a Steering Committee to recommend the pathways to achieving these goals. A key outcome was the creation of a Special Purpose Vehicle known as Office of the Chief Job Creation Officer to design and implement the template for training and resourcing our youths with employability and entrepreneurial skills. In my second term, the office was designated by law of the Delta State Government as the Delta State Job and Wealth Creation Bureau. The major focus of the Bureau was to equip our youths with technical/vocational skills, diversify the economy through the development of non-oil sectors, and provide the enabling environment for Micro, Small, and Medium Scale Enterprises (MSMEs) to flourish.

Professor Eric Eboh served as the head of the Bureau throughout my eight-year stewardship. He has taken the pains to

document the rigorous approach we took to policy formulation and implementation and the outcomes thereof in this book. He writes from a position of knowledge, deep insight, and personal experience. Aside from his appointed role, Prof. Eboh served the administration in various capacities and was at the core of the administration's think tank which developed the roadmap for revitalising the economy, maintaining strict fiscal discipline, creating wealth, promoting employment, stimulating self-reliance, and developing a knowledge-based economy.

This book reflects the depth of thought and understanding that he brought to bear in painstaking research, policy formulation, and faithful implementation of our policies and programmes in our quest for economic inclusivity and sustainable development. Policy makers, administrators, and scholars will find it an invaluable resource in understanding the place of making and implementing public policy based on research insight. The SMART agenda was a good example of good-practice scenario where sound planning was adequately matched with faithful implementation of policies/programmes, and governance accountability was achieved in terms of tangible results and outcomes for the people.

I note with pleasure – and appreciation - that this book builds on the solid foundation of the *Okowanomics* Fact Sheet series that Prof. Eboh faithfully produced while serving in the government. The publications, rich with facts and figures, became the reference information bank on the policy thrusts and achievements of the administration for Ministries, Departments, and Agencies of Government, public institutions, the private

sector, and the media.

I invite you to a delightful reading experience as he takes you on a journey of discovery that will serve as a motivation for public service, and the exercise of power and authority.

Senator Dr. Ifeanyi Okowa, CON
Governor, Delta State
29th May 2015 – 29th May 2023

Abbreviations And Acronyms

AADS	Accelerated Agricultural Development Scheme
ABP	Anchor Borrowers Programme
ACGSF	Agricultural Credit Guarantee Scheme Fund
AGSMEIS	Agri-Small and Medium Enterprises Investment Scheme
AIAE	African Institute for Applied Economics
AIP	Agro-Industrial Park
AMCC	Agricultural Marketing Coordination Committee
ART	Anti-Retroviral Therapy
ASH	Asaba Specialist Hospital
AST	Agricultural Skills Training
BECANS	Business Environment and Competitiveness across Nigerian States
BEME	Bill of Engineering Measurement and Evaluation
BIF	Business Incubation Facility
BIR	Board of Internal Revenue
BOA	Bank of Agriculture
BOI	Bank of Industry
BPS	Budget Policy Statement
CAC	Corporate Affairs Commission
CACS	Commercial Agricultural Credit Scheme

CAP	Cottage Agro-Processing
CARES	COVID-19 Action Recovery and Economic Stimulus
CBN	Central Bank of Nigeria
CBS	Community Business School
CFFP	Cooperative Family Feeding Programme
CGIAR	Consultative Group on International Agricultural Research
CWQs	Commodity Working Groups
DELTA SEEDS	Delta State Economic Empowerment and Development Strategy
DEMSMA	Delta State Micro, Small and Medium Enterprises Development Agency
DESOPADEC	Delta State Oil Producing Areas Development Commission
DFID	Department for International Development
DMO	Debt Management Office
DSAIP	Delta State Agro-Industrial Park
DSCHC	Delta State Contributory Health Commission
DSCHIS	Delta State Contributory Health Insurance Scheme
DSIRS	Delta State Internal Revenue Service
DSMTDP	Delta State Medium-Term Development Plan
DSOCU	Delta State Operations Coordinating Unit
DYMM	Directorate of Youth Monitoring and Mentoring
EBMT	Entrepreneurship and Business Management Training

EBMT	Entrepreneurship and Business Management Training
ECOWAS	Economic Community of West African States
EESP	Establishment with Enterprise Starter Packs
EFTZs	Export Free Trade Zones
EFU	Economic and Fiscal Update
ELP	Equipment Leasing Product
EMT	Economic Management Team
EPC	Engineering, Procurement and Construction
ERGP	Economic Recovery and Growth Plan
ETA	Economic Transformation Agenda
EU	European Union
FAO	Food and Agricultural Organization
FEAP	Family Economic Advancement Programme
FIRS	Federal Inland Revenue Service
FLNG	Floating Liquefied Natural Gas Vessel
FQPEP	Foods Quality, Packaging and Export Project
FSP	Fiscal Strategy Paper
GDP	Gross Domestic Product
GEAF	Graduates Employment Advisory Facility
GEEP	Graduates Employment Enhancement Programme
GEM	Grow and Earn More
GEST	Girl Entrepreneurship and Skills Training
GMOUs	Global Memoranda of Understanding
GPS	Global Positioning System
HeFAD	Health for all Deltans
ICTs	Information and Communication Technologies

ICT-YEP	Information and Communication Technology – Youth Empowerment Programme
IDP	Interest Drawback Programme
IDRC	International Development Research Centre
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
IISD	International Institute for Sustainable Development
IITA	International Institute for Tropical Agriculture
IPAN	Institute of Public Analysts of Nigeria
IPP	Independent Power Provider
IPSAS	International Public Sector Accounting Standard
JCAF	Job Creation Accounting Framework
KPPP	Key Priority Policies, Programmes and Projects
M & E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MOUs	Memoranda of Understanding
MPB	Marginal Private Benefit (MPB)
MPC	Marginal Private Cost
MSB	Marginal Social Benefit
MSC	Marginal Social Cost
MSEs	Micro and Small Enterprises
MSII	Mapping of Stakeholder Interest/ Importance-cum-Influence
MSMEDF	Micro, Small and Medium Enterprises Development Fund

MSMEs	Micro, Small and Medium Enterprises
MSUs	Ministerial SERVICOM Units
MTFF	Medium-Term Fiscal Framework
MW	Megawatts
MYTC	Multipurpose Youth Training Centre
NA	Nigeria Agenda
NAB	Nigerian Agricultural Bank
NACB	Nigerian Agricultural and Cooperative Bank
NACRDB	Nigerian Agricultural, Cooperative and Rural Development Bank
NAFDAC	National Agency for Food and Drug Administration and Control
NAIC	Nigerian Agricultural Insurance Corporation
NASSCO	National Social Safety Net Coordinating Office
NAQS	Nigerian Agricultural Quarantine Services
NBS	National Bureau of Statistics
NDP	National Development Plan
NEEDS	National Economic Empowerment and Development Strategy
NESP	Nigeria Economic Sustainability Plan
NGOs	Non-Governmental Organizations
NIADAEH	Nigerian Initiative for Accelerated Development in Agriculture, Education and Healthcare
NICE	Nigerian Institution of Civil Engineers
NIIMP	Nigeria Integrated Infrastructure Master Plan
NIP	National Implementation Plan
NIPC	Nigerian Investment Promotion Commission

NIRSAL	Nigeria Incentive-based Risk-Sharing Agricultural Lending
NLFS	National Labour Force Survey
NLSS	Nigerian Living Standard Survey
NSAs	Non-State Actors
NSR	National Social Register
NSR-PVHHs	National Social Register of Poor and Vulnerable Households
NUPENG	Nigerian Union of Petroleum and Natural Gas Workers
NYSC	National Youth Service Corps
OBG	Oxford Business Group
OPET	Orientation and Personal Effectiveness Training
PBN	Peoples Bank of Nigeria
PCA	Policy Characteristics Analysis
PDIA	Problem-Driven Iterative Adaptation
PESTLE	Political, Economic, Social, Technological, Legal and Environmental
PIND	Partnership Initiatives in the Niger Delta
PPP	Promotion of Public-private Partnership
PPSP	Production and Processing Support Programme
PVHHs	Poor and Vulnerable Households
PVHIs	Poor and Vulnerable Households and Individuals
RSSF	Real Sector Support Facility
RYSA	Rural Youth Skill Acquisition
SAPZs	Special Agricultural Processing Zones

SDGs	Sustainable Development Goals
SEEDS	States' Economic Empowerment and Development Strategies
SEVICOM	Service Compact with all Nigerians
SFTAS	States' Fiscal Transparency, Accountability and Sustainability
SIP	Strategic Implementation Plan
S.M.A.R.T.	S – Strategic Wealth Creation Projects and Provision of Jobs for all Deltans; M – Meaningful Peace Building Platforms aimed at Political and Social Harmony; A – Agricultural Reforms and Accelerated Industrialisation; R – Relevant Health and Education Policies; T – Transformed Environment through Urban Renewal.
SMECGS	Small and Medium Enterprises Credit Guarantee Scheme
SMEDAN	Small and Medium Enterprises Development Agency of Nigeria
SNA	System of National Accounts
SOCU	State Operations Coordinating Unit
SON	Standards Organisation of Nigeria
SPDC	Shell Petroleum Development Company
SSN	Social Safety Net
SSR	State Social Register
SPV	Special Purpose Vehicle
STEP	Skills Training and Entrepreneurship Programme

SWOT	Strengths, Weaknesses, Opportunities and Threats
TEP	Tertiary Institutions Entrepreneurship
ToC	Theory of Change
TPDC	Teachers Professional Development Centre
UHC	Universal Health Coverage
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training & Research
USAID	United States Agency for International Development
USD	United States Dollar
VECs	Vocational Education Centres
VST	Vocational (hands-on) Skills Training
WASH	Water, Sanitation and Hygiene
WESAP	Women Empowerment and Skills Acquisition Programme
WHO	World Health Organization
YAGEP	Youth Agricultural Entrepreneurs Programme
YARN	Youth Agricultural Revolution in Nigeria

Contents

Dedication v
Acknowledgment vii
Foreword xi
Abbreviations and Acronyms xv
Contents xxiii
List of Tables xxxv
List of Figures xxxvii

Chapter 1
INTRODUCTION 01
The Context 01
The Objective and Significance 03
Sources of Information and Data 03
Audience and Expected Impacts 04

Chapter 2
MEMOIR OF A POLICY RESEARCHER ON THE MAKING AND IMPLEMENTATION OF PUBLIC POLICIES AND PROGRAMMES 07
An Uncommon Opportunity to Render Public Service 07
Membership of Technical Committees and other Special Assignments 09

Chapter 3
PERSPECTIVES ON PUBLIC POLICY 13
Concept of Public Policy 13

The Policy Cycle 14
The Case for Public Policy 15
Recognising the Political and Social Context of Public Policy ...21
Options for Public Policy Response.....23
Limits to Effectiveness of Public Policy 24
The Virtuous Role of Policy Research 26

Chapter 4
BEYOND THEORETICS: A POLICY RESEARCHER NAVIGATING THE POLICYMAKING AND PROGRAMME IMPLEMENTATION LANDSCAPE.....31
The Value of Experience.....31
Approaches and Methodologies for Influencing Public Policy ...31
Lessons from Historical Experiences in Implementing Policy Change.....35

Chapter 5
POLICY AND PROGRAMME PLANNING AND APPRAISAL TOOLS: ILLUSTRATION USING DELTA STATE JOB CREATION PROGRAMME 39
The Concept of Policymaking and Programme Planning 39
SWOT Analysis.....40
PESTLE Analysis 45
Mapping of Stakeholder Interest and Influence (MSII) 49
Principles, Conduct and Variants of Stakeholder Mapping.....49
An Example of Stakeholder Mapping:
Delta State Job Creation Programme 52
Policy Characteristics Analysis (PCA) 54
Political and Institutional Mapping (PIM) 55

Chapter 6
FORMULATION AND IMPLEMENTATION OF DEVELOPMENT PLANS 57
Concept and Principles of Development Planning 57
The Significance of Development Planning 57
Approaches to Development Planning 58
Nigeria's Development Planning Experience 59
Lessons from the History of Development Planning in Nigeria 67
The Medium-Term Planning System.....69
Delta State Medium-Term Development Plan 2016-2019 70
Delta State Medium-Term Development Plan 2020-2023 73
Lessons from Delta State Planning Experience.....73

Chapter 7
THE MAKING OF DELTA STATE AGRICULTURAL POLICY 2021-2026 77
Introduction.....77
Delta State Agricultural Policy Landscape Pre-2015 78
Delta State Agricultural Policy 2021-2026.....79

Chapter 8
PROGRAMME PLANNING AND IMPLEMENTATION – JOB CREATION THROUGH SKILLS TRAINING, ENTREPRENEURSHIP DEVELOPMENT AND SUPPORT FOR BUSINESS STARTUP 83
Concepts and Principles 83
The Background 84
Dissecting the Unemployment Problem.....86
Delta State Job Creation Strategy 88
Skills Training and Entrepreneurship Programme (STEP) 90

Youth Agricultural Entrepreneurs Programme (YAGEP).....93
Graduates Employment Enhancement Programme (GEEP).....96
Designing and Carrying out Reforms based on the 'Learning Curve' Principle.....98
Institutional-Level Reforms.....98
Programme-Level Reforms.....101
Reforms Implemented under the Skills Training and Entrepreneurship Programme (STEP) 102
Reforms Implemented under the Youth Agricultural Entrepreneurs Programme (YAGEP) 104
YAGEP-Specific Challenges and Lessons.....105
General Challenges Encountered and Lessons Learnt 107
Outgrowths and Expansion of the Job Creation Scheme.....109
Rural Youth Skill Acquisition (RYSA) Programme.....110
Tertiary Institutions Entrepreneurship Programme (TEP).....111
Girls Entrepreneurship and Skills Training (GEST) Programme.....112
Information and Communication Technology - Youth Empowerment Programme (ICT-YEP).....113
Women Empowerment and Skills Acquisition Programme (WESAP) 113
Skills Training by State-Owned Vocational Education Centres 114
Enterprise Microcredit Support by Delta State Micro, Small and Medium Enterprises Development Agency (DEMSMA).....115
Training and Enterprise Support under the UNIDO Centre/Export Initiative 115
Multipurpose Youth Training Centre, Egbokodo 116

Chapter 9
DEVELOPING AGRICULTURAL VALUE CHAIN THROUGH MARKET STIMULUS: THREE EXAMPLES FROM DELTA STATE 119
The Concept of Agricultural Value Chain 119
Models and Practices of Linking Producers to Market 120
Production and Processing Support Programme (PPSP).....125
The Marketing Coordination and Facilitation Initiative.....127
The Foods Quality, Packaging and Export Project (FQPEP).. 130
Developmental Impact of FQPEP.....139
Challenges Encountered and Lessons Arising 140
Key Messages from the FQPEP Pilot 141

Chapter 10
AGRICULTURAL TRANSFORMATION THROUGH AGRO-INDUSTRIAL PARK MODEL 145
The Context for Agro-Industrial Park Model 145
The Case for Agro-Industrial Park Model 146
Advantages and Benefits of an Agro-Industrial Park.....148
The Delta State Agro-Industrial Park, Aboh Ogwashi-Uku 149
The Making of Agro-Industrial Park, Aboh Ogwashi-Uku: Chronology of Milestones since 2015 153
Lessons from the Designing, Planning and Implementation of Agro-Industrial Park, Aboh Ogwashi-Uku.....159

Chapter 11
AGRICULTURAL VALUE CHAIN FINANCING: CONCEPTS, MODELS AND LESSONS 161
Concept and Principles of Agricultural Value Chain Financing.....161
Rationale for Interventions in Agricultural Financing.....163

Costs in Agricultural Lending 163
Hedging against Default Risks 165
Risks in Agricultural Lending.....167
Peculiar Challenges to Agricultural Lenders 170
Models for Tackling Agricultural Lending Costs and Risks 170
Appraisal of Nigeria's Agricultural Financing Interventions.....174
Agricultural Finance Interventions by Central Bank of Nigeria (CBN) 175
Agricultural Finance Interventions by Bank of Industry (BOI) 175
Agricultural Finance Interventions by Bank of Agriculture (BOA) 176
Mitigating Agricultural Finance Risks through Nigerian Agricultural Insurance Corporation (NAIC).....177
Critical Lessons for Agricultural Value Chain Financing.....178

Chapter 12
SERVICE DELIVERY AS BAROMETER FOR GOOD GOVERNANCE AND THE NECESSITY FOR REFORMS.....181
Public Service Delivery as Barometer of Good Governance.....181
Typology of Public Services 182
Criteria for Assessing Service Delivery.....183
Benefits of Efficient Service Delivery by MDAs 185
Actionable Reform Measures to Improve Service Delivery 191
Carry out a Diagnostic of the Service Delivery Chain across MDAs 192
Create and Organize Service Delivery System Booster Workshops.....194
Develop, Stipulate and Institutionalise Service Delivery Targets 195

Clear and Unambiguous Delineation of Duties, Functions and Responsibilities of Service Delivery Officials 195
Establish and Run a System for Tracking and Utilising Feedback from the Users of MDAs Services 195
SERVICOM: An Example of Government Service Delivery Improvement Initiative 196

Chapter 13
MONITORING AND EVALUATION OF POLICIES AND PROGRAMMES: CONCEPTUAL AND THEORETICAL FOUNDATIONS 199
Concept and Principles of Monitoring and Evaluation (M & E) 199
Comparing Monitoring and Evaluation 200
A Programme's Theory of Change (ToC) 202
Demand for and Use of M & E Information 205
Defining and Using M & E Indicators 205
Elements of a Well-Functioning M & E Structure 208
Programme/Project Evaluation Principles and Approaches 209
The Attribution Challenge and Key Evaluation Questions 209
Typology of Evaluation Methods and Designs 211
Post-Intervention Method 211
Pre- and Post-Intervention Method 212
Cause-Effect Principle (the Causality Question) 213
Randomized Experiment Method 214
Quasi-Experimental Design (Non-Randomised Method) 215
How to Create a Comparison Group 215
The Matching Technique 216
The Counterfactual Technique 217
Non-Experimental Method 217
Getting Data Collection Right 218

Methods of Collecting Qualitative Data 218
Methods of Collecting Quantitative Data.....219

Chapter 14
MONITORING AND EVALUATION SYSTEMS AND APPROACHES: THE DELTA STATE EXAMPLE 221
The Job Creation Programme as an Example 221
Job Creation Programme Indicators 224
Outcome Assessment Using the Job Creation Accounting Framework (JCAF) 226
Impact Assessment by Tracer Study.....229
Impact Evaluation Using Growth and Poverty Statistics 232
Impact of M & E Information on the Planning System.....234
Institutional Structure of the State Government's Monitoring and Evaluation Systems.....235
Ministry/Agency-Level Monitoring and Evaluation 235
Sector-Focused Monitoring and Evaluation 237
Directorate of Youth Monitoring and Mentoring 237
Directorate of Project Monitoring and Audit.....239
Service-Wide Monitoring and Evaluation.....240
Coordination and Synergy of Monitoring and Evaluation.....242
The Use of Non-Statutory Performance Tracking and Feedback Mechanisms 243

Chapter 15
BRINGING RESEARCH CULTURE TO BEAR ON THE DOCUMENTATION OF JOB CREATION PROGRAMMES.....245
The Need for Diligent Documentation of the Policy Process ..245
Documentation as a Corporate Policy.....245

Research Culture and Professional Discipline.....246
The Job Creation Portal (Interactive) - www.deltastatejobcreation.net 247
Overview of the Publications.....246
GPS Survey Digital Mapping of YAGEP Farm Enterprises....249
The Job Creation Website – www.deltastatejobcreation.ng.....249

Chapter 16
OKOWANOMICS - RESULTS-BASED FRAMEWORK FOR ASSESSING POLICY AND PROGRAMME OUTCOMES AND IMPACTS 251
Applying the Results-Based Framework to the Reporting of Achievements and Impacts 251
The Okowanomics Brand 252
Okowanomics Fact Sheets 253

Chapter 17
ECONOMIC TRANSFORMATION OF DELTA STATE 2015-2023.....255
Concept of Economic Transformation 255
Evidence of Economic Transformation 255
Drivers of Economic Transformation 2015–2023 259

Chapter 18
POLICY AND INSTITUTIONAL REFORMS.....261
The Concept and Principles of Policy and Institutional Reforms 261
Evidence of Policy and Institutional Reforms.....261
Lessons for Policy and Institutional Reforms.....270

Chapter 19
A BETTER BUSINESS ENVIRONMENT 271
The Importance of Conducive Business Environment 271
Evidence of Better Business Environment 272
Factors and Conditions towards a Better
Business Environment 274
Policy Lessons for Improving the Business Environment 277

Chapter 20
JOB CREATION OUTCOMES AND IMPACTS 279
Overview of Achievements and Impact 279
Programme Achievements and Impact under the
Delta State Job and Wealth Creation Bureau 280
Achievements under YAGEP 280
Enterprise Distribution of YAGEP Beneficiaries 281
Gender and Educational Qualification of YAGEP
Beneficiaries.....281
Economy-Wide Effects of YAGEP 282
Achievements under STEP 285
Economy-Wide Effects of STEP 287
Achievements under RYSA 289
Achievements under GEST.....290

Chapter 21
A SOCIALLY INCLUSIVE ECONOMY 291
Concept of Social Inclusion 291
Social Inclusion within the Framework of United Nations
Sustainable Development Goals (SDGS).....291
Providing Social Safety Net based on the Social Register 292
Delta State Social Register (DSSR) 293
Evidence of Social Inclusiveness of the Development Process..295

Policy Lessons for the Mainstreaming of Social Inclusion.....299

Chapter 22
ROADS DEVELOPMENT, URBAN RENEWAL AND SERVICES SECTOR BOOM.....301
Development of Roads, Bridges and Drains.....301
The New Outlook of Urban Areas.....301
The Services Sector Boom.....304
Lessons for Policy Synergy across Sectors.....305

Chapter 23
A MODERNISED EDUCATIONAL SYSTEM.....307
The Education Factor in the Economy and Society.....307
Reform of the Educational System.....307
The Evidence in Perspective.....308
Policy Lessons for Educational Sector Reforms.....310

Chapter 24
A TRANSFORMED HEALTHCARE SYSTEM.....311
Overview of the Healthcare Situation.....311
Foundation of the Healthcare System Turnaround.....311
Evidence of the Healthcare System Turnaround.....312
The Contributory Health Insurance Scheme.....313
Healthcare Service Delivery Innovations.....314
Job Creation Outcomes of the Contributory Health Scheme..315
The Unique Contribution of O5 Initiative to Healthcare Delivery.....315
Policy Lessons for Contributory Health Insurance Systems....316

Chapter 25
UPLIFTMENT OF LIVING CONDITIONS IN RIVERINE, COASTAL AND CREEK COMMUNITIES 319
Background 319
Targeted Development of Riverine Areas 320
A Sample of Development Interventions in the Riverine Areas 320
Policy Lessons for the Development of Riverine Areas 324

Chapter 26
DELTA STATE IMPLEMENTATION OF THE WORLD BANK-ASSISTED NIGERIA COVID-19 ACTION RECOVERY AND ECONOMIC STIMULUS (CARES) PROGRAMME 325
Background to Delta CARES Programme 325
The Impacts of COVID-19 Pandemic on Livelihood and Businesses 325
Coverage of Delta State CARES 326

Chapter 27
THE LEADERSHIP FACTOR THAT MADE THE DIFFERENCE 329
The Power of Right Leadership 329
Dimensions of the Right Leadership: The Okowa Evidence 330

REFERENCES 341

ANNEXURE 349

List Of Tables

Table 4.1: Ways and Means by which Research Informs and Influences Public Policy 32
Table 4.2: Policy Process Tasks, Operating Strategies and Action Tools.....38
Table 5.1: Optimally Utilising Strengths to Maximise Impacts .41
Table 5.2: Identify Weaknesses to Minimise Negative Impacts .42
Table 5.3: Reaping Identified Opportunities in the Operating Environment 43
Table 5.4: Coping Well to Overcome and Mitigate Negative Impact 44
Table 5.5: Identification and Management of PESTLE Factors.45
Table 5.6: Stakeholder Interest-and-Influence Matrix.....50
Table 5.7: Group-by-Group Stakeholder Analysis 51
Table 5.8: Stakeholder Analysis of Delta State Job Creation Programme.....53
Table 5.9: A Political Mapping Template 56
Table 9.1: Garri Quality Criteria Attained 137
Table 10.1: Procedure Adopted in the Planning and Implementation of Agro-Industrial Park, Aboh Ogwashi-Uku 153
Table 12.1: A Sample of MDAs Services and Service Users ...186
Table 14.1: Survey Instrument for Tracer Study.....231
Table 17.1: Evidence of Economic Transformation 256
Table 18.1: A Sample of Policy and Institutional Reforms 2015 - 2023 262

Table 20.1: Count of YAGEP Beneficiaries 280
Table 20.2: Enterprise Distribution of YAGEP Beneficiaries 2015-2022 281
Table 20.3: Gender and Education Profile of YAGEP Beneficiaries 2015-2022 281
Table 20.4: Estimated Agricultural Outputs under YAGEP 2015 - 2021 282
Table 20.5: Count of STEP Beneficiaries 285
Table 20.6: Enterprise Distribution of STEP Beneficiaries 285
Table 20.7: Gender and Educational Distribution of STEP Beneficiaries 286
Table 20.8: Beneficiary Coverage of Rural Youth Skills Acquisition (RYSA) Programme 289
Table 20.9: Beneficiary Coverage of Girls Entrepreneurship and Skills Training (GEST) Programme 290
Table 21.1: Evidence of Inclusion of Diverse Socio-Economic Segments in Policies and Programmes 295
Table 22.1: Remarkable Growth Performance of the Services Subsectors 2015-2022 305
Table 23.1: Evidence on the Educational System Transformation 308
Table 26.1: Number of Beneficiaries under the World Bank-Assisted Delta State CARES Project as of April 2023 327

List Of Figures

Figure 4.1: Tasks and Stages in the Policy Process.....37
Figure 8.1: Types of Youth Unemployment 88
Figure 11.1: Interlocked Agricultural Value Chain Financing Model 171
Figure 13.1: Delta State Job Creation Programme Theory of Change 204
Figure 13.2: Delta State Job Creation Programme M & E Indicators 207
Figure13.3: Key Steps for Carrying out Programme Monitoring and Evaluation 208
Figure 13.4: Randomised Experimental Design 214
Figure 13.5: M & E Data Collection Methods.....220

CHAPTER 1

INTRODUCTION

The Context

At the time my book *"Using Research to Influence Public Policy – What Works and How"* was completed and published in December 2014, I never imagined that just six months later, I would have the opportunity to put into practice the principles, ideas and techniques which I proffered in the book. It was therefore a welcome coincidence when in June 2015, six months after the book was published, I was invited by His Excellency, Senator Dr. Ifeanyi Okowa, as Governor of Delta State, to assume a key responsibility in the formulation and implementation of public policy in Delta State.

Specifically, I was appointed, by His Excellency, the Governor, as Chief Job Creation Officer, Delta State. Accordingly, I was charged, together with the Steering Committee on Job Creation, with the responsibility of planning, designing and executing flagship job creation programmes for tackling youth unemployment, harnessing economic potentials of youths and curbing youth restiveness in the state.

The responsibility as Chief Job Creation Officer from 2015 to 2019; and Chief Job and Wealth Creation Officer/Chief Executive Officer & Head, Delta State Job and Wealth Creation Bureau from 2019 to 2023 placed huge demand on my scientific training, professional knowledge and practical insights as a public policy

researcher. Throughout my tenure, my professional training and experience as an academic, scholar, researcher and team leader constituted huge advantages for the discharge of my functions and responsibilities.

In performing these public policy responsibilities, practical encounters, field-level experiences and real-life challenges deepened my understanding and appreciation of the live nuances of public policy. This understanding spans the end-to-end policy cycle comprising policy conception, design, implementation, monitoring and evaluation.

With hindsight, the duty call as a key policy officer in the administration of His Excellency, Senator Dr. Ifeanyi Okowa revealed how prepared and job-ready I had become through my professional practice as policy researcher; coupled with my leadership experience as Executive Director of the African Institute for Applied Economics (AIAE), from 2003-2012, where I led the institutional mandate to carry out policy research to inform and influence public policy. My leadership role at AIAE involved the coordination and management of more than 150 African economists, development specialists and policy researchers from across the globe in the design and conduct of multi-disciplinary, country-specific and cross-country policy research projects.

My conceptual understanding and empirical appreciation of the policy value chain have been enriched and expanded through my eight-year working experience as a principal figure in the formulation and execution of public policies in Delta State. This experience has transmuted my perspectives and comprehension of the policy value chain from using research to influence public policy to making and implementing public policy based on research insight. These two back-to-back experiences can be likened to the two sides of a coin. So, having the personal opportunity to practice

both aisles of the policy divide in straight succession is a rare fortune, which insights and lessons are worthy of intellectual articulation and public dissemination.

The Objective and Significance

This book is designed to complement and reinforce my previous book which was authored from my professional orientation as a public policy researcher working to inform and influence public policy. As a balance to my previous text, this book is intended to show how my research insight was effectively deployed in actual policy and programme formulation, design and implementation, achievements and impacts recorded as well as the opportunities and challenges encountered.

This book therefore memorialises and shares personal experiences gained in my service as key actor in the formulation and implementation of public policies, programmes and projects of Delta State Government from 2015 to 2023. By this book, I also wish to inform, enlighten and sensitise all stakeholders in the policy value chain regarding the nuances, intervening factors, challenges and lessons in actual public policy formulation and implementation. Overall, this book contributes evidential ideas and insights to the national conversation on how policy research and public policy can jointly work better in promoting sustainable social and economic development.

Sources of Information and Data

This book has benefitted from various sources and systems of information and statistical data. These include my professional knowledge as an agricultural economist, policy researcher and development scientist together with my personal experiences in actual policy formulation and implementation in Delta State from

2015 to 2023. Information and data were also obtained from verified published and unpublished literature. In particular, specific information and data on the policies, programmes, projects together with the achievements and impacts of the Okowa administration were obtained from Okowanomics Factfile series, Job Creation Periodicals and Okowa Scorecard series, all of which benefitted heavily from the professional inputs of the author.

Audience and Expected Impacts

By style and content, this policy book is intended to be an instrument of peer learning and knowledge sharing, education and training. Also, it serves as public dissemination of experience regarding the opportunities, challenges and prospects of the policy researcher involved in actual formulation and implementation of public policy. The perspectives and lessons given by this example from Delta State are of immense benefits to a wide variety of public policy stakeholders and the public. These include: (i) policy researchers and technocrats; (ii) policy managers and evaluators; (iii) students, scholars and academics; and (iv) policy think tanks and policy advocacy organisations.

- To policy researchers and technocrats, this book reveals opportunities, realities and challenges that define the success of the policy researcher to influence public policy when entrusted with policymaking and/or policy implementation role.
- For policy managers and policy evaluators, this book exemplifies that the policy researcher involved in public policymaking and policy implementation can accumulate robust real-time evidence for the performance measurement and impact evaluation of public policy.

- To policy think tanks and policy advocacy organisations, this book shows how policy think tanks can maximise their influence on public policy.
- Regarding students, scholars, academics and researchers in general, this book contains extensive and authoritative information and data on Delta State (society, geography, economy, infrastructure, education, health, etc.) that are very useful for educational and reference purposes.

CHAPTER 2

Memoir Of A Policy Researcher On The Making And Implementation Of Public Policies And Programmes

An Uncommon Opportunity to Render Public Service

It is not common that a policy researcher has opportunity to play central role in formulating and implementing public policies and programmes. My case was therefore a rare occurrence, particularly considering that my appointment coincidentally followed successive years of active policy research and research-based engagement and collaboration with policy actors and stakeholders in government, private sector and civil society.

My first stint in the policy process of Delta Sate Government was during my role as Chairman of the 2015 Transition Committee's working group on agriculture and wealth creation. The working group, like other working groups, was charged with the function of reviewing, appraising and evaluating past sectoral policies, programmes, their performances and challenges, and formulating successor strategies, policy frameworks and actionable roadmap for the incoming state administration by 29th May 2015. This task came not long after a commissioned team of consultants (including myself) produced a comprehensive fact-finding report on the development performance of Delta State (Delta State

Development Performance Assessment, 1991-2014), under the auspices of United Nations Group comprising UNDP, UNICEF, FAO and UNESCO. Incidentally, because my scope of work within the consultancy assignment focused on the agricultural sector, the assessment study turned out to be my solid foundation of knowledge and experience on the agricultural sector challenges, opportunities and critical areas of intervention in Delta State.

Thereafter, in June 2015, I was appointed the Chief Job Creation Officer of Delta State, with the primary responsibility, together with other members of the Steering Committee on Job Creation, to plan, design and implement youth-targeted job creation programmes of the state government, under the leadership of His Excellency, the Governor.

As Chief Job Creation Officer, I attended and participated in State Executive Council meetings, which availed me direct and firsthand knowledge and understanding of the "whys", "hows" and "whats" in the formulation, appraisal, approval, implementation and outcomes of public policies, programmes and projects in Delta State.

Beyond my primary responsibility as Chief Job Creation Officer, I served in several crucial official capacities and assignments, as determined and directed by His Excellency, the Governor. In addition to participating in State Executive Council meetings, I was appointed into the State Government Economic Management Team (EMT) 2015 - 2019 and 2019 - 2023. The functions of the Economic Management Team included reviewing and appraising programme and project proposals across various sectors, proffering expert advice on economic, social and development policies and programmes, monitoring and evaluating government policies and programmes across ministries and agencies, and fostering inter-agency and cross-sector collaboration, coordination, cooperation

and synergy.

Moreover, I had the privilege of working as a member of many other inter-ministerial policy, technical and project committees, technical working groups and task teams constituted by His Excellency, the Governor aimed at ensuring better coordination, efficiency and effectiveness of government policies, programmes and projects.

Membership of Technical Committees and other Special Assignments

During the eight-year period 2015 - 2023, I served in various state government policy committees, technical working groups and task teams, as follows:

i. Chairman, Subcommittee on Agriculture and Wealth Creation, Transition Committee constituted by then Governor-elect, Senator Dr. Ifeanyi Okowa preparatory to assumption of office on the 29th of May 2015.

ii. Chairman, Agro-Industrial Parks Project Implementation Committee.

iii. Chairman, Agricultural Marketing Coordination Committee (AMCC).

iv. Coordinator, Agricultural Land Bank Committee.

v. Chairman, Delta State Foods Export Initiative (A Pilot Project on Market-Driven Cassava-Garri Value Chain Development).

vi. Technical Resource Person, Committee for Delta State Medium-Term Development Plan 2016-2019.

vii. Technical Resource Person, Committee for Delta State Medium-Term Development Plan 2020-2023.

viii. Technical Resource Person, Delta State Investment Brochure.

ix. Member, Committee on Cultivating New Frontiers in Agriculture and the Committee to interface with the Central Bank of Nigeria on Agricultural Sector Intervention Initiatives.

x. Chairman, Inter-Ministerial Project Implementation Committee on Agro-Industrial Parks.

xi. Member, Delta State Government delegation to Guangzhou, China for Investment Promotion.

xii. Member, Project Steering Committee on CBN-supported Accelerated Agricultural Development Scheme in Delta State.

xiii. Member, Project Steering Committee on CBN-supported Anchor Borrowers Programme in Delta State.

xiv. Member, Steering Committee for the Concessioning of Asaba International Airport.

xv. Secretary, Committee on the Privatisation of High-Quality Garri Packaging Factory, Issele-Uku.

xvi. Chairman, Committee on the Concessioning/ Commercialisation of Owanta Agro-Centre.

xvii. Member, Delta State Government working team to London, United Kingdom, on the Nigerian Initiative for Accelerated Development in Agriculture, Education and Healthcare (NIADAEH) Funders Forum.

xviii. Member, Committee on the Concessioning/ Commercialisation of State Government-owned Fish Feed Mills at Ekpan, Asaba and Owa-Aliosimi.

xix. Member, Steering Committee on the World Bank-assisted COVID-19 Action Recovery and Economic Stimulus (CARES) Programme-for-Results.

xx. Technical Resource Person, Steering Committee on the Development of Export Free Trade Zones (EFTZs) & Special Agricultural Processing Zones (SAPZs) in Delta State.

xxi. Co-Chair, Steering Committee on Delta State's Participation in the World Bank GovTech Survey.

xxii. Facilitator, Collaboration Framework of MDAs involved in Job Creation and Youth Empowerment Programmes.

xxiii. Member, Committee to vet the proposal for partnership between Delta State Government and Metro Frank Group Ltd for the development and management of Agro-Industrial Ranching Neighbourhood at Issele-Azagba.

xxiv. Resource Person to the 2023 Governorship Transition Committee's Working Group on Agriculture, Job and Wealth Creation.

xxv. Resource Person/Guest Lecturer to Visiting/Study Tour Course Participants as follows: Course 41 of the Armed Forces Command and Staff College, Jaji, 27 November 2018; Course 29, National Defence College, Abuja, 20 December 2020; Senior Course 45, Armed Forces Command and Staff College, 24 November 2022; and National Institute for Security Studies, 9 May 2023.

xxvi. Resource Person to the development of Investment Report on Delta State, by Oxford Business Group (OBG), London, UK. 2023.

CHAPTER 3

PERSPECTIVES ON PUBLIC POLICY

Concept of Public Policy

Public policy refers to the systematic array of development objectives, principles, priorities, strategies and courses of action decided by government or its institutions and agencies to shape, influence or determine current and future conditions in society and economy. It is a powerful tool by which governments and public sector authorities can determine the systems of incentives, rewards and sanctions that underlie the social and economic behavior of individuals, households, firms, groups and organisations.

In Nigeria, public policy is applicable at three levels of government – federal government, state government and local government. At every level, public policy plays an essential role in communicating the vision of the government, shaping the allocation of scarce public resources and setting the direction and agenda for programmes and actions of government ministries, departments and agencies (MDAs). By public policy, government sets up for itself a self-appraisal framework and provides non-state actors (NSAs) with basis for monitoring and evaluating it's performance.

The Policy Cycle

In a broad sense, the public policy process encapsulates the range of actions, behaviours and phenomenon relating to making, executing, monitoring, evaluating and revising/reforming policies. The policy process can be mirrored as a self-reinforcing cycle underpinned by government's desire to promote social and economic development and improve the welfare of the people into the future.

Another conceptual framework for describing public policy is the three-layer hierarchy comprising policy, programme and project, otherwise known as the 3 P's. At the highest level is policy, the 1st P. Policy, strategy or plan represents the overarching framework of objectives, priorities, strategies, approaches, methodologies and principles adopted for solving development problems or accomplishing development goals. A broader definition of policy encompasses the concept of institutions, that is, the rule of the game (e.g., laws, regulations and framework systems).

Next and lower in the hierarchy is programmes, the 2nd P. In this sense, a programme involves an integrated set of actionable measures, methods and tools engaged for the implementation of public policy. The lowest level is projects, the 3rd P. A project represents the lowest level of public policy. A project refers to specific schedule of tasks and activities which are carried out at a given location and over a given time-frame for the purpose of producing desired goods, service or outcome towards the objective already defined at the commencement of the project. As implied by the three-layer framework, public policy is implemented through a set of programmes and a programme is actualised through a set of projects or schemes.

The cyclical pattern of the policy process does not imply that the process is linear or straightforward. As shown in my previous book,

"Using Research to Influence Public Policy", the conceptual literature has two broad paradigms of the policy process – "linear" and"iterative".

The linear model describes the policy process in successive stages that range from problem identification, policy formulation/design, policy implementation, monitoring and evaluation leading to policy revision. This linear image of the policy process is elaborated in Birkland (2010). Under this framework, policymaking is specifically conceptualised as a sequential order that starts with identifying a problem phenomenon, articulating and assessing alternative courses of action and selecting the course of action considered as most desirable/qualified (based on the applicable criteria). This paradigm depicts public policymaking as an essentially 'technocratic' process involving the diagnosis of problem, design of possible solutions and choice of a solution.

On the other hand, the iterative model describes the policy process as a non-linear multifaceted pattern of initiating, assessing and deciding and implementing public policy. Under this conceptual standpoint, the making of public policy is an interspersed process characterised by multi-directional and non-sequential process of ascertaining desirable and workable courses of action. In the eyes of the iterative model (for example, Carden 2009), public policymaking is practically less systematic and less straightforward than implied by the theoretic linear model. Rather, public policymaking is conceptualised as an essentially "muddling-through" affair that involves alternated processes of analysis, dialogue, consultation, negotiation and consensus.

The Case for Public Policy

Public policy is an indispensable fundamental tool of governance. It is the framework machinery for concretising the

social contract and mediating the interface between the state and its public (non-state agents). In both theory and practice, public policy (that is, government intervention) is justified by economic, social and political logic.

From the economic standpoint, public policy is necessitated by failures of the market system to produce economically efficient and socially optimal outcomes. There are four traditional market failures that infest the ideal competitive model of economic optimality, and as such, constitute the economic case for public policy. They are existential public goods, externalities phenomenon, reality of natural monopolies and incidence of information asymmetries. From the social angle, public policy is compelled by the pursuit of distributional and social welfare goals for equitable society and sustainable development. From the political standpoint, public policy is the communicative and operative instrument for translating political vision, development aspirations and campaign manifesto into actionable plans, programmes and schemes.

Market failures manifest in several forms and manner. Some goods are existentially "public" in nature and so require government intervention through public policy. Public goods are intrinsically non-rivalrous and non-excludable.

Non-rivalrous refers to the situation whereby the consumption or use of a good or service by an economic agent cannot preclude, constrain or diminish the consumption or use of the same good or service by another economic agent. On the other hand, non-excludable refers to the situation whereby the producer of a good or service cannot prevent, restrict or exclude consumption by any user/beneficiary and so cannot capture the entire value the good or service confers on those who use or consume it.

In other words, the good or service can be used or enjoyed by an economic agent without paying for it.

Non-rivalrous and non-excludable goods, by their unique nature, are not amenable to production by profit-maximising private economic agents. Goods or services that exhibit absolute non-rivalry and non-excludability are known as pure public goods while those that bear varying degrees of rivalry and excludability are known as mixed public goods. Examples of public goods are national security, clean air, biodiversity, law and order, street lighting and climate mitigation.

Another manifestation of market failure is the occurrence of "externalities". Externality refers to any situation whereby an action of one economic agent (producer or consumer) affects the utility or production possibilities of another in a way not reflected or captured as costs and prices under the market framework. Externality is theoretically explained by the neoclassical market paradigm that every producer will maximise profit while every consumer will maximise utility, both without regard for the impact of their behaviour on the profits or utilities of other economic agents. Externality, whether positive or negative, is a vivid case of a missing market. This means that within the competitive market model, it is not feasible to buy (pay for) or sell (reap benefit of) the externality good or service that is generated.

Externality can be positive or negative. It can be spread over space and time. For example, production or consumption behaviour and activities that lead to environmental degradation such as water pollution, air pollution, carbon emission and land degradation which constitute negative externality. On the other hand, positive externality is exemplified by an immunisation programme that reduces everyone's risk of infectious disease as well as research that generates knowledge and information which benefits current and future generations. The direction of externality can take any of four different dimensions: producer to producer, producer to consumer,

consumer to producer and consumer to consumer. For example, production or consumption activities that lead to environmental degradation such as water pollution, air pollution and land degradation are negative.

Typically, a private economic agent (producer or consumer) tends to under-generate goods and services with positive externalities, meaning that the market equilibrium output is lower than the socially efficient output. This disparity reflects the fact that the marginal social benefit (MSB) is higher than the marginal private benefit (MPB). Conversely, a private economic agent tends to over-generate goods and services with negative externalities, that is, the market equilibrium output is higher than the socially efficient output. Again, this divergence reflects the fact that the marginal private cost (MPC) is lower than the marginal social cost (MSC).

Both positive and negative externality underlie the case for public policy to remedy the divergence between market equilibrium output and socially efficient output, either of which constitutes a net welfare loss to society. The goal of public policy will be to maximise the social welfare function over time. Government can intervene through public policy that promotes positive externalities, for example, policy measures to increase the supply of, and increase the demand for goods, services and resources that generate external benefits. Specifically, government can use the instrument of grants and subsidies for producers of goods and services that generate external benefits, to reduce costs of production and increase supply. In the same vein, government can intervene through public policy that diminishes negative externality, for example, broadening property rights such that victims of negative externalities can negotiate with those that generate same. Other less complex and more amenable policy approaches available to the government include taxes, charges, direct controls and regulatory standards.

Markets also fail because the underlying assumption of perfect information among firms (producers) and households (consumers) is farfetched in reality. The idealised competitive market presupposes that producers and consumers have complete and accurate information about products, prices, costs, production possibilities and that information is equally available to producers and consumers, that is, information symmetry. However, actual functioning of the market mechanism is plagued by myriad of problems of imperfect information together with information asymmetry. The imperfect information dimension refers to the possibility that all the economic and social information about the characteristics of a good or service may not be known.

Given its public good (non-rivalrous) nature, information about a good or service is typically under-produced or under-supplied thereby precipitating a market situation riddled with incomplete information. The information asymmetry problem occurs whereby the kind and amount of information about a good or service differs between the buyer and the seller. In fact, the buyer and the seller in a market transaction may have varying information about the quality and other relevant desirable and undesirable attributes of the good or market exchange or transaction under question. Information disparity between the producer (seller) and the consumer (buyer) can be caused by institutional weakness, technological divide or information cost. The direct effect of information asymmetry is the imbalance of decision-making capability between the buyer vis-à-vis the seller.

In the theory of market failure, information asymmetry undermines the market model by causing adverse selection and moral hazard. Adverse selection is a variant of the information asymmetry problem, namely, hidden information, that is, when one party knows more than the other party in the contract or market

transaction. The uneven information constrains the market mechanism with possible alterations in the price and quantity of goods or services and wrong selection of products or services.

Moral hazard is another variant of the information asymmetry problem, namely hidden intent or action, whereby one party's actions are not observable or fully known by the other party to the contract. Armed with better information and hidden intent, a party will take risks because the cost that could incur will not be felt by the party taking the risk. One classic case of moral hazard is given by the situation whereby the behaviour/action of one party may alter or reverse after agreeing and implementing a financial transaction, thereby causing disadvantage or outright loss to the other party. The moral hazard lies in a party's willingness deficit that is not known by, not observable to and hidden from the other party in the contract or market transaction at the initial time. Both adverse selection and moral hazard bring about undesirable empirical results of the competitive market model, namely inefficient allocation of resources. This also constitutes another case for government intervention through public policy.

In all, public policy is founded on the defect of the actual market system to produce Pareto efficiency. In contrast, the competitive market model posits that the utility-maximizing behaviour of consumers and the profit-maximizing behaviour of producers will, through the invisible hand, distribute goods and services and allocate resources to achieve Pareto efficiency. By implication, the voluntary actions of producers and buyers of goods and services within the competitive market framework bring about Pareto efficiency, which makes it unnecessary for government intervention through public policy. However, this theoretical postulate is not borne out by the empirical functioning of the market model.

Pareto efficiency or optimality refers to a resource allocation scenario whereby it is impossible to reallocate resources to make any one individual better off without making at least one individual worse off. Just as it is a basis for public policy, Pareto efficiency is also useful for comparing economic outcomes of public policy. A Pareto improvement is a change to an existing resource allocation that makes at least one individual better off without making any other individual worse off. Therefore, a public policy or action that makes at least one person better off without making someone else worse off is Pareto improving (Stiglitz, 1999; Weimer and Vining, 2011). When no further Pareto improvements can be made through changes in resource allocation, the economic situation is defined as "Pareto efficient" or "Pareto optimal", in which case, the allocation of resources attains Pareto optimality.

Besides the failure of the competitive market to achieve Pareto efficiency, social welfare considerations and substantive national development values (such as human dignity, national unity and cohesion, distributional equity and economic opportunity) transcend the scope of Pareto efficiency. This is because Pareto efficiency does not necessarily result in a socially desirable distribution of resources. Also, it has no direct bearing to equity and overall wellbeing of a society, that is, the aggregate welfare function or the "greatest good' principle. In this circumstance, also, public policy is the legitimate framework to maximise the aggregate social welfare function, promote equity and achieve the "greatest good" for society and economy.

Recognising the Political and Social Context of Public Policy

To inform and influence public policy, policy researchers should have a good understanding of the "making" of public policy and the political and social context. The political, institutional and social

environments of public policy combine to determine the iterative pattern of the policymaking process. A holistic comprehension of the incentives, influences, institutional processes and factors that underpin policymaking is essential for designing policy alternatives that can be adopted and successfully implemented.

At any point in time, public policy creates winners and losers just as policy reform creates new winners and new losers. The distributional consequences of public policy are critical to political support for or opposition to a given public policy and by implication, political feasibility of policy. Governments are constituted by political authorities who draw support from constituencies with powerful interests. Accordingly, the political authorities tend to support policies that are favourable to their constituencies and oppose policies which are not. This situation often leads to distributional dimensions that do not necessarily equate substantive traditional policy values.

As a way to enhance understanding of the influence of societal and political contexts in public policy and economic development, I carried out a review of the literature on the theories and analysis of the interaction between the state, politics, society and the market (Eboh, 1999). The review underscores the role of diversity and interplay of factors in the making and delivery of public policy. The factors include political authority/actors, government bureaucracy (public sector institutions and service delivery), market system considerations, civil society stakes and economic circumstances.

It is important to understand which actors, forces or groups are important and/or influential in the policymaking process and their relative impacts on policy outcomes. Equally essential is knowledge of the institutional arrangements and bureaucratic systems (process flow) within which public policy is formulated and implemented

(North, 1990).

Options for Public Policy Response

Given market failure away from Pareto efficiency and the inevitable necessity to achieve national development objectives that are outside and beyond the scope of Pareto optimality, public policy responses can come in one or a combination of ways. In terms of functionality, public policy can take several forms including regulation of markets, establishing the "rules of the game" for private economic agents, direct production and provision of missing public goods and services, correction of observed market failures and allocation or reallocation of resources to tackle distributional and social welfare concerns.

In this regard, a classic typology of public policy is given by Lowi (1972) as follows:

- Distributive dimension: This includes public policies and public spending to produce and deliver goods and services to a target population, based on social, economic, political or geographic considerations. By the nature of distributive policies or spending, the benefits are limited to certain population group or area (in some cases), whilst the costs are generally shared. An example is public infrastructure projects.
- Regulatory dimension: This refers to public policies, laws and rules-of-the-game by which government shapes, monitors and controls the actions and behaviour of private economic agents including companies/corporations, non-governmental entities and/or individual business enterprises. Examples are statutory rules and regulations that govern banks and financial institutions, regulatory standards of manufactured products and labour laws and regulations.

- Redistributive dimension: These policy responses involve measures or spending aimed at reallocation and realignment of benefits and costs between segments of the society. Examples are tax reforms, social safety nets as well as education and health policies for poor and vulnerable persons.
- Constitutive dimension: This category involves policies and measures to shape the organisation, composition and procedural makeup of society. Examples are laws and regulations guiding political parties, elections, governmental structures and bureaucracy and civic participation in governance.

Limits to Effectiveness of Public Policy

The recourse to public policy in remedying market failure and promoting distributional goals do not in any way imply that government intervention is a perfect option or that public policy has an impeccable effect on desired social welfare goals. Just as market failures occur, government failures also happen. It is therefore important for the policy researcher to obtain adequate understanding of government failure in relation to public policy. In deciding to correct market failure, government is faced with critical policy intervention questions including what to correct, scope of correction, how to correct it, when to correct, which organisational form to use and how to monitor and measure success of the corrective intervention.

Government (elected officials) makes policy decisions amidst a variety of political and social environment variables. They include legitimacy concerns and tenure maximisation in relation to the electoral cycle, influences and lobbies by organised interests, stakes of different constituencies and bureaucratic constraints (inefficiencies) arising from the inflexibilities of the civil service. For

public policy to bring about Pareto improvement, socially efficient outcomes and distributional goals, two preconditions are crucial. One, the political, institutional and social context should be conducive for the correction of market failures. Two, government itself should play an impartial role in mediating bidding by various interest groups.

The political economy literature contains lucid conceptual descriptions of the limits to the effectiveness of public policy. One conceptual framework (Weimer & Vining, 2011) describes government failures within the contexts of four political systems (direct democracy, representative government, bureaucratic supply and decentralised government). A government that is well-informed, well-intentioned and well-equipped with the right human, financial and institutional resources and capabilities can correct market failures through appropriate public policies and the provision of public goods.

Otherwise, market failure may be aggravated by government failure. The theoretic underpinning of government failure is that public policies are often not rigorously weighted on the scale of social costs vis-à-vis social benefits. The need to evaluate the social cost-benefit matrix of proposed government interventions is crucial for preventing government failure. In practice however, attention to social costs and social benefits is muted by factors such as limited information, political considerations and social exigencies. Moreover, government failure also occurs when rent-seeking and corruption result in economic losses and socially inefficient outcomes.

Given that public policy incentive patterns are a function of underlying political objectives and interest group interactions, Brinkerhoff and Crosby (2002) allude to the risk of state capture by interlocking circles of economic and political elites. In order to

mitigate such risk, public policies should incorporate safeguards to offset the undue influence of entrenched interest groups, block loopholes for rent-seeking and strengthen the system of accountability.

In another note of caution, Weimer and Vining (2011, p. 157) observe that "enthusiasm for perfecting society through public interventions should be tempered by awareness that the costs may exceed the benefits" and that just as "some market failures are simply too costly to correct, some distributional goals are too costly to achieve". In fact, one of the real ironies of the market failure argument for government intervention through public policies is the possibility of "government failure." Obasi (2023) exemplify government failure in Nigeria as policy uncertainties, defective enforcement of systems, poor implementation of public policies and programmes, impunity, low transparency and low accountability of polilical authorities and bureaucratic officials, which altogether result in low public trust in government. Therefore market failure cannot be cured by government intervention (public sector policies) if there is government failure, that is, government itself lacks the knowledge, capacity, capability, credibility and discipline to decide and implement market-corrective or remedial policies and actions.

The Virtuous Role of Policy Research

Policy research is applied scientific inquiry into an identified public policy question or issue with a view to generating and providing knowledge and empirical evidence as objective basis for the clear understanding and comparison of alternative courses of action and choosing from among them. Based on this definition, policy research is different from academic research. Academic social research is aimed at constructing, developing and empirically testing theories and hypotheses to explain, understand and predict

social and economic behaviour. In academic research, the essence is to discover or find out relationships among the wide range of possible variables that describe and explain human behaviour. The motivation for academic research is the creation of "truth", explanation of reality, advancement and accumulation of knowledge, for the sake of knowledge.

In comparison, policy research focuses on relationships between variables that characterise the social phenomenon or policy issue, including variables that can be altered through public policy. An important preoccupation of policy research is the prediction of possible impacts of changes in variables that can be altered by public policy (Weimer & Vining, 2011). This is the foundation upon which policy research avails scientific knowledge about the possible consequences of and feedbacks from alternative policy choices.

In all, the ultimate practical goal of policy research is to inform, influence and improve public policy. Policy research is not research for knowledge sake. Rather, it is research that is consciously focused on feeding scientific knowledge as inputs in public policy decision-making.

Policy research provides critical analysis, valuable knowledge and empirical evidence which are relevant and useful for any stage of the policy process; ranging from formulation, implementation, monitoring, evaluation and revision of public policy.

Policy research varies by purpose, orientation/subject matter, target-user, nature, style, depth, timing and applicability. The purpose of policy research may simply be to inform and enlighten policymakers and stakeholders in the policy process. In terms of orientation, the subject matter of policy research can be in social (behavioural) sciences or experimental sciences (for example, agricultural, biological, medical, etc.). Given the policy subject

matter in question, the nature of policy research can feature social science methodologies or experimental approaches of the natural science disciplines.

Policy research may be primarily targeted at specific users, for example, policymakers (public policy officials), civil society, private sector or special interest groups in the policy process.

The depth of policy research relates to the intensity of the subject matter coupled with the degree of sophistication of the methods of inquiry. The simplest form of policy research is often referred to as policy analysis, which entails gathering and synthesising policy-relevant information, including research results and anecdotal literature and transforming them into knowledge outputs that engender understanding and choice of policy options. A more advanced form of policy research is impact evaluation studies, which involve quantitative measurement methodologies together with the construction of comparison groups.

In terms of applicability, policy research should be useful to and useable by stakeholders in the policy process. In this regard, policy research should be able to answer the question and provide unambiguous guidance – if policy option A is adopted, then result X will occur.

Policy research can relate to questions or issues at any time or stage of the policy cycle. Ex ante policy research take place prior to or during the formulation and adoption of public policy. Ex ante policy research produces knowledge, comparison and understanding of alternative courses of action for accomplishing the development objective(s) of public policy.

Real-time policy research takes place during the implementation of policy, particularly in relation to the monitoring and assessment of implementation progress, challenges and their

implications for the success and effectiveness of policy. Ex post policy research occurs after the policy has been implemented, primarily for the purpose of determining the effectiveness and impact of public policy on intended targets. Examples of ex post policy research are impact evaluation studies, policy sustainability analysis, policy effectiveness studies, tracker surveys and tracer studies.

Without the necessary policy research, there is a high risk that public policy will be stripped of an essential ingredient for informed, credible, realistic and effective public policy choices. In the absence of the rigorous analysis, empirical evidence and insights from policy research, the public policy process will be dominated by unpredictable factors and approaches. These include tradition, precedence, policymakers' intuition, perceptions, assumptions and worldviews, competitive bidding by interest groups, arbitrary influences of stakeholders and blind choices by policymakers.

Policy research is necessary, but not sufficient, for the achievement of sound public policy. Nonetheless, policy research and the policy researcher can inform and influence public policy in multiple and varied ways and contexts as elucidated in the foregoing and also espoused by Weiss (1977).

CHAPTER 4

BEYOND THEORETICS:
A POLICY RESEARCHER NAVIGATING THE POLICYMAKING AND PROGRAMME IMPLEMENTATION LANDSCAPE

The Value of Experience

My position as a key policy officer of Delta State for eight years, 2015-2023, provided real-life scenario of how and in what ways a policy research scientist with active experience from policy-oriented research can instruct and influence policy formulation and policy implementation while working inside the government policymaking circle. My personal experience offers a unique empirical case for illustrative insider understanding and accurate comprehension of the real-life circumstances, opportunities and challenges which a policy researcher faces as a policy actor.

Approaches and Methodologies for Influencing Public Policy

In my previous book "Using Research to Influence Public Policy: What Works and How", I mentioned various strategies and techniques by which academics, policy think tanks, policy research institutions and policy researchers can inform and influence public policy. These approaches, methodologies, techniques and instruments are recapped in the following menu of approaches, methods, techniques and instruments.

Table 4.1: Ways and Means by which Research Informs and Influences Public Policy

Approaches/ Key Requisites	Methods & Techniques	Instruments of engagement and communication
Scoping and mapping of stakeholder interest vis-à-vis influence regarding the policy agenda Exploring and understanding the context, content and process of policymaking Developing and executing strategic policy influence plan Communicating, engaging, networking and connecting with policymakers, policy implementors and policy stakeholders Formal and informal	Presentations and discussions at conferences, seminars, workshops, symposia, roundtables and conclaves with policymakers, government officials and policy stakeholders Participation in or membership of technical committees, policy boards, special task teams, fact-finding missions, independent policy monitoring teams Talks, shows and analysis in public media (television, radio, newspapers, periodicals, social media) Direct involvement in policymaking and policy implementation, for example, appointment in public policy authority, volunteered or invited policy advice on the merit of planned policy or appraisal/review of existing policy	Policy briefs Policy commentaries Newspaper articles Policy memos Key messages flyers/ policy primers Policy advisory notes Policy tracker reports Audiovisuals and demos Policy concept papers Policy performance appraisal and review reports Policy implementation monitoring reports

intermingling and exchanges of information/ ideas with influential policymaking officials, top government functionaries, technocrats, agencies and authorities	Collaboration, partnership and networking with policy advocacy, policy advisory organisations and associated stakeholder groups for targeted engagement with policymakers Involving or teaming with policymakers in the identification and design of policy research questions, execution of the research, validation of research findings/conclusions and dissemination of policy implications and recommendations	Reports of policy trials (pilot runs) Thematic policy books and monographs Researcher-policymaker collaborative research teams Joint researcher-policymaker authorship of policy literature (monographs, briefs, memos and advisories)

Adapted from Eboh (2014).

My personal high-level involvement in the public policy process in Delta State has created two real-life instructive scenarios. One, it has put to empirical test the conceptual and theoretical postulations on research influence on public policy as enunciated in my previous book. Two, it has afforded me the rare opportunity to live out the conceptual and theoretical postulations on the nexus of research and policymaking and to gain cognate practical experience and learn practical lessons.

In theory, the possibilities for research (or researcher) influence on public policy are many and varied. A policy researcher in policymaking position should ideally bring scientific orientation, rigorous analysis and research insights to bear on the policy process. By scientific training and professional practice, a policy researcher working as a policy officer should ensure that public policies are

preceded by sound policy analysis; that policies and programmes are evidence-based; that development plans are credible, legitimate and realistic. The policy researcher-cum policy officer should, in line with best-practice programme culture, ensure that the design of programmes and projects integrate standard monitoring and evaluation systems. Furthermore, he/she should observe that monitoring and evaluation go beyond the conventional focus on inputs, activities and outputs to measurement of outcomes and impacts, that is, the real impact on the target group(s).

Notwithstanding these ideal postulates, the policy researcher in a policymaking position comes face to face with the stark reality that public sector policymaking mirrors an arena of competitive bidding involving varied political interests, alternative economic ideologies and different social structures. Consequently, the scientific merit of a policy option does not guarantee its acceptability or implementation by policy stakeholders; neither does the logical basis of a policy option translate to implementation success.

In fact, the policy variety adopted may deviate from the option supported by policy research and analysis. Moreover, policies have extant winners and losers, just as policy change creates new winners and losers. By implication, the policy researcher turned policymaker is inevitably confronted with these dynamics of winners and losers and therefore should ingeniously navigate the stakeholder interest-and-power milieu in order to push through policy options that are appropriate.

Given the foregoing nuances, the policy researcher's role in actual policymaking and implementation goes much beyond providing valuable technical and professional inputs. In addition, the policy researcher should be effective in policy advocacy/lobby from the inside, show high social intelligence, build credibility and create insider alliances for the policy or programme. Towards

achieving policy buy-in, the policy researcher in public policymaking or programme implementation authority should also cultivate policy champions across relevant MDAs. As emphasised in the literature on managing policy reforms, a policy reformer must be able to convince stakeholders within and outside the government about the policy objectives, compete for and obtain the resources required to implement the policy. This entails that the policy reformer must lobby, negotiate, develop alliances and form coalitions for the policy change (Nelson, 1994). To do this, the policy reformer should have adequate understanding of the political and institutional context of the policy change.

Lessons from Historical Experiences in Implementing Policy Change

Good public policies, that is, policies with technically valid content, do not necessarily translate into desirable results and outcomes. If a sound policy does not produce the intended outcomes or triggers unintended feedback, then there is a problem with the process side, that is, "the how" of the policy change. The approach of economists to answering the "how" question in policy change has gone through an evolutionary process over time with experience gained and lessons learned (Brinkerhoff & Crosby 2002).

Initially, policy reform was hinged on the power of first-best solutions that maximise socioeconomic welfare for the greatest number of citizens under free market conditions. The three-fold assumption in the early approach to policy reform were (i) the economic precept is self-commending because of its technical correctness and logical validity; (ii) government is interested in maximising welfare for all citizens, that is, the "benevolent" state; and (iii) government has requisite administrative capacity to

implement the policy change effectively.

However, the huge gap between the economic best policy solutions and their application by many countries caused a rethink of the underlying assumptions (Bates & Krueger, 1993). The gap was interpreted from the perspective of institutional economics and political economy as a problem of "institutions" and "politics", particularly the role and capacity of the state. Based on this understanding, the solution was canvassed as rearranging the relationships among state, market and civil society. In particular, it was reasoned to address transaction costs and incentive patterns by reducing the role of government in the direct provision of goods and services, building the capacity of the state to effectively fulfill governmental functions in a market economy and increasing the role of the private sector and civil society (Picciotto & Rist, 1995).

The lessons learned in implementing policy reforms based on the 'institutional economics' and 'political economy' approach of the 1990s and 2000s led to contemporary approaches which recognise the cruciality of "process" in the successful implementation of policy change. Current approaches acknowledge the primacy of the 'how" factor and sees policy reform as a process that should be properly managed (Brinkerhoff & Crosby 2002). Integral to the lessons learned is that policy reform involves complex dynamic interactions among stakeholders, implementors and their sociopolitical environments which necessitate the combined use of strategic engagement, consensus-building, participation of key stakeholders, negotiation, lobby, conflict resolution, compromise and adaptation. Within this context, policy change often alters social and economic roles, structures and incentives and in turn the reconfiguration of benefits and costs to stakeholders and interest groups (Stone, 1996; White, 1997).

Hence, there is need for shared understanding, political ownership and joint action between implementors and various parties that can affect or be affected by the policy reform. In line with this principle, Brinkerhoff and Crosby (2002) discusses the commonly used techniques and tools for designing and implementing policy change, namely, stakeholder analysis, policy characteristics analysis, political and institutional mapping, workshops for managing policy reform, advocacy techniques for reform, conflict resolution and policy monitoring.

So, translating policy reform into the desired results requires that policy design and implementation processes be managed along with implementors and key stakeholders in a proactive, systematic and deliberate manner. The processes comprise tasks and stages which the policymaker and implementor should undertake from end to end. Drawing from Brinkerhoff and Crosby (2002), the policymaking and implementation tasks and stages are given as follows:

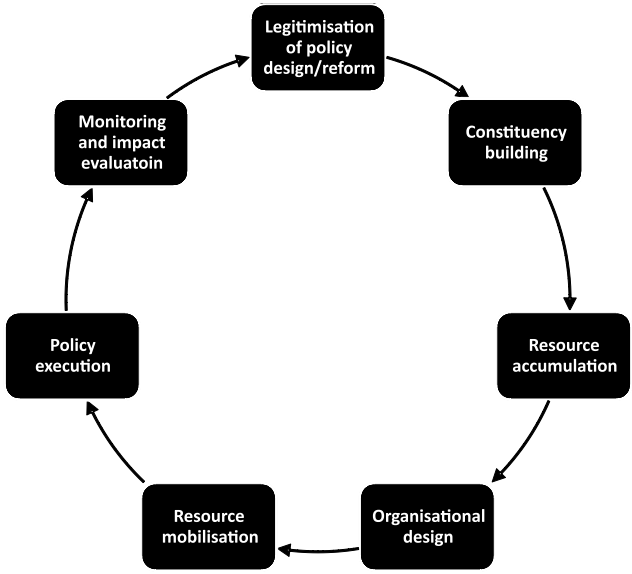


Figure 4.1: Tasks and Stages in the Policy Process

The policy process tasks are further operationalised into strategies and working tools in Table 4.2.

Table 4.2: Policy Process Tasks, Operating Strategies and Action Tools

Policy Process Task	Operational Strategy	Action Mechanism/Tool
Legitimising policy design or policy reform	• Raising awareness • Identifying policy reform champions in and outside government • Creating forums for policy discussion	• Policy dialogue workshops • Public private forums • Task forces or committees
Building constituencies	• Supporting policy champions within the government • Identifying and mobilising key stakeholders • Marketing, bargaining and building coalitions for shared understanding • Anticipatory measures to cope with resistance and opposition	• Stakeholder analysis • Political mapping • Lobbying and advocacy • Policy characteristics mapping • Negotiation and consensus building
Action planning and resource mobilization	• Formulating implementable plans, performance expectations and doable activities • Building implementation capacity • Identifying, creating and/or altering incentives • Fostering networks, coordination, cooperation and partnerships for implementation	• Organisational diagnostics of (co)implementors (SWOT) • Rejigging and retooling of implementing body (where necessary) • Workshops to review and examine action plans • Mobilising human, material and financial resources for implementation • Public communication on policy change • Joint actions with co-implementors and key stakeholders • Creating task teams, cross ministerial committees
Monitoring impact of policy	• Establish realistic performance standards and milestones • Set up mechanisms for independent monitoring • Create management mechanisms to internalise the feedback from monitoring, that is, application of lessons learned	• Establishing cross agency monitoring systems • Regular performance reviews • Policy impact evaluations • Policy target group satisfaction surveys

CHAPTER 5

Policy And Programme Planning And Appraisal Tools: Illustration Using Delta State Job Creation Programme[1]

The Concept of Policymaking and Programme Planning

No public policy or programme can perform better than the quality of its planning and design features. Hence, thorough planning and design is indispensable for policy and programme effectiveness. Sound planning is usually characterised by accurate and adequate diagnoses of the prospects, opportunities and challenges regarding the success, effectiveness and sustainability of the policy or programme. The implicated factors and conditions are wide-ranging and of different nature. They span proximate, underlying, intrinsic and external situations. Whichever the case, there exist standard policy and programme planning and appraisal tools for carrying out proper and instructive diagnoses of factors and conditions that potentially impact policy and programme outcomes.

Among the more commonly used policy and programme planning and appraisal tools are (i) Strengths, Weaknesses, Opportunities and Threats/Constraints (SWOT) Analysis;

[1] *This chapter draws heavily from the treatment of SWOT, PESTLE & Stakeholder Mapping in Delta State Job and Wealth Creation Bureau (2023), Job Creation Roadmap and Implementation Standards.*

(ii) Political, Economic, Social, Technological, Legal and Environmental (PESTLE) Analysis; (iii) Mapping of Stakeholder Interest and Influence (MSII); Policy Characteristics Analysis (PCA); and Political and Institutional Mapping (PIM). These tools are described and illustrated with reference to the Delta State Job and Wealth Creation Bureau and its programmes.

SWOT Analysis

The essence of SWOT analysis is to (i) identify and reinforce the strengths of the Bureau and its programmes, thereby maximising their impacts; (ii) identify and overcome its weaknesses thereby minimising their impacts; (iii) identify and optimally utilize the opportunities in the operating environment; and (iv) identify and cope well with the threats/constraints in the operating environment. Knowledge and understanding of SWOT is fundamental to optimising the Bureau's organisational mission and goals, enhancing its capacity for self-reformation and maximising the effectiveness, impacts and sustainability of its programmes and projects.

The SWOT analysis and its application in policy and programme planning or appraisal are given in Tables 5.1, 5.2, 5.3 and 5.4.

A. Identifying and optimally utilising strengths to maximise their impacts.

Table 5.1: Optimally Utilising Strengths to Maximise Impacts

Strengths of the Bureau	**Measures to reinforce and use the strengths for maximum impact**
Establishment by law guarantees institutional sustainability into the future	The enabling law should be sustained. It is the critical minimum legal instrument for existential basis and sustainability of the bureau
Professional leadership and management	Professionalism should be maintained in the conduct and delivery of programmes and services
Political backing by His Excellency, the Governor	Political support of His Excellency, the Governor is absolutely critical to the professional leadership management of the bureau
Assured government funding	Government should continue to prioritise resource allocation to job and wealth creation programmes of the bureau
Project culture approach to programme planning, execution and service delivery	Constant reorientation and retraining of staff of the bureau for paradigm shift to focus on service delivery to programme beneficiaries

B. Identifying weaknesses to minimise their negative impacts.

Table 5.2: Identify Weaknesses to Minimise Negative Impacts

Weaknesses of the Bureau	**Measures to overcome the identified weaknesses**
Lack of broad-based sources of funding – all funding comes from the state government	Mobilisation of resources from non-government sources including private sector, civil society and international development partners
Predominantly supply-based approaches to programme selection and design	The selection and design of programmes should be more demand-driven, that is, greater involvement of prospective youths as target clientele
Low level of partnership and collaboration with international development partners – bilateral and multilateral	Deliberate proactive promotion of the Bureau's organisational brand among international development partners and consultation with these prospective partners on joint programmes, technical assistance and capacity building

C. Reaping the identified opportunities in the operating environment.

Table 5.3: Reaping Identified Opportunities in the Operating Environment

Opportunities in the operating environment	**Measures to reap the opportunities in the operating environment**
Increasing demand for job and wealth creation programmes among youths	The high credibility of the job and wealth creation programmes should be maintained
New and emerging skills and economies driven by technologies and innovations	The programme portfolio should be sufficiently flexible to incorporate new gainful sectors and enterprises
Wide acceptance of the job and wealth creation programmes by youths and stakeholders	The momentum should be sustained through deepened involvement of youths in programme selection and design. Funding should be adequate to meet growing demand for programme spaces.

D. Coping well to overcome and mitigate the negative impact of threats/constraints in the operating environment.

Table 5.4: Coping Well to Overcome and Mitigate Negative Impact

Threats in the operating environment	Measures to overcome the threats in the operating environment
Intensified market competition arising from proliferation of same-product microenterprises.	Encourage business partnerships among microenterprises to enhance their competitive abilities. Enhance capacity of microenterprises for higher quality of products, target customer base and markets.
Unfair market and price competition from imported alternatives to the products of microenterprises.	Build skills and competencies to customise goods and services to local consumers/buyers in order to outpace imported alternatives.
Economic uncertainty occasioned by macroeconomic shocks such as inflation and high cost of doing business.	Strategic partnering among microenterprises for joint purchasing of inputs to reduce unit costs. Increased flow of microcredit to cushion the increased working capital needs arising from inflation.
Uncertainty of the business regulatory frameworks (tax, business permits, land access, contract enforcement and dispute resolution, etc.).	Adequate enlightenment of microenterprises about the local business regulatory conditions and how to respond well to associated obligations.
Irregular, inefficient and disruptive power supply and its attendant hike in the cost of doing business.	Clustering of microenterprises to use cost-effective shared power supply and eliminate the need for own provision of power.

PESTLE Analysis

PESTLE analysis examines the separate but interrelated dimensions of the bureau's external conditions – political, economic, social, technological, legal and environmental factors. The bureau does not exist or function in a vacuum. Rather, there are extraneous conditions and factors which affect its existence, functioning and performance, regarding which it has no control whatsoever. The purpose of PESTLE assessment therefore is to generate proper understanding of these integral dimensions of the operating environment as knowledge basis for situating the management, functioning, challenges, performance, stability, resilience and sustainability prospects of the bureau.

Table 5.5: Identification and Management of PESTLE Factors

PESTLE factor (likely scenario)	**Measures to cope with the PESTLE factor**
POLITICAL FACTORS	
Change of political leadership and government authorities.	Sustain and enforce the enabling law for the establishment of the bureau. This is the responsibility of His Excellency, the Governor and Delta State House of Assembly.
Policy reversal and change of programme priorities.	Subject every proposal on policy or programme change to the critical benchmarks for desired impact on the targeted youths.
Undue political interference by superior authorities.	His Excellency, the Governor's political commitment and sustained protection of the bureau's corporate values and organisational culture.

ECONOMIC FACTORS	
Economic shocks arising from inflation and increased cost of doing business.	System of proactive working capital support for micro and small enterprises (MSEs) to enhance shock absorption capacity.
Scarcity of inputs for microenterprises.	Bulk purchasing of inputs by cluster of micro and small enterprises (MSEs).
Uncertainty of funding by the government.	Forward-looking funding commitments by the government through the medium-term expenditure framework. Establish Job and Wealth Creation Fund to protect job and wealth creation programmes from budget variabilities. Embark upon constant drive for funding by private sector and civil society organisations.
High cost of doing business arising from irregular and inadequate infrastructure, particularly power supply.	Promotion of common facilities for power sharing among micro and small enterprises (MSEs).
SOCIAL FACTORS	
Insecurity and civil unrest.	Engage with relevant state authorities to mitigate undesirable impact of insecurity and civil unrest.
Social tensions arising from youths who fail the selection process.	Enlighten youths and stakeholders on the transparency and credibility of the beneficiary screening and selection criteria and process.

Indiscipline and insubordination among youths.	Mindset reorientation and enlightenment on civility and personal responsibility among programme participants.
Intercommunal conflicts and land disputes.	Due diligence on communities as potential locations of projects, particularly agricultural projects.
TECHNOLOGICAL FACTORS	
Low technological capacity of trainers and service providers.	Promote technological absorption among trainers and service providers and set minimum technological standards for selection into the programme.
Local scarcity of new and more efficient technologies for enterprise competitiveness.	Integration of new and efficient technologies (inputs) in the "startup" and "growth" support for programme beneficiaries.
Poor technological infrastructure.	Identify and use special technological service hubs with the requisite infrastructure.
LEGAL FACTORS	
Slow and inadequate contract enforcement and business dispute resolution mechanisms.	Contribute to advocacy for improvements in contract enforcement mechanisms and alternative dispute resolution mechanisms for micro and small businesses.
Shortage of customised and affordable legal services for micro and small enterprises (MSEs).	Work with the legal system to create special windows for legal support to micro and small enterprises (MSEs).

Breach of or abandonment of performance contract by service providers.	Collaborate with relevant state authorities to institute strict contract enforcement rules and regulations. Rigorous due diligence on prospective service providers to verify integrity and credibility claims.
ENVIRONMENTAL FACTORS	
Climate change risks to agricultural production and productivity vulnerabilities along the agricultural value chain (e.g., pest invasion, disease epidemic, crop failure, livestock mortality, soil degradation, river overflows, etc.).	Diffuse climate change adaptation strategies among programme beneficiaries to mitigate impact. Collaborate with climate change adaptation programmes already in place. Institutionalise insurance against climate risks to agricultural production and agribusiness activities.
Flooding and erosion risks to rural and urban communities and their economic activities.	Obtain and regularly apply weather information and related predictions as basis to evaluate flooding risks and take anticipatory or contingency measures to protect and sustain projects, particularly agricultural and resource-based enterprises.

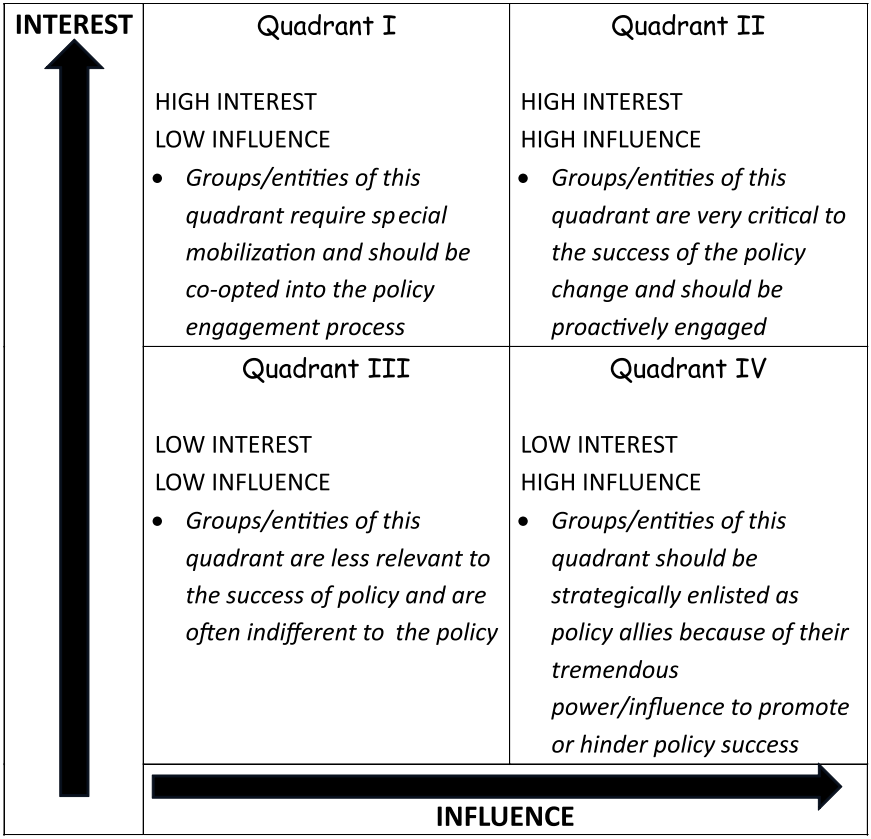
Mapping of Stakeholder Interest and Influence (MSII)

Principles, Conduct and Variants of Stakeholder Mapping

A policy stakeholder is an individual, group or entity in the public sector, private sector or civil society that is affected by or can affect the implementation and outcomes of any given policy or policy change. Premised on this general definition and considering that every policy is unique, it is essential to determine for each policy process the groups or entities that are relevant and critical (service users, policy implementors, policy consumers –positively or negatively impacted).

Accordingly, stakeholder analysis is conventionally based on two criteria. One, the type and degree of interest which the group or entity has on the policy issue, depending on how and in what manner the policy affects it. In sum, this factor is referred to as "stakeholder interest". Two, the ability and power of the group or entity to affect the implementation and outcomes of the policy, that is, the quantum and kind of resources the group or entity can mobilise to support or oppose the policy. The second factor is known as "stakeholder influence". The analysis, weighting and cross-matching of 'stakeholder interest' and 'stakeholder influence' is the core object of stakeholder mapping (Mitchell, Agle & Wood, 1997). This analysis is summarised as a "stakeholder interest and influence" matrix as follows (Table 5.6).

Table 5.6: Stakeholder Interest-and-Influence Matrix



Stakeholder analysis can also be carried out through group-by-group iteration of interest in the policy issue, resources held by the group, convening capacity of the group together with its position on the policy issue (Mitchell, Agle & Wood, 1997; Brinkerhoff & Crosby 2002). A format of this analysis is given in Table 5.7.

Table 5.7: Group-by-Group Stakeholder Analysis

Group	Group's interest in the policy issue	Resources available	Resource mobilisation capacity	Position on the policy issue
Name of group	Assessment of the degree of interest of the group in the policy issue (e.g., high to low) and the nature of interest	Identify the nature and criticality of resources held by the group to promote or hinder the policy (e.g., information, domain of influence, legitimacy, convening power)	Weigh the ability and effectiveness of the group to mobilise and organise resources and alliances for or against the policy (e.g., high to low)	Pinpoint the group's position, for or against the policy issue and why (political, social, historical etc.).

Adapted from Brinkerhoff and Crosby 2002

Stakeholder analysis is neither a one-off task nor an end in itself. Rather, it is a continual necessity throughout the policy cycle. As regards time specificity, it is crucial for stakeholder analysis to be undertaken at the time of formulating the policy, implementing the policy and revising (changing) the policy. Across these stages of the policy cycle, stakeholder mapping is useful for designing appropriate engagement and communication strategies to address different stakeholders (possible winners and losers), building alliances and overcoming policy resistance and opposition.

Given that stakeholder interest on a given policy may change over time due to new knowledge and information and dynamic shifts in values and coalitions, stakeholder analysis should be applied iteratively in an ongoing manner to track shifting

stakeholder interests. This iterative approach is important for sustaining support for the policy change. Stakeholder analysis is usually carried out through brainstorming workshops involving policy designers, implementors and other relevant actors. Rigorous procedures need to be applied to gather good quality information and data from primary and secondary sources.

An Example of Stakeholder Mapping: Delta State Job Creation Programme

Stakeholder mapping gives insight on the persons, groups and associations as well as segments of society that affect and are affected, in various forms and degrees, by the existence, performance and fate of job and wealth creation programmes in Delta State. Understanding stakeholder interest and influence is crucial to inform and inspire proactive strategies and efforts of the bureau for constructive and effective engagement with its stakeholders.

The matrix (Table 5.8) shows the categories of stakeholders of the state government's job and wealth creation programmes: (i) persons, groups and organisations that are directly affected/interested and highly influential; (ii) persons, groups and organisations that are not directly affected/interested but highly influential.

From the perspective of importance-cum-influence, both categories of stakeholders are critically fundamental to the conduct, effectiveness and sustainability of job and wealth creation programmes. Therefore, in order to succeed in a sustainable manner, the bureau should continually engage with these stakeholders individually and collectively, listen to them, understand them and respond accordingly.

Table 5.8: Stakeholder Analysis of Delta State Job Creation Programme

Directly affected and highly influential	Not directly affected but highly influential
• His Excellency, Governor of Delta State • State Legislators (members of Delta State House of Assembly) • Youths, including persons with disabilities, youth groups/associations • Political leadership at the state, local government and community levels • Political office holders (Commissioners, Special Advisers, Members of Boards, Heads of Parastatals and Agencies • Alumni of job and wealth creation programmes • Trainers and mentors under the job and wealth creation programme	• The officials of Delta State public service, particularly co-implementing Ministries, Departments and Agencies (MDAs) • Town Unions and Community Leaders • Traditional Rulers • Private Sector (micro, small and medium-scale enterprises) • Federal Government Agencies with potential for collaboration • Development Partners (international and national)
• *A distinct category of stakeholders is unemployed youths who are the primary consumers/beneficiaries of the job and wealth creation programmes. They constitute an example of the stakeholder group that is directly affected by policy and so have high interests but low influence on the policy.*	

Policy Characteristics Analysis (PCA)

Policy characteristics analysis is one of the contemporary tools for the successful management of policy and policy change. It is used in tandem with other tools such as stakeholder mapping. Policy characteristics has multiple ramifications which encompass the nature of the policy, the environment in which the policy operates, how the policy alters the status quo, the feasibility of implementation, possible sources of support or opposition and the dynamics of policy consequences. Policy reformers should develop a systematic understanding of these policy characteristics in order to navigate the policy landscape successfully.

The key questions which should be addressed before hand as part of policy characteristics analysis (that is, the policy characteristics checklist) have been adapted from Brinkerhoff and Crosby (2002), as follows:

- What does the policy do?
- What is the desired impact of the policy reform, that is, what is it expected to accomplish or facilitate?
- What is the historical background or evolutionary trend of the policy change?
- What is the nature of the policy benefits and to whom do they accrue, and how can the benefits be distributed?
- What is the nature of the costs of the policy reform and who bears them? And how can the costs be mitigated?
- What is the degree and complexity of the changes brought about by the new policy?
- Which institutions are involved in implementing the policy change and how fit-for-purpose are the institutions?
- What is the timeframe of the policy change?

Political and Institutional Mapping (PIM)

Closely related to stakeholder mapping is the notion of political and institutional mapping, as propounded by Brinkerhoff and Crosby (2002). Public policy is political just as it has technical content as well as process dimension. Making and implementing public policy in a democratic system is an intricate political matter which should be handled with thoughtfulness and diplomacy. Considering that politics determines "who gets what, when and how" (Lasswell, 1958), policy managers should think and operate in ways that combine meeting the citizens' short- and long-term welfare with strong political backing and institutional support. Often, the tension is between "necessity" and "populism" such that high political dexterity is required to strike a congenial balance.

Every political system is characterised by multiplicity of actors with varying interests and interactions that change over time. Information about these actors, their interests and interactions should be gathered and used for political mapping. Political mapping involves co-joint analysis of the support for and opposition to the policy in question by various groups/actors, that is, pressure groups, in the political landscape. Assessing the political environment through political mapping is essential to provide a nuanced understanding of "political forces" with potential to support or oppose the policy. Such understanding will enable the policy manager to articulate strategies to ensure the success of the policy. An example of political mapping matrix (checklist) is given in Table 5.9.

Table 5.9: A Political Mapping Template

Degree of support/ opposition	**Support for Policy**					**Opposition to Policy**				
	Grp 1	Grp 2	Grp 3	Grp 4	Grp 5	Grp 1	Grp 2	Grp 3	Grp 4	Grp 5
Very high										
High										
Fair										
Low										
Very low										
Indifferent										
Notes/remarks about the group										

Grp refers to Group.

With reference to the table above, the individual groups connote pressure groups which attitude, action, inaction or posture towards the public policy constitutes a factor of concern. Examples of pressure groups include labour unions, professional associations, industry alliances, non-governmental organisations (both local and foreign), policy think tanks, international (multilateral and bilateral) development partners, unorganized social groups, foreign embassies, student unions, urban middle class, land-holders/asset-holders, faith-based organisations, community-based organisations, neighbourhood associations, minority groups and political parties.

CHAPTER 6

Formulation And Implementation Of Development Plans

Concept and Principles of Development Planning

Development planning is an indispensable mechanism for government's intervention towards social and economic development of a nation. Every country has need for development planning, but the forms and degrees vary from country to country. Development planning refers to an organised, conscious and systematic effort by a government to influence, affect and shape social and economic conditions over the course of time in accordance with a predetermined set of goals and objectives.

A development plan sets out the overarching development goals and objectives dovetailing to the policy thrusts of the government together with the main pathways for accomplishing the stated goals and objectives. In Nigeria, development planning is carried out at the national and sub-national levels of government. The need for development planning is evidently compelling in climes where transformative structural, technological and institutional changes are required for the acceleration of inclusive and sustainable economic growth.

The Significance of Development Planning

A development plan is an authoritative expression of the development vision and policy direction of the government. In a

democratic setting like Nigeria, development planning presents an opportunity for the President of the country, Governor of a State or Chairman of a Local Government Council, to translate his or her campaign manifesto and development aspirations into an implementable plan.

As the rallying framework for all plans and given that it encompasses all sectors in a unified and synergistic manner, a development plan sets the context, roadmap and targets for the sector as well as the thematic and lower-level plans of government. It provides a live mirror against which all lower-level plans or strategies can be evaluated for alignment with the overall goals and objectives. Furthermore, the development plan is a communication tool for mobilising inter-agency cooperation and collaboration, eliciting stakeholder buy-in and public understanding and support for the development agenda and policy priorities of the government. Also, development planning is a means by which the government can undertake resource profiling and streamline public spending for the coordinated social and economic development of the country.

Approaches to Development Planning

Although the process and form of development planning vary from one place to another, some features and elements are commonly applicable. Every development planning process involves identification of overall development goals and objectives and determination of policy priorities and framework agenda across sectors. It defines the broad strategic approaches and implementation pathways that guide programmes of action across sectors. A development plan mirrors the overall outlook of resource inflows and outflows into the future. As an accountability document, a development plan specifies the mechanism to verify progress toward the stated goals and objectives and provides a

timeline for evaluation and revision of the plan.

Countries use a variety of approaches in development planning, depending on ideological conviction, economic structure, social-institutional imperatives and development trajectory. The variety of development planning approaches can be summed up along different dimensions, notably: scope of coverage (holistic or part), time horizon (short-, medium- or long-term); and planning scheme (medium-term plan accompanied with sector strategy and annual budget/workplan).

Nigeria's Development Planning Experience

In Nigeria, the traditional approach to national development planning is the post-independence successive five-year planning framework. In some cases, the five-year development plan was stand-alone, while in others, it was derived from a perspective plan, spanning 10-20 years.

At independence in 1960, Nigeria adopted the fixed medium-term development planning approach. This was a carry-over from the colonial-era development planning system whereby a 'Ten Year Plan of Development and Welfare"1946-1960 was in place prior to independence (Udoudo & Ubi-Abai, 2016). Starting from the First National Development Plan (1962-68) and through the Second National Development Plan 1970-1974; Third National Development Plan 1975-1980 to the Fourth National Development Plan (1981-1985); the goal was to transform the country through the development of critical infrastructure, drive human capital development and ensure social cohesion.

The fixed medium-term planning regime was interrupted throughout the 1986-1998 period, during which successive military regimes adopted new economic policy frameworks. The

turning point was the introduction of the economic policy framework, known as Structural Adjustment Programme (SAP) in 1986. The SAP involved economic deregulation and market liberalization, relaxation and removal of monetary and trade controls and adoption of import substitution policies.

SAP commenced in 1986 and was framed as an economic reform strategy spanning the three-year period 1986-1988. From a planning perspective, the SAP provided the policy context for the country's Perspective Plan timed to 1998 and implemented through a succession of three-year Rolling Plans starting from 1990 (Udoudo & Ubi-Abai, 2016). With the consecutive rolling plans, 1990-1992, 1993-1995 and 1996-1998, Nigeria espoused policy measures aimed at achieving economic growth and macroeconomic stability for alleviating the problems of unemployment, inequality and poverty.

However, the emergence of a new military administration in 1996 brought about some changes in the planning trajectory, signified by the formulation and adoption of a longer-term plan for the country, known as Vision 2010, beginning from 1997. Moreover, there was relaxation or reversal of some policy measures introduced under the Structural Adjustment Programme. According to Vision 2010, Nigeria will be transformed into "a united, industrious, caring and God-fearing democratic society, committed to making the basic needs of life affordable for everyone, and creating Africa's leading economy."

The policy blueprint of Vision 2010 was structured along thematic areas as follows: education, health, industry, petroleum, solid minerals, agriculture, infrastructure, poverty alleviation, rural and urban development, unemployment and small and medium-scale enterprises. Others are public and private sector partnership, stable policy environment, law and order, anti-corruption, good

governance, external image and capital mobilisation. Policy measures were defined in terms of the timeframes as follows: immediate October-December 1997; short-term 1998-2000; medium-term 2001-2005 and long-term 2006-2010.

Though the military administration that midwifed Vision 2010 came to an end in 1998, the succeeding military administration endorsed the long-term Vision 2010 perspective plan for implementation. However, the new military regime was preoccupied with stabilising the polity and restoring civilian democratic rule in Nigeria. So, it gave less attention to the economy. Moreover, the civilian democratic administration that came into being in 1999 showed no appetite for the Vision 2010 perspective plan. Rather, it enunciated an economic policy memorandum, known as "Economic Policy Direction for Nigeria". The main policy thrusts/priority areas included stabilising the polity after prolonged years of military rule, restoring democratic institutions, debt relief, deregulation of telecommunication industry and poverty alleviation programmes.

From 2004-2007, there was a more structured economic planning framework, known as "National Economic Empowerment and Development Strategy (NEEDS)," which was accompanied by the state-level derivates known as "States' Economic Empowerment and Development Strategies (SEEDS)." The NEEDS was a medium-term economic reform strategy aimed at macroeconomic (that is, fiscal, monetary and banking) reforms; public enterprise reforms, social and human development, poverty reduction, employment generation, wealth creation and the mainstreaming of Millennium Development Goals (MDGs).

Contrary to expectations that the gains of NEEDS 2004-2007 would be consolidated through the successor NEEDS II (2008-2011), a different policy framework, known as the Seven-Point

Agenda, was adopted in 2007, by the new federal administration. The policy priorities were framed in seven thematic areas/issues as follows: transportation; power and energy; food security; national security and Niger Delta; education and human development; land tenure reforms; and wealth creation. The Seven-Point Agenda was not developed into a National Medium-Term Plan before the abrupt end of the federal administration in 2010. Rather, the administration had launched the Nigeria Vision 20:2020 (NV 20:2020) in September 2009 to climax the process of developing the national vision which was conceived and commenced by its predecessor federal administration in 2006.

Not long after the Seven-Point Agenda was enacted in 2007, it was replaced, by the successor federal administration in 2010, with another policy framework, the "Economic Transformation Agenda", formulated within the context of the existing NV 20:2020. The NV 20:2020 aimed to make Nigeria rank among the top 20 economies in the world by the year 2020 with gross domestic product (GDP) of $900 billion and per capita income of $4000. This was to be achieved through structural transformation, acceleration of economic growth, regional development and significant improvements of government efficiency. The achievement of these goals was predicated on three policy pillars as follows: guaranteeing the productivity and well-being of the people; optimizing the key sources of economic growth; and fostering sustainable social and economic development.

NV 20:2020 integrated the policy thrusts of both the National Economic Empowerment and Development Strategy (NEEDS) and the Seven-Point Agenda within a long-term strategic planning perspective. It mapped out the key strategies for achieving economic transformation. They included creating the platform for success by urgently and immediately addressing the most debilitating

constraints to Nigeria's growth and competitiveness and pursuing a structural transformation from a mono-product economy to a diversified, industrialized economy. Others were investing to transform the Nigerian people into catalysts for growth and national renewal, and a lasting source of comparative advantage and creating an environment that enables the co-existence of growth and development on an enduring and sustainable basis. Another is developing and deepening the capability of government to consistently translate national strategic intent into action and results by instituting evidence-based decision making in Nigeria's public policy space.

In order to achieve NV 20:2020, it was envisaged that there would be three successive medium-term (four-year) national implementation plans 2009-2012, 2013-2016 and 2017-2020, which will detail specific time-framed goals, strategies and performance targets for all sectors of the economy. In line with this implementation roadmap, the first National Implementation Plan (NIP) was formulated to guide policies and programmes from 2010-2013. Among other thematic issues, this plan focused on the development of physical infrastructure, human capital development, regional development and knowledge-based economy. The total capital outlay was estimated at ₦32 trillion comprising federal government (₦10 trillion), sub-national governments (₦9 trillion) and the private sector (₦13 trillion).

With inspiration from the subsisting NV 20:2020 and the National Implementation Plan 2010-2013, the new federal administration in 2010 formulated and adopted its key priority policies, programmes and projects (KPPP) as Economic Transformation Blueprint 2011-2015.

Benchmarked on the pillars and targets of the longer-term NV 20:2020, the medium-term Economic Transformation Agenda

(ETA) 2011-2015 covered macroeconomic reforms and good governance imperatives including fiscal reform and public financial management, service delivery by public institutions, transparency and accountability, anti-corruption, security, law and order. The agenda dovetails to key priority public sector policies and critical investments in the real sector, infrastructure and human capital as well as the enthronement of conducive business environment and the mobilisation of private sector investments – local and foreign, for the period 2011-2015.

Moreover, on the bases of NV 20:2020, NIP 2010-2013 and ETA 2011-2015, the administration deepened its growth and development strategy with the formulation of the Nigeria Integrated Infrastructure Master Plan (NIIMP) for a five-year (2014 -2018) period. It defined two broad classes of infrastructure: "core infrastructure" (transport, power & energy, ICT, water) and non-core infrastructure (agriculture, mining, social infrastructure/human capital, housing, security). Within this context, NIIMP prioritised the short and medium-term infrastructure projects and investments towards the infrastructure development goals and targets in the NV 20:2020. The essence was to (i) entrench a more coordinated and holistic approach to infrastructure development; (ii) strengthen infrastructure investment linkages across sectors; (iii) optimize private sector participation in infrastructure development; and (iv) bridge infrastructure gaps that hinder NV 20:2020 growth targets.

In the strict sense, NV 20:2020 was interrupted given that there was no successor second National Implementation Plan 2014-2017, as envisaged. Rather, against the backdrop of sharp economic downturn in 2016 occasioned by oil price shocks and insecurity-induced slump in oil outputs, the new federal administration which came into being in May 2015, introduced the four-year Medium-

term "Economic Recovery and Growth Plan" (ERGP) 2017-2020 in response to the economic exigencies. Other stated goals were to restore economic growth, stabilise the macroeconomic environment, invest in people, remove the constraints to competitive private sector and boost agriculture and small and medium enterprises.

Between coming into office in 2015 and its adoption of the Economic Recovery and Growth Plan 2017-2020, the federal administration's "Change Agenda" comprised tripod policy arenas, viz., improving security, tackling corruption and revitalising the national economy. This tripartite agenda framework formed the cornerstone of the federal government's policy "Strategic Implementation Plan (SIP)," which guided the 2016 Budget. The SIP was aimed to promote macroeconomic stability, grow and diversify the economy, make the business environment more competitive and curb insecurity and corruption.

But, the implementation of this 'Change Agenda' was tampered, first by the exigency of the 2016 economic recession and later, by the 2020 global economic slump occasioned by the COVID-19 pandemic. The 2016 economic recession was precipitated by sharp and continuous decline in the prices of crude oil coupled with sabotage of oil export terminals in the Niger Delta, both of which drastically shrank export earnings and government revenues. Worse still, the recovery and growth trajectory recorded through the ERGP 2017-2020 was interrupted in 2020 by the triple shocks of the worldwide COVID-19 pandemic, fall in global price of crude oil and heightened insecurity across the country.

In order to tackle the national fallouts of the COVID-19 global economic recession, the federal government formulated the Nigeria Economic Sustainability Plan (NESP) whereby emergency fiscal, monetary and social investment policies were deployed to stimulate

and reflate the economy. Approved in June 2020, NESP aimed at specifically mobilising and deploying USD5.9 billion (₦2.3 trillion) to buffer the economy, defend micro and small businesses against the economic shocks, prevent job losses and extend more protection to the poor and vulnerable. Eventually, by close of 2020, the country recovered from the COVID-19 pandemic-triggered recession in the second and third quarters.

Cognisant of the necessities for robust planning, definite and predictable policy direction towards longer-term national development, the federal government, had in September 2020, initiated the preparation of National Development Plan (NDP) 2021-2025 and Nigeria Agenda (NA) 2050. It was intended that both the medium-term (five-year) NDP 2021-2025 and the long-term (30-year) Nigeria Agenda 2050 would, comprehensively and ambitiously, build upon the achievements and lessons of ERGP 2017-2020 and NV 20:2020 Economic Transformation Blueprint, both of which elapsed in December 2020.

In its ambitious stance, the five-year Medium-Term National Development Plan 2021-2025 aims to achieve annual real GDP growth rate of 5%, create 21 million jobs and lift 35 million people out of poverty. These development targets are hinged on macroeconomic and structural reforms and public sector investments. The aims are to develop critical infrastructure, enhance competitiveness of private enterprise, unleash economic growth and social investments towards inclusive and sustainable development.

The Plan was costed at ₦348. trillion, comprising estimated federal and state governments' capital investment of ₦49.7 trillion (14.3 per cent) and private sector capital of ₦298.3 trillion (85.7 per cent). Entwined with these resource requirements were policies and strategies for economic diversification, human capital

development (particularly the youth population), infrastructure improvements, better investment and business environment and improved quality of public services. According to the Plan, the required investment resources was to be sourced from domestic borrowing, concessional foreign borrowing, securitsation, public private partnerships and the establishment of a new financing vehicle, the Nigerian Investment and Growth Fund.

In structure, the Plan has an opening chapter comprising the background setting, the methodology and process adopted and the strategic framework upon which the Plan is developed. Subsequently, there are six broad thematic sections comprised of sub-thematic or topical chapters. The six thematic sections are (i) economic growth and development; (ii) infrastructure; (iii) public administration; (iv) human capital development; (v) social development; and (vi) regional development (sub-national governance). The seventh section shows the Plan's implementation framework as well as the strategies and methods of communication, financing, monitoring and evaluation.

Lessons from the History of Development Planning in Nigeria

As evident in the historical review of Nigeria's planning experience, there have been a lot of interruptions, discontinuity and lack of consistency in the development planning approach over the years. The governance landscape is replete with ad-hoc planning approaches and disjointed policy regimes, a situation that is inimical to sustainable social and economic development.

While some schools of thought attribute the planning problems to poor implementation or lack of faithful implementation, others emphasise the necessity to focus on formulating development plans that are implementable. Getting implementable plans entails that sufficient preparations, mobilisation and buy-ins should attend the

planning process. A national development plan should not be "national" in name only, but in breadth of ownership and framework structure. Past approaches to national development planning in Nigeria have tended to be federally centralised and somewhat unitary, without sufficient synergy, buy-in and ownership from the federating (sub-national) planning jurisdictions. This top-bottom nature of the planning architecture creates legitimacy and sustainability problems for the federal government-generated national development plan.

Moreover, lack of sufficient buy-ins from subnational governments, the civil society and private sector leaves a whopping gap in the legitimacy, ownership and sustainability loop. In this regard, Monye (2020) observes that despite efforts at consulting and involving subnational stakeholders, the private sector and civil society in the preparation of successive national development plans, the process of developing national plans in Nigeria do not meet the minimum to qualify as truly national development plans. Furthermore, the absence of formal plan implementation mechanisms and the inability of the planning process to integrate and enforce appropriate systems of performance management are identified as major gaps in the national planning landscape.

These shortcomings underscore the necessity and cogency of a new innovative bottom-top approach to national development planning. Under the new approach, national development plans should derive from subnational plans. By this principle, national development plan would be aggregative rather than unitary, legitimate rather than exogenous, synergistic rather than isolated and participatory rather than involving. Towards achieving these noble qualities of a national planning system, Monye (2020) advocates end-to-end engagement, collective participation, shared responsibility and consensus-building of federal, state and local

governments in national planning. Furthermore, the crucial need for unalloyed political support of the highest authorities to national and state-level planning institutions is emphasised.

The Medium-Term Planning System

In recent times, national and state governments have increasingly embraced a more integrated planning approach, which is referred to here as "medium-term planning framework". Other terms used to describe this planning approach in the literature include "medium-term expenditure framework" and "medium-term planning system". Under the medium-term planning system, the planning system is organised as a hierarchy comprising, first step, a perspective plan covering 10-20 years or more and second step, a medium-term development plan spanning 3-5 years. In turn, the medium-term development plan is sequentially operationalised through a constellation of medium-term sector strategies, medium-term fiscal framework and a succession of annual budgets. This planning approach deliberately and systematically devolves the development plan to implementable sector strategies which is further configured into actionable annual workplans/budgets.

The merit of this planning approach is that it establishes an organic link of the development plan, sector strategy and annual budget (spending). The systematic tying of these three planning segments is worth elaborating. The development plan which usually covers a period of 5 years is the foundational policy document. The plan states the development vision coupled with higher-level goals of the government and articulates the public policy pillars that will guide implementation strategies, programmes and resource deployments over the medium-term period.

Tied to the plan is the medium-term fiscal framework (MTFF) which comprises three interwoven elements: Economic and Fiscal

Update (EFU), Fiscal Strategy Paper (FSP) and Budget Policy Statement (BPS). Economic and fiscal update gives a review of the economic and fiscal outlook in the preceding period and the projections for the future. Fiscal Strategy Paper profiles the revenue forecasts and funding sources over the medium-term. Also, it defines resource allocation and spending rations in relation to stated goals and objectives as given by the development plan. In addition, FSP explores the fiscal space and financial resources milieu of the entire government sector, between sectors as well as for cross-cutting issues. Budget policy statement restates the policy pillars in the development plan and translates them into funding priorities within the context of the annual budget and allocates available resources through spending envelopes to sectors and agencies (DFID SPARC, 2015c).

The medium-term fiscal framework is the basis for the formulation of medium-term sector strategy (MTSS) across sectors. MTSS sets out sector-specific objectives and outcomes that contribute to the overall goals of the development plan and details how they will be achieved in terms of implementation approaches, programmes, projects and timed milestones. As a resource-constrained plan, the sector strategy is prepared within the confines of resource envelopes stipulated by the subsisting fiscal framework. Viewed from a hierarchical results-chain paradigm (DFID SPARC, 2015c), MTSS elaborates the linkages of the inputs, implementation activities (programmes and projects) and outputs of a sector pursuant to the outcomes and goals in the development plan.

Delta State Medium-Term Development Plan 2016-2019

Prior to the Okowa administration in May 2015, there were some development planning frameworks and policy platforms by

which the state government aimed at economic growth, poverty reduction and sustainable development. Notable among them were the Millennium Development Goals (MDGs) planning framework; Strategy (DELTA SEEDS); Delta State Vision 2020; and the Three-Point Agenda (comprising human capital development, infrastructural development and peace & security). Both Vision 2020 and Three-Point Agenda advocated "Delta Beyond Oil" as the key economic and social development trajectory for policies, strategies and programmes.

Against this backdrop, the process of developing the Delta State Medium-Term Development Plan was initiated by His Excellency, Senator Dr. Ifeanyi Okowa, on the 28th of September 2015, with the constitution of a Technical Committee chaired by the then Honourable Commissioner for Economic Planning, Dr. Kingsley Emu, with the Chief Job Creation Officer, Prof. Eric Eboh, as Technical Coordinator. Other members of the Technical Committee included Commissioner for Commerce & Industry, Commissioner for Agriculture and Natural Resources, Commissioner for Environment, Commissioner for Finance, Senior Policy Adviser, Economic Adviser, Commissioner for Housing, Commissioner for Water Resources Development, Executive Secretary of Delta State Micro, Small and Medium Enterprises Development Agency, Director-General of Delta State Capital Territory Development Agency, and Permanent Secretary of Ministry of Economic Planning as Secretary.

The Technical Committee developed the template and guidelines for the plan document and formed a drafting team to collate, process and synthesize relevant information on such matters as development priorities, sector strategies, fiscal outlook, public spending plan, poverty reduction and job creation programmes. The background literature and source documents used in

developing the plan document included the report of the transition committee of His Excellency, the Governor and previous policy documents and briefing papers submitted by respective Ministries, Departments and Agencies (MDAs).

Using these materials in combination with targeted consultations with MDAs, the drafting team prepared the first draft of the Plan document which was reviewed by the technical committee for relevance, consistency and completeness. Based on the reviews, the drafting team prepared a revised version of the plan document which was subjected to validation by MDAs and relevant stakeholders through a technical review workshop organised by the Ministry of Economic Planning on the 4th of March 2016. The observations and recommendations from the validation workshop were used to develop a final version of the plan document.

The Delta State Medium-Term Development Plan (DSMTDP), 2016-2019, mainstreamed the S.M.A.R.T Agenda which constitutes the operative policy priorities and development objectives of the state government at the time. The document begins with introductory information about Delta State in terms of society, demography, human development indicators, culture and administrative structure. An overview of previous and existing policy frameworks is given. The medium-term economic context and fiscal outlook are described based on national macroeconomic and fiscal indices. This is followed with the statement of overarching goals and objectives, strategic direction, policy thrusts and thematic priorities during the development plan period.

Next are chapters that identify and describe the policies and programmes for the respective thematic components of the S.M.A.R.T Agenda. They are: Strategic Wealth Creation Projects and Provision of Jobs for All Deltans; Meaningful Peace Building Platform aimed at Political and Social Stability; Agricultural

Reforms and Accelerated Industrialisation, Relevant Health and Education Policies; and Transformed Environment through Massive Urban Renewal and Sustainable Housing Development. Cross-cutting themes and issues including public sector reforms, gender, implementation and coordination as well as monitoring and evaluation are covered in the subsequent chapters. The public investment cost estimates and capital requirements for the different thematic areas and sectors were included as annexures of the plan document.

Delta State Medium-Term Development Plan 2020-2023

In keeping with the conventional sequence of development planning, Delta State Medium-Term Development Plan, 2016-2019, was succeeded by Delta State Medium-Term Development Plan 2020-2023. The 2016-2019 Plan provided ready schema for the preparation of the successor 2020-2023 Plan just as the experience garnered about the 2016-2019 Plan availed useful insights in the formulation of the 2020-2023 Plan.

Lessons from Delta State Planning Experience

Timeliness of development planning

Political authorities should initiate the development planning process early enough in their tenure. As exemplified by the Delta State case, the initiation of the development planning process three months into the administration enabled timely translation of development vision and campaign manifestoes of Governor Ifeanyi Okowa into implementable and measurable plan of action. The timely start also elicited early stakeholder buy-in and public understanding of the policy priorities, implementation strategies and resource outlook for the programmes and projects of the state

government.

Political support is fundamental

The development planning process has technical, institutional and political dimensions. While efforts are made to follow the methodical approach and procedure for development planning, the process must have the critical underlying support of the political authorities. This political support is required for the utilisation and application of the plan. The development planning process must have, first and foremost, the foundational support of the political head – President of the country or Governor of the state. Such high-level executive support triggers public confidence, stakeholder interest and discipline/commitment of planning officers towards the development planning process.

Dealing with data questions

Development planning must be accompanied with a deliberate mechanism to build and sustain inter-agency capacity for data collection, processing, reporting, storage and retrieval. Planning is data intensive. Without good quality data, planning lacks credibility and effectiveness. With respect to Delta State Medium Term Development Plan 2016-2019, planning data were obtained from a multiplicity of documents including the report of the Transition Committee set up by Governor Okowa prior to the inauguration of the administration, existing policy documents, sector assessment reports, and demographic and economic reports.

The major challenge was that most data were not up-to-date and not consistent across varying sources. However, the intensive exploration of data that characterised the planning process and the inventive measures adopted in tackling the data challenges imparted

knowledge and capacity among the planning officers of the ministries, departments and agencies and helped to generate a critical mass of unified, verified and useable data on social, demographic and economic indicators in the state.

CHAPTER 7

The Making Of Delta State Agricultural Policy 2021-2026

Introduction

My first reading of Delta State Agricultural Policy was in 2014 as a member of an independent policy team which assessed development performance of Delta State from1991 to 2013. The assessment was done under the auspices of the development partner group comprising United Nations Development Programme (UNDP), Food and Agricultural Organisation (FAO) of the United Nations, United Nations Educational, Scientific and Cultural Organisation (UNESCO), United Nations Children's Education Fund (UNICEF) and World Health Organisation (WHO).

The assessment, which took place during August-September 2014, provided useful insights into the policies, programmes, initiatives and projects implemented by the state government, since the creation of the state. The study evaluated development performance in the state and in particular towards achieving the MDGs in four key sectors, namely, Education, Health, Agriculture, and Water, Sanitation and Hygiene (WASH). It was intended that the performance assessment and the identified gaps would clearly provide the basis to focus and strengthen policy making and implementation to enhance the welfare of the people of Delta State.

Given my sub-team's focus on agricultural sector performance

in Delta State, the agricultural policy was one of the reference documents for our assessment. At the time of the assessment, the subsisting agricultural policy was the 8-year Delta State Agricultural Policy 2006, which had elapsed in February 2014. Therefore, the time sequence of the elapse of the 2006 Delta State Agricultural Policy and my appointment into a top policy role in 2015 presented a rare chance to deploy my professional resources as agricultural economist to guide and support the review and update of the policy.

Delta State Agricultural Policy Landscape Pre-2015

Until 2006 when the state adopted its first definitive agricultural policy, the agricultural development approach was largely hinged on case-by-case programmes, projects and interventions. Two of the notable programmes initiated during the period 1991-2006 were the Rapid/Increasing Food Production Programme from 2001 and the Live and Own a Farm Programme from 2004.

In 2006, an agricultural policy was framed for an 8-year time, amidst the subsisting National Policy on Agriculture of 2001. The policy marked a significant turning point by defining the overall direction and goals of agricultural development and laying out the objectives, strategies and targets for various subsectors of agriculture and agricultural support services. It adopted en bloc the division of agricultural development roles and responsibilities between the federal, state, local governments and organised private sector, as stipulated by the National Policy on Agriculture.

The policy was aimed at achieving agricultural growth and development for food security, industrial raw materials, gainful employment and export revenue. With the central focus on small-scale crop and livestock farmers and fishermen, the policy also

sought to provide an enabling environment for private sector investment in medium-to-large scale farming, service provision and agribusiness. However, the policy missed specific reference to gender mainstreaming in agriculture.

While the agricultural policy was still in force, Delta State developed and adopted its Vision 2020 Plan in 2011. As a result, agricultural development was further reinforced by the strategic direction and thrusts of the Vision 2020 Plan. The overall mission was to provide an enabling environment to stimulate productive agriculture towards making the state a net producer and exporter of food and fibre. The Vision 2020 Plan assigned to the agricultural sector huge responsibilities for food security, industrial raw materials, youth employment and improved quality of rural livelihoods. The Plan envisioned that the agricultural sector will contribute 25 percent of the state's GDP by 2020.

Delta State Agricultural Policy 2021-2026

The 10-year Delta State Agricultural Policy, 2006, which elapsed in 2014 was not reviewed and updated with a successor policy until 2021. So, there was a 7-year lag between the elapse of the agricultural policy and its review, update and replacement with a successor policy. This long time-lag shows lack of adequate attention to the policy review and update, a situation which creates policy uncertainty and obscures the operating environment for agricultural and agribusiness investments.

Notwithstanding the delay, the review and update of the agricultural policy commenced in 2019 and lasted to 2021. The process was deliberate, systematic and inclusive. With my professional facilitation and working with the 26-member Agricultural Policy Technical Review Committee of the State Ministry of Agriculture and Natural Resources, the process enjoyed

hands-on technical assistance of consultants sponsored by International Food Policy Research Institute (IFPRI) and Partnership Initiatives in the Niger Delta (PIND).

The policy review methodology and drafting process involved inception (planning) meetings, study of relevant documents on agricultural sector policy and programmes, activities relating to the gathering, collation, processing and validation of information and data, the drafting of the policy document, technical reviews and final stakeholder validation workshops and production of the policy document. The process culminated in the presentation of the draft Delta State Agricultural Policy for approval by the State Executive Council on the 22nd of January 2021.

So, Delta State Agricultural Policy 2021-2026 is the outcome of sound methodology, good-quality professional inputs and stakeholder legitimisation mechanisms. By these process ingredients, the agricultural policy meets the standards of technical adequacy, implementability, credibility and stakeholder participation. These standards are evidenced by the policy's robust content, smooth configuration, realistic targets, desirable measures and feasible interventions.

In line with current trend of agricultural sector development, the agricultural policy alludes to the centrality of commodity value chain and agribusiness development approaches to agricultural transformation. The agricultural policy is situated within the overall economic and social development objectives of the state government, as encapsulated in the Delta State Medium-Term Development Plan, 2016-2019 and the successor plan, 2020-2023.

The policy document starts with the profiling of the state's development policy framework, economic and social challenges and expected roles and functions of the agricultural sector. It contains

diagnostics of the agricultural sector, reviews of existing agricultural sector programmes and interventions and identification of performance gaps and associated challenges. Accordingly, the policy document provides statement of policy thrusts across agricultural subsectors and thematic issues together with identification of desirable programmes, measures and interventions.

In its final content, Delta State Agricultural Policy has six chapters and annexure. The first chapter gives relevant background information on Delta State, including economic and social conditions as well as the agricultural sector and food security situation. The second chapter reviews existing development frameworks, policy and institutional settings as they relate to the development of the agricultural sector. The third chapter describes the underlying issues of agricultural policy framework vis-à-vis current policies towards social and economic development.

The fourth chapter assesses the functioning and performance of existing agricultural sector programmes, projects and initiatives. Also, the chapter contains the menu of policy objectives, measures, interventions towards the realisation of agricultural development objectives, commodity-specific and subsector targets. The commodities covered include cassava, yam, plantain/banana, maize, vegetables, oil palm, rubber, cocoa, poultry, piggery, goat, sheep, cattle, micro-livestock (grasscutter, snail and beekeeping) and fisheries.

The fifth chapter expounds the critical support services for the effective functioning and performance of the agricultural value chain. These include agricultural extension, agricultural financing, agricultural credit, agricultural insurance, agricultural mechanisation, agricultural research, input support systems, irrigation development, agricultural marketing and quality control, agricultural sector monitoring and evaluation. The sixth chapter

gives the allotment of roles and responsibilities among agricultural development stakeholders comprising federal government, state government, local government, private sector and non-governmental organisations (NGOs).

The seventh and last chapter (Annexure) provides commodity-specific project-level templates for the design and implementation of agricultural value chain interventions. Regarding each commodity value chain, the template stipulates the desired agricultural products or byproducts, short-to-medium term targets, incomes and job creation potentials, required project inputs, services and investments, corresponding infrastructure needs and institutional measures.

CHAPTER 8

PROGRAMME PLANNING AND IMPLEMENTATION – JOB CREATION THROUGH SKILLS TRAINING, ENTREPRENEURSHIP DEVELOPMENT AND SUPPORT FOR BUSINESS STARTUP

Concepts and Principles

Government policies are translated into desired results through the design and implementation of programmes and component projects. From a public policy perspective, a government programme refers to an integrated and ordered set of measures, events, activities and actions that are performed to produce outputs (goods and services) that deliver stipulated objectives. Programmes are a vital tool used by governments to deliver public goods and services that correct observed market imperfections and achieve the development objectives already given by the existing public policy.

Government programmes are commonly applied across sectors including health, infrastructure, education, urban development, social welfare, microcredit, agriculture and skills development. In the hierarchy of government approaches for governance, the topmost is policies/law, followed by programmes and projects. So, government policy is made operational through a combined set of programmes and a programme is executed through a combined set of projects.

The Background

The Job Creation Scheme originated from the vision of His Excellency, Senator Dr. Ifeanyi Okowa, to engage Delta youths productively and gainfully in economic activities as a means of tackling youth unemployment and solving youth restiveness. This vision was cultivated as he progressed in his political career to Governor of Delta State.

As a gubernatorial candidate in the 2015 general elections, he prioritised job and wealth creation as the centerpiece of his five-point development agenda, otherwise known as S.M.A.R.T Agenda. The campaign manifesto was christened S.M.A.R.T, where "S" stands for Strategic Wealth Creation Projects and Provision of Jobs for all Deltans; "M' stands for Meaningful Peace Building Platforms aimed at Political and Social Harmony; "A" stands for Agricultural Reforms and Accelerated Industrialisation; "R" stands for Relevant Health and Education Policies; and "T" stands for Transformed Environment through Urban Renewal.

As soon as he was declared the winner of the gubernatorial election in Delta State in 2015, he set up a Transition Committee to carry out stock taking hand-in-hand with the outgoing administration, review existing policies and programmes and propose policy initiatives for his incoming administration. The Transition Committee was subdivided into thematic subcommittees including the Agriculture and Wealth Creation subcommittee, with myself as Chairman. This subcommittee undertook an assessment of the agricultural sector and non-agricultural entrepreneurial activities and their potentials for job and wealth creation, particularly among youths. Resulting from the assessment, expert inputs, stakeholder consultations and studies of experiences in similar climes, the subcommittee produced a policy paper recommending key approaches, programmes and initiatives

for job and wealth creation through the promotion of agricultural and non-agricultural entrepreneurship among youths.

Soon after his inauguration as Governor of Delta State on 29th May 2015, he set up an Ad hoc Steering Committee on Job Creation, specifically on 10th June 2015. The Steering Committee, of which I was the coordinator, was charged with the responsibility of articulating the strategy and programmes for job creation targeted at unemployed youths including graduates. Additionally, on 26th June, I was appointed the Chief Job Creation Officer, signaling the creation of the Office of the Chief Job Creation Officer under the Governor's Office.

As Chief Job Creation Officer, I worked with the Steering Committee on Job Creation to develop the programme strategy, design elements and implementation manual. Following approval of the programme design and budget by the State Executive Council, the job creation scheme was inaugurated by His Excellency, Senator Dr. Ifeanyi Okowa on 26th August 2015 at Songhai Delta, Amukpe. In his speech at the inauguration, Governor Okowa, stated that "the overarching goal of the job and wealth creation scheme is to equip participants with the technical know-how, vocational/technical skills, values and resources to become self-employed and employers of labour".

The job and wealth creation scheme was aimed at the following:

i. Creating jobs and wealth;

ii. Diversifying the economy through the development of non-oil sectors;

iii. Engaging youths in productive enterprises;

iv. Nurturing entrepreneurs and leaders; and

v. Promoting communal peace and security.

Dissecting the Unemployment Problem

Understanding the youth unemployment problem is the first prerequisite for designing the strategy and policy measures for tackling it. This is because the problem that is not sufficiently understood cannot be satisfactorily solved. This is the reason that the design of job creation strategy rested on proper diagnostics of youth unemployment in Nigeria, based on the unemployment statistics issued by National Bureau of Statistics.

As defined by National Bureau of Statistics (NBS), a person is said to be employed if he/she works 40 hours, that is, 8 hours daily for 5 days in the week; a person is said to be unemployed if he/she works less than 20 hours a week or not working at all; and a person is said to be underemployed if he/she works less than 40 hours a week but more than 20 hours a week.

From the NBS survey, unemployment in Nigeria during the 4th Quarter of 2020 was estimated at 33.3%, while underemployment was estimated at 22.8%. Specifically, during the same period, Delta State recorded unemployment rate was estimated at 31.14% and underemployment rate estimated at 24.01%.

The national unemployment rate among rural dwellers was 34.5% compared to 31.3% in urban areas. Furthermore, underemployment among rural dwellers was 26.9% compared to 16.2% in urban areas.

From the perspective of gender (male and female), national unemployment was estimated at 31.8% among males and 35.2% among females, while the national underemployment was estimated at 21.8% among males and 24.2% among females.

Disaggregation of unemployment by age showed that the unemployment rates were 53.4% among 15-24 years old, 42.5% among 15-34years old, 37.2% among 25-34 years old and 27.2%

among 35-44 years old. Disaggregation by educational level shows that unemployment was 40.1% among persons with Higher National Diploma (HND) or Bachelor's Degree, 32% among persons with National Certificate of Education or Ordinary National Diploma and 37.1% among persons with Senior Secondary Certificate (NBS, 2021). Furthermore, the latest Nigeria Labour Force Survey (NLFS) Report for 1st Quarter 2023, published by National Bureau of Statistics in August 2023 on the basis of its revised methodology, estimates the national-level unemployment rate at 4.1% and underemployment at 12.2%.

The typology of unemployed youths is mirrored as follows: (i) Unemployed uneducated youths have no education due to lack of schooling opportunities or dropping out of school. (ii) Unemployed educated youths belong to either unemployed school leaver category or unemployed graduate category. (iii) Underemployed educated youths are educated youths who work less than required for full employment, such that their potentials are underutilised. (iv) Misemployed educated youths are mostly graduates who take on sub-optimal jobs as a coping mechanism. (v) Underemployed uneducated youths are mostly uneducated informal sector workers whose work hours are less than their full potentials because of extraneous factors and conditions. This grouping of unemployed youths is illustrated as follows (Figure 8.1).

[2] *NBS cautions that estimates of labour force, unemployment and underemployment rates under the 2023 revised methodology are not directly comparable to the estimates from the previous surveys including the 2020 report, due to significant differences in methodology and benchmarks. In any case, the 2023 report does not provide state-level estimates.*

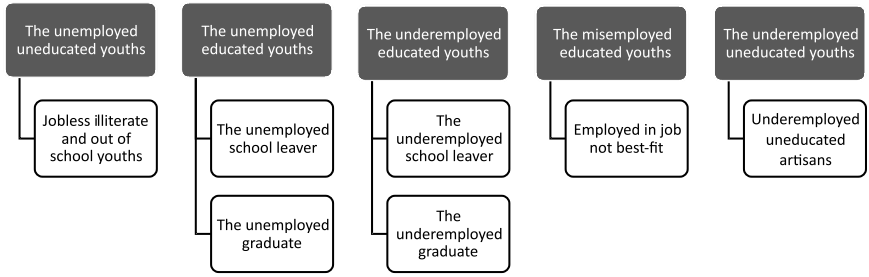


Figure 8.1: Types of Youth Unemployment

Delta State Job Creation Strategy

Setting the stage for the formulation and implementation of job creation strategies, policies and programmes, His Excellency, Senator Ifeanyi Okowa, stated in his inaugural speech, upon his swearing-in as Governor of Delta State on 29th May 2015, as follows.

"Job creation will be the cornerstone of all our policies; it is the common thread running through our policies and programmes in education, health, agriculture, industrialization and infrastructure development".[3]

The job creation strategy of the state government was geared to generate new private sector jobs and catalyse growth in existing private sector jobs by triggering job opportunities. By design, the job creation strategy involved direct and indirect approaches.

Direct approach involves the design and implementation of job creation programmes and interventions to enable unemployed youths start up, own and run their own businesses and enterprises. On the other hand, the indirect approach involves programmes,

[3] *Ifeajika O. and Igwebueze F., eds. 2023. Hope and Fulfilment: Selected Articles on Senator Okowa in the Saddle. Asaba.*

interventions and activities of the state government ministries, departments and agencies (MDAs), which elicit increased job hiring by the private sector, foster the growth and sustenance of existing small and medium businesses and facilitate the inflow of new private sector investments that create new jobs.

The design of the direct job creation programmes was founded on the principle of transforming unemployed youths into entrepreneurs, managers and leaders. Accordingly, the programmes were formulated to provide all-round training and empowerment of unemployed youths to become private sector economic operators as self-employed and/or employed by others. Furthermore, the training programme was purpose-built and was attuned to the needs and peculiarities of the target participants, including age, education and skills preferences.

A significant development in the planning, design and implementation of the job and wealth creation agenda was the formation of inter-agency framework for collaboration and synergy among ministries, departments and agencies (MDAs) involved in job and wealth creation programmes and initiatives. The collaboration framework was inspired by His Excellency, Senator Dr. Ifeanyi Okowa's desire and commitment to leaving lasting job and wealth creation impacts in the annals of Delta state. The principles and criteria of collaboration and synergy were the outcome of mid-term programme reviews involving stocktaking of programme implementation successes and challenges and identification of key factors, standards and processes for greater impacts and sustainability.

The implementation of direct and indirect approaches to job creation was guided by policy and programme principles as follows:

i. Equip and endow unemployed youths (18-35 years old) with the technical know-how, vocational skills, values and resources to become self-employed and employers of labour.

ii. Support and mobilise already existing farmers, agro-processors and value chain operators, micro- and small enterprises with capacity building, access to finance and growth-enhancing interventions to enable them increase outputs and productivity, sustain existing jobs and create new ones.

iii. Deliberately incorporate and mainstream job creation in the design and implementation of state government's public works particularly road construction, rehabilitation and waste collection and disposal.

iv. Create and sustain an enabling business environment for private sector investments in sectors and economic activities with high jobs content, such as agricultural production, agro-industries, housing, energy and others.

In general, the job creation scheme included the following core programmes:

i. Youth Agricultural Entrepreneurs Programme (YAGEP);

ii. Skills Training and Entrepreneurship Programme (STEP); and

iii. Graduates Employment Enhancement Programme (GEEP).

Skills Training and Entrepreneurship Programme [STEP]

Youth unemployment is detrimental to social and economic progress of any nation. One key macroeconomic barometer for measuring the overall health of any country is the rate of unemployment. Over the years, the rates of youth unemployment

have soared, a situation which undermines sustainable social and economic development.

Skills Training and Entrepreneurship Programme (STEP) was one of the key pillars of the job and wealth creation agenda towards tackling youth unemployment and economic diversification in Delta State. STEP was designed to train and equip unemployed youths with the right mindset, vocational and entrepreneurial skills, resources and mentoring to become entrepreneurs and self-employed enterprise owners.

There were two kinds of beneficiaries: Green STEP and Brown STEP. Green STEP participants referred to youths who do not have any pre-existing skill in the vocation but desire to be trained afresh in the skill and supported to establish, own and manage his/her enterprise. On the other hand, Brown STEP participants included persons who had acquired some level of the relevant vocational skills and were desirous but not able to start-up own enterprise.

STEP was structured into successive stages as follows: Orientation and Personal Effectiveness Training (OPET); Vocational (hands-on) Skills Training (VST); Entrepreneurship and Business Management Training (EBMT); and establishment with enterprise starter packs.

Stage 1 (OPET) was aimed at positioning the intakes with the right mindset for successful participation in the programme. The training lasted one week and covers topics such as personal effectiveness, success drivers, inter-personal relations, personal branding, visioning and planning for self, self-discovery, self-management, teamwork, collaboration and partnering, problem solving and others.

Stage 2 (VST) involved instruction and training on practical skills for the respective enterprises. Trainees were deployed to accredited live enterprises for both classroom-type instruction and hands-on training on "how to" make the product or render the service. The training was based on standard instructional modules developed by the Job Creation Office in conjunction with the practitioners. At the live enterprises, the trainees had real-life experience of learning how to make the products/services, relating and interacting with the market (input sources and customers) as well as encountering and managing challenges and exigencies in the enterprise. For some skills/enterprises, the training activities included an incubation period in accredited existing enterprises after mostly instructional type of training.

Stage 3 (EBMT) was aimed at inculcating business management and entrepreneurship skills and competencies in the participants. This final stage of training lasted one week. It covered several topics including how to translate acquired skills to business enterprise, how to start an enterprise, how to finance your business, how to grow your business, how to market your product/service, how to communicate your business, how to cooperate/partner with business peers, how to manage your business, how to cope with risks and business competition, how to keep and use business records and accounts and how to prepare a business plan.

Stage 4 (Establishment with Enterprise Starter Packs) involved the establishment of the trainees with starter packs to enable them set up and run their own enterprises. Starter packs had some common elements, but others differed according to the skills/enterprises involved. The common elements include the subsidy for shop rent and monthly stipends to serve as livelihood buffer during enterprise gestation. In addition, the starter pack included start-up equipment, tools and materials specific to the enterprise.

To generate the set of start-up equipment, tools and materials that make up the starter pack for each enterprise, the Job Creation Office constituted teams of trainers/practitioners for respective enterprises. The teams identified the equipment, tools and materials required for start-up of the enterprise. After independent verification of the included equipment, tools and materials, the Job Creation Office undertook the necessary procurement procedures to obtain and provide them to the graduands. Only trainees who completed the three-phase training without breach qualify for and receive the starter packs.

STEP covered the following skills/enterprise categories:

i, Information and Communication Technologies (ICTs): computer hardware maintenance, smart phones and PC tablets maintenance, information technology services and software application.

ii, Building and construction services: POP, interlocking, tiling, paint-making and painting works, masonry, welding & fabrication, and plumbing.

iii, Power and energy works: electrical installation and maintenance, and solar power works.

iv, Handicrafts: fashion design and tailoring, textile design, leather works (shoe making and bag making), carpentry and upholstery.

v, Personal services: hair dressing & makeover, decoration & event management, catering & confectionary/baking.

vi, Audio-visual technology services: light and sound technicians, cinematography (visual cameraman), set designers, production managers, audio-visual editors, and photography.

Youth Agricultural Entrepreneurs Programme [YAGEP]

The Youth Agricultural Entrepreneurs Programme (YAGEP)

was the cornerstone of the strategy to create jobs, develop agriculture and grow the economy through youth agricultural entrepreneurship. The focus on youth agriculture is based on the potentials of the agricultural sector for job and wealth creation, poverty reduction and sustainable economic growth. Moreover, youth agricultural entrepreneurship is necessary to foster agricultural modernisation, promote innovative agricultural systems and mitigate the ageing population of smallholder farmers.

YAGEP involved the training and development of youth entrepreneurs in agriculture and agribusiness and equipping them to establish their own agricultural or agribusiness enterprises. Under YAGEP, unemployed youths aged 18-35 years were trained and established in their chosen agricultural enterprises, including poultry, piggery, fishery, crop production, agro-processing and agribusiness.

The Structure of YAGEP: There were two categories of YAGEP participants which are Green YAGEP and Brown YAGEP. Green YAGEP refers to candidates who are freshers/newcomers to agricultural skills and need to be trained from afresh and thereafter established with starter packs. Brown-support YAGEP includes candidates who owned and operated their agricultural enterprises but needed support packages to become viable, survive and scale up.

YAGEP was structured into successive phases as follows: (i) Orientation and Personal Effectiveness Training (OPET); (ii) Agricultural Skills Training (AST); and (iii) Establishment with Enterprise Starter Packs (EESP).

Like under STEP, the OPET was aimed at imparting a paradigm shift in the mindset of beneficiaries, from salaried employment towards self-employment through agricultural entrepreneurship. The training covered topics designed for

character building, personal visioning and planning, inter-personal relationship, leadership principles and skills, communication competencies, personal effectiveness principles and others.

OPET was followed by agricultural skills training (AST). AST involves instructional combined with hands-on practical agricultural training in accredited agricultural training centres over a period, depending on the enterprise. The training covered agricultural "technical" skills and knowledge spanning the entire enterprise production cycle. For crops, the training covered land preparation, planting, production and cultural practices, crop management, weeding, harvesting and farm-gate tasks. For livestock/fisheries, the practical training covered sourcing and management of starter stocks, feeding practices, animal health and disease prevention, harvesting and other relevant issues. Regarding agro-processing, the hands-on training covered the stages of transforming raw outputs into processed products and by-products, processing equipment and technologies, product packaging and standardisation.

After successful agricultural skills training, YAGEP trainees were established with starter packs, which vary from one agricultural enterprise to another. In the case of livestock enterprises, the starter packs include livestock houses, operating facilities, amenities and inputs. As regards crops, the starter packs include site planning, land preparation, seeds/seedlings, fertilizer, and agrochemicals. In addition, participants were given buffer stipends for a limited period during enterprise gestation as well as some working capital to purchase inputs and/or working materials.

An important approach to establishing YAGEPreneurs was co-locating them in designated clusters. Co-locating YAGEPreneurs is beneficial for more effective targeting, higher cost efficiency, easier performance tracking and more accurate impact evaluation. To this

end, the Job Creation Office, working with the Ministry of Agriculture, identified and designated land locations for development into YAGEP clusters for crop production and fishery. Similarly, the trainees under agro-processing enterprise category were organised into groups of entrepreneurs and each group was supported with start-up agro-processing facilities.

Achievements under YAGEP included:

- Mindset and attitudinal change in the youths towards agricultural entrepreneurship;
- Transformation of the agricultural landscape through the establishment of youth agricultural clusters;
- Diffusion of agricultural best practices in production, processing and market linkages through demonstration effects of the youth agricultural clusters;
- Boost in agricultural production, specifically, poultry, fish, cassava, piggery, tomato and rice; and
- Improvements of the agricultural value chain through deliberate linkage and synergy of production to processing and marketing activities.

Graduates Employment Enhancement Programme [GEEP]

The Graduate Employment Enhancement Programme was targeted at distinct segments of unemployed graduates with professional training. The aim was to improve the employability, job-readiness, work aptitudes as well as work experience of unemployed graduates and stimulate the formation of own enterprises/companies among graduates in selected professional fields.

GEEP is designed in four-interrelated categories, as follows:

i. Graduate internship facility;

ii. Employability and job-readiness workshops;

iii. Graduates Employment Advisory Facility (GEAF); and

iv. Business Incubation Facility (BIF).

Graduate Internship Facility: The facility involved 6-month internship placements of graduates of professional disciplines such as engineering, environmental and construction sciences, ICTs, etc. in relevant private sector firms, companies and establishments. By the placement, the graduate gained critically desired professional work experience in a designated private establishment. The placement was done in anticipation that the graduate intern will be retained in employment of the private establishment, upon satisfactory completion of the internship, based on predetermined benchmarks jointly agreed with the private establishment.

Employability and Job-Readiness Workshops: The employability and job-readiness workshops were organised for job-seeking graduates who have completed the mandatory National Youth Service Corps programme. The capacity building workshops offered job-readiness aptitudes, self-improvement opportunities and real-time job market information to graduates who sought employment in the private sector.

Business Incubation Facility (BIF): This was designed as a special start-up support to identify, select and cultivate highly talented youths with distinctive marketable innovative ideas. The youths were provided technical and financial backstopping to nurture and develop their smart ideas into marketed products. The aim was to develop the youths as brand pioneers, entrepreneurs, business owners, income earners and wealth creators.

Graduates Employment Advisory Facility (GEAF): This

involved personalised sessions with unemployed and job-seeking graduates of universities and polytechnics for the purpose of appraising his/her employment options, prospects and circumstances. The essence was to provide personalised advice and guidance for unemployed graduates to realise their short, medium and long-term employment and career objectives.

The customised sessions were designed to assist unemployed graduates assess their job strengths, opportunities, preferences, constraints and develop actionable steps for the short, medium and long-term. GEAF comprised counselling modules, which include self-assessment using the SWOT approach, situation analysis of the job market, scoping of employment and job options and actionable steps to get jobs and employment.

Designing and Carrying out Reforms based on the 'Learning Curve' Principle

The reforms constitute a vivid example of the learning curve principle of institutional development. By this approach, programme planners and implementers use live assessment lessons and stakeholder feedbacks to evaluate strengths, gaps, constraints and opportunities and take necessary measures to improve programme design and effectiveness. Following this principle, reforms were initiated and carried out at both institutional and programme levels.

Institutional-Level Reforms

The Office of Chief Job Creation Officer was transformed from a project unit in the Governor's Office to Delta State Job and Wealth Creation Bureau by law in 2019. The transformation resulted from stakeholders' satisfication with the design and delivery of the job creation programmes corresponded with

stakehoder advocay for the institutionalisation of the programmes through legal framework.

From its inception in 2015, the job creation programmes met stakeholders' needs, thereby countering initial cynicism. Through open empirical evidence of the quality and transparency of service delivery coupled with the integrity and credibility of programme implementation, the approval of stakeholders (youths, political leaders, community leaders, religious leaders and business leaders) increased in depth and breadth. Stakehoders were unanimous in clamouring to make the job creation programmes sustainable into the future, that is, to ensure continuity and sustainability, by means of a legal framework.

Consequently, at the commencement of his second tenure, Governor Okowa sent an Executive Bill to the Delta State House of Assembly, for a law to establish the Delta State Job and Wealth Creation Bureau. After due consideration, the Delta State House of Assembly passed the Executive Bill into Law on the 22nd of August 2019. The Bill was assented to by His Excellency, Senator Dr. Ifeanyi Okowa, on the 5th of September 2019. The Gazette of the law was published as Law No. 11 of 2019 on the 12th of September 2019, as Gazette Vol. 29, No. 37, 2019.

In particular, the law provides for the position of Chief Job and Wealth Creation Officer who is the Chief Executive Officer and Head of Delta State Job and Wealth Creation Bureau. Also, the law stipulates a new dedicated organogram of the Bureau to enhance functionality, efficiency and impact. Accordingly, the law also stipulates a simple and short bureacratic order whereby the organogram consists of two arms, namely, Programmes and Projects Division, and Support Services Division. The Programmes and Projects Division is the implementation organ for all programmes, projects and initiatives while the Support Services Division comprises Corporate Affairs, Administration and Finance

and Planning, Research and Quality Assurance.

The functions of the Delta State Job and Wealth Creation Bureau, as provided for by the law are:

i. Design, plan and execute job and wealth creation programmes, projects and initiatives aimed at curbing youth unemployment, including training for skills acquisition, entrepreneurship development, start-up, establishment and economic empowerment of youths in various vocational, technical and agricultural enterprises and businesses.

ii. Facilitate, coordinate and provide capacity building and specialist services for job and wealth creation programmes, projects and initiatives including training for skills acquisition, entrepreneurship development, start-up, establishment and economic empowerment of youths in vocational, technical and agricultural enterprises and businesses.

iii. Streamline, coordinate and standardize job and wealth creation plans, programmes, projects and initiatives for curbing youth unemployment in the state to ensure proper focus, harmony, effectiveness and impacts.

iv. Find, secure and execute job and wealth creation programme and project partnership, collaboration, cooperation, linkages and networking with international and national organisations and agencies as well as private sector bodies, community-based organisations and civil society organisations.

v. Plan, design and execute any other employment and wealth creation programmes and initiatives, economic empowerment schemes, development intervention projects and activities for curbing youth unemployment, as may be directed by the Governor, from time to time.

vi. Collect, collate and document a data bank of unemployed, under-unemployed and fully employed persons within the State.

vii. Establish a sustainable database of diverse specialized labour skills and their respective age grades.

viii. Ensure that job creation and employment opportunities are fairly distributed in accordance with State quota/ character.

ix. Implement policies and programmes that generate both direct and indirect jobs.

x. Have a standard benchmark for appraising and collating the benefits of job creation in the State.

xi. Design the framework for the measurement and documentation of job creation achievements of the state government.

The Law establishing Delta State Job and Wealth Creation Bureau is uniquely evidence-based. Unlike situations where laws are enacted based on untested proposals, the Delta State Job and Wealth Creation Bureau Law represents the institutionalisation of a model that has been empirically tested and practically validated by programme beneficiaries and stakeholders.

Programme-Level Reforms

With the benefit of experiences and lessons from the implementation of the job creation scheme in the first four cycles of 2015/16 to 2018/19 and following a series of performance review workshops and stakeholder consultations, the job creation scheme was revised, in both strategy and design, beginning from 2019/20 cycle. The reforms introduced to the job creation scheme were many and varied, but they were commonly aimed at enhancing efficiency, effectiveness, impacts and sustainability.

These reforms were the outcome of several feedbacks from trainers, resource persons, beneficiaries and their sponsors, independent monitors and assessors, and inputs from relevant government ministries and agencies including the Ministry of Agriculture and Natural Resources, Technical and Vocational Education Board and Directorate of Youth Monitoring and Mentoring.

Reforms Implemented under the Skills Training and Entrepreneurship Programme (STEP)

Strengthening the training plan: The training content and quality were boosted by the formulation and use of standard training manual for respective enterprises. Two levels of proficiency assessment were introduced for Green STEP trainees, which are mid-training test and completion training test. To qualify for Brown STEP, the candidate must pass the admission-point proficiency assessment test that will be administered separately by internal (trainer) and external (non-trainer) practitioners. In order to qualify for Entrepreneurship and Business Management Training (EBMT), Green and Brown STEP trainees were required to pass the completion proficiency assessment test. The duration of skills training across enterprises was rationalised to ensure time use efficiency and value for resources.

Transmission of leadership skills: In line with the indispensable role of self-leadership in successful entrepreneurship, the development of leadership skills was introduced into the training process. Under the customised workshops for leadership skills development, special attention was given to personality and character qualities including personal responsibility, self-discipline, self-assessment & self-awareness, self-correction & self-improvement, team building, self-accountability, stewardship, initiative and personal integrity.

Enhancement of selection accuracy: To enhance the market-competitiveness and sustainability of STEP beneficiaries, some quality assurance safeguards were implemented through selection, training and post-training processes. Targeting accuracy was strengthened through evidence-based screening and selection procedures. Claims by prospective beneficiaries of STEP were empirically verified, that is, through field observation.

The targeting accuracy of Brown STEP was ensured by deliberate hunting and selection across three categories of eligible candidates: (i) persons who were physically verified to be presently at the tail-end of their training time in government-owned vocational skills acquisition centres; (ii) persons who were physically verified to be presently at the tail-end of their training time in private skills acquisition centers (artisans, small enterprises; and (iii) persons who were physically verified to have completed skills training from government-owned and privately-owned skills acquisition centres in the past 6-12 months.

Enhancement of start-up ability: The composition of the starter packs was rationalised. The enterprise starter pack comprised "in-kind" and "in-cash" components. The "in-kind" component included tangible items – equipment, tools and materials and objects, while the cash component refers to money. The "in-cash" component of the starter pack was intended to assist STEP beneficiaries through shop rent subsidy to enable them start-up smoothly.

Business start-up accelerator hubs: The ability of STEP beneficiaries to start-up and own their enterprise was boosted through the creation and operation of time-bound business start-up accelerator hubs in the three senatorial districts - Asaba, Warri and Sapele. The accelerator hubs hosted experienced entrepreneurs who provided real-time guidance to STEP beneficiaries, immediately they receive starter packs. This facility was designed to

eliminate the inability of STEP beneficiaries to start-up own enterprises.

Enterprise start-up smart demo kits: In order to enhance information and guidance for STEP beneficiaries to start-up their businesses, the starter-pack included business start-up smart audio and audio-visual demo kits for each enterprise. The demo kits showcased step-by-step procedure, tested and proven tips and measures that should be followed to start-up and own businesses after receiving the starter packs. The kits were in visual, audio-visual and hard formats to make them accessible and amenable to different levels of STEP beneficiaries.

Reforms Implemented under the Youth Agricultural Entrepreneurs Programme (YAGEP)

A major reform of YAGEP took place four years after its commencement in 2015. The measures related to improvement in selection accuracy, enhancement of training quality and changes to the nature and manner of providing the agricultural starter packs.

Improvement of selection accuracy: Candidates who completed training under Green YAGEP were subjected to completion assessments to confirm if they possess the requisite skills and readiness to own and run agricultural enterprises. In the same vein, candidates who sought participation in Brown YAGEP and claimed to have the enterprise skills were subjected to practical agricultural skills tests. The tests confirmed the readiness of the candidates to be established as independent agricultural entrepreneurs.

Similarly, candidates who sought participation in Brown YAGEP and claimed to have own ongoing agricultural enterprises were subjected to empirical verification through field assessment visits. The field assessment visits confirmed the nature and type of

agricultural enterprises claimed.

Changes in the establishment of YAGEP clusters: The reform measures included restricting the development of YAGEP clusters to only areas that meet certain preconditions. The preconditions included proximity to living areas, security and safety guarantees by the host community, availability of critical infrastructure and utilities around the neighbourhood and assurances of secure tenure (occupancy) by the host community.

The change of establishment approach from cluster development (co-locating) to establishing YAGEP beneficiaries in own locations was necessitated by the drawbacks experienced regarding the former. These drawbacks included difficulties of access to the clusters, incessant theft and forced conceding of farm outputs, harassment and threats to YAGEPreneurs by host communities and lack of critical infrastructure around the clusters.

YAGEP-Specific Challenges and Lessons

- Damage to fish farms and losses of fish from water pollution caused by oil spill.
- Damage to fish farms and losses of fish from rains and overflow of rivers and creeks.
- Damage to rice farms and losses of rice output from birds attack, diseases outbreak and flood.
- Poor performance of tomato farm and loss of tomato output from diseases.
- Inadequate infrastructure and facilities at the youth agricultural clusters.
- Moral hazard in beneficiary behaviour – insufficient willingness, interest and motivation for agricultural enterprises.

The achievements, experiences and challenges in the implementation of YAGEP reveals that there are certain success factors (must do's) that are fundamental to the sustainable participation of youths in agricultural entrepreneurship. They are as follows:

i. Admission of beneficiaries must be rigorously conducted to avoid wrongful selection leading to moral hazards. The selection process must be able to separate those genuinely interested from those who are pretending to be interested.

ii. Admitted youths must be trained and established in their preferred agricultural enterprises, not the enterprises pre-determined for them.

iii. There must be agricultural technologies and production systems to curtail drudgery and physical effort of agricultural operations so that agriculture can be more attractive to youths.

iv. Youth agriculturists must be subjected to adequate good-quality instructional training and hands-on practical exposure.

v. The establishment start-up support must incorporate unfettered secure access to suitable land coupled with appropriate land development and provision of crucial production infrastructure.

vi. The startup support must also incorporate access to adequate amounts of high-quality efficient production inputs in a timely manner.

vii. Cluster approach to establishment of youth agricultural enterprises, that is, co-location of youth agricultural entrepreneurs, can only be effective and sustainable if the enabling conditions are in place.

viii. Agricultural enterprises must be sufficiently profitable and

viable in order to attract and retain youths in agriculture relative to other competing sectors.

ix. There must be continuous and sustained follow-through and mentoring of newly established youths in agriculture.

x. Youth agriculturists must be branded and promoted as entrepreneurs and business owners, in an appealing manner. In this regard, the relegation of agriculture as a last-resort employment for youths must be reversed through deliberate measures to professionalise agriculture.

xi. Youth agricultural enterprises should have adequate insurance cover in order to mitigate peculiar agricultural risks and inspire confidence in enterprise owners and agricultural lenders.

General Challenges Encountered and Lessons Learnt

Inter-agency collaboration

As a special project vehicle created solely to plan, design and implement job creation programmes for youths, Delta State Job and Wealth Creation Bureau encountered tensions in matching programme culture to the civil service bureaucratic set-up. The programme implementation benchmarks of speed, efficiency, deliverables, timelines and effectiveness were not in full alignment with the extant bureaucratic red-tape nature of the civil service. While a conventional development programme functions as the systematic use of inputs/resources through designated processes and activities to produce outputs (goods and services) and measurable outcomes within a specified time frame, the traditional civil service bureaucracy tends to be process-intensive, with relatively less attention to programme-type deliverables and timelines.

Integrity of feedback information

Getting the right information from the field was sometimes very challenging. In some cases, the feedback information from the field was inaccurate, inadequate or distorted. This necessitated the triangulation of information sources, that is, creation and use of alternative information gathering sources/techniques to enhance the completeness, accuracy and reliability of feedback information.

Branding of Beneficiaries

One key success factor in the job creation scheme was the branding of beneficiaries. A brand is a unique identity, with exclusive attributes that distinguish it from similar or related objects. Branding was done to inspire confidence, dignify programme participants and elicit the sustained voluntary, not coerced, interest of youths in skills training/acquisition, entrepreneurship and enterprise ownership.

Branding was necessitated by the background mindset of youths for whom the job creation was designed. The skills acquisition-cum-entrepreneurship training was started at a time when it was considered "demeaning" for graduates (youths) to learn hands-on occupational skills such as catering and confectionery, fashion design and tailoring, welding and fabrication, electrical installation and solar works, hair dressing and make over, tiling, interlocking and others. The typical tendency was to search for salaried employment in government or private sector, not to acquire hands-on skills and set up own enterprise.

Towards ameliorating or even changing this mindset, the programme design incorporated branding elements to market, communicate and promote the programme as a worthy alternative

career and livelihood option, despite the youths having educational certificates from the universities and polytechnics. Accordingly, the graduands of STEP were branded and promoted as STEPreneurs while graduands of YAGEP were branded and promoted as YAGEPreneurs. This branding tactic contributed immensely to dignifying, inspiring and motivating programme participants. It was a major factor in the successes recorded by the programmes.

The branding technique was substantiated by a variety of programme implementation features and techniques which attracted youths and elicited public acceptability. The features include: trusted quality of programme delivery, the holistic nature of training package (life skills and personal effectiveness, hands-on vocational skills and entrepreneurship training), timeliness, credibility and predictability of the programme process, the integrity and reliability of the enterprise start-up packages, the service delivery orientation and beneficiary-focused nature of programme implementation.

Outgrowths and Expansion of the Job Creation Scheme

Encouraged by the success, experiences and lessons of STEP and YAGEP, Governor Okowa initiated similar skill acquisition and youth empowerment programmes under other institutional platforms of the state government. The programmes included: (i) Rural Youth Skill Acquisition (RYSA) programme and Tertiary Institutions Entrepreneurship (TEP) Programme implemented by Ministry of Youth Development. (ii) Girl Entrepreneurship and Skills Training (GEST) programme implemented by Girl Child Empowerment Office/Ministry of Girl Child Entrepreneurship and Development. (iii) Information and Communication Technology – Youth Empowerment Programme (ICT-YEP) implemented by Ministry of Science and Technology; and (iv)

Women Empowerment and Skills Acquisition Programme (WESAP) implemented by Ministry of Women Affairs, Community and Social Development.

The introduction of these additional programmes was driven by the observed necessity to include more segments of youths, girls and women, enhance programme alignment to the needs and circumstances of youths and improve programme targeting and impacts. The outgrowth and expansion of the job creation scheme was a classic example of the state government's progressive learning curve in the planning and implementation of job creation through skills training, entrepreneurship development and business startup programmes.

Rural Youth Skill Acquisition [RYSA] Programme

The RYSA design involved refresher vocational training and business startup support for rural youths who have already acquired training in their chosen vocational skills and are desirous but unable to set up their own enterprise.

Each cycle of RYSA targeted a total of 810 youths - 3 youths from each of the 270 electoral wards in the state. To qualify, the applicant must be resident in his/her local government areas and should have acquired vocational skills but needs further training to gain mastery of their trade as well as support to establish their own enterprise. The programme was aimed at capacity building, economic empowerment, promotion of self-actualisation/reliance and enhance the development of the rural economy.

The programme design consisted of two components, as follows:

- Vocation Skill Training that involved refresher/hands-on training for candidates to enable them improve their skills in

respective trades/enterprises.

- Community Business School (CBS) that equipped candidates with basic business and life skill once a week for duration of six weeks within the training period.

At the end of the training, the enterprise starter pack given to the beneficiaries comprised two components – equipment and cash. The equipment component comprised tangible items (tools, gears, machines, and materials); while the cash component was monetary seed grant to assist the beneficiaries as shop subsidy.

The skills/trades covered by RYSA included the following: aluminium profiling; catering and confectionery; electrical and solar installation; fashion design; hairdressing; makeup; painting, screeding and wallpaper installation; plumbing; PoP and 3-D ceiling installation; tiling; and welding and fabrication.

In actual terms, the RYSA programme had 776 successful beneficiaries in 2020; 782 beneficiaries in 2021; and 773 beneficiaries in 2022.

Tertiary Institutions Entrepreneurship Programme (TEP)

This programme involved intensive entrepreneurship training for selected undergraduates of the state's tertiary institutions who demonstrated observable willingness, passion and capacity for self-employment through the establishment of own business. The selected undergraduates were taken through cognitive and hands-on entrepreneurship training including entrepreneurship masterclass, bootcamp, internship and pitching of business ideas. Successful participants were supported with the relevant enterprise startup equipment and working capital grant. A total of 126 beneficiaries were covered in the single cycle that was implemented.

Girls Entrepreneurship and Skills Training [GEST] Programme

Girls Entrepreneurship and Skills Training (GEST) was aimed at providing Delta girls between the ages of 18 and 30 years with training on various skills as well as life building skills, business and entrepreneurial skills, shop subsidies and starter packs. The processes were transparent, and accessible to all who meet the selection criteria. GEST targeted young girls who already have some experience in their preferred skill areas. The upgrade training in the various skills was designed to prepare trainees to set up and run their own successful businesses upon graduation. The aim was to create a group of skilled and determined young female microenterprise operators who will impact on the state's economy.

GEST envisioned the empowerment of girls to fully realise their entrepreneurial potentials. Its mission was to create a group of skilled and motivated young female entrepreneurs through skills and entrepreneurship training.

GEST commenced with a pilot phase in 2020 with successive runs in 2021 and 2022. GEST trainees received entrepreneurship and skills training. During the 12-week internship, rigorous monitoring and evaluation by the GEST team and external evaluators ensured that the GEST Training Manual and Code of Conduct were adhered to and all issues raised were handled in a timely manner. Graduates of GEST receive enterprise starter packs and shop rent subsidies. The skills covered by GEST include photography, videography, ICTs (website development & graphics design), baking/confectioneries, leather works, professional cleaning services, disk jockey, fashion design, hairdressing and make-up.

In order to consolidate on the success of GEST, His Excellency,

the Governor, created the Ministry of Girl Child Entrepreneurship and Development to scale up interventions that positively impact Delta girls and create more opportunities for them.

The GEST programme covered 450 beneficiaries in 2020, 900 beneficiaries in 2021 and 500 beneficiaries in 2022.

Information and Communication Technology - Youth Empowerment Programme [ICT-YEP]

The training programme was divided into two categories: (i) start up academy and (ii) self- employed. The startup academy was designed for youths who already have some ICTs skills and wish to enhance their technical skills and also position themselves for buy-in from willing investors. The startup academy training module comprised web development, mobile development and UI/UX design essentials.

On the other hand, the self-employed module was designed for youths who want to earn their living from ICTs skills they intend to acquire rather than working for a company or an individual. The self-employed training module comprised computer repairs and servicing, home and office network, advanced solar inverter and repairs, home security design and installation of CCTV and access control and alarm solutions.

The number of beneficiaries of the ICT-YEP comprised first round (2021/2022) 593 youths and second round (2022/2023) 575 youths.

Women Empowerment and Skills Acquisition Programme (WESAP)

This programme, which was targeted at women from 35 to 50 years old, has three components, as follows:

i. Petty trader cash grant: This involved outright cash grant to support market women with going businesses. A total of twelve thousand six hundred (12,600) women were covered from inception in 2020 to 2023.

ii. Unskilled women empowerment: This involved training of women in vocational skills such as fashion design, confectionaries, makeover, gele-tying, hair dressing and decoration/event management. Seven hundred (700) women benefitted from this programme category.

iii. Upskill women empowerment: This involved helping women who already have vocational skills to upgrade their proficiency and start up their own enterprise. The number of beneficiaries of this programme category was seven hundred and sixty (760).

Skills Training by State-Owned Vocational Education Centres

The state government operates vocational education centres (VECs) for the non-formal training of persons who desire to acquire skills of their choice. The number of vocational education centres increased from 4 in 2015, at the inception of the Okowa administration, to 15 in 2023, at the end of the administration. The centres are variously located at Asaba, Ozoro, Sapele, Agbarho, Bulu-Angiama, Owa-Oyibu, Otor-Owhe, Afisiere, Emede, Mbiri, Ubulu-Uku, Orerokpe, Kokori, Umutu and Ozanogogo.

This astronomical growth in the number of vocational education centres across the state reflected the administration's priority to enterprise-based skills training for self-employment and livelihood sustenance. The centres operated two rounds of training every year and trainee charges subsidised by the state government. The enterprise skills covered include ICTS, fashion design and tailoring, catering and confectioneries, hair dressing, electrical

works, makeover, welding and fabrication, carpentry, automobile repairs, plumbing, general craft, cosmetology, building works (tiling, interlocking, painting) and barbing. From May 2015 to May 2023, a total of 15,019 persons were trained in the vocational education centres throughout the state.

Enterprise Microcredit Support by Delta State Micro, Small and Medium Enterprises Development Agency (DEMSMA)

The Delta State Micro, Small and Medium Enterprises Development Agency was established in October 2014, that is, 7 months before the Okowa administration. The objective was to promote the growth and development of micro, small and medium-scale enterprises through microcredit, capacity building, business advisory and related support. From 2015 to 2023, the agency supported a total of 31,692 business owners in leather works, agribusiness, trading, artisan works, welding and fabrication, fashion design (akwaocha), barbing, motorcycle and tricycle transport.

Training and Enterprise Support under the UNIDO Centre/Export Initiative

The Export Initiative was established in November 2019 with a view to supporting the production, development and export of comparative advantage non-oil products of Delta State. The initiative was domiciled at the pre-existing UNIDO Centre for the training for and production of leather products. Activities of the initiative included training on production and processing for export, branding and packaging for export, documentation, procedures and registration for export, export financing options, understanding the export market and its pricing situation and the sourcing of export buyers. In addition, the initiative ran a

programme of training of persons in leather products including bags, sandals, footwears, belts and others. An aspect of the export training activity covered exportable agricultural products such as plantain, fish, cassava, vegetable and spices).

The training of local producers for the export market connected with the State Ministry of Trade and Investment and Ministry of Agriculture and Natural Resources as well as with relevant product regulatory institutions such as National Agency for Food and Drugs Administration and Control (NAFDAC), Standards Organisation of Nigeria (SON), Nigerian Agricultural Quarantine Services (NAQS). The total number of persons successfully trained under the leather works and export initiative was 200.

Multipurpose Youth Training Centre, Egbokodo

The Multipurpose Youth Training Centre (MYTC), Egbokodo, was founded by Delta State Government in partnership with United Nations Development Programme (UNDP) and Shell Petroleum Development Company (SPDC) in 2008. Established within the context of the collaborative Niger Delta job creation and conflict prevention initiative, it was initially managed by United Nations Office for Projects Services (UNOPS).

With the advantages of well-equipped training workshops and residential facilities, MYTC was designed to provide technical support and capacity for youths through mindset reorientation, vocational training, skills development, entrepreneurship training and counselling. The centre offers various enterprise-oriented skills including welding and fabrication, motor vehicle repairs, information and communication technology, tailoring and fashion design, hairdressing and cosmetology, carpentry and joinery, electrical installation and electronics technology, catering and hotel management. Between 2015 and 2022, with the exception of 2016-

2017 when activity was suspended due to re-organisation, the centre trained and graduated a total of 1,008 youths in various skills.

CHAPTER 9

Developing Agricultural Value Chain Through Market Stimulus: Three Examples From Delta State

The Concept of Agricultural Value Chain

Agricultural value chain refers to the gamut of economic mechanisms, exchanges, processes and services that characterise the flow from the production of agricultural commodities through farmgate handling, processing, preservation, storage, marketing, distribution and sales of agricultural products to the final consumer. As a chain, no individual segment or link can function well without the proper functioning of another. This underscores the interdependence and interrelatedness of individual segments and links in the agricultural value chain.

The strength of the agricultural value chain is a function of two major factors – the efficiency of individual segments of the chain (production, processing or marketing) and the potency of the link (that is, synergy) between individual segments. For example, for agricultural value chain to perform optimally, farm-level production must be efficient, profitable and responsive to market needs. In the same vein, processing, preservation and transportation services must operate efficiently to add form-, time- and location-value to agricultural produce in a sustainable manner.

In line with the principle of the chain, an agricultural value chain is as strong as its weakest link. So, if farm-level production is inefficient and unprofitable, if the producer lacks stable market and fair prices, if the market operator lacks required infrastructure for warehousing, preservation and storage or if the agro-processor faces irregular supply and exorbitant cost of agricultural raw materials, then the agricultural value chain risks breaking down or operating in a haphazard manner.

Models and Practices of Linking Producers to Market

One of the major drawbacks to the optimal functioning of agricultural value chain in the country is the weak link between production and market. The agricultural value chain is characterised by a marketing paradox. A typical marketing paradox is that buyers, such as supermarkets, processors and exporters, complain about inadequate and poor-quality supply while farmers complain about lack of markets. This mismatch between production and market underscores a malfunctioning of the agricultural value chain with three interlocked drawbacks: (i) producers are not sufficiently market-oriented in the type of output and do not have the ability to respond to identified markets through value addition activities such as grading, cleaning, sorting, packaging, bulking, and primary processing; (ii) processors/market operators are not sufficiently stimulating desired types and volumes of agricultural output from existing and/or new farmers; (iii) there is acute shortage of commodity aggregators or market brokers to intermediate or facilitate business relations/transactions between the farmer and market.

Hence, a lot of emphasis is currently being given to linking agricultural producers to markets as a means to unleash the agricultural value chain. Linking farmers to markets essentially

involve organising and realigning farmers and creating profitable connections or relationships to identified markets. Linking producers to markets can be done through a variety of models and practices, with different applicability in scale, time and place (Shepherd, 2007).

Approaches for linking farmers to markets can be either "top-down" approach, whereby a broker or facilitator identifies market demand, finds and organises a group of farmers to meet the demand; or "bottom-up" approach whereby farmers themselves work together to find market for their produce and organise supply to the identified market. Whether it is top-bottom or bottom-top, the availability of market is prerequisite for every linkage arrangement.

Beyond the mere availability of market, it is necessary for the market system to show profitability and viability for value chain operators including producers, processors and service providers. On the other hand, farmers should be able to supply the market in terms of the quality required with assured reliability of supply expected by the buyer.

Examples of models and practices for linking farmers to markets are given as follows (Shepherd, 2007):

i. Linking farmer to domestic trader.

ii. Linking farmer directly to a retailer.

iii. Farmer – anchor farmer – market linkage.

iv. Farmer – cooperative society (farmer organisation) – market linkage.

v. Farmer – agro-processor – market linkage.

vi. Farmer to exporter linkage.

vii. Contract farming approach.

Each of these market linkage options represents alternative marketing channels by which the farmers' harvests can be taken off from the farmgate through a process of value-addition to the final buyer or consumer. As farmers' output leaves the farmgate point, it undergoes any or a combination of three forms of value addition, which are form, place and time.

Value addition in "form" refers to the transformation and processing of raw agricultural output into intermediate or final products for consumption or industrial use. Value addition in "place" means transportation of raw agricultural output or its transformed/processed form from one location to another, perhaps to gain demand or price advantage. Value addition in "time" refers to the preservation, storage or warehousing of agricultural output or its processed form for future sale or use.

The option of farmer-domestic trader linkage is a straightforward bilateral arrangement. The domestic trader can either buy at the farmgate or in the local market. The domestic trader is a bulk-buyer who enjoys economies of scale through purchase and aggregation of large quantities at the farmgate or in local market. The main risk to the domestic trader is the high marketing cost, particularly aggregation and transportation, depending on the remoteness of the farmgate, burden of aggregation or physical access to the local market.

High marketing risks tend to depress the prices offered to farmers by the domestic trader, but farmers can improve their negotiating power through group method and with sufficient contextual price and demand information. While this arrangement may be convenient to the farmer as it entails minimal off-farm costs, it limits the market exposure of the farmer to only traders that participate in the local market.

In a farmer-retailer linkage, whereby the farmer is directly linked to a retailer, for example, a supermarket, the relationship is a one-on-one affair, often initiated by either the farmer or the supermarket. Under this arrangement, the farmer is required to supply high quality output, say fruits and vegetables to a supermarket chain. Prices and supplies are negotiated between the farmer, individually or in group, and the supermarket chain from time to time.

Under the farmer - anchor farmer - market linkage, individual small farmers are connected to a large farmer known as anchor or lead farmer, who in turn, is linked to the market. The anchor or lead farmer plays a vital coordinating and facilitative role in output aggregation, quality assurance and regularity of supplies to the market actor. The anchor farmer gets a price margin for the economic function performed in the market system.

In some cases, the market brokerage role of the anchor or lead farmer is performed by the farmers' cooperative association. This farmer – cooperative association – market linkage is important for projecting and protecting the economic interests of the farmer from the short to long term. The success of this linkage however depends on the capacity of the farmer cooperative association to organize the farmers, negotiate market terms and enforce group discipline.

Under the farmer – agro-processor – market linkage, the big market player is the agro-processor who bulk-purchases farm output directly from the farmer (individuals or group of farmers) and uses it as raw materials for the production of higher value forms of the product. Examples are the processing of palm fruit bunches into palm oil, processing of cassava tubers into garri, flour or starch, processing of rice paddy into milled rice and processing of fish into dried and packaged fish.

If well-functioning, the arrangement can provide secure market for the farmers output at mutually negotiated price and the agro-processor demand may in fact constitute additional market to the traditional sales in local markets. In some cases, the agro-processor may enter into a quasi outgrower arrangement with farmers whereby inputs and technical assistance are provided on credit, in exchange for a share of the output. This arrangement relieves the farmer of the cash needs for production inputs and gives access to good quality inputs and technical guidance.

The farmer-exporter linkage arrangement gives the famer exposure and access to high value markets. While this linkage model shares some similarities to the farmer-domestic trader linkage arrangement, it entails stricter requirements of quality, safety and traceability. The exporter may be directly involved in processing, packaging and marketing, depending on the type of agricultural product involved. For the farmer to meet these high-end requirements; there should be active involvement of the exporter in facilitating high quality inputs, training, technical assistance and funding to the farmer. In some cases, on-farm supervision is necessary for quality assurance. The link between farmers and commercial exporters exposes the farmer to good agricultural practices and export certification protocols. Over time, farmer develops the capacity which can be deployed outside the market linkage with the exporter.

In practice, the farmer-exporter and farmer-agro-processor-market linkage models apply the methodology of contract farming or out-grower scheme in executing arrangements between parties. Even though there are many variants of contract farming, it typically involves a formal agreement or contract between an off-taker and a group of farmers (individual or operating as a group). The off-taker provides land, production inputs, training and technical assistance

to farmers (out-growers) who are required to produce agricultural output exclusively for the off-taker at pre-negotiated price. The incentive for the farmer is the assured availability of farmland, access to inputs, net income and guaranteed market arising from the agreement. Similarly, the off-taker is motivated by the assurance of regular supply of the right kind and quality of output.

Unlike other farmer–linkage models that involve on-the-spot market negotiation and loose informal agreement on supply, the farmer–exporter linkage and contract farming or outgrower model are predicated on 'exclusivity' requirement. This means that the farmer is tied by a formal agreement to produce and supply all output exclusively for the offtaker. Reaching an agreement for a contract farming or outgrower scheme can be very tortuous because of the need to balance the interests of the contract farmer/outgrower and off-taker.

The common risk is that there is a tendency for the outgrower to engage in extra-contractual diversion and sale of output, particularly if and where there exists some price advantage. For contract farming or outgrower to work effectively, there should be speedy and effective mutually subscribed dispute resolution mechanisms to tackle disagreements between parties.

Example I:
Production and Processing Support Programme (PPSP)

The main vehicle for the holistic development of agricultural value chain was the Production and Processing Support Programme (PPSP). PPSP comprises strategies and measures aimed at transforming the agricultural value chain by enhancing synergy and linkages of the production, processing and marketing segments of the value chain. The goal is to promote overall efficiency, profitability and sustainability of the entire agricultural value chain.

The production-side measures are designed to upscale the use of modern inputs and technologies, increase outputs and productivity of crop, livestock and fishery enterprises. The processing-level measures seek to improve the scale, timeliness, efficiency, quality of postharvest handling, storage and agricultural processing through technological interventions, provision of facilities, capacity building and quality standardisation. On the other hand, marketing-level measures aim to enhance farmgate aggregation of outputs, flow of market and price information, market offtake and fair pricing of agricultural outputs.

In specific terms, PPSP was implemented via a mix of value chain support interventions, including the following:

i. Provision of grant-in-kind production inputs, technologies and training to smallholder farmers.

ii. Provision of grant-in-kind equipment, technologies and training to micro and small-scale agro-processors.

iii. Provision of tractors to farmer cooperatives, anchor farmers and tractor service providers on soft lease basis, to enhance farm mechanisation.

iv. Facilitation and support for out-grower schemes, off-taker arrangements and market linkages to smallholder farmers. An example is the pilot foods (garri) export initiative, reported in the latter part of this chapter.

v. Facilitation of suitable loans and credit to farmers and agricultural value chain operators to boost working capital and sustain output.

vi. Promotion of public-private partnership (PPP) in the establishment and development of agricultural and food processing centres (hubs) to leapfrog the agricultural value chain. Examples include (a) Agro-Industrial Park, Aboh

Ogwashi-Uku; (b) Norsworthy Company's investments in Oil Palm Plantation and Processing at Akwukwu-Igbo; and (c) PPP investment in the development and upgrading of Songhai Delta Agro-Complex, Amukpe through a Special Purpose Vehicle (SPV), which equity is shared between the state government (20%) and Adventium Global Development Limited (80%).

Example II:
The Marketing Coordination and Facilitation Initiative

The Agricultural Marketing Gap

Farmers in Delta State, like in other parts of the country, are plagued with the perennial problems of inadequate, irregular and unfair markets for their agricultural produce. The problem is typified by low and uneconomic prices of cassava tuber/roots, glut of broilers and price crash during festive periods, spoilage of tomatoes because of lack of ready off-takers and so on.

On the other hand, buyers of agricultural produce are constrained by huge logistics in dealing with dispersed farms; high transaction costs arising from poor market infrastructure; and inability to get the right quality and quantity from the farmers, as and when needed. The result is a market irony or disconnect, whereby the farmers cannot find buyers for their produce while processors/industries cannot find produce to buy as and when needed.

As a public policy response towards redressing the marketing gap problem, His Excellency, Senator Dr. Ifeanyi Okowa established the Agricultural Marketing Coordination Committee (AMCC) on the 25th of February 2016. This committee was charged to mitigate the marketing problems faced by farmers in

Delta State in tandem with national-level efforts of the federal government. The intervention of the committee was facilitative and catalytic in nature. The specific functions of the committee included:

i. identify existing and potential markets for agricultural produce and devise measures and arrangements for farmers to access those markets;

ii. obtain and disseminate market information to agricultural producers and thereby improve information flow between farmers(sellers) and processors (buyers);

iii. proffer measures for boosting market infrastructure and facilities such as warehouses, cold storage and output aggregation centres;

iv. identify and coordinate measures for facilitating the links between production clusters/farmers and off-takers within and outside the state;

v. identify and coordinate actionable measures to encourage market-oriented production by farmers;

vi. organise and facilitate capacity building for marketing intermediaries and brokerage agents along the commodity marketing channels; and

vii. collaborate with national and international agencies in tackling the agricultural marketing problems faced by farmers.

Intervention Approaches and Achievements

In order to discharge these functions, the committee adopted several implementation strategies and approaches. They included:

i. Inventory of existing and potential markets for priority agricultural commodities.

ii. Brokerage and facilitation of market linkages and/or offtaker arrangements between farmers and processors/market agents.

iii. Diagnostics of the commodity marketing chains for bottlenecks, gaps and challenges.

iv. Application of solutions for alleviating the observed marketing problems.

v. Sensitisation and enlightenment of farmers and producers on existing and prospective markets and how to access them.

vi. Capacity building of farmers and producers on market penetration, product development, market targeting, market responsiveness and price negotiation.

The committee was organised into Commodity Working Groups (CWGs). Each of the CWGs dealt with respective focal agricultural commodities, as follows: root and tuber crops (cassava, yam, etc.); grains and cereals (rice, maize); tree crops (oil palm, rubber, cocoa, moringa); fruits and vegetables (tomato, pepper, okra, watermelon, etc.); livestock (poultry, etc.) and fishery.

The Commodity Working Groups (CWGs) related with farmers, producers, market agents and value chain operators through consultation, dialogue, capacity building, brokerage and facilitation. Over the life of the committee, it designed and executed context-aligned commodity market linkage models including outgrower options that enhanced farmers' access to the market through facilitation of negotiations for offtake by market operators.

The Working Groups formulated and validated commodity enterprise budgets to inform and guide price negotiation between farmers and market offtakers. There was elaborate and sustained enlightenment and sensitisation of farmers in the state on 'producing for the market' and availability of market for their outputs. Capacity building of farmers' organisations and farmers'

cooperative associations was stepped up, as a means to improve their organisational abilities, market negotiation skills and outreach capabilities.

The time coincidence of the Agricultural Marketing Coordination Committee and Central Bank of Nigeria-initiated Anchor Borrowers Programme in Delta State enabled the pooling of efforts to actualize linkages between farmers and market. The joint efforts yielded considerable results in the identification and screening of prospective market operators or offtakers, validation of economics of production across the focal enterprises and facilitation of price negotiation between farmers and market operators.

Example III:
The Foods Quality, Packaging and Export Project (FQPEP)

Background to the Foods Export Project

The flagship of Delta State agricultural marketing intervention initiative was the Foods Quality, Packaging and Export Project (FQPEP). This project was approved for pilot implementation by the State Executive Council on the 5th of September 2017. The pilot implementation was focused on transforming cassava to high quality, hygienically packaged and internationally traded garri.

The project was motivated by two factors. One, to show "proof-of-concept" which is to demonstrate the merit, workability and job and wealth creation impacts of market-led agricultural value chain transformation. By the demonstration, cassava-garri value chain operators ranging from cassava farmers, processors, marketers and agribusinesses learn and adopt the systems, practices and standards enunciated. Two, to implement a gap-filling agricultural development intervention model with diverse social, economic and

fiscal benefits to the government and people of Delta State.

With these underlying factors in mind, the goal of the FQPEP was to create jobs and wealth through market-oriented transformation of the cassava value chain. It is based on the logic of linking cassava farmers and processors to export markets in order to ensure better prices and higher incomes. It was expected that the workability and success demonstrated by the pilot phase of the project will be replicated and expanded through application to other commodities.

Modalities and Activities

FQPEP aimed at a four-dimensional goal: high quality garri, hygienically packaged, market-branded and exportable. These tasks and activities involved were as follows:

i. Rapid appraisals of cassava production systems in Delta State.

ii. Benchmarked assessments of cassava processing mills and technologies in Delta State.

iii. Needs assessment for the development of cassava-garri value chain in Delta State.

iv. Meetings with cassava processors and cassava farmers.

v. Pathfinding the cassava tuber raw material supply chain in Delta State.

vi. Food quality assessments of marketed garri in Delta State.

vii. Upgrading and standardisation of designated cassava processing mills.

viii. Training and capacity building for cassava processing mill managers, operators and workers.

ix. Rectifying the technological and investment gap in garri packaging and branding in Delta State.

x. Engagement with offtakers (sellers) and Diaspora consumers.

xi. Engagement with product name (trademark) registration institutions and food-quality certification agencies.

xii. Engagement with export promotion agencies.

Achievements of the FQPEP Pilot

Upgraded and accredited three (3) model pilot cassava processing mills: The baseline situation at the commencement of the foods export initiative was the absence of cassava processing mills that met the quality standards for international or export market. The pre-project reconnaissance of the existing cassava processing mills around the state revealed the use of traditional and antiquated equipment and technologies, poor and indiscriminate processing and handling practices, weak physical structures and lack of regard for hygiene in the processing operations.

The intervention by the foods export initiative involved the upgrading of processing equipment in the designated mills, training on the use of the modern equipment, training on standard processing procedures and practices from input to output stages.

The upgrading of the equipment and training of processing mill operators were carried out based on the prescriptions and standards enshrined in the "Standards for Cassava Products and Guidelines for Export" produced jointly by Consultative Group on International Agricultural Research (CGIAR)-affiliated International Institute for Tropical Agriculture (IITA), Standards Organisation of Nigeria (SON).

The rapid appraisal of the existing cassava processing mills revealed the promising centres that should be designated, upgraded/supported and accredited for the processing of cassava tubers into export-quality garri. Deriving from the reconnaissance on cassava processing mills in the state, the foods export initiative prepared the checklist of equipment, tools and items that should be integral components of the processing mill that can meet the quality for international and export market. The equipment, facilities and utilities are as follows:

- A building, comprising a wet section and a dry section.
- Wet section - for fresh roots grating and pressing (dewatering).
- Dry section - for sieving, toasting/frying/roasting, packing.
- Washing bay - for washing of peeled roots (either within the peeling section or the wet section).
- Peeling section.
- Mechanical Grater with stainless steel plate.
- Stainless steel fryer with chimney.
- Hydraulic Press.
- Borehole for water (water availability is very crucial).
- Soak away, connected to the wet section.
- Wet section - wall tiled with white tiles, while floor tile is used on the floor.
- Tiling of the floor end-to-end.
- Store.
- Coverall.
- Cloak room/office.
- Mechanical Sifter.

- Weighing scale.

The pre-financing arrangement: The upgrading of cassava processing centres owned by cooperative societies or farmer groups was done based on a pre-financing arrangement. Pre-financing refers to a tied credit system whereby upgrading equipment and materials are provided to the processing mills in exchange for mandatory future repayments in instalments that are executed through successive at-source deductions of the monetary value of the equipment from the sales/deliveries of garri to the packaging factory. This credit technique relieves the cassava processing mill of undue debt burden, while committing the cassava processing mill to mandatory repayment thereby minimising the risk of repayment default.

The tying of credit to production/sales of the processing mills is an innovative financial risk-management technique that can be emulated by other state government agricultural market development programmes and projects.

Created cassava supply channels to processing centres

FQPEP identified and established high-potential aggregation, supply and take-off points to ease the sourcing and marketing of cassava tubers in various parts of the state.

This notion of aggregation is necessary to remove the well-acknowledged binding constraint to the viability and bankability of the cassava supply chain across the country. In solving the critical bottleneck to cassava value chain development in many areas, the creation of aggregation hubs for cassava tuber supply is a major accomplishment towards diminishing the logistics costs associated with assembling scattered pockets of cassava harvests from farms in

remote areas. This aggregation factor has wider resource-saving effects in unlocking the cassava value chain.

The cassava tubers aggregation points were in various axes identified as follows: OnichaUgbo-Igbodo hub, Abavo-Abraka hub, Ozoro-Oleh hub, Sapele-Ughelli hub and others. The aggregation hubs save farmers the logistics nightmare of waiting endlessly and fruitlessly for some buyers to come and pick up small amounts of cassava tubers from scattered locations.

The project brought unprecedented relief to cassava farmers in the sense that entire cassava stands on a given farmland can be negotiated, paid for and harvested en bloc thereby saving the farmer the prohibitive harvest labour costs and transport troubles.

Established quality assurance systems for high quality garri: FQPEP accomplished the integration of food quality assurance in cassava processing end-to-end, ranging from peeling, washing, grating, fermentation, dewatering, sieving, roasting, cooling and packaging. The quality standards were not in existence prior to the implementation of the foods export initiative.

The quality assurance procedures and standards created along the cassava-garri value chain are as follows:

i. Standard operating procedure for the processing operations including sequence of operations, cassava tuber handling, timing thresholds, appropriate mix of ingredients, safe use of equipment and materials, hygiene rules, garri (output) handling, etc.

ii. Standard operating procedure for quality assurance.

iii. Standard operating procedure for cleaning of factory and equipment.

iv. Standard operating procedure for maintenance of equipment;

v. Standard operating procedure for waste disposal management.

vi. Batch formulation and method of preparations.

The foregoing brochures were further simplified into easy-read and digestible training manuals which were used for the hands-on training of farmers, processors and value chain operators.

Farmers, cassava processors and value chain operators have been trained and are now knowledgeable and skilled on these quality assurance procedures and standards as applicable. Moreover, these procedures and standards are well documented in simple-read brochures that are available as reference and learning purposes by persons and groups who did not participate in the training sessions. This is an unquantifiable knowledge- and skills-enhancement developmental intervention.

By the quality assurance mechanism, the harvesting, handling and processing of cassava into garri are done under the close watch of the quality and standards staff of the foods export initiative. This precautionary measure has ensured that the brand of garri produced by the accredited processing centres meet all the quality requirements.

The international (export) quality criteria, food safety and preservation standards accomplished and duly verified by the National Agency for Foods and Drug Administration and Control (NAFDAC) as grounds for the food quality certification are given in Table 9.1.

Table 9.1: Garri Quality Criteria Attained

No.	Garri quality criteria	International benchmark accomplished
1.	Moisture level	Maximum of 7%
2.	Hydrogen cyanide content	Maximum of 10 mg per kg
3.	Crude fibre property	Maximum of 2%
4.	Microbial elements	Free of microbial contaminants such as salmonella, e. coli, coliform, yeast and mould
5.	Extraneous materials	0% extraneous materials such as sand, unwholesome particles, etc.
6.	Organoleptic properties	Must be odour-less, homogenous taste and homogenous colour.
7.	Granular size and pattern	Identity of size all-through and fine grains ranging 0.35-1.00mm
8.	Storability (safe shelf duration)	The garri brand has 12 months storability, compared to conventional garri that cannot store beyond 4-6 months.

The high-quality, packaged, branded and ready-for-export garri was launched by His Excellency, Senator Dr. Ifeanyi Okowa on the 24th of January 2019.

The quality attributes of the garri were achieved through rigorous and stringent application of standard processing technologies, procedures and practices. The quality assurance and control protocols were professionally administered by a food biochemistry specialist licensed by the professional certification and regulatory body - Institute of Public Analysts of Nigeria (IPAN), an agency under the Federal Ministry of Health.

Established automated garri packaging factory: One of the most distinctive achievements of the foods export initiative is the creation, from the scratch, of the state-of-the-art automated garri packaging factory at Issele-Uku. The packaging factory comprises two separate production equipment configuration or lines for 2kg and 10kg packs each. The production equipment performs operations beginning from filling, weighing, packaging, sealing/sewing to roll-out of package. The entire process is closely operated by trained and hygienically fitted factory superintendents.

Other component facilities and units of the factory are as follows: input section, product storage section, quality assurance test laboratory, mini-clinic, machine control room, cloak section, office section and rest room.

The 2kg packaging line has operational capacity for 5,000 packs a day, that is, 10 metric tons; while the 10kg packaging line has operational capacity for 500 packs a day, that is, 5 metric tons. Altogether, the packaging factory has operational capacity to handle 15 metric tons of high-quality garri every day.

The food quality test laboratory is the first of its kind in Delta State. The laboratory will in the future be available for food quality assessments regarding other agricultural commodities. The food products that will benefit from the use of the quality test laboratory facilities include processed fish, yam flour, cassava flour, cassava starch and cassava chips.

Product name and trademark registration for garri and other food products: FQPEP secured an all-embracing all-time product name, label and trademark registration for garri and other food products produced in the state. This is a very significant license for food product branding and marketing and the foods export initiative can

franchise this product name and trademark to private sector in due course. The product name is *Delta State Foods* and the label or trademark is as shown on the 2kg and 10kg packs.

Identified and utilised export market outlet for high quality garri: FQPEP secured export-targeted offtakers for high quality garri from the state. The feedback from the export offtaker indicates consumer enthusiasm for the high quality garri. In particular, the Diaspora consumers report great satisfaction with the quality, decency and ease-of-handling of the product. This marketing arrangement is to deliver the high quality garri to the export offtaker in Lagos. The handover of the product in Lagos extricates the state government from the business of port handling, shipping and clearing at destination port, transactions which are best handled by private sector operators.

Developmental Impacts of FQPEP

The job and wealth creation benefits of FQPEP make a compelling case for the sustenance of the model and its replicability for other agricultural commodities.

Backward Spillover Effects on Cassava Farming

The development impact is an outgrowth of the transformation of the cassava-garri value chain which has phenomenal spill-over social and economic effects. The impetus from the upward demand for cassava tubers is encouraging the planting of high-yield cassava varieties that satisfy the quality requirements of the foods export initiative. The demonstration effect of quality standards for agricultural products is serving as a potent advocacy tool for making farmers and processors more conscious of quality and market

requirements.

Capacity Building Impact

FQPEP has transmitted and imparted capacities, skills and knowledge on staff of the State Ministry of Agriculture and State Ministry of Commerce and Industry (now Trade and Investment) regarding the administration and enforcement of food quality and standards. Before the implementation of the project, these capacities and knowledge were lacking among the staff.

Challenges Encountered and Lessons Arising

An initial anticlimax was the failure of locally marketed garri state-wide to meet the quality threshold for export or international market. Every garri sample obtained from local markets across the state failed to satisfy the quality criteria including its moisture rate, content of hydrogen cyanide, microbial contaminants, extraneous materials, crude fibre level, organoleptic properties (colour, taste and odour). This situation posed a major setback to the workplan because it necessitated a revamping of the cassava processing segment of the value chain so that there could be garri that is exportable. The lack of good quality garri for packaging and export was a principal drawback to the entire project.

The situation was aggravated by the delay and difficulty in getting cassava processing mill owners to oblige their mills as pilot processing centres for the high-quality export garri. Many cassava processing mill owners were not initially convinced that the export project would work, citing typical experience with previous government agricultural projects. Their apparent lack of faith in the process and perceived skepticism caused unwillingness and reluctance in accepting the fact that this project will be implemented

differently and faithfully.

The project encountered bureaucratic delay in product registration and quality certification by the regulatory agencies. It took more than the expected time to complete the registration of product name, label and trademark by the Trademarks, Patents and Designs Registry, Commercial Law Department, Federal Ministry of Industry, Trade and Investment. The registration is a prerequisite for the marketing and export of the high quality garri as a patented product. The patenting confers on Delta State Foods Export Initiative the exclusive right to market food products under the registered name, label and design.

The market off-taker (exporter) faced prolonged waiting time for shipment of cargo from Lagos port (Apapa). The delay was linked to the Apapa traffic gridlock resulting in long queues on the port access road. Incidentally, the shipment period coincided with the rehabilitation of access road to the port area. This delay imposed huge business costs and time loss to the off-taker and constituted a major extraneous drag on the export process.

Key Messages from the FQPEP Pilot

The pilot demonstration of the production, packaging, branding and export of high quality garri has generated key messages for interventions to unlock the agricultural value chain in the country. While the creation of the packaging facility has bridged the yawning market investment gap in the downstream segment of the commodity value chain, the institution of food quality standards solved an age-long market failure of the commodity value chain. The pilot implementation of FQPEP has proved that:

i. Huge social and economic benefits are being missed under the persistent poor orientation and weak linkages of the farmer to

the market. The opportunity cost of the situation goes beyond the economic losses arising from the wastages of farm output and gross underutilisation of on-farm potentials to the missed income, employment and livelihood externalities of a well-functioning agricultural value chain.

ii. Attaining quality and standards is key to product competitiveness, buyer confidence and market off-take. Therefore, establishing sustainable linkages between farmers and markets should necessarily involve capacity building (training, reorientation) and institutional measures to upgrade quality of output, from the farmgate through processed output. It will be highly impactful to replicate and expand the example of FQPEP food quality test laboratory for assessing and validating food quality and standards.

iii. Hygienic (safe) packaging, market branding, product registration and quality certification should be integral elements of market development support package to agricultural value chain operators. Without these product qualities, agro-processors' access to market is inhibited and there will be abysmal low integrity or confidence in the food product market.

iv. The brokerage or intermediation function is crucial to fostering linkages between farmers and market operators (agro-processors and commodity traders). This marketing (economic) function can be performed by individual operators, corporate entities, marketing organisations, community-based bodies or farmers own associations.

v. Regulatory and business environment bottlenecks such as lack of marketing infrastructure and facilities, logistics burden and product certification difficulties, can impose severe

constraints, costs and risks along the agricultural value chain. Measures to eliminate cost escalation by solving regulatory and business environment constraints will contribute to unlocking the agricultural value chain.

vi. Well-reasoned smart public policy intervention is fundamental to correcting the malfunctioning and underperformance of the agricultural value chain, from the farm to the market. However, to be efficient, effective and sustainable, the government intervention must be strategically complementary, not substitutive of private sector role. Moreover, it must be sharply targeted, critically supportive, gap-filling and pathfinding in form and content. Government intervention should not be market-distorting or create opportunities for rent-seeking market behaviour. The Delta State Foods Quality, Packaging and Export Project (FQPEP) offers a veritable model of how and in what manner public policy should act in unlocking and transforming the agricultural value chain in the country.

vii. There is great value in pilot testing of a policy, programme or project prior to full implementation. But most often, policies and programmes are executed fully from conception, without a pilot test, because of time constraint and the political expediency of policy officials to achieve quick results over large segments of the population. Nonetheless, the merits and advantages of pilot experimentation of policy, programme or project remain valid and attractive. The pilot run of a policy or programme is a means of learning what works and what does not. It exposes beforehand the mistakes that could be made and helps to avoid making those mistakes on a larger scale. During the pilot run, there is a demonstration of how the

policy or programme could work; the challenges likely to be encountered and signals on possible ways to tackle the challenges at full implementation.

FQPEP was not intended to be run or owned continually by the state government or its agencies. The idea is to test-run a market-led commodity value chain transformation model for adoption, take-over and wider applicability by the private sector. The successful pilot run has cleared the path and shown the way for private operators.

CHAPTER 10

Agricultural Transformation Through Agro-industrial Park Model

The Context for Agro-Industrial Park Model

Economic history of nations teaches that agricultural transformation is a key aspect of the structural transformation of an economy. The trajectory of countries to economic development is underpinned by preceding structural advances in the agricultural economy. Examples include Brazil, China, Indonesia, Malaysia, Vietnam, South Korea and Colombia (IISD, 2019).

Agricultural transformation refers to the progressive and sustained shift from low-input, low-technology, low-productivity agriculture towards high-input, appropriate-technology, resource-efficient and high-productivity agriculture. The process entails an upward shift of the production function towards greater efficiency and maximisation of agricultural sector's potentials for broad-based economic growth, job and wealth creation and sustainable development.

Historical and contemporary experiences underscore that the enablers and drivers of agricultural transformation in any country include infrastructure, institutions, technology, knowledge and business/economic environment. Conversely, Nigeria's agricultural

economy is held down by inadequate agricultural infrastructure, poor technology or low efficiency of production and processing, weak agricultural institutions and misalignment or malfunctioning of the agricultural value chain.

The Case for Agro-Industrial Park Model

One big-push strategy for tackling the myriad problems confronting Nigeria's agricultural sector in an integrated manner is the agro-industrial park model. An agro-industrial park can be described as a predefined geographic area developed with dedicated common infrastructure, shared facilities and amenities for the co-location or clustering of agro-processing, agro-industrial and packaging activities and agricultural value chain service providers. The distinctive impact of the integrated set of infrastructure, facilities and amenities is that individual agro-processing and agro-industries will enjoy adequate and reliable infrastructure, easier logistics, economies of scale leading to reduced production and operational costs.

Agro-industrial parks represent high-impact agricultural growth centres, which generate competitive advantages for the component agro-processing and agribusiness firms, create markets for producers and foster links between producers, attract innovative businesses, create jobs and wealth for the people.

An investor, either domestic or foreign, who wishes to setup an agro-industrial enterprise in Delta State or in Nigeria, faces multiple hurdles, which include land acquisition for growing crops and processing centers; acquiring raw materials and inputs; accessibility to long- and short-term financing; difficult and often expensive logistics; lack of adequate and reliable infrastructure, particularly power and energy; and security issues, among others. Moreover, even when such agro-industrial enterprises are created,

in many cases their operation is affected by low availability and high cost of raw materials; poor logistics and market access; and poor training and knowhow, resulting in poor utilisation of land and processing resources, leading to reduced profits.

The aim of the Delta State Agro-Industrial Park (DSAIP) is to help investors to overcome such difficulties by grouping together a number of independent firms on a single geographic area, enabling them to gain economy of scale, seamless operations, and increased profitability by sharing common infrastructure, namely, roads, power, water, storage, packaging utilities, waste treatment, logistics, transportation, communications, by-product utiliSation; and by having the opportunities for bulk purchasing of inputs and/or raw materials, training and management services, security, laboratory facilities, and more.

In addition, the DSAIP will function as a hub for smallholder farmers to sell, process or store their outputs. By aggregating the produce from farms and smallholder farmers in the region, the DSAIP will be able to link smallholder farmers to larger agro-processing value chains – this will serve to integrate the supply side (smallholder farmers) of raw materials with the demand side (agro-processors) in an efficient manner, eliminating unnecessary middlemen, and ensuring better income to smallholder farmers and competitive cost of raw materials to agro-processors. Such linkage will be implemented through legally-binding contract farming – administered by the DSAIP management – and protecting the interest of both parties.

Smallholder farmers working with the DSAIP will benefit from advanced farming practices and a move from traditional subsistence crops to commercial farming. The DSAIP will have advanced infrastructure, in the form of roads, reliable power, water and sewage systems, waste management (liquid and solid), drainage,

communications, raw materials and finished products storage, firefighting, and security, enabling multiple agro-processing functions such as processing, storage, and packaging.

The DSAIP will offer the tenant firms a range of shared services such as storage, transportation, housing, training and management, export-import facilities, laboratory facilities, maintenance and technical assistance, etc., enabling such firms to reach maximal efficiency and profitability.

The agro-industrial park value proposition comprises the deliverables it simultaneously generates for the different agricultural value chain actors. In terms of infrastructure, the deliverables are ready-to-use infrastructure and facilities, high quality water supply to the factories, central waste and sewage facilities, road and plots ready to start building.

Regarding raw materials availability for agro-industries, the expected effects include developed arable lands, agronomical support for farmers, farm machinery, irrigation infrastructure, availability of agricultural inputs and links to market-oriented commercial farmers. For agro-processors, the expected effects include stabilised agro-processing, mechanism for fostering development of production technologies, increased productivity, increased output, development of production norms and assured logistics such as dry and cold storage.

Advantages and Benefits of an Agro-Industrial Park

The advantages and benefits of agro-industrial park are self-commending. Agro-industries can operate with higher efficiency, drawing on more specialised assets and suppliers with shorter response times than when working alone. Agro-industries can benefit from tacit information and knowledge; which are best

developed and exchanged locally. Business formation tends to be higher in clusters. Industries that will simply start their business 'solo' would probably be more reliant on external suppliers and partners.

Moreover, the scope of cost effectiveness and wise investment enhance the performance of each entrepreneur within the collective group. The agro-industrial park can be a lever to acquire new competencies and access to international markets through participation in such value chains. The park facilitates the development of a pipeline of potential projects.

Farmers benefit from access to services and inputs (seeds, fertilisers, chemicals, financial and technological assistance, etc.) and from a more stable and predictable market, allowing for better financial planning. Processors will benefit from guarantee of quantity and quality of raw materials.

By grouping together several processors, the park creates a market for specialised service providers for agro-processors. Companies in such sectors as sales, marketing, distribution, financial services, export-import, input suppliers, technical assistance, quality control, food catering, would have the economy of scale required for setting up operations in the park and becoming a valuable link in the value chain.

The Delta State Agro-Industrial Park, Aboh Ogwashi-Uku

The Delta State Agro-Industrial Park, Aboh Ogwashi-Uku is a vivid example of how research insight can be instructive and useful in conceptualising, designing, planning and executing an agricultural transformation project.

The Agro-Industrial Park (AIP) was the Okowa administration's strategy for transforming the agricultural value

chain, creating jobs and promoting inclusive sustainable growth. The Park will be a dedicated hub for the operation of agro-processing factories in a profitable and sustainable manner. The value proposition is to eliminate the persistent infrastructural, business environment bottlenecks and logistic constraints that militate against the inflow, operation and sustenance of agro-processing factories in Delta State. The goal is to create and foster a conducive shelter that provides clear competitive operational advantage for agro-processing factories.

Specifically, Delta State Agro-Industrial Park is a delineated 'infrastructure and services shelter' for agro-processing factories. The Park will have dedicated infrastructure and operating environment characterised by business-enhancing services including constant power, water and security, sewage and waste management, warehousing and storage facilities, quality test and equipment workshop facilities and office and residential buildings for the Park Managers.

Co-locating agro-processing factories will be able to operate easily and smoothly in a business-friendly industrial hub, attain optimum production efficiency and enjoy lower operating costs. Also, the agro-industries can achieve higher profitability and viability, access agricultural raw materials more easily and enjoy collaboration with co-locating firms.

Locational Features

The Agro-Industrial Park is located at Aboh, Ogwashi-Uku on 180 hectares of land. The layout comprises three broad segments which are the park logistics centre, the agro-processing area and the irrigated farmlands. The Agro-Industrial Park has wide-ranging geophysical (locational) and operational advantages and benefits for

co-locating agro-processing factories, as follows:

i. Guaranteed access to land and security of land tenure.

ii. Distance of 20km from Asaba the State capital, which is driving time of about 25 minutes.

iii. Distance of 1.5km, a driving time of about 3 minutes from the Ogwashi-uku/Ibusa Road.

iv. Distance of 27km from Asaba International Airport, which is a driving time of about 35 minutes.

v. Located by the confluence of two all-season rivers– River Ubu and Iyi-Ada, both flowing as a tributary into River Niger.

vi. Ease of delivery of agricultural raw materials and evacuation of processed products.

vii. Facilitated access to farmlands for own production or outgrower sourcing of required agricultural raw materials.

viii. Availability of skilled labour.

Agro-Industries Eligible for Allotment of Factory Space

The Agro-Industrial Park is exclusively designed as a hub for agro-processing factories which fall into the following categories:

i. Processing of grains, such as rice, maize, soybean and others.

ii. Roots and tuber crops processing, such as cassava, yam, potatoes and others.

iii. Banana and plantain processing and related products.

iv. Processing of oil palm and related oil-based products.

v. Milk processing, dairy and milk-based products.

vi. Livestock processing, such as beef, broilers, pork and others.

vii. Fish processing and related products.

viii. Processing of fruits and vegetables.

Eligibility Principles and Criteria for Allotment of Factory Space

The Park provides cleared, delineated and tenure-secured commercial plots ready for the construction and development of agro-processing factories. Upon allotment of factory plot through long-term lease, successful individual investors have the obligation and responsibility for constructing and developing own agro-processing factories based on the approved building plan and within the stipulated timeframe.

Prospective agro-industrial investors or firms were required to provide requisite evidence to prove eligibility. The evidence includes the following:

i. Corporate status and profile.

ii. Experience and verifiable track record of investments, projects and activities in agro-processing and agricultural value chain.

iii. Evidence of technical and managerial capabilities to initiate and sustain factory operations in the agro-industrial park.

iv. Proof of funds, that is, evidence of financial capability and readiness to initiate, run and sustain factory operations in the agro-industrial park.

v. Workplan for the construction of the agro-processing factory, installation of equipment, staffing and take-off of operations.

vi. Business plan, financial analysis and operational sustainability strategy for the agro-processing factory.

The Making of Agro-Industrial Park, Aboh Ogwashi-Uku: Chronology of Milestones since 2015

The development and implementation of the agro-industrial park followed a research-based evidence-driven process commencing with the formulation and approval of the Project Concept Memo in August 2015. The systematic procedure and steps involved in the design, planning and implementation of the agro-industrial park are outlined in Table 10.1.

Table 10.1: Procedure Adopted in the Planning and Implementation of Agro-Industrial Park, Aboh Ogwashi-Uku

Step No.	Milestone achieved	Date/period
1.	Preparation of Agro-Industrial Park Project Identification Concept together with Initial Exploratory Studies submitted by the Office of the Chief Job Creation Officer to His Excellency, the Governor.	6 August 2015
2.	Approval-in-principle by the Governor of the Agro-Industrial Park Project.	14 August 2015
3.	Approval by the Governor of the constitution of the Working Committee on Agro-Industrial Parks, with Chief Job Creation Officer as Chairman.	6 October 2015
4.	Consultancy Agreement for Feasibility Assessments and Business Plan Analysis for an Agro-Industrial Park.	29 February 2016
5.	Feasibility Analysis, Site Assessments/Selection, Cost-Benefit Studies, Business Plan Scenario Analysis & Layout Design.	February – August 2016
6.	Public Notice for the Acquisition of Land at Aboh Ogwashi-Uku by Delta State Government.	9 December 2016

Step No.	Milestone achieved	Date/period
7.	Approval by the State Executive Council of the establishment of the Agro-Industrial Park Aboh Ogwashi-Uku through PPP model.	14 November 2017
8.	Delta House of Assembly ratified the approval by State Executive Council for the establishment of Agro-Industrial Park, Aboh Ogwashi-Uku, through Public-Private Partnership.	14 December 2017
9.	Appointment of Contemporary Design Associates as Project Consultant for the Agro-Industrial Park Engineering Procurement and Construction (EPC).	21 January 2019
10.	Execution/Signing of the Agro-Industrial Park Joint Venture Agreement between Delta State Government, Mirai Technologies Ltd. (Technical Partner and Anchor Investor) and Norsworthy Investments Ltd. (co-Investor).	14 February 2018
11.	Completion of Bankability Requirements, including Investment Appraisal, Economic Studies, Financial Modelling, Business Plan, Cash Flow Analysis & Environmental Impact Assessment.	August 2018
12.	Reconstitution of Agro-Industrial Parks Implementation Committee by the Governor, with Chief Job and Wealth Creation Officer as Chairman.	9 August 2019
13.	Completion of Perimeter and Topographic Survey of the land (221ha) designated for the agro-industrial park at Aboh Ogwashi-Uku, acquisition of the land by Delta State Government and payment of compensation to the existing land users.	January 2020

Step No.	Milestone achieved	Date/period
14.	Completion and adoption of Masterplan, Physical Design & Working Drawings (Architectural, Engineering, Etc.) and Bill of Quantities (BoQ).	September 2019
15.	International Bankers Scrutiny and Validation of Feasibility Study, Business Plan, Architectural and Engineering Design & Drawings, Bill of Quantities and Cash Flow Analysis.	February 2020
16.	Completed incorporation of the Joint Venture Company (Special Purpose Vehicle), known as Delta State Agro - Industrial Park Ltd., for the ownership, development and operation of the agro-industrial park and obtained Certificate of Incorporation.	4 September 2020
17.	Approval by the State Executive Council of the domestic loan (CBN CACS) for the agro-industrial park capital cost.	16 June 2020
18.	State Executive Council approves the revised capital costs of agro-industrial park project, Aboh Ogwashi-Uku.	14 July 2020
19.	Agreement reached on the Engineering, Procurement and Construction (EPC) between the State Government and Sequoia Solutions and Innovations Ltd (the local subsidiary of Mirai Technologies Ltd. as provided for in the Joint Venture Agreement of 14th February 2018)	20 July 2020
20.	Payment of initial amount (55%) to project contractor towards the 1st performance milestone in the Engineering, Procurement and Construction (EPC) contract & payment of first instalment of professional fee to project consultant/supervisor.	16 October 2020

Step No.	Milestone achieved	Date/period
21.	The Governor's enlargement of and renewal for the existing Project Implementation Committee on Agro-Industrial Park, Aboh Ogwashi-Uku, with Chief Job and Wealth Creation Officer as Chairman.	19 October 2020
22.	Commencement of construction works by Engineering, Procurement and Construction (EPC) contractor.	26 October 2020
23.	Payment of balance amount (45%) to project contractor towards the 1st performance milestone in the Engineering, Procurement and Construction (EPC) contract.	5 February 2021
24.	Payment of full amount (100%) to project contractor towards the 2nd performance milestone in the Engineering, Procurement and Construction (EPC) contract, which is the supply of rice factory and irrigation equipment & 2nd payment to project consultant.	21 May 2021
25.	Final settlement with HRM Obi of Ogwashi-Uku Kingdom regarding compensation for land acquired & signing of MoU between DTSG and HRM Obi of Ogwashi-Uku Kingdom.	7 June 2021
26.	Approval by the State Executive Council of criteria and procedure for the allotment of factory plots to intending agro-processing investors.	16 November 2021
27.	Public advertisement of the call for Investor and Applications for factory plots in the Agro-Industrial Park, published in ThisDay, Vanguard, BusinessDay and The Pointer newspapers.	22 November 2021

Step No.	Milestone achieved	Date/period
28.	Formal approval by the Governor for the ceding of forty (40) hectares of already acquired agro-industrial park land to Ogwashi-Uku community.	29 December 2021
29.	Payment of first instalment (59.9%) to project contractor with regard to the 3rd performance milestone in the Engineering, Procurement and Construction (EPC) contract, to commence construction of buildings in preparation for the arrival of equipment.	25 February 2022
30.	Field inspection of construction works by the Governor.	21 April 2022
31.	Payment of second instalment (12.7%) to project contractor towards the 3rd performance milestone in the Engineering, Procurement and Construction (EPC) contract, specifically for the timely construction of drains.	7 June 2022
32.	Signing of Deed of Sublease between Delta State Agro-Industrial Park Limited and Jayta Petroleum and Commodities Limited for factory plots [7.2ha] at the Agro-Industrial Park.	5 August 2022
33.	Approval of fluctuation/additional works by State Executive Council, which is upward review of the contract sum due to increase in prices and additional works for the Engineering, Procurement and Construction (EPC) capital cost and project consultancy fee on the Agro-Industrial Park in Aboh Ogwashi-Uku.	15 September 2022
34.	Inspection and issuance of statutory audit certificate by office of the Auditor-General for the equipment supplied/delivered by contractor.	27 September 2022

Step No.	Milestone achieved	Date/period
35.	Payment of third instalment (14.8%) to project contractor towards the 3rd performance milestone in the Engineering, Procurement and Construction (EPC) contract.	14 November 2022
36.	The Governor's authorization of the release of state government's equity contribution to Delta State Agro-Industrial Park Limited.	15 November 2022
37.	Payment of fourth and final instalment (12.6%) to project contractor towards the 3rd performance milestone in the Engineering, Procurement and Construction (EPC) contract.	14 December 2022
38.	The Governor's authorization of the release of part payment (60%) with regard to the work certificate earned by the project contractor under the fluctuation/additional works already approved by the State Executive Council.	3 April 2023
39.	Payment of 23% of the work certificate earned by the project contractor under the fluctuation/additional works.	4 May 2023
40.	Conclusion of negotiation of power supply agreement with an independent power supply provider to the agro-industrial park.	18 May 2023

Management of the Park

The Park Owner-cum-Operator is a Public-Private Partnership (PPP) Special Purpose Vehicle (SPV) which is Delta State Agro-Industrial Park Limited. The proposed ownership structure is private sector (60%) and Delta State Government (40%). This PPP model is intended to ensure the efficient management and sustainability of the Park.

Lessons from the Designing, Planning and Implementation of Agro-Industrial Park, Aboh Ogwashi-Uku

- Credible project appraisal coupled with sound economic and financial analyses are sine qua non for the bankability and financing by local and foreign financial institutions. A project founded on global "best-practice" appraisal protocols easily attracts and retains funding and buy-in from local and foreign banks and financial institutions.
- Bureaucratic delay and procedural bottlenecks in the development of a public private partnership project dim investor confidence, reduce project credibility and hurt inflow of investment, both local and foreign.
- Actualising a credible and sustainable Public Private Partnership (PPP) project takes efforts, time and steadfastness.
- Inter-agency collaboration, cooperation and synergy are crucial for the smooth and timely planning and implementation of a project.
- The availability and readiness of a capable and dependable private sector anchor investor is key to eliciting investors' confidence and resource inflows into the park.
- The overall national business environment matters for the willingness of private investors (local and foreign) to mobilise and channel long-term capital for the development and operation of agro-industries.

CHAPTER 11

Agricultural Value Chain Financing: Concepts, Models and Lessons

This chapter is devoted to discussing agricultural financing as an essential ingredient in the development of agricultural value chain. The special attention to agricultural financing is due to the peculiar challenges of the agricultural value chain and the necessity for customised financing interventions.

Concept and Principles of Agricultural Value Chain Financing

Agricultural finance refers to the mechanisms and processes pertaining to the supply of and demand for loans within the agricultural and agribusiness sector. A central concept in agricultural finance is loan. A *loan* is money, property, material goods or thing of value given to another party in exchange for future repayment, along with interest or finance charges, based on an agreed repayment plan. In financial dealings, a loan is a debt, which the loan taker or borrower owes to the loan giver or lender. Conventionally, a loan is given at an interest rate, which refers to a percentage of the total amount or value borrowed that must be paid in addition to the borrowed amount. The interest rate can be fixed over the term of the loan or variable over different periods of

repayment.

In terms of time horizon, an agricultural loan can be short-term, medium-term or long-term. Short-term loan has a maturity date within a year, medium-term loan has maturity period that ranges from one to five years, while long-term loan has maturity beyond five years. Medium-term and long-term loans are often referred to as term loans because they involve investments in agricultural assets that are used from one production cycle to another, usually over several years.

Short-term finance and term loans serve different purposes for the agricultural value chain operator, just as they imply different risks and costs for the agricultural lender. Short-term finance is suitable for meeting working capital needs and smoothing cash flow shortages within the production cycle. An example is the purchase of production inputs, working materials, labour and related operational expenses.

On the other hand, the long amortisation character of term finance is most suitable for agricultural investments or assets (such as farm buildings, machinery, equipment, production infrastructure, perennial crops, etc.) with long gestation periods before revenues are realised or for which productive value and revenue is accruable from year to year. It is important for an agricultural value chain operator to have an appropriate mix of short-term finance and term loan in order to ensure operational health, growth and sustainability (Hollinger, 2004).

Agricultural value chain operators who use own funds to finance long-term investments, are likely to be confronted with cash flow problems and severe challenges in scaling up profitable operations, adopting new and more efficient technologies and reaping economies of scale. In addition to loan, external finance to

an agricultural establishment or production enterprise can be sourced through leasing or an investment by a third-party, that is, (equity finance).

Rationale for Interventions in Agricultural Financing

The theoretical arguments for development finance (monetary and fiscal) interventions to compensate for financial market imperfections and failures are compelling. Financial markets, operating as a system of free competition between sectors/economic agents, hardly bring about the desired pace, structure and levels of growth and employment in the country. The reasons financial markets are imperfect and sub-optimal in outcomes are the existence of structural weaknesses and institutional deficiencies. Some sectors, particularly agricultural and agro-allied suffer intrinsic competitive disadvantages in the financial markets relative to other sectors, partly due to its exposure to natural risks and uncertainties, long gestation periods and the unorganised, fragmented and highly informal nature of smallholder farmers (Stanbic IBTC, 2011; Hartwich, et al., 2010; Hollinger, 2004). These factors make lending to the agricultural sector cumbersome, riskier, costlier and so, less attractive to banks and financial institutions. Public policy interventions to shore up agricultural financing are therefore a strategy to mitigate these market gaps and inadequacies.

Costs in Agricultural Lending

Like every loan financing, agricultural loan is subject to costs and risks, which individually and collectively influence the interest rate charged by the lender.

In agricultural finance, lending costs are of three kinds:

(i) cost of funds;

(ii) transaction costs (screening, appraisal, inspection and supervision); and

(iii) risk costs associated with the default incidence, enforcement of repayment and/or recovery of funds (Hollinger, 2004).

These three components of lending costs interactively determine the willingness and ability of banks and financial institutions to make agricultural loans as well as the interest rates charged.

Generally, high overall lending costs bring about correspondingly high interest charges by agricultural lenders and in some cases, outright unwillingness to extend agricultural loans. The interest rate on agricultural loan is directly correlated to the agricultural lender's cost of funds. Similarly, the lender's transaction costs (screening, appraisals, disbursement and supervision) constitute an inevitable factor in determining interest rates. In deciding loan interest rate, the agricultural lender also considers the probability of loan default, costs of enforcing loan repayment and costs of recovery of funds, if necessary. These risk factors together determine the size of the risk premium element of interest rate.

Overall, the cost of funds varies according to the source and type of funds. The cost of funds can be conventional, meaning commercial in nature, which is based on prevailing costs of source of funds (such as deposits, bond, equity, etc.) and lender opportunity costs of funds. Otherwise, some funds can have concessionary cost, in the sense that the funds are provided under special finance intervention that mitigate market-determined interest rates.

The effectiveness of banks and financial institutions to make agricultural loans are directly related to their capacity to manage and cope with transaction costs and risk costs. With rigorous agricultural loan screening and appraisal process, the agricultural lender can diminish the probability of default and thereby push down risk costs. However, rigorous loan appraisals may push up the transaction costs while less rigorous loan appraisals could keep transaction costs relatively lower but increase the risk of default, which translates to higher risk costs.

Achieving optimal trade-off across the three components of lending costs is a crucial decision object in making agricultural loans. To this end, banks and financial institutions must have a sound understanding of the economic dynamics of the agricultural sector, proper analysis of costs and risks of agricultural lending and how to manage them.

Agricultural lenders manage loan risks both *ex ante* (prior to lending in order to eliminate default) and *ex post* (after a default has occurred). *Ex ante* measures include loan appraisal, scrutiny of the credit history of the borrower, gathering of information pertaining to loan worthiness of the borrower and assessment of the bankability of the project or business proposal. On the other hand, *ex post* measures relate to matters arising from disbursed loans, for example, monitoring and repayment issues (Stanbic IBTC, 2011; Hartwich; et al., 2010; Hollinger, 2004).

Hedging Against Default Risks

The conventional technique for hedging against default risk is collateral. Collateral refers to the assets which a borrower pledges as security until the loan is repaid. In addition to its function as screening device to reduce intentional default, the collateral

mitigates lending risk by making available to the lender an asset that can be liquidated for repayment of the loan.

Loans which require collateral are referred to as secured or collateralised loans while those which do not require conventional collateral are referred to as unsecured or non-collateralised. For secured loans, the lender either keeps an asset belonging to the borrower until the loan is repaid or has the right to seize such an asset if and when default occurs. Lenders screen assets for their suitability as collateral in order to ensure that the asset is free from present and future claims by third parties, that the security interest on the asset is enforceable and that the security must produce real commercial value if and when enforcement becomes necessary. Another form of loan security or collateral, which is embedded in the loan arrangement, is the borrower's pledge of the asset purchased or acquired through the loan as a safeguard against default.

On the other hand, there are unsecured loans whereby the lender neither keeps an asset belonging to the borrower until the loan is repaid nor has the right to seize such an asset in the event of default. Unsecured or non-collateralised loans are common practices in lending programmes targeted at smallholder farmers, informal sector and micro-enterprises. This is linked to the inability of the borrowers to offer eligible collateral or where the borrower has collateral of very low commercial value to the lender. In this regard, public policy is faced with the stark reality of borrower lack of collateral alongside the compelling need for loans to these unreached micro and small economic agents. To tackle this challenge, many agricultural lending and microcredit schemes adopt non-conventional collateral techniques. These include group-based lending, end-to-end looping or tying of loan to operations along the value chain and cross-guarantees to maximise value for

money and mitigate the risk of default.

Risks in Agricultural Lending

Risks in agricultural lending arise from the uncertainty about the capacity, ability and willingness of agricultural producers to repay loans as and when due. In turn, loan repayment by agricultural producers is potentially affected by production, technical and market exigencies that impact farm operations, farm outputs and farm incomes. Any unforeseen external shock that impinges on agricultural production, income and profitability of the farm enterprise increases the likelihood of loan default by the farmer-borrower. By extension, these possibilities constitute risks for the agricultural lender who is exposed to loss of money if the farmer loses income and profitability (Shepherd, 2007).

The risks faced by agricultural producers are many and varied. From a classic theoretical perspective, there are two broad categories – idiosyncratic risks and systemic risks (Hollinger, 2004). Idiosyncratic risks are specific to individual agricultural production enterprise, such as management and technical failures regarding a farm enterprise and health condition of the enterprise owner or manager. Such risks are non-correlated among farmers and are enterprise specific. On the other hand, systemic risks covary among farmers in a given area. Examples are incidence of flooding, pests and diseases, drought, water shortages, water pollution and extreme climatic events.

From an empirical perspective, the risks faced by agricultural producers, which translate into loan repayment uncertainties for the agricultural lender, can be grouped as follows: production risks, market risks and risks arising from the macroeconomic and policy environment.

Production risks are uncertainties associated with farm-level

productivity, outputs and incomes and overall profitability of the farm enterprise. Except in controlled production environments, crop, livestock and fish production are subject to the vagaries of nature. The main sources of production risks are unforeseen or uncontrollable external climatic, ecological and biological or events such as drought, flooding, pests and diseases outbreaks, irregular rainfalls, water shortages and climate change.

Market risks emanate from seasonal and/or cyclical fluctuations in prices, demand and marketing costs. Agricultural commodities are characterised by relatively longer time lag between the start of production and time of harvest. The gestation period of agricultural production may witness unforeseen changes in commodity prices and demand resulting in profitability difficulties.

Macroeconomic and policy risks refer to shocks and uncertainties caused by macroeconomic and policy changes regarding interest rates, inflation, changes in trade policy and exchange rate regimes. These changes reflect on tradable agricultural products and inputs and by implication, could undermine projections of enterprise profitability. Production performance, enterprise profitability and loan repayment are also negatively affected by factors of the political environment such as instability of government, poor governance and policy inconsistencies or reversals.

In addition to production, market and policy risks which negate loan repayment by farmers, there are farmer-level idiosyncratic or behavioural risks that could diminish lenders' confidence and motivation for agricultural loans. Agricultural lenders are exposed to two broad classes of farmer behavioural risks, namely asymmetric information and moral hazard.

Asymmetric information between a lender and borrower is a

typical problem in lender-borrower relations and has significant impact on lender willingness to extend agricultural loans. The lender does not have the same information as the borrower about the proposed investment or the prior financial conditions of the enterprise. This information deficit situation is exacerbated in agricultural lending because the agricultural economy is predominantly informal.

Moreover, the lender lacks foreknowledge of the borrower's willingness to utilise the loan for the intended purpose and willingness of the borrower to repay the loan as and when due. The asymmetric information problem directly correlates to moral hazard risks, whereby the borrower changes behaviour after receiving the loan. The common behavioural risks faced by the agricultural lender include diversion of loan by the borrower, abandonment of pre-agreed obligations under the loan arrangement and/or unwillingness to repay loan as and when due, that is, willful default.

Another moral hazard risk to lenders is the possibility of round tripping behaviour of borrowers. Round tripping by borrowers is a possibility associated with fungibility of money. Fungibility of money refers to the fact that money of the same currency, say, Nigeria Naira, can be substituted or interchanged for another of the equal value regardless of its source or original intended purpose. In reality, there is no difference between one naira and another naira, both can be interchanged for each other because they are of identical make, form, quality and value. For example, loan money from scheme A can be utilised for purpose B rather than the purpose A which it was initially intended, just as loan money from scheme B can be used to fund the undone purpose A. The interchange or swapping of money between loan uses has potential to undermine the intended value for loan money and the unique objects of

respective financing interventions.

Peculiar Challenges to Agricultural Lenders

One of the binding constraints in the Nigerian business environment is high cost of finance and in particular, acute shortage of long-term finance. These twin forces push up the cost of doing business, thereby diminishing the investor attractiveness and international competitiveness of business and investments in Nigeria. The situation is aggravated, regarding the agricultural sector, due to the heavy dependence on unpredictable natural conditions generally low technology and low overall efficiency of farm-level production. Moreover, the agricultural sector suffers poor infrastructure, which limits the smooth and efficient functioning of the agricultural value chains.

Banks and financial institutions are reluctant to make credit and loans to smallholder farmers and to the agriculture sector in general due to a number of reasons, including high perceived risks; farmers' lack of usable collateral; high costs associated with appraising, administering and tracking loans to numerous remote and dispersed clients; and interrelated production risks such as unreliable rainfall, lack of irrigation, pests and diseases and price volatility (Hartwich et al., 2010; Stanbic IBTC, 2011). As a result, smallholder farmers (SHFs) are generally perceived by banks and financial institutions as too costly, too risky, not credit-worthy and not bankable.

Models for Tackling Agricultural Lending Costs and Risks

Compared to traditional approaches whereby credit and loans are extended to different segments of the agricultural value chain in isolation from each other, the more innovative agricultural lending approaches involve interlocking arrangements that tie production inputs to outputs and markets. A model of interlocked financing of the agricultural value chain is given in Figure 11.1.

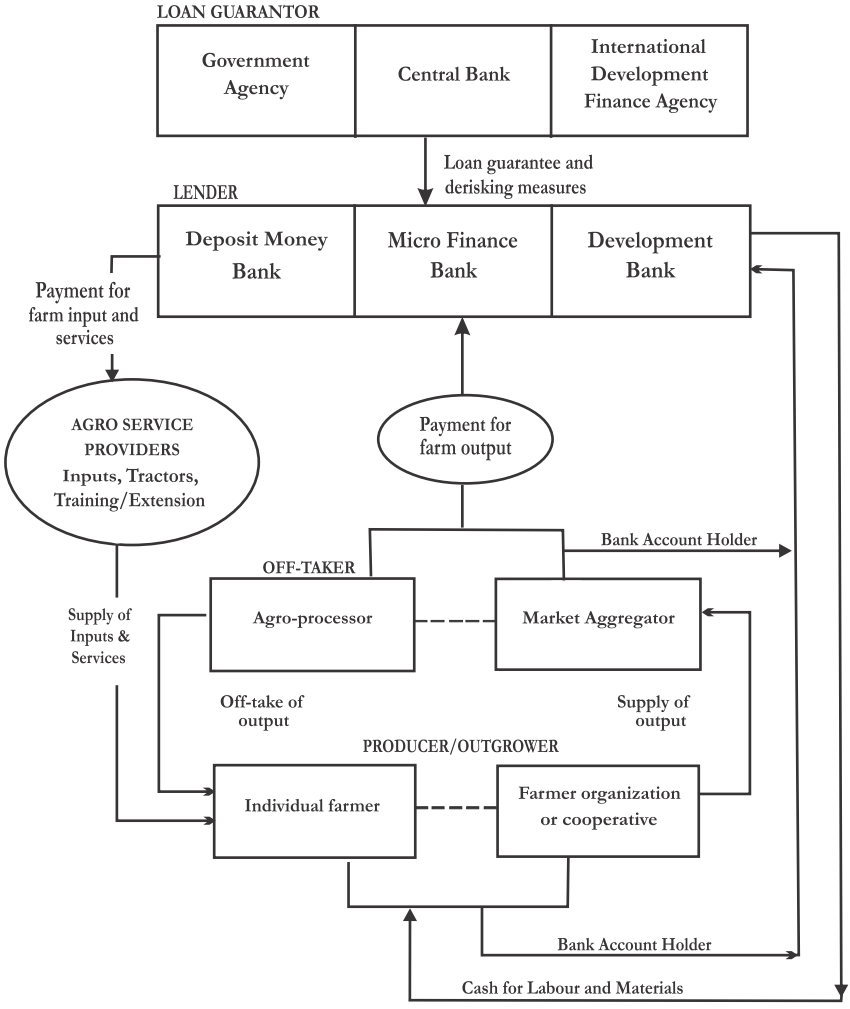


Figure 11.1: Interlocked Agricultural Value Chain Financing Model

Figure 11.1 illustrates the intertwining of the farmer/producer, agro-service provider and agro-processor/market aggregator to the loan given by a bank or financial institution with guarantee/security provided by a de-risking agency.

Under the arrangement, the farmer produces, using inputs from a designated agro-service provider, for a designated agro-processor or market aggregator who offtakes the output on a contractual basis. The three parties - farmer, agro-service provider and agro-processor/market aggregator open and operate bank accounts in the participating financial institution, wherein all financial transactions are operated across the three parties. Based on the economics of production analysis, the amount of loan due to the farmer is determined and disbursed in two parts. One part goes to the agro-service provider as payment, on behalf of the farmer, for farm inputs and services, while the other money goes to the farmer to pay for labour and related expenses.

At harvest, the agro-processor or market aggregator offtakes the farmer's output based on pre-agreed pricing arrangement and makes payment into the farmer's account in the participating bank. This payment by the off-taker functions as the loan repayment by the farmer, which represents the gross income of the farmer. Depending on the loan status of the farmer, the loan repayment is deducted from the gross income of the farmer, leaving a net income for the farmer.

The entire intertwined financing loop is buttressed by concessional interest rate and special loan guarantee aimed at de-risking the loan. The concessional interest rate reduces the farmer's cost of credit much below the prevailing commercial rate and so makes the loan compatible with the farmer's economics of production. In the same vein, the loan guarantee makes the loan much less risky to the bank and so encourages the bank to extend loan to the farmer. Both techniques - concessional interest rate and loan guarantee - are created and safeguarded by an apex risk-mitigating institution, which functions as the custodian of the financing loop. The de-risking function of the apex agency is

fundamental to the initiation, functioning and sustainability of the financing arrangement.

The merits and benefits of the intertwined financing arrangement are self-commending. It ensures value for money, in the sense that farm inputs and services are transparently priced at competitive rates. The farmer is exposed to better farm inputs, more efficient technologies and farm management systems that will enhance resource-use efficiency and on-farm productivity. Farmer's access to the right kinds of inputs and technologies increases the prospects of producing the quality and quantity of output desired by the off-taker. The farmer enjoys assured and reliable market for the output through the obligation of the off-taker to buy the farm output. Similarly, the off-taker gets benefit by having assured and reliable supply of raw materials for agro-processing or commodities for onward marketing.

By holding the bank account into which the off-taker pays for the farm output, the participating or lending bank is certain about farmer's repayment of the loan, a confidence factor which increases willingness to lend to the farmer. The fact that the loan to the farmer is guaranteed by the apex institution significantly minimises the risk to the bank in the event of default, which may be due to farm-related natural events.

Notwithstanding these merits, the intertwined financing arrangement could collapse if the underlying assumptions are not borne out in reality. It is required that the farmer and agro-processor/market aggregator, individually and together, uphold the tenets of the contractual relationship. The farmer must not divert the output to other markets or buyers, just as the off-taker must not bypass the farmer's output at harvest. The occurrence of any of these two scenarios will break the loop and thereby dismember and undermine the entire intertwining arrangement.

Furthermore, the economics of production must be right to ensure enterprise profitability and sustainability for the farmer. In the same wise, the output pricing terms and conditions must be mutually favourable to both the farmer and off-taker in order to eliminate the tendency for breach by either party. In particular, the output price and offtake contract should anticipate market dynamics and provide for dispute resolution mechanisms that are timely, rapid and enjoys the bilateral trust of the farmer and off-taker.

Appraisal of Nigeria's Agricultural Financing Interventions

The models, types and practices of agricultural financing interventions in Nigeria are many and varied but can be distinguished into two broad categories.

One category consists of conventional lending methodologies adopted by bank and financial institutions. Under this category, banks and financial institutions extend loans to agricultural value chain operators based on the traditional lending criteria, requirements and processes of screening, investment appraisal, borrower risk assessment and standardised collateral. Within this framework, the consideration of banks and financial institutions, first and foremost, is the cost, risk and profitability of agricultural lending compared to other demand for loans. This scenario places agricultural loan in market competition with loans to other sectors within the lending portfolio of the bank or financial institution.

The other category comprises strategies, innovative models and techniques initiated and developed by the apex financial institution (Central Bank of Nigeria) or specialised agricultural financing institutions and involve the participation of banks and financial institutions. Examples of innovative agricultural lending models and practices are the financing intervention schemes or products

developed and operated by government institutions like Central Bank of Nigeria (CBN), Bank of Industry (BOI) and Bank of Agriculture (BOA).

Agricultural Finance Interventions by Central Bank of Nigeria (CBN)

Over the years, the agricultural financing intervention schemes of Central Bank of Nigeria have included the following:

i. Agricultural Credit Guarantee Scheme Fund (ACGSF).
ii. Interest Drawback Programme (IDP) under ACGSF.
iii. Commercial Agricultural Credit Scheme (CACS).
iv. Micro, Small and Medium Enterprises Development Fund (MSMEDF).
v. Real Sector Support Facility (RSSF).
vi. Anchor Borrowers Programme (ABP)
vii. Accelerated Agricultural Development Scheme (AADS).
viii. Agri-Small and Medium Enterprises Investment Scheme (AGSMEIS).
ix. Small and Medium Enterprises Credit Guarantee Scheme (SMECGS).
x. Real Sector Support Facility (RSSF).

Agricultural Finance Interventions by Bank of Industry (BOI)

The agricultural value chain financing initiatives of the Bank of Industry are identified as follows:

i. Cottage Agro-Processing (CAP) Fund.
ii. Graduate Entrepreneurship Fund.

iii. Youth Entrepreneurship Support Programme (YES-Programme).

Agricultural Finance Interventions by Bank of Agriculture (BOA)

The Bank of Agriculture was established, initially in 1972, as Nigerian Agricultural Bank (NAB), later reenacted as Nigerian Agricultural and Cooperative Bank (NACB) Limited in 1978. In 2001, NACB was merged with Peoples Bank of Nigeria (PBN) and Family Economic Advancement Programme (FEAP) to form Nigerian Agricultural, Cooperative and Rural Development Bank (NACRDB) Limited. Ten years later, that is, in 2010, NACRDB was rebranded as Bank of Agriculture (BOA) Limited.

The agricultural value chain financing products offered by Bank of Agriculture are of wide variety. They are as follows:

i. Direct Credit Product.

ii. Large Credit Product.

iii. Youth Agricultural Revolution in Nigeria (YARN).

iv. Grow and Earn More (GEM).

v. On-Lending Credit Product.

vi. Input Procurement Credit Facility.

vii. Mechanization Service Provider Operators.

viii. Storage Component of the Agricultural Value Chain.

ix. Agro-Processing Facility.

x. Haulage Credit Facility.

xii. Sugar Revival Credit Facility.

xiii. Ranching Development Credit Facility.

xiv. Hides and Skin Revival Credit Facility.

xv. Export Finance Facility.

xvi. Cooperative Family Feeding Programme (CFFP).

xvii. Equipment Leasing Product (ELP).

Mitigating Agricultural Finance Risks through Nigerian Agricultural Insurance Corporation (NAIC)

In order to mitigate the peculiar production and other risks faced by farmers, agribusinesses and agricultural value chain operators and reduce overall lending risks in agriculture, there exists the Nigerian Agricultural Insurance Corporation (NAIC). NAIC, which began as an agricultural insurance scheme in 1987 transformed into Nigerian Agricultural Insurance Company in 1988. Later, by an Enabling Act in 1993, Nigerian Agricultural Insurance Corporation came into existence. The necessity of a specialised institution dedicated to agricultural insurance arose from the unwillingness of conventional insurance organisations to include agricultural insurance and the resulting vacuum in the provision of agricultural insurance.

The purpose of agricultural insurance is to diminish the losses suffered by farmers and agribusiness entities as a result of natural and related hazards. It is also aimed at increasing confidence among agricultural lenders concerning the riskiness and bankability of agricultural enterprises.

NAIC has three broad categories of insurance cover: crop insurance, livestock insurance and commercial line insurance. Crop insurance has two subcategories, namely food crops and cash crops. Food crops covered include maize, yam, cassava, vegetables, wheat, sorghum, millet, groundnut and others. Livestock insurance has many subcategories according to the kind of livestock. The

subcategories include poultry insurance, non-poultry livestock insurance and fishery/fish farm insurance. Other insurance covers are agricultural produce and investment insurance, fishing equipment insurance, goods-in-transit insurance, fire-housebreaking-burglary insurance, farm equipment insurance, group personal accident insurance and marine cargo insurance.

Critical Lessons for Agricultural Value Chain Financing

i. The tying of agricultural financing (loans, credit and others) to designated agricultural production, processing and value chain activities and outputs ensures the use and tracking of loans for intended purposes.

ii. Intertwining of the agricultural producer, input dealer/agro-service provider and market aggregator/off-taker in loan design and delivery is crucial to risk mitigation, optimising value for money, loan effectiveness and widened impacts along the agricultural value chain.

iii. It is important to improve the capacity, capabilities and skill-sets of banks and financial institutions for formulating, planning and implementing agricultural financing portfolios. Agricultural lending requires skills, competencies together with institutional arrangements that adequately match the uniqueness of the agricultural sector.

iv. Screening of farmers, processors and other agricultural value chain operators should be strengthened in order to avoid loan duplication, round tripping and loan redundancy. More rigorous due diligence is required to minimise and eliminate the incidence of unintended and ineligible loan beneficiaries.

v. It is necessary and useful to institutionalise information sharing and cross-reviews among government agencies and institutions

that run respective agricultural financing schemes. The information sharing and cross-reviews relate to the screening of prospective beneficiaries, loan provision and repayment issues.

vi. The impact of agricultural value chain financing is limited if the structural bottlenecks to increased agricultural productivity persist. These bottlenecks include low access to productivity-increasing agricultural inputs, low level of agricultural knowledge and technologies, poor agricultural infrastructure (facilities for commodity handling and storage, agricultural processing and value addition), as well as weak linkages between production and markets.

vii. There is a large scope to improve and deepen the knowledge, understanding and buy-ins of agricultural value chain actors (farmers, processors, logistic entities) regarding agricultural insurance cover provided by the Nigerian Agricultural Insurance Corporation. Currently, the awareness of and use of the insurance covers is abysmally low.

viii. It is imperative that the design and delivery of the loan is climate-sensitive and properly aligned to the agricultural production cycle, giving due consideration to the peculiar climate, ecological and environmental vulnerabilities of the loan user.

ix. Stronger system of contract enforcement of loan obligations and assigned responsibilities among operators along the agricultural value chain is important to improve loan credibility, accountability and lender confidence.

CHAPTER 12

Service Delivery As Barometer For Good Governance And The Necessity For Reforms

Public Service Delivery as Barometer for Good Governance

The primary function or responsibility of every government, all over the world, is to generate and provide public services to its people, organisations, businesses, communities and other users of government services. Accordingly, the statutory machinery for the generation and delivery of these public services is the civil service, composed of Ministries, Departments and Agencies (MDAs) of the government, whether federal, state or local. Therefore, how MDAs function as well as their efficiency is fundamental for the smooth and timely delivery of services by any administration.

Reinforcing the timeless significance of public service delivery to the sustenance of democratic political systems, Brinkerhoff and Crosby (2002) emphasizes that democratic governance requires an efficient, effective and accountable public sector. If and when government is unable to discharge public services functions, citizens lose confidence in the government and the entire democratic system. Consequently, the extent to which a government is able to deliver public services can be a key determinant of the country's success to nurture and consolidate a democratic political system.

His Excellency, Senator Dr. Ifeanyi Okowa alluded to the centrality of the civil service, in his speech, at the swearing-in of a new Head of Delta State Civil Service on 13th June 2016, as follows:

"The avowed mission of the civil service, as stated in the Civil Service Law, 1993, is to assist the government in the formulation and implementation of government policies for the development of the country.

"The success or otherwise of government policies and programmes depends on the ability of the civil service to correctly interpret, internalize and execute such programmes and policies.

"We are desirous of a public sector driven by the principles and values of professionalism, transparency, fiscal discipline, timely and efficient service delivery....

"I don't think there is anybody here who does not agree that the rank and file of the civil service need a paradigm shift. There is nowhere that shift is needed more than in the attitude and orientation of the workforce - the civil service has never lacked qualified personnel; the problem is one of commitment. Many civil servants are just not committed to their work."

Typology of Public Services

Public services, that is, services delivered by government ministries, departments and agencies, can take various forms, as follows:

i. Infrastructure delivery services including regular maintenance of roads; timely collection and disposal of wastes; maintenance of public buildings and public spaces; environmental cleanliness and enforcement of public and

private sanitation; regulation of road traffic and enforcement of traffic rules.

ii. Physical development regulatory services, including land registration; issuance of certificate of occupancy; issuance of building permits; issuance of approval for utilities and others.

iii. Business regulatory and support services including administration and collection of taxies, levies, fees and rates; registration and renewal of business premises, trade, export and investment promotion services; capacity building and business enhancement services to MSMEs, etc.

iv. Customer transactional services including processing of approved payments/releases; responding to service users' enquiries; provision and delivery of grants and microcredit to small businesses.

v. Intra-governmental (inter-ministerial) services: This implies services provided by one government ministry/agency to another government ministry/agency. Examples include Ministry of Justice preparing public private partnership (PPP) memoranda of understanding (MOUs) and Agreements; Ministry of Housing preparing bill of quantities for Ministries of Basic, Secondary and Higher Education; Ministry of Finance preparing financial advisories and/or assisting financial negotiations of other MDAs.

Criteria for Assessing Service Delivery

The satisfaction of the service user or customer is the primary consideration in service delivery. Achieving customer satisfaction would require service delivery factors and conditions, identified as follows:

i. Attitude of service providers: conduct of service delivery

officers – politeness, friendliness, responsiveness and empathy for users of government services.

ii. Timeliness/efficiency of service delivery: Example is service users' waiting time and turnaround time for service segments along the service delivery chain.

iii. Transparency of the service delivery process: Public availability of relevant and complete information about the service being delivered, including eligibility requirements for receiving service; service delivery sequence; expected turnaround time and the process for reporting and treating complaints about services.

iv. Accountability of service delivery officials: Holding individuals answerable for poor service delivery, rather than a situation characterised by system anonymity and unexplainable gaps in service delivery performance. But, service delivery by government institutions would not be efficient and effective if there is lack of internal accountability among service delivery officials. Accountability simply entails that a government officer is liable to answer questions regarding duly assigned service delivery duties/functions and that an officer is fairly, honestly and transparently judged by how well the service is delivered. Specifically, it implies that relevant government officials along the service delivery chain are held individually and/or collectively culpable for and thereby bear the stipulated penalties or consequences for cases of poor service delivery.

v. Feedback from service users: Opportunities for service user complaints about poor service delivery, how and to what extent the complaints are addressed.

Benefits of Efficient Service Delivery by MDAs

i. Good quality, timely and effective service delivery is essential for building and sustaining public trust and confidence in government institutions. Inconsistent, non-transparent, unreliable and inefficient delivery of services by government MDAs reduces credibility and integrity of public services, and by extension, diminishes trust in government.

ii. Efficient service delivery by MDAs will bring about huge social and economic benefits to users of the services, stakeholders and the general public, including its people, businesses, communities and stakeholders. Practically, efficient service delivery by MDAs translates to better living conditions. For example, improved sanitation and cleaner environment, shorter time in MDAs processing of documents, greater ease and lower cost of doing business for companies and businesspeople, safer and smoother roads that are well maintained, wider reach of government services to target groups, faster and better attention in government hospitals and primary health centres.

iii. Better delivery of services by MDAs will win great applause, political capital and good public perception.

iv. Improved service delivery will make the business environment more attractive and more welcoming to local and foreign investors by saving work time and associated business costs.

Table 12.1: A Sample of MDAs Services and Service Users

MDA	Types of services delivered	Service Users
Office of the Deputy Governor	• State Tenders Board – processes and issues award of contracts as referred to it by the State Executive Council or other MDAs. • Contractors Registration Board – undertakes the registration and certification of prospective contractors, consultants and serviceproviders to the state government MDAs. • State Boundary Committee – intermediates boundary disputes within the state and between the state and other neighbouring states.	• MDAs • Contractors • Consultants • Service providers • Communities • Other state governments • Federal government
Office of Secretary to the State Government	• Administrative intermediation of memos from MDAs to the Governor. • Coordination and streamlining of MDAs (policies, programmes and projects) for synergy and good governance. • Dealings with Political Appointees of His Excellency, the Governor. • Dealings with a variety of social groups, NGOs, civic associations, religious bodies and stakeholders within and outside the state. • Dealings with other state governments and the federal government.	• MDAs • Political appointees of the Governor • Groups and stakeholders • The public

MDA	Types of services delivered	Service Users
Ministry of Justice	• Legal advice to the state government and MDAs. • Preparation and Execution of Memoranda of Understanding or Bilateral Agreements between individual MDAs and private sector or other involved party. • Review of legal documents/briefs or legal aspects of documents. • Drafting of legislations and review of bills passed by the legislature. • Negotiation of Global Memoranda of Understanding (GMOUs) between oil-bearing communities and oil companies.	• His Excellency, the Governor • State Executive Council • MDAs • The public • Law enforcement agencies including the Nigerian Police, National Security and Civil Defence Corps (NSCDC).
Ministry of Land and Survey	• Processing of certificate of occupancy for government and private lands. • Perfection of title documents for all subsequent transactions (sale of land, mortgages). • Acquisition of land and compensation for land acquired by the state government. • Processing of oil pipeline licences (conduct public hearing for oil pipeline licences).	• Individuals, organisations, companies and businesses • MDAs

MDA	Types of services delivered	Service Users
	• Hiring of private properties for MDAs. • Issue temporary occupation licences for persons using government lands. • Conduct search for authenticity of registered title documents. • Valuation for all purposes (for example, property valuation for MDAs). • Probate valuations (carry out probate valuation for the probate registry). • Allocation of government lands to the public.	
Ministry of Trade and Investment	• Registration and renewal of business permits. • Trade and export promotion for businesses. • Capacity building and entrepreneurship development for MSMEs. • Dealings with local and foreign investors and businesspeople. • Designation of markets and development of markets buildings.	• Micro and small businesses • Local and foreign investors • Market associations

MDA	Types of services delivered	Service Users
Ministry of Finance	• Payments to other ministries, departments and agencies (MDAs). • Payments to contractors and service providers. • Financial advice to the state government. • Setting and supervising the compliance with financial accounting rules and regulations of state government MDAs. • Relations with creditors. • Relations with capital markets. • Negotiation of financing partnerships.	• Contractors • Service providers • Banks and other financial institutions • Debt Management Office (DMO)
Ministry of Works	• Preparation of Bill of Engineering Measurement and Evaluation (BEME) for Road Construction and Rehabilitation Projects. • Verification of Road Works by Contractors. • Issuance of Work Certificates to Road Contractors.	• Contractors • Road users • Professionals (engineers, etc.)
Ministry of Transport & Affiliated Agencies	• Licensing of vehicles. • Regulation of road traffic. • Enforcement of road traffic rules. • Installation of road furnishings.	• Road users • The public

MDA	Types of services delivered	Service Users
Ministry of Housing Development	• Preparation of costing (Bill of Quantities) for public buildings, that is, buildings for or by other MDAs. • Verification of building works for the issuance of work certificates.	• MDAs • Contractors • Professionals (architects, engineers, builders, etc.) • Users of government buildings
Ministry of Agriculture and Natural Resources	• Veterinary services. • Agricultural extension and farm management advisory. • Tractor hiring services. • Quality assurance services. • Input provision services. • Marketing support services.	• Crop farmers • Livestock farmers • Agro-Processors • Commodity aggregators and traders • Consumers
Ministry of Information	• Articulating information from MDAs regarding state government policies and programmes to stakeholders and the public. • Communicating the policies, programmes, projects and activities of the state government to affected stakeholders and the public throughout the state. • Eliciting and processing feedback on state government policies and programmes to the relevant MDA.	• Policy stakeholders • Other government • MDAs Media • organisations and personnel The public

MDA	Types of services delivered	Service Users
	• Managing the relations with media organisations and media personnel on state government policies, programmes and activities.	

Actionable Reform Measures to Improve Service Delivery

The quality and overall state of service delivery by the government system cannot measure above the level dictated by the efficiency and effectiveness of the civil service, the government (statutory) vehicle for the delivery of services to service users, stakeholders and the public. The relationship between the political authority, represented by the State Governor and the state civil service can be likened to that of the driver of a vehicle and the engine of the vehicle. Regardless of the determination and competence of the driver, the vehicle cannot perform well without an efficiently functional engine. This analogy underscores the necessity for the reform of service delivery to make it more responsive, predictable, efficient and user-focused.

A major achievement of the Okowa administration in creating conducive working environment for public service delivery is the construction and establishment of the Prof. Chike Edozien Secretariat, a gigantic building complex which houses virtually all State Government Ministries, Departments and Agencies (MDAs) in the state capital. This secretariat complex has state-of-the-art facilities including conference facilities, customised furniture, banking, creche, healthcare, restaurant units and others.

Also, public service delivery by MDAs has been significantly boosted by the availability of regular power supply from an independent power provider (IPP) under a public private

partnership entered into by the state government and Messrs Bastanchury Power Solutions Ltd in March 2021. With installed capacity of 8.5 megawatts (MW), the independent power company provides gas-based electricity to all government offices and residential quarters in Asaba capital territory, including Asaba International Airport, Stephen Keshi Stadium and the Maryam Babangida Leisure Park and Film Village.

The conducive working environment created by the single location of all MDAs and the regular electricity supply has both enhanced operational efficiency and productivity of the public service in the state. Customers and the public find it easier, faster and cheaper to obtain services from multiple MDAs located in one building, than when they were scattered all over the capital territory.

Carry out a Diagnostic of the Service Delivery Chain across MDAs

This is a problem identification exercise involving fact-finding background checks on the service delivery situation across MDAs. The purpose of the fact-finding background check is to detect and situate the bottlenecks, gaps, shortcomings and weak links in the service delivery chain of MDAs, with a view to tackling them.

A suitable methodology for the diagnostic of service delivery problems is the Problem-Driven Iterative Adaptation (PDIA) restated by Pritchett, Andrews and Woolcock (2012). PDIA comprises a six-step (find-and-fit iterative) approach to solving a service delivery flaw, modified as follows: (i) identify the service delivery problem; (ii) explore solutions to the service delivery problem; (iii) design the specific solution to solve the problem; (iv) implement the identified solution to the service delivery problem; (v) take stock of the improvements achieved, lessons and challenges; and (vi) upscale implementation.

Similarly, finding solutions to service delivery problem can be approached using the "problem-tree analysis" technique. The problem-tree analysis is a participatory tool used to identify the negative or undesirable aspect of any given situation and tracing the proximate and underlying causes in order to design and apply interventions to solving the situation. Corresponding to a biological tree, the problem tree framework has three parts: trunk, roots and branches. The trunk is the core problem, which is the negative, undesirable or inadequate aspect of the given situation. The roots represent the causes of the situation, while the branches represent the effects or consequences of the problem. So, the problem tree analysis mirrors a tree format linking the specified problem to a hierarchy or multiple layers of causes showing symptoms of the problem, proximate and underlying causal factors and conditions.

The problem tree analytical tool has many advantages for solving a service delivery problem. The tool enables the breaking down of the problem into manageable, definable and solvable chunks, which help prioritisation and focus in designing and implementing interventions. By the participatory nature of problem tree analysis, there is convergence and unanimity of stakeholder awareness, understanding and appreciation of the anatomy of the problem and the desirable solutions.

Given its inventive visualisation of the negative situation, the problem tree diagram indirectly reveals the positive picture, that is, what should be improved/achieved, how it should be improved/achieved and specific measures that need to be taken to turn the negatives to positives. In effect, the problem tree analogy transmutes into "objectives tree" or "solution tree" framework. By this transmutation, "diminishing the trunk of the problem tree", that is, eliminating the problem or improving the situation, becomes the reason for, purpose of and expected result of the intervention. In the

same vein, "cutting the root of the problem tree", that is, removing or tackling the problem's proximate and underlying causes becomes the needed actionable measures/interventions. Furthermore, "pruning the branches of the problem tree", that is, curbing the effects and consequences of the problem becomes the end objective of the intervention.

So, like the problem tree, the objective tree is a three-part structure comprising the purpose of intervention, the specific interventions and the expected impact of the interventions. Overall, the objective tree gives the summary of the desired future situation together with the measures and course of action for achieving it. More detailed explanations, illustrations and examples of problem tree analysis and its contrasting equivalence with objective tree framework are given by DFID (2003), Hovland (2005) and Campbell , et al. (2006).

Create and Organise Service Delivery System Booster Workshops

Providing training and capacity enhancement opportunities for government officials is key to improving service delivery. By providing service delivery units with requisite training and resources, MDAs would be more equipped and able to deliver services effectively and efficiently. These workshops bring together key MDAs officials including honourable commissioners, heads of parastatals and extra-ministerial agencies, permanent secretaries, directors and other relevant officers. The service delivery booster workshop series hold quarterly as the "accountability forum" for MDAs' officials.

Develop, Stipulate and Institutionalise Service Delivery Targets

Service delivery targets refer to deliverables and timelines, duly customised to or domesticated by individual MDA, regarding turnaround time for actions in the handling of matters relating to the service objects of individual MDA. It officially commits MDAs officials to these service delivery targets. Setting clear and measurable goals and targets for service delivery officers and for the entire government MDAs, is crucial for enforcing accountability in the service delivery system. Service delivery officers would behave more responsively regarding efficient and effective services when there is a culture of accountability in place.

Clear and Unambiguous Delineation of Duties, Functions and Responsibilities of Service Delivery Officials

Often, no one takes full responsibility for service delivery delays in a government MDAs. This arises because there tends to be no clear and unambiguous delineation of duties, functions and responsibilities in the service delivery process flow. Shared responsibility between officials with no regime of definite incentives for performance and sanctions for non-performance does not inspire diligence and innovation. Hence, clearer and unambiguous delineation of duties, functions among service delivery officials will eliminate anonymity of accountability for late delivery of services or non-delivery of services.

Establish and Run a System for Tracking and Utilising Feedback from the Users of MDAs Services

This involves setting up service delivery tracker mechanism for each MDA, with cross-agency coordination by a dedicated independent unit. This tracker mechanism will serve as an

independent observatory to detect and correct any service delivery lapses or drags across MDAs.

SERVICOM: An Example of Government Service Delivery Improvement Initiative

In recognition of the crucial necessity for improvements in the delivery of public services by government MDAs, the federal government in 2004 entered into "Service Compact with all Nigerians" (SERVICOM). The SERVICOM initiative emanated from the special Presidential Retreat on Service Delivery in Nigeria in March 2004. As an outcome of the retreat, the federal government enunciated SERVICOM to ensure that government MDAs provide services to which citizens and businesses are entitled in timely, efficient, transparent, responsive and effective manner. Furthermore, the federal government, on 18th of May 2017, issued an Executive Order 001 on the promotion of transparency and efficiency in the business environment as part of its efforts to create an enabling environment and ensure good quality service delivery across MDAs.

Under SERVICOM, the federal government and its MDAs implemented measures to improve service delivery. Some of the measures include:

i. Establishment of SERVICOM Office within the Office of the President charged with the responsibility of operationalising government's commitment under SERVICOM. This entails coordinating the formulation and operation of SERVICOM Charters across MDAs; monitoring and reporting progress and performance under SERVICOM obligations; and undertaking surveys and information gathering on service user satisfaction.

ii. Establishment of Ministerial SERVICOM Units (MSUs) and SERVICOM Committees in MDAs to prepare, publish and implement SERVICOM Charters. The Service Charter is the MDA's operational tool that has a dual function. On the one hand, it shows the service delivery functions of the MDA, that is, it tells in clear and specific terms the various services offered and the requirements for obtaining those services. On the other hand, it guides the service users regarding their service delivery entitlements and expectations. For example, the State House Service Charter titled "you have the right to be served right" outlines its organisational vision, mission and core values, its mandate, service units and key services provided, service standards, service clientele, grievance redress mechanism and code of conduct and ethics.

iii. Subsequent to the introduction of SERVICOM by the Federal Government in 2004, Delta State adopted it by the formal directive of the State Governoron 2nd March 2009. Therefore, there should be appropriate structures to continually put the principles, values and practices of SERVICOM into operation across MDAs. Moreover, it is crucial that SERVICOM be entrenched and sustained to instil the right service delivery culture throughout Delta State public service and thereby make government work well for individual persons, communities, entrepreneurs, businesses, companies, investors and organisations.

CHAPTER 13

Monitoring AND Evaluation Of Policies And Programmes: Conceptual And Theoretical Foundations

Concept and Principles of Monitoring and Evaluation (M & E)

A policy, programme or project is not an end itself, but a means to an end. In the context of national development, the end is usually about improvements in social, physical and economic conditions, peoples' attitudes, behaviour, knowledge, skills and overall human welfare. Since a policy, programme or project is not an end in itself, it is important to have real-time safeguards such as feedback systems and adjustment mechanisms, which contribute to aligning implementation to predetermined goal, objective or purpose. This is the rationale for monitoring and evaluation. By implication, therefore, monitoring and evaluation are necessary throughout the life cycle of a project, programme or policy, as well as after completion.

Monitoring and evaluation (M & E) are essential for streamlining policy or programme implementation, measuring performance and tracking progress in achieving desired objectives. By nature, monitoring or evaluation activity is neutral to hierarchy and scale, that is, it can be conducted at any level of public policy (policy, programme or project) and on any scale of public policy (national, subnational or local).

A well-functioning monitoring and evaluation system supplies continuous feedback of information and data that is useful for policy, programme or project managers, supervising authorities and stakeholders. Information from monitoring and evaluation are valuable tools for programme implementers in gauging the execution of activities, resetting implementation measures and keeping track on planned targets and desired results. Likewise, monitoring and evaluation give feedback information that is very useful to stakeholders in understanding the progress, performance and problems of a policy, programme or project. Monitoring and evaluation can reveal to policy, programme or project implementers and stakeholders potentially promising elements or practices that need to be reinforced, unintended results as well as challenges and weaknesses that require attention.

Osborne and Gaebler (1992) and Hubbard (2010) aptly capture the classic necessity, power and boundless nature of performance measurement:

"Anything can be measured."

"If you do not measure results, you cannot tell success from failure.
If you cannot see success, you cannot reward it.
If you cannot reward success, you are probably rewarding failure.
If you cannot see success, you cannot learn from it.
If you cannot recognise failure, you cannot correct it.
If you can demonstrate results, you can win public support."

Comparing Monitoring and Evaluation

In concept, monitoring and evaluation are two successive complementary stages of performance measurement in the policy, programme or project cycle.

Monitoring is typically focused on implementation, that is, how

well a policy, programme or project is being executed by the implementing agency. Implementation-oriented monitoring systems are designed to find out and report on the nature and extent of compliance or alignment with policy, programme or project design and implementation frame. The questions of interest in monitoring relate to inputs and outputs. Inputs are the physical, human, organisational and financial resources expended, while outputs are the goods and services generated. Activities refer to processes and mechanisms for translating inputs into outputs.

A sample of questions addressed in monitoring include: Did the implementing agency mobilise the needed inputs? Did it implement and accomplish the agreed activities? How well were the activities done? Did the implementing agency deliver the planned or intended outputs – that is, products or services? In other words, monitoring is aimed at finding out whether, how and to what extent the programme or project is doing what it is supposed to do, which means the fidelity of execution to the programme plan.

Monitoring is an implementation-focused and process-minded enquiry into programme execution. The major concern at the monitoring stage is not so much about outcomes-denominated success or failure of the policy, programme or project, but to provide implementers or managers, supervising authorities and stakeholders the facts and information on the manner and extent to which implementation is taking place. The real-time information from monitoring is critically useful for quality assurance and ensuring that implementation is on track to achieving desired goals.

In comparison, the evaluation of a policy, programme or project focuses on results achieved and the links between results and activities/outputs. The results of a policy, programme or project are conceptually framed in terms of outcome and impact. Within monitoring and evaluation framework, the term 'outcome' refers to

direct effect desired, anticipated or intended by the policy, programme or project, that is, what the programme or project outputs should lead to. This is synonymous as first-order effect. On the other hand, the term 'impact' refers to the change that should be brought about by the outcome, that is, second-order effect. Impact is usually situated within the goal of policy, programme or project. Outcome and impact constitute the underlying justification as well as the explicit performance measure of a policy, programme or project. A policy, programme or project is said to be either successful or not successful depending on the observed vis-à-vis expected outcomes and impacts.

In terms of techniques, monitoring and evaluation use varying but comparable tools and approaches. While monitoring involves routine collection of data and feedback in an ongoing implementation of policy, programme or project, evaluation is typically a post-implementation assessment that ascertains results (outcomes and impacts) in relation to objectives and targets. While monitoring channels report to policy, programme or project implementers and points to problems, evaluation identifies successes or failures in accomplishments and offers recommendation for improvement. While monitoring focuses on linking outputs to activities, evaluation establishes links of outcomes to outputs, that is, the contributions of outputs to results. Essentially, evaluation provides evidence bases to understand key questions of efficiency, effectiveness, impact and sustainability.

A Programme's Theory of Change (ToC)

Given that monitoring or evaluation is unique to the subject in question, it is necessary to have a full understanding of the policy, programme or project, its context, what it aims to achieve, how it works and by what means it intends to reach the desired results.

Such clear and adequate knowledge and understanding provides the solid basis for proper alignment of monitoring and evaluation; definition of data and information needs; interpretation of findings and reaching conclusions on successes and shortcomings. Every policy, programme or project intervention has an underlying theory of change (ToC) that should form the object of monitoring and evaluation. A programme's theory of change is the set of assumptions or hypotheses about the successive causal links from programme inputs and activities through outputs to outcomes and impacts (Weiss, 1998).

A programme's theory of change (ToC) is the overarching logic model summed up as the conceptual framework of the pathways, mechanisms and interplay of factors by which, individual and whole set of interventions are expected to tackle the underlying undesirable situation (the problem) to bring about change in the situation (solution). Essentially, ToC stipulates the theoretical underpinnings of the purpose and value proposition of the entire intervention programme, its value underlying assumptions and risk factors. The theory of change is usually given as a flow chart that portrays what the goal of the programme is, how the programme is supposed to work, and the mechanisms by which programme resources and activities will give results or outputs that will translate into outcomes and achieve the ultimate goal (Wholey, 1983; Bickman, 1987).

Knowledge and understanding of a programme can be obtained from a variety of sources and literature including programme brochure; project design document; concept notes and background papers; previous evaluation reports; periodic implementation reports; programme implementers/managers; programme participants; supervising agencies; target population and stakeholders.

A programme's theory of change is illustrated in Figure 13.1 using Delta State Job Creation Scheme.

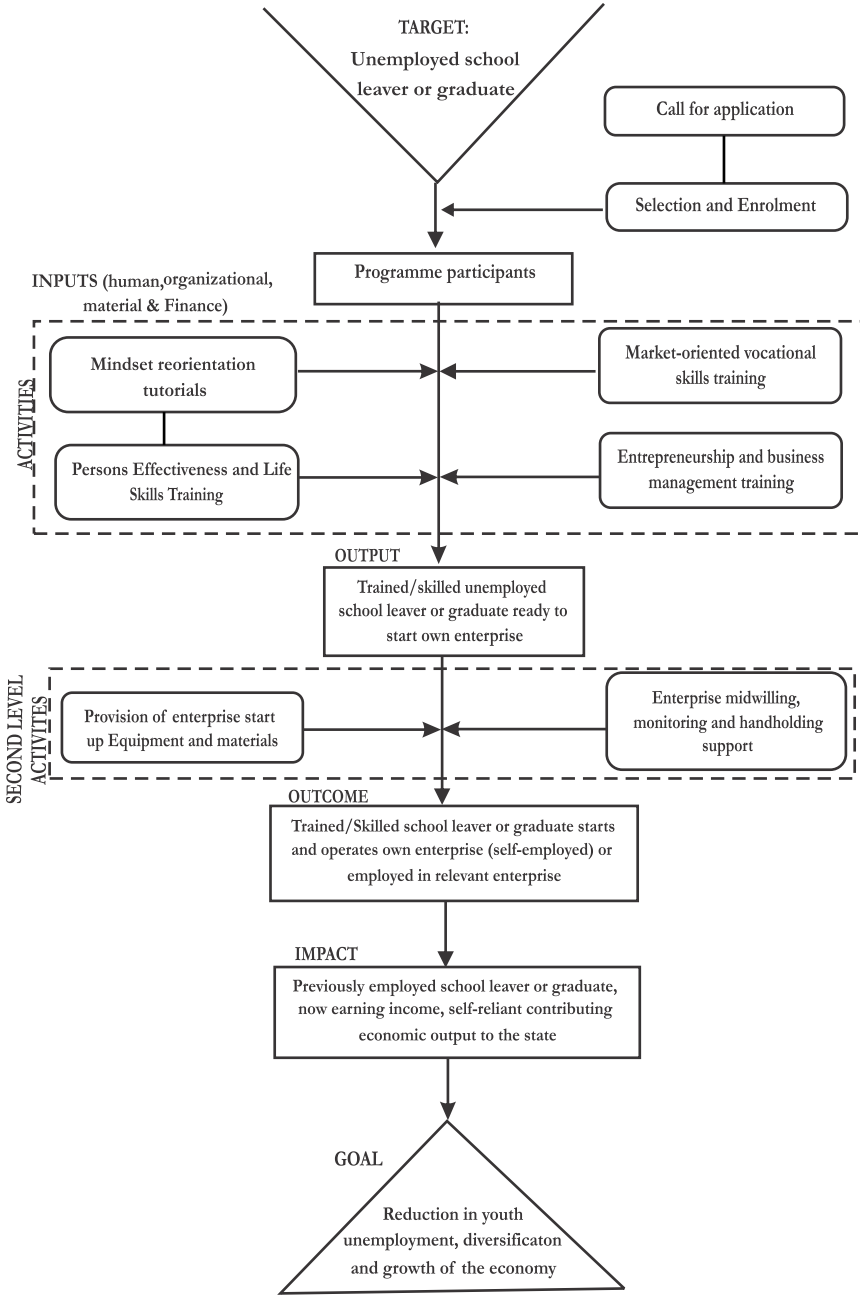


Figure 13.1: Delta State Job Creation Programme Theory of Change

Demand for and Use of M & E Information

For the sake of transparency, it is important that performance information be made available to all key stakeholders. Demand for and use of performance measurement and related information are fundamental to the functioning and sustenance of monitoring and evaluation systems. Such demand comes from political authorities, governments, civil society, private sector, local communities and development partners, depending on the scope, nature and type of programme or project.

Without being used, performance information and the monitoring and evaluation system that produces it cannot be sustained. The demand and use of monitoring and evaluation information promotes the culture of translating government policies, programmes and projects into measurable outcomes and impacts. Cross-verification by users of performance information is helpful for building confidence, enhancing accountability and ensuring sustainability of the monitoring and evaluation system.

To achieve effective monitoring and evaluation requires the right foundation including the correct sequencing of steps.

Defining and Using M & E indicators

One key ingredient of monitoring and evaluation is the use of indicator methodology for observing the implementation, tracking the progress and measuring the performance of policy, programme or project. An indicator is a variable used to measure progress while a target is the quantified benchmark level of the indicator. The concept "indicator" refers to the measure of a given distinct attribute of a thing, situation, occurrence or incidence. It is the measuring scale to evaluate the degree to which an object has a given attribute or property or characteristic. To meet the requirements of a true

measure, an indicator should be a valid and reliable scale for mirroring the quantum or degree of the property or variable in question.

Indicators can be broadly categorised into two: intermediate and final. Intermediate indicators pertain to inputs, activities and outputs. Inputs are the financial, physical, human and material resources used for a programme or project. Activities refer to tasks and measures involved in the implementation of a programme or project. Outputs are the products (goods and services) that result from the implementation of a programme or project.

On the other hand, final indicators relate to outcomes and impacts. Outcomes refer to the intended primary, immediate and direct effects of a programme or project. Impacts refer to secondary, short-to-medium term, indirect effects of a programme or project. The impact of a programme or project could be positive or negative, intended or unintended. Intermediate and final indicators together encapsulate the underpinning logic, that is, cause-and-effect propositions of a policy, programme or project.

The indicator framework is illustrated using the job creation scheme of Delta State Government below.

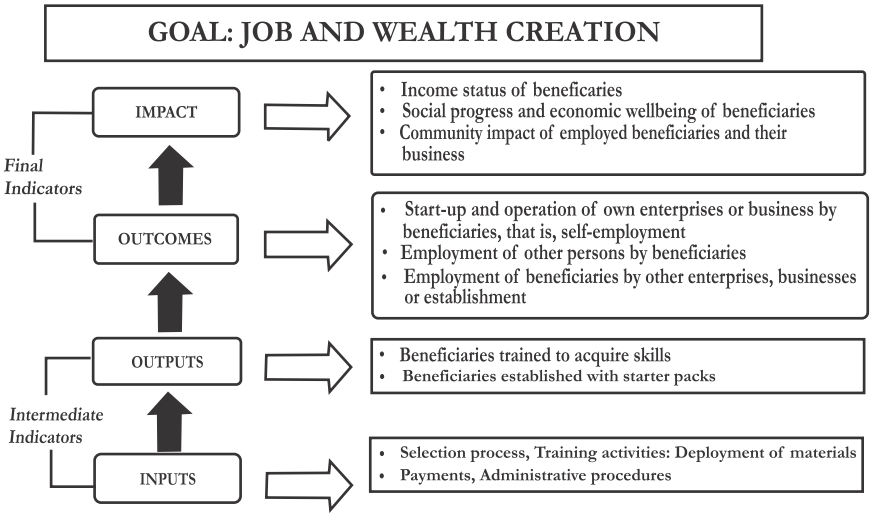


Figure 13.2: Delta State Job Creation Programme M & E Indicators

Generally, the essential actions/steps involved in carrying out monitoring and evaluation are as follows:

i. Identify the object (implementation activity, incidence, situation, outcome or impact) that will be the focus of monitoring or evaluation.

ii. Formulate indicators of the object of monitoring or evaluation.

iii. Determine the targets or benchmarks (that is, expected status) of the indicators that are formulated.

iv. Gather baseline data and information on the indicators that are formulated to measure the object.

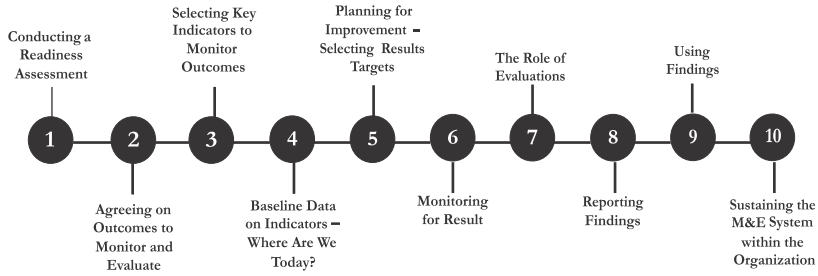
v. Analyse data and information regarding the indicators.

vi. Compare the data gathered about the indicators to the targets or benchmarks in order to ascertain whether the targets are being met.

vii. Report findings and write report.

viii. Use the findings of monitoring and evaluation (Kusek & Rist, 2004).

These key steps are illustrated in a sequential form as follows:



Adapted from Kusek and Rist (2004).

Figure 13.3: Key Steps for Carrying out Programme Monitoring & Evaluation

Elements of a Well-Functioning M & E Structure

These essential steps cannot be effectively carried out if there is no credible and strong monitoring and evaluation mechanism. The political, organisational and institutional environment must be conducive to the rightful application of monitoring and evaluation principles and practices. Strong and unwavering political will is necessary for the establishment and operation of a credible and trustworthy monitoring and evaluation system. Political authorities (elected officials and political parties) have a major stake in monitoring and evaluation because it provides critical information and empower them to make better-quality decisions. In order to preserve the sanctity of performance information, the monitoring and evaluation system should be protected from political backlash.

The reliability of monitoring and evaluation information is compromised if there is a climate of fear. But governance will be more effective and political authorities will increase legitimacy if emphasis is on verifiable outcomes and impacts of policies, programme and projects.

Moreover, it is crucial to assign well-defined roles and responsibilities as well as clear lines of reporting/authority as regards the monitoring and evaluation system. Adequate and timely communication and information flow between the monitoring and evaluation system and higher government authorities on the one hand and coordinate authorities on the other hand, is critically necessary for synergy in creating and sustaining a conducive climate for effective policies, programmes and projects.

Programme/Project Evaluation Principles and Approaches

Determining whether a policy, programme or project has succeeded or not requires an evaluation approach. The distinctive feature of an evaluation approach, compared to monitoring of implementation (inputs, activities and outputs), is the focus on results, such as improvement in living standards, change in behaviour and attitude, improvement in knowledge and skills, better health status, higher productivity, efficiency and incomes, creation of jobs and wealth, resolution of conflicts and so on.

The Attribution Challenge and Key Evaluation Questions

The central question in evaluation assessments is whether the policy, programme or project has achieved its intended goal (measured by outcome and impact) and how and to what extent the goal has been achieved. In other words, what outcomes and impacts have been achieved and why? To answer this question entails determining attribution, in terms of what changes in target

conditions or variables have taken place after the intervention and to what extent the observed changes can be ascribed or traced to the intervention.

The attribution challenge is underscored by the crucial need to ensure that observed changes were caused by the policy, programme or project and that those changes would not have occurred without the policy, programme or project. Establishing attribution, that is, cause-effect relationships between policy, programme or project implementation and goal achievement (or change in target conditions) requires systematic evaluation methodologies that go beyond the simple routine techniques of gathering, analysing and reporting monitoring information.

Conceptually, the two pillars that define an evaluation strategy are (i) the question(s) to be resolved, implying the content of the study; and (ii) the design to be used, which implies the structure of the study. Evaluation questions take the form of either or a combination of three types, namely, (i) the "effect" approach, meaning the consequences or outcomes of the intervention on the participants; (ii) the attribution approach, meaning whether the observed changes in the participants are brought about by the intervention, that is, whether the intervention is responsible for the observed changes; (iii) the "explanation" approach, that is, what happened in terms of outcomes, how and why it happened the way it did, that is, the reasons for achievements (successes) and shortfalls (failures). On the other hand, evaluation design connotes the key methodological features: "who", that is, the groups under evaluation; "how" the groups are selected; "scale", that is, to what scope and magnitude; "timing", that is, when and at what time intervals they are studied; and "dimensional", that is, kinds of comparison or interpretation that will be done.

Woven around the two pillars of an evaluation approach - "content" and "structure" - are a set of interdependent methodical choices in conducting an evaluation study. They include the kinds of comparison that will be drawn, the measures and techniques – whether qualitative or quantitative; or combination of both - for answering the evaluation question, the types of data and information to be collected, how and from whom to collect them; how to analyse and present the data.

Typology of Evaluation Methods and Designs

Evaluation designs are therefore organically linked to the typology of evaluation question, which in turn, determines the nature and depth of causality under investigation and by extension, shapes the comparison or interpretation that will be done. Summarising this relationship, Weiss (1998) states that "design follows question". Besides the question in focus, there are other critical factors and considerations that shape the design of an evaluation study. They include the programme's theory of change, compatibility with available data, intended use of the evaluation study and the needs of stakeholders.

In general, the typology of evaluation designs can be mirrored along a continuum starting with simple outcome inquiries and progressively advancing from hypothetical quasi-experimental methods to classic randomised experiments.

Post-Intervention Method

At the lowest end of the continuum are evaluation assessments narrowly focused on the specific effect of the intervention on programme participants[4]. This kind of evaluation simply ascertains

[4] *The terms 'participants' and 'beneficiaries' are used interchangeably.*

whether the participants experienced any changes in target conditions such as income, wealth, health, welfare, skills, knowledge and so on. This approach does not compare participants based on their conditions before and after the intervention, neither does it compare the conditions of participants relative to non-participants. It is commonly applied if evaluation is being done at the end of a programme in a situation whereby data on the conditions of participants at the start of the programme are not available.

Pre- and Post-Intervention Method

The next higher level of evaluation is "pre- and post-intervention participants-only comparison". It focuses on the conditions of programme beneficiaries before and after implementation and making endogenous comparisons. The effect of the programme is deduced simply as the difference (improvement) in conditions of beneficiaries before and after the programme. This form of evaluation does not involve comparison between programme beneficiaries and non-beneficiaries; neither does it attempt to separate the observed effects of the programme (that is, the post-intervention condition of beneficiaries) from other events occurring simultaneously.

The design uses data collection methods such as focus group discussion, key informant interview and participatory rapid appraisal techniques. It could also involve quantitative methods such as sample survey of participants before and after the intervention or the analysis of pre-and post-intervention socioeconomic data of participants. Though straightforward in approach, this evaluation design cannot lead to a valid and reliable conclusion regarding how much of the observed differences in participants' conditions are caused by the programme. This is because, in real-life, many other things happen to programme

participants and impinge their situation besides those brought about by the intervention. Therefore, 'pre- and post-intervention participants-only evaluation' leaves room for differing and inconclusive interpretations about what share of the observed changes in participants' conditions is accounted for by the intervention vis-à-vis other occurrences and interferences.

Cause-Effect Principle (the Causality Question)

At the highest end of the continuum are evaluation designs that answer the attribution question by determining the magnitude of the effects of a programme or policy and assigning causality. This group of evaluation studies employs different research designs aimed to separate observed effects of the programme from the possible effects of other factors.

Literature contains examples of evaluation designs that commonly seek to answer the attribution question through varying inventive comparison models. The advanced designs can be grouped into three: experimental or randomised design; quasi-experimental design and non-experimental design.

Randomised Experiment Method

The classical methodology for ascribing effects to a programme is the randomised experiment. Experimental or randomised design derives from the classic scientific approach which involves the manipulation or control of a variable or variables by a scientist in order to determine their effect on another variable. Scientists use experimental approach to investigate and trace possible cause-effect relationships, that is, the scientist actively controls and influences something to observe the consequences on other things and thereby establish and explain causality. The distinctive value of experimental design is to eliminate all alternative explanations for

the observed outcomes.

As regards programme evaluation, experimental design requires that eligible programme participants are at the outset separated into two groups – "treatment" group and "control" group. The precondition for randomised experiment is two-fold: (i) the two groups are equivalent, that is, of a single population; and (ii) the population is segregated by randomly assigning some members of the population for the intervention, that is, treatment group and others without the intervention, that is, control group.

Randomised experiments are typically applicable in agricultural, physical and biological sciences where variables or conditions can be brought under full control by the scientist. But, in social and behavioural sciences, it is impracticable to have a "control group" in the strict sense. While controlling for participation or non-participation in a programme, it is not plausible or feasible to exclude or isolate members of a population from the existing social, economic and political conditions, influences or factors (Owen, 2007; Mc David and Hawthorn, 2006).

		Before	After	
Random assignment	Program Participants	a	b	b – a = y
	Control group	c	d	d – c = z

Adapted from Weiss (1998).

Figure 13.4: Randomised Experimental Design

While experimental methods may yield very reliable comparison and provide a clear answer to the attribution question, it would be difficult to exclude eligible persons from programme participation based on the theoretical need to compare outcomes.

Quasi-Experimental Design (Non-Randomised Method)

Where the situation does not allow, like in virtually all cases, to assign persons randomly to the programme (treatment group) and others to a control group, it becomes necessary to use evaluation approaches that approximate experimental design.

Quasi-experimental design refers to non-randomised approaches to the evaluation of cause-effect relationship based on pre- and post-intervention situations. The common feature is that they adopt theoretical construction of a comparison group relative to programme participants, in order to investigate causality between an intervention and an outcome. This set of techniques involves principles and tools that estimate the effect of an intervention (cause) on target population without random assignment.

Unlike the experimental design which is based on 'control' group equivalent to programme participants, quasi-experimental designs find a non-equivalent comparison group which is similar to the group of participants as much as possible. By this principle, quasi-experiments offer important characteristics that enable plausible comparison and interpretation. But the evaluation will be short of the efficacy and veracity achievable with random assignment of programme beneficiaries and non-beneficiaries from the same population, (Owen, 2007; McDavid & Hawthorn, 2006).

How to Create a Comparison Group

A comparison group can be derived by either of two techniques, "matching" or "counterfactual".

The Matching Technique

Matching involves two-stage process. The first step involves finding and selecting a comparison group in the form of nonparticipants in an existing dataset, which compares as much as possible to participants in terms of biodata, socioeconomic status, severity of condition or other key personal characteristics that are related to the intended outcomes of the programme. The second step is to match participants to nonparticipants (comparison group) based on the key attributes that are directly related to the intended programme outcomes. The difference in post-programme characteristics between the participants and the comparison group gives an estimate of the effect of the programme.

To qualify for the matching technique, the comparison group should be an existing dataset about a population similar to programme participants; and also that information contained should be similar to that required by the evaluation study. The principle is that the comparison group should approximate the programme participants, such that it can serve as a surrogate for what participants would have been if they had not taken part in the programme.

Comparison group can be generated from data about persons on the waiting list for participation in the programme, persons who have not heard about the programme or by using relevant data from time series, longitudinal and panel surveys. Overall, comparison group technique tends to be more accurate than pre- and post-intervention methods which involve the programme participants only.

Where there is no existing dataset that meets these preconditions, matching is substituted for by using available data and statistically adjusting it to match the participants group.

The Counterfactual Technique

A comparison group can be derived using counterfactual approach. This involves the use of statistical techniques to generate a hypothetical counterfactual condition of programme participants if the programme had not occurred. A counterfactual equivalent refers to what the condition of the participants would have been without the programme. This theoretical counterfactual is then compared to the observed (empirical) condition of the participants after the programme. Unlike the matching option, the counterfactual method regards programme participants as treatment group represented by the observed condition of programme participants after the programme. The observed condition of the treatment group is therefore contrasted to the theoretically derived 'counterfactual' condition, that is, the hypothetical condition of participants before the programme (Mc David & Hawthorn, 2006).

Non-Experimental Method

Policy researchers and programme evaluators often resort to non-experimental design where experimental or quasi-experimental method is not applicable. Where the relevant data is available, programme beneficiaries can be compared to non-beneficiaries by using statistical methods to account for differences between the two categories. A typical example of this method in socioeconomic research is the use of dummy variable in regression equation to represent a person's status, whether beneficiary or non-beneficiary. The use of dummy variable makes it possible to control for personal, social and economic characteristics of the sample of persons.

Getting Data Collection Right

The role of data in monitoring and evaluation is undoubtedly crucial. The usefulness of monitoring and evaluation can be upheld or undermined by the quality of data in terms of content, validity, reliability and timeliness. To achieve the desired quality of data, certain questions must be rightly answered, such as, what data is needed, from which sources and by what data collection methods/techniques? In answering these key questions, considerations must be given to the question(s) addressed by the monitoring or evaluation activity, the design of the monitoring or evaluation process and the available sources of data.

There is a wide range of data collection methods and techniques that can be used, depending on the focus, nature and design of the M & E activity (Kusek &Rist, 2004). They range from informal, qualitative methods to formal, quantitative methods. Similarly, M & E can use primary or secondary data or a combination of both. Primary data is data originated directly by the M & E team through interviews, observation or surveys. Secondary data is data already contained in existing reports, documents and studies and adopted for use by the M & E team.

Methods of Collecting Qualitative Data

Qualitative methods involve discussions and informal interviews with programme managers, programme participants, supervising authorities and stakeholders. The commonly used qualitative evaluation data gathering techniques are focus group discussion, key informant interview and physical observation. The kinds of information generated through qualitative data collection methods relate to the knowledge, attitudes, behaviour, values and judgement as expressed by the respondents. Such information is reported as narrative accounts, description of episodes and case

studies.

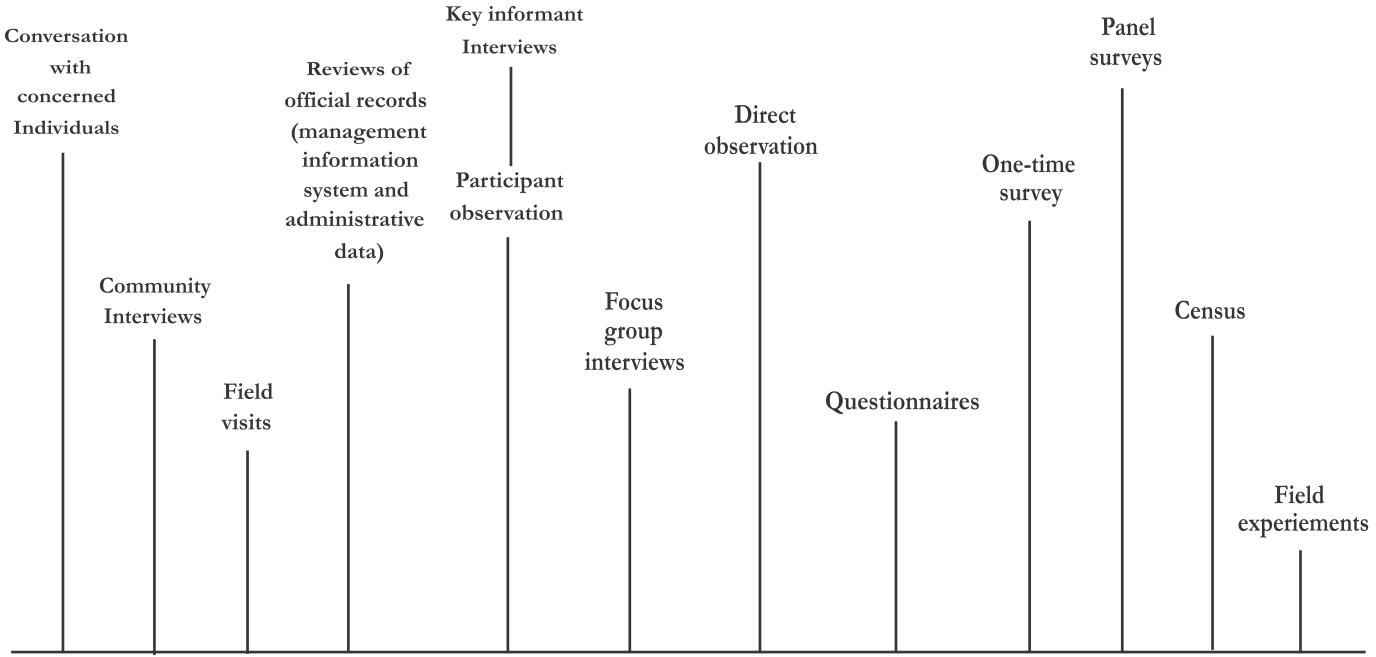
Methods of Collecting Quantitative Data

On the other hand, quantitative data collection methods involve formal interviews and questionnaire-based surveys. A formal interview is a customised person-to-person session devoted to asking questions and getting answers from a knowledgeable and relevant data source. Questionnaires are used in formal surveys involving larger number of respondents. The form and depth of the questionnaire vary according to the type and specificity of data and information sought and the technique by which it is administered. Some questionnaires are completely open-ended while others are completely close-ended, still a questionnaire can have a combination of open-ended and close-ended questions. A questionnaire can be administered in-person, by telephone, via skype or mailed to the respondent.

While there are many data collection techniques, the choice of which technique to use is influenced by key considerations including suitability, precision, cost, feasibility and timeliness. No data collection method is fit for every situation. In practice, therefore, a choice has to be made to use one or a combination of methods.

Whichever choice that is made will entail trade-offs with respect to precision, cost and timeliness (Kusek & Rist, 2004). For instance, formal quantitative 'structured' methods of data collection may be more precise but very costly and time-consuming. On the other hand, informal qualitative 'non-structured' methods may be quicker, more rapid and less costly but less precise.

A continuum of data collection methods employed in M & E is illustrated as shown in Figure 13.5.



Adapted from Kusek and Rist (2004).

Figure 13.5: M & E Data Collection Methods

CHAPTER 14

Monitoring And Evaluation Systems And Approaches: The Delta State Example

The Job Creation Programme as an Example

An empirical situation where the principles and practice of monitoring and evaluation played out in an evolutionary manner is the job creation scheme. With the goal of reducing youth unemployment in Delta State, the impact was cast in terms of the number of jobs created through youth entrepreneurship and private enterprise. Within this framework, several intermediate indicators were formulated to gauge the performance and measure the success of the scheme.

The evolution of monitoring arrangement for the job creation scheme has three stages. At inception of the job creation scheme in 2015, the Job Creation Office generated monitoring information through field visits and routine checks by programme officers. This internal arrangement was handy at the time in order to obtain and supply real-time field information and reports to programme management. The rapid information was useful for tracking the progress of implementation, identifying field-level distortions, infractions and hotspots and taking remedial actions.

As time progressed, the use of own staff for monitoring was replaced with the engagement and use of independent monitors to perform the monitoring and feedback function. Two factors

necessitated this change: the scope and size of field monitoring grew beyond what programme officers could accomplish and there was a compelling case to eliminate subjectivity and improve the reliability of the information and reports from field monitoring.

Independent monitors are individuals and organisations outside of government and who are not involved in programme implementation but engaged to observe first-hand the field implementation of the job creation programmes. The reason is to obtain objective, unbiased and untainted feedback on programme implementation as distinct from information obtained through routine field visits by programme officials. The independent monitors collected and transmitted real-time programme implementation information to the programme management on a regular basis. The purpose of the feedback mechanism was to gauge implementation activities and report field observations to the programme management for necessary action. Independent monitors were paired and assigned to cover separate geographical zones in the state. Their reports were sent directly to the Chief Job Creation Officer.

As a corollary of the M & E system, Delta State Job and Wealth Creation Bureau introduced measures to carry out tracking and mentorship of beneficiaries. After the graduands (STEPreneurs and YAGEPreneurs) have been established with starter packs, they were followed through by tracking and mentorship. The tracking was done through internal and external (independent) monitoring mechanisms replicated in all three senatorial districts of the state. The tracking system helps to identify the shop location/address of the STEPreneur and how he/she is using the starter pack equipment and materials.

The mentorship process involves designating mentors (nearby practitioners in the enterprise) with the responsibility to provide

business advisory and business problem solving assistance ('first-aid') to STEPreneurs/YAGEPreneurs. The purpose of the mentorship process is to assist the graduands to survive, succeed and grow as entrepreneurs and new business owners. Mentors provide 'first-aid' support to graduands regarding enterprise management challenges and issues including input sourcing, production practices, crop/livestock management, financial management and marketing.

Two years into the job creation scheme, that is, in 2017 and based on the necessity to strengthen the M & E system, His Excellency, the Governor created an independent agency for the monitoring and mentoring of programme beneficiaries. In line with its mandate and responsibility, the agency was named Directorate of Youth Monitoring and Mentoring (DYMM). To carry out its responsibility, the directorate adopted a set of monitoring functions. They include assessing the capacity of training centres and their compliance with training manuals and guidelines; finding out the compliance of trainees with training rules and regulations; and detection of the challenges with training activities and recommendation of measures to overcome them.

To perform its functions, the Directorate of Youth Monitoring and Mentoring adopted a monitoring structure comprising a monitoring team for each senatorial district, with reporting responsibility to the headquarters in Asaba, the state capital. The field monitoring of training centres, trainers and trainees is carried out on a monthly basis. The monthly reports are collated and synthesised by the headquarters and sent to His Excellency, the Governor for his information and directives. At the same time, the directorate alerts Delta State Job and Wealth Creation Bureau about any observed "red spot" that requires immediate corrective action.

Besides monitoring, the Directorate of Youth Monitoring and Mentoring was charged with the responsibility of mentoring the start-up entrepreneurs and enterprises. Mentoring is key to survival, success and sustainability of the baby enterprises. The mentoring responsibility was carried out through a variety of beneficiary engagement/support techniques and activities, notably interactive session during start-up phase, business mentoring (nicknamed as mentor2mentee) and role model/community service exercise. The mentoring strategy is aimed at nurturing start-up entrepreneurs and their baby enterprises and providing them hand-holding support and buffers to ensure survival and growth.

Job Creation Programme Indicators

In line with the principles of programme monitoring, Delta State Job and Wealth Creation Bureau formulated a variety of indicators to benchmark the implementation, performance and impact of the job creation scheme, particularly the Skills Training and Entrepreneurship Programme (STEP) and Youth Agricultural Entrepreneurs Programme (YAGEP). Success in STEP and YAGEP is defined in terms of a range of desirable implementation features, intermediate outputs and final accomplishments along the programme cycle. The programme cycle is a progression of activities beginning from call for applications, selection through training, passing out, establishment and mentoring. At every stage of the programme cycle, there are milestones by which success is defined and measured. These indicators are defined along the successive stages of the programme cycle based on the applicable measures/benchmarks for determining and assessing achievement at that stage. Within this context, the measures of the implementation, performance and impact of STEP and YAGEP are configured into process/input, output, outcome and impact indicators.

The job creation programme process or input indicators included:

- Transparency of the selection process;
- Inclusiveness of the selection process;
- Quality of the training activities (curriculum, instructors and resource persons, access to equipment and facilities and learning environment);
- Attendance of trainees in training activities;
- Timeliness of payment of allowances to trainees;
- Timeliness of payment of allowances to trainers;
- Quality of the conduct of completion proficiency tests; and
- Adequacy of the starter packs given to beneficiaries.

The output indicators were as follows:

- Percent of beneficiaries that complete training;
- Percent of beneficiaries that pass the completion proficiency tests; and
- Percent of beneficiaries who receive establishment starter packs.

The outcome indicators were as follows:

- Percent of beneficiaries who start-up their own enterprises;
- Percent of beneficiaries whose enterprises survive the start-up phase; and
- Percent of YAGEP and STEP enterprises that are keeping proper basic business records and accounts.

The impact indicators were as follows:

- Percent of YAGEP farm enterprises that survive after (that is, successfully complete) the first production cycle;
- Percent of YAGEP enterprises with profitable production cycle;
- Percent of STEP enterprises with profitable business operations;
- Percent of STEP enterprises that are recording growth (additional equipment and space);
- Per cent of STEP enterprises that are actively in business at any point in time;
- Percent of YAGEP enterprises that are employing additional persons; and
- Percent of STEP enterprises that are employing additional persons.

Outcome Assessment Using the Job Creation Accounting Framework (JCAF)

Job Creation Accounting Framework (JCAF) was a system of regular (six-monthly and yearly) inventory and evaluation of the number of private and public sector jobs created, directly and indirectly, through the programmes, projects, initiatives and activities of all state government MDAs. It was conceived and applied as the state government's self-appraisal tool for tracking its progress on a cardinal development goal, which is job creation. JCAF consists of methodological protocols aimed to identify, track, verify, analyse and report in a periodic and cumulative manner, the number of direct and indirect jobs that have been created through the programmes, projects and initiatives of the various state government MDAs.

As stated in the Delta State Medium Term Development Plan, 2016-2019, which embodied the S.M.A.R.T Agenda, job and wealth creation constitute the crisscrossing thread and overarching object of the development agenda enunciated by the state government since 29th May 2015. The centrality of job and wealth creation in the development agenda made a compelling case for a tracking and reporting framework to capture the number of jobs created through the programmes and projects of the state government. In response to this need, the Job Creation Office was authorised to develop and operationalise a modelling framework for gathering, collating, analysing and reporting data on job creation in the state.

Through research and consultations with MDAs of the state government, the Delta State Job and Wealth Creation Bureau developed a model framework known as the Job Creation Accounting Framework (JCAF) for the purpose of generating job creation scorecard for a given time period. It was approved by the State Executive Council for implementation on 29th September 2015.

The framework had two interlinked tools - job creation accounting template and the job creation data collection instrument. The job creation accounting template is designed to compute the number and types of direct and indirect jobs attributable to the programmes, projects and initiatives of state government MDAs. The template is a matrix structure that defines four broad types of jobs, namely, direct skilled jobs; direct unskilled jobs; indirect skilled jobs and indirect unskilled jobs. The sum of admissible job counts in these four mutually exclusive job classes gives the number of jobs created.

The job creation accounting template was founded on a glossary of concepts which are pre-defined to guide data collection and

interpretation. The concepts and their working definitions were given as follows:

- "Job" refers to economic activities that produce goods/services for actual or imputed income, monetary or in kind, formal or informal.
- "Skilled labour" is defined as the level of employment, job description or work output that requires persons with specialised learning and training not less than HND/Bachelors degree.
- "Unskilled labour" denotes the level of employment, job description or work output that can be done by persons without any specialised learning and training, that is, not up to HND/Bachelors.
- "Regular employment" refers to persons appointed as new permanent staff or regular workforce of the organisation or establishment for the purpose and as a result of the programme/project being executed with government funds. In some climes, it refers to "direct, full-time and open-ended employment".
- "Non-regular employment" refers to persons taken as new impermanent or temporary workers (e.g., contract, casual or ad hoc basis), to provide labour for the purpose and as a result of the programme/project being executed with government funds. Examples include contract employees, temporary workers and part-time workers.
- "Direct jobs" denotes first-round jobs, that is, persons who get self-employed through government's job creation scheme or become employed as paid workers (skilled and/or unskilled) under public sector investments or programmes/projects executed in partnership with the private sector.

- "Indirect jobs" denotes second-round jobs, that is, persons who get employed by those that are directly employed under public sector investments or programmes/projects executed in partnership with the private sector.

At the beginning of every reporting period, usually six months, the job creation data collection instrument was distributed, explained and pretested across each MDA. In order to ensure accurate and efficient use of the instrument, Delta State Job and Wealth Creation Bureau organised training, capacity building workshops and enlightenment sessions for officers of Department of Planning, Research and Statistics in each MDA on conceptual definitions, measurement procedure, administration of the instrument, data recording, analysis and summarisation.

Impact Assessment by Tracer Study

Tracer study is a valuable survey approach for tracking and assessing the impact of human capital development programmes and projects, such as education and training, skills transmission, technology transfer and job creation interventions. Tracer study is one of the principal methodologies adopted to assess the performance and impact of the job creation programmes – STEP and YAGEP. By design, the tracer study is directed to track STEPreneurs and YAGEPreneurs and find out whether or not they have started doing the business for which they were trained and given starter packs, what they are doing presently, how participation in the programme is benefiting them and their present circumstances.

The tracer approach is census enumeration. Census enumeration means that the study covered the total population of programme beneficiaries (all STEPreneurs and YAGEPreneurs). The field enumeration procedure was sequenced as follows:

i. Telephone calls to STEPreneurs and YAGEPreneurs to find out where the person resides; and what the person is doing (in own business, employed in other person's business, employed in government establishment or private sector company).

ii. Confirmatory telephone calls to sponsors or guarantors to confirm the responses of the STEPreneurs and YAGEPreneurs.

iii. Collation and analysis of responses by STEPreneurs and YAGEPreneurs.

iv. Physical visits to STEPreneurs and YAGEPreneurs (where feasible) to find out the actual status of the person and confirm the responses of the person.

A survey instrument was formulated to capture all possible circumstances that would describe the post-graduation status of a job creation programme beneficiary. Two tracer studies were conducted, first in July 2018 and second in February 2020.

The survey instrument for the tracer study is outlined in Table 14.1 as follows:

Table 14.1: Survey Instrument for Tracer Study

	Status of job creation programme beneficiary	**Tick as applicable**
a	Started own enterprise and still ongoing	
b	Started own enterprise but stopp ed thereafter	
c	Started own enterprise but changed business thereafter	
d	Did not start own business at all	
e	Started own enterprise but I got paid employment in government thereafter	
f	Started own enterprise but I got paid employment in private sector thereafter	
g	Relocated from the state but still in business	
h	Relocated from the state but not in business	
i	Has gone for further education (HND, BSc, MSc or PhD)	
j	Got married and stopped business	
k	Relocated from the cluster but sti ll in farm enterprise	
l	Relocated from the cluster and left farm enterprise	
m	Relocated from the cluster and doing non - farm enterprise	
n	Currently off - season in my farm enterprise	
o	Got paid employment in an agricultural company	

Impact Evaluation Using Growth and Poverty Statistics

The goal of public policy intervention in job creation is to promote broad-based inclusive economic growth, reduce poverty and inequality. Therefore, growth performance and poverty reduction are key benchmarks against which the impact of job creation programmes should be evaluated. In Nigeria, the statistics on economic growth and poverty incidence are generated by the National Bureau of Statistics (NBS) on a regular basis. The use of NBS survey findings on growth and poverty, rather than those generated by state government agencies, to assess the impact of job creation programmes provides an independent authoritative analysis devoid of bias.

Economic growth is measured in terms of gross domestic product (GDP). The GDP of an economy, including at state level, is a measure or value in monetary terms of production of all goods and services within the defined jurisdiction. GDP statistics is based on the System of National Accounts (SNA), which, according to NBS, is the internationally recognised framework (concepts, definitions and classifications) for national accounting.

National Bureau of Statistics' estimates of nominal GDP from 2013-2017 for 11 Nigerian states including Delta State, published in August 2018, show that the agriculture sector in Delta State grew at an accelerated rate since 2015, compared to the pre-2015 period 2015. It grew by annual average of 8.6% from 2013-2015 but accelerated to annual average of 13.3% from 2015-2017. Moreover, Delta State agriculture GDP grew by 50.8% from 2015-2022 (NBS, 2024). This is clear evidence of the impacts of the Youth Agricultural Entrepreneurs Programme (YAGEP), Production and Processing Support Programme (PPSP) and other agricultural sector interventions during the period.

Similarly, the services sector grew at an accelerated rate since

2015, compared to the period before 2015. The average annual growth rate from 2013-2015 was 8.9% but growth accelerated at annual average of 13.2% from 2015-2017. Furthermore, Delta State services sector GDP increased from 18.77% of 2013 GDP to 29.13% of 2022 GDP (NBS, 2024).

The accelerated growth of the services sector, from 2015-2022 is due largely to incremental impacts of the Skills Training and Entrepreneurship Programme (STEP), support initiatives for micro, small and medium enterprises (MSMEs) and other informal sector interventions. Among the principal factors behind the accelerated growth of the services sector is the substantial development/improvement of infrastructure including roads, airport, stadium, market facilities and urban amenities. These massive improvements in infrastructure and related facilities have significantly boosted intra-state trade and commerce and fostered overall ease-of-doing business across the state.

Furthermore, statistics on poverty profile across Nigerian States, contained in the NBS 2019 Report on Poverty and Inequality in Nigeria, corroborate the impressive growth trajectory of the Delta State economy, since 2015. Between September of 2018 and October of 2019, the National Bureau of Statistics (NBS) conducted the Nigerian Living Standard Survey (NLSS), following the last round conducted in 2009-2010. Using a national sample size of 22,110 households, NLSS 2018-19 obtained data on household-level demographics (age, gender, marital status, among others), access to education, health and basic services, employment, assets, and income. Results of the survey are vital for measuring poverty incidence and assessing several socio-economic indicators related to the Sustainable Development Goals (SDGs).

The official poverty line refers to the monetary value of the consumption (food and non-food) expenditures needed for an

individual to achieve a basic level of welfare. The consumption expenditure has five broad components: (i) expenditures on food, from all sources, including from purchased, self-production and gifted, and meals; (ii) schooling and education expenditures; (iii) expenditures related to health care of household members; (iv) housing expenditures; and (v) budget shares. The national poverty line is obtained by adding the cost of food and non-food requirements for basic welfare. Based on these principles and criteria, NBS estimates the 2019 poverty line at ₦137,430 per person per year. This implies that the individuals living in households whose per capita annual consumption expenditures is below ₦137,430 are considered poor by national standards (NBS, 2020).

Based on this poverty metrics, report on 2019 Poverty and Inequality in Nigeria, published by NBS in May 2020 ranked Delta State 2nd Least Poor State in Nigeria, after Lagos State. This represented a remarkable improvement from the 2009-2010 Poverty Profile of Nigeria which ranked Delta State the 12th Least Poor State in Nigeria (NBS, 2020).

Impact of M & E Information on the Planning System

One vivid empirical case where M & E information is crucially useful is in the revision of national or subnational policy documents and development plans together with its derivatives including sector strategy and fiscal strategy. Every development plan and by extension sector strategy paper defines some key performance indicators (KPIs), with targets against which actual achievements are assessed based on predefined timelines. The development plan is usually subjected to performance review and policy revisions towards the end of the applicable time frame.

A comprehensive appraisal of an existing development plan

provides crucial M & E information and lessons that lead to adjustments and revisions to priorities, policies and programmes and/or adoption of new priorities, policies and programmes. These policy adjustments and revisions as well as the newly introduced policies are embodied in the successor "Development Plan". In the same vein, the medium-term fiscal framework (MTFF) is updated annually in the light of macroeconomic and fiscal developments during the preceding period and the forecast outlook for the next period. Since the medium-term sector strategy (MTSS) is fundamentally shaped by MTFF, the MTSS itself undergoes annual reexamination for the purpose of revision or rollover in alignment with economic and fiscal updates. Accordingly, the subsequent annual budget reflects the revisions to the resource constraints and spending profiles given by the updated MTSS.

Institutional Structure of the State Government's Monitoring and Evaluation Systems

In line with the goal of maximising the desired social and economic impact of governance through sound planning and effective delivery of development programmes and projects, Delta State government adopted complementary institutional structures of monitoring and evaluation.

Ministry/Agency-Level Monitoring and Evaluation

This refers to monitoring and evaluation processes and activities within ministries, departments and agencies. At the ministry or agency level, monitoring and evaluation is the statutory responsibility of the Department of Planning, Research and Statistics (DPRS). In general, DPRS is responsible for corporate and strategic planning, conducting research activities, keeping statistical data, information resources and policy issues of MDAs in

the civil service with the following functions:

- Secretariat to the Tenders Board;
- Budget estimates (capital and recurrent);
- Initiating and reviewing of policies and programmes;
- Relevant statistics;
- Registries.

In every MDA, the DPRS is structured into two Divisions: (i) Planning, and (ii) Research and Statistics.

The planning division is charged with the following responsibilities:

- Development plan (rolling, medium and perspective);
- Monitoring and evaluating plan implementation;
- Formulating the procedures for monitoring the activities of parastatals;
- Collating and production of quarterly and annual reports of offices and parastatals; and
- Liaising with relevant bodies on policies and planning matters.

The research and statistics division has the following functions and responsibilities:

- Research into the internal organisation and the operational modalities;
- Research into policy options of government;
- Collation and compilation of data and statistics for the annual report;
- Study of project/programme proposal from MDAs and

advising government; and

- Appropriately relating with relevant agencies on research and statistics matters.

Sector-Focused Monitoring and Evaluation

This involved the use of special purpose vehicles to carry out targeted monitoring and evaluation in designated sectors. Two examples are (i) Directorate of Youth Monitoring and Mentoring (DYMM); and (ii) Directorate of Project Monitoring.

Directorate of Youth Monitoring and Mentoring

The Directorate of Youth Monitoring and Mentoring was established in 2016 purposely to undertake monitoring and mentoring functions arising from the job creation and youth empowerment programmes of the state government.

The mandate of DYMM included:

a. Monitoring and evaluation of all youth job and wealth creation intervention programmes in the state to create maximum benefits;
b. Mentoring of beneficiaries of youth empowerment programmes;
c. Proactive communication and flag up of issues that may hinder the growth and sustenance of youth empowerment programmes; and
d. Providing technical support for all youth empowerment programmes.

DYMM carried out its monitoring activities through periodic visits to training centres to assess the performance of training centres and rate them based on laid down parameters. The trainees

are also rated to ensure they are progressing well in the training sessions. Overall, the monitoring activities help to achieve the following:

i. Improve the quality of training that beneficiaries of the job and wealth creation programmes get.

ii. Improve discipline amongst trainees.

iii. Improve service delivery amongst agencies of government involved in job and wealth creation.

Over the period 2016 to 2023, DYMM's monitoring activities covered more than 13,000 beneficiaries of STEP, YAGEP, RYSA and GEST.

Another arm of the DYMM's mandate is the mentoring of beneficiaries of the job creation and youth empowerment programmes, after they have been started up in their respective enterprises. The mentoring role was implemented through a combination of techniques including business clinics, mentor-to-mentee sessions and walk with the role model.

The business clinic was designed as a platform to bring together beneficiaries of the various job and wealth creation schemes to enhance their skills through information sharing, opportunity leverage and life coaching sessions. The clinic helped to prepare and equip them to be able to tackle the challenges of the business environment. During the business clinics, federal and state government agencies that provide business regulatory services are brought together to closely interact with and enlighten the beneficiaries. The agencies included Corporate Affairs Commission (CAC), Small and Medium Enterprises Development Agency of Nigeria (SMEDAN), Federal Inland Revenue Service (FIRS),

Bank of Industry (BOI), Bank of Agriculture (BOA), National Agency for Food and Drug Administration and Control (NAFDAC), Nigerian Investment Promotion Commission (NIPC), and Nigerian Incentive-Based Risk Sharing System for Agricultural Lending (NIRSAL).

The Mentor-to-Mentee programme was designed to provide a platform for mentoring of established beneficiaries of the various job and wealth creation agencies. Under this programme, beneficiaries were assigned to mentors who are experienced businesspeople with proven track records, to provide guidance that will help them grow and become successful entrepreneurs.

The Walk-with-the Role Model was a community service programme designed to bring the beneficiaries of the various job and wealth creation programmes in the state together with business leaders who served as role models. The role models carried out community service jointly with the beneficiaries in designated locations and thereafter, gave motivational talks to inspire them to greater business success.

DYMM sent periodic field reports and beneficiary assessments to His Excellency, the Governor, and provided real-time feedbacks to MDAs involved in job creation and youth empowerment including Delta State Job and Wealth Creation Bureau, Ministry of Youth Development, Ministry of Girl Child Entrepreneurship and Development, Ministry of Science and Technology and Ministry of Women Affairs, Community and Social Development, for management action.

Directorate of Project Monitoring and Audit

On its part, the Directorate of Project Monitoring and Audit was created in April 2021, as an additional project verification

authority distinct from project monitoring units of project implementing MDAs. The establishment of the Directorate of Project Monitoring and Audit was intended to ensure double checks on and strict compliance with project specifications, standards and timelines. The specific functions and responsibilities were as follows:

a. Design and implement a centralised project monitoring mechanism.

b. Monitor all capital projects.

c. Collate and analyse data on all government projects and proffer solutions/advice for effective implementation of the capital budget.

d. Carry out pre-payment valuation of capital projects being executed by MDAs; and

e. Any other duty that may be assigned by His Excellency, the Governor, from time to time.

The Department of Project Monitoring and Audit was headed by a Commissioner, which implies a ministry-level status that conferred sufficient authority to perform its functions.

Service-Wide Monitoring and Evaluation

Service-wide monitoring and evaluation is the responsibility of the Department of Monitoring and Evaluation, Ministry of Economic Planning. The Department of Monitoring and Evaluation was established in 2017 as part of the restructuring of the Ministry of Economic Planning. It is charged with the following statutory functions:

a. Develop and maintain a framework to support the monitoring evaluation and reporting on the performance of MDAs in

respect of policies, plans, projects and programmes approved for implementation by MDAs.

b. Develop evaluation capacities across MDAs to ensure quality, results and impart of approved policies, plans, projects and programmes and the impact of such policies, plans, projects and programmes on beneficiary communities.

c. Collaborate with MDAs to develop result focused key performance indicators with clearly defined performance targets upon which progress will be measured.

d. Develop the data management system for the state M & E system, including data collection tools, identification of data sources, frequency of data collection and data transmission plan.

e. Appraise and report on policies, plans, projects and programmes of MDAs to ensure consistency with government priorities or the policies of donors for management information and action.

f. Monitor government policies, projects and programmes approved for implementation by MDAs to ensure established work plan are followed and actualised according to set timelines.

g. Develop, institutionalise, manage and coordinate the state computerised Monitoring & Evaluation system to match extant M & E system elsewhere and for the purpose seek the collaboration of the United Nations Institute for Training and Research (UNITAR) or other donor agencies.

h. Manages the Public Complaints Desk and investigate and report on petitions on shabby or abandoned government projects by contractor in any community across the state.

I. Any responsibility or function that may be assigned to the

department from time to time.

Coordination and Synergy of Monitoring and Evaluation

The institutional structure of monitoring and evaluation has merits as well as challenges. On the one hand, the co-existence of multiple layers of monitoring, evaluation and feedback mechanisms [internal and external] is useful for obtaining true, balanced and holistic account of policy and programme outcomes and impacts. On the other hand, in practice, the mixture of ministry/agency-level monitoring, sector-specific monitoring, inter-ministerial monitoring and service-wide monitoring platforms increases the challenges of cooperation, coordination and synergy. The risk of overlapping of functions and responsibilities was minimised through superordinate assignments, supervision and oversight by His Excellency, the Governor. As a matter of fact, prior unambiguous delineation of statutory functions and responsibilities across the monitoring and evaluation platforms coupled with the Governor's executive ordering of empirical functions helped to streamline the respective agencies for complementary and synergistic feedback.

Nonetheless, it is important to alert that maintaining complementary relationships across the monitoring and evaluation agencies is the safeguard for the sustainability of the multiple M & E arrangement. In order to ensure complementarity and synergy, it is important to have a robust platform for regular sharing and exchange of information, cross-review of information and data collection approaches and methods as well as cross-validation of field information and data feedbacks on common issues and parameters. By virtue of its statutory responsibility, the Department of Monitoring and Evaluation in the Ministry of Economic Planning is suitably positioned to initiate and coordinate this inter-

agency platform.

Another vital necessity for effective monitoring and evaluation mechanism is the enhancement of capacity and capabilities of the respective Departments of Planning, Research and Statistics across Ministries, Departments and Agencies as well as in the Department of Monitoring and Evaluation in the Ministry of Economic Planning. This can be achieved through training and retraining of personnel, coupled with strengthening the "rules of the game" and accountability mechanisms across the various monitoring and evaluation arrangements.

The Use of Non-Statutory Performance Tracking and Feedback Mechanisms

In addition to the statutory systems of monitoring and evaluation, there are complementary non-statutory mechanisms enunciated by the Governor for tracking the functioning and performance of policies, programmes and projects. The non-statutory mechanisms are mainly town hall meetings, targeted stakeholder consultative meetings and spot checks by independent monitors, as directed by the Governor, on case-by-case basis.

Town Hall Meetings

Throughout his 8-year tenure 2015-2023 as Governor, His Excellency, Senator Dr. Ifeanyi Okowa held state-wide town hall meetings in every local government area of the state. The meetings were designed to give various local stakeholders the opportunity to freely speak their opinions and impressions on the policies and programmes of the state government, and in particular, progress of projects under execution and the state of public service delivery to people in the local government area. Every town hall meeting was

usually attended by mixed audience comprising traditional rulers, community leaders, religious leaders, traders associations, artisans associations, women groups and farmers associations in the local government area.

Case by Case Meetings with Selected Stakeholders

In the same vein, the Governor obtained independent field assessment and feedback on government policies, programmes and projects through targeted meetings with stakeholder groups including labour unions, professional associations, traders' associations, artisans' associations, farmers' cooperative societies, transport unions, market associations and women groups.

Both the town hall meetings and targeted stakeholder meetings were presided over personally by the Governor in an atmosphere of openness and sincerity. Through these channels, the Governor gained first-hand knowledge and understanding of the ground-truths and peoples' candid impression about the progress and challenges of government policies, programmes and projects across the 25 local government areas of the state. The information that came from these channels complemented and reinforced those provided by statutory monitoring and evaluation systems. The adoption of multiple (statutory and non-statutory) channels of monitoring, tracking and feedback helped the Governor to constantly have authentic, adequate and balanced information about the acceptability, implementation, outcomes and impacts of government policies, programmes and projects.

CHAPTER 15

Bringing Research Culture To Bear On The Documentation Of Job Creation Programmes

The Need for Diligent Documentation of the Policy Process

Real-time documentation of the policy or programme cycle is crucial for implementation management, stock taking, lessons learning, historical archiving and future reference. Examples of such real-time documentation are the creation and maintenance of credible database, publication of programme periodicals (bulletins, newsletters, annual reports) and development and maintenance of programme web portal. Others are publication of programme brochures, programme procedure manuals, training guides/modules and the publication of beneficiary and stakeholder feedback reports.

Documentation as a Corporate Policy

At inception in 2015, adequate and timely documentation of programme flow, its outcomes and feedback from beneficiaries and stakeholders was adopted as the corporate policy of Delta State Job and Wealth Creation Bureau, under my leadership. As a result of the faithful implementation of this policy, Delta State Job and Wealth Creation Bureau, has, as of 28th May 2023, accumulated a total of fifty one (51) publications of various kinds, as follows: bulletins, manuals, brochures, reports, modules, books, booklets,

monographs, seminar papers and workshop presentations. The publications take one or a combination of these forms-printed, electronic and web-based (online).

The documentation policy is an integral element of the information and data governance strategy. Key attributes of the information and data governance strategy are timeliness, relevance, accuracy, reliability, completeness, useability, storability and retrievability. Staff were trained, orientated and equipped to comply with these essential attributes throughout the programme cycle. A major aspect of the staff training and capacity building is the mandatory mainstreaming of information and data collection, collation, analysis and reporting in the implementation of programme activities.

Research Culture and Professional Discipline

The documentation policy, information and data reporting framework were midwifed through research culture and professional discipline. Against this backdrop, Delta State Job and Wealth Creation Bureau clearly stood out as a timely and authoritative supplier of information and data, particularly regarding the conduct, achievements and impacts of the job creation programmes. The coverage of information and data was expanded to include achievements and impacts recorded through the policies, programmes and projects of other MDAs, for example, roads development, education sector reforms, healthcare policy reforms, urban renewal and investment promotion.

Overview of the Publications

The publications can be categorised according to the subject matter, specific purpose, intended audience, types (appearance/features), and forms (physical, electronic or virtual).

The web-based publications are of three kinds, viz., the job creation website, the digital programme management system (job creation portal) and the satellite-generated digital mapping of farm enterprises.

The Job Creation Portal (Interactive) – www.deltastatejobcreation.net

The Digital Programme Management System, embodied in the job creation portal, is an upgrade of the job creation programme's electronic database to an online interactive programme management information, data warehousing and retrieval system. This upgrade is vital to the establishment of a customised online programme administration and information management system that enhances programme operations, information storage, global accessibility and efficient service delivery. The portal provides secure information storage, organisation, tracking, searching and sharing options.

The job creation portal is a digital simulation of the implementation, administration and operation of the job creation programme service delivery from input stage (beneficiary application/enrollment) to output stage (beneficiary completion/graduation). The portal functions as a full-cycle virtual facility for data organisation, collation, storage and retrieval for administrative operations, management decision-making, status checking of programme operations and tracking of historical and current performance of the programmes. It was developed to collect, collate, analyse data and disseminate information conveniently.

The key features of the job creation portal - digital programme management system, are as follows:

- Automated synchronisation of programme database and

information sharing with details of beneficiaries.

- Digital dashboard of real-time programme status with customised (classified) access and cumulative statistics.
- Simulation of programme operations and service delivery process flow, which includes briefings on each stage.
- Ubiquitous modes of access, usage and storage of data.
- User interface with programme beneficiaries, trainers and others.
- Digital documentation, tracking and feedback mechanism.
- Online resources for remote training and development purposes.

The portal enabled programme managers' virtual interface and dynamic interaction with programme trainees, trainers, partners, stakeholders and the general public. This web facility created global visibility for the job creation programme, eased communication, engaged interest, enhanced information flow, improved administrative efficiency and promoted operational transparency.

The portal contained templates, timetables, requirements, manuals, list, forms, codes, test briefs, training videos and details of starter pack. It is a one-stop-shop for programme management with various information and digital services available for applications and implementation. Presenting a global overview of the programme through virtual means ensured transparency and authentication of process functionality. The benchmark of the digital programme management system was to reach a global community with procedures and products of the job creation scheme. This is augmented by robust planning and execution.

GPS Survey Digital Mapping of YAGEP Farm Enterprises

Delta State Job and Wealth Creation Bureau developed a Global Positioning System (GPS)-based survey, profiling and mapping of farm enterprises using cutting-edge digital and web-based transmission technologies. GPS is satellite-based location identification, recording and tracking methodology deployed to obtain accurate determination of geographical points of the YAGEP farm clusters and farm enterprises. By GPS methodology and digital mapping techniques, the digital virtual map of farm enterprises was produced. The peculiar value of this digital map derives from its universal accessibility and visibility as a virtual information resource. The digital map was embedded in an online mapping technology with an overlay of Delta State local government map for clarity and delineation.

The digital (online) map was an electronic documentation, dissemination tool and historical reference material that can be updated with additional farm enterprises from time to time. It provided snapshot mirror of how and the extent to which YAGEP transformed the agricultural landscape of the state through encouraging and supporting the profitable and sustainable involvement of youths in agricultural entrepreneurship. Very importantly, the digital map gave cost-free market visibility to YAGEP farm entrepreneurs and their enterprises, which enhances their market prospects, business networking and access to enterprise support. Details of individual beneficiaries were accessed publicly for patronage, network, market and connectivity.

The Job Creation Website – www.deltastatejobcreation.ng

Like similar websites, Delta State Job and Wealth Creation Bureau's website is an online station wherein information and updates about the Bureau's processes, activities, and achievements

are stored and disseminated. It was a rich source of a wide range of information for prospective and current participants of the Bureau's programmes, stakeholders, partners and the public. Also, the website houses the database of all past and current programme beneficiaries. Besides, the website serves as a tool for corporate branding, awareness creation and mass communication to the public. Programme applicants had the option of using the online application facility on the website.

Other information resources (published and unpublished literature) created and utilised by Delta State Job and Wealth Creation Bureau over the period 2015 to 2023 are given in the Annexure.

CHAPTER 16

Okowanomics - Results-based Framework For Assessing Policy And Programme Outcomes And Impacts

Applying the Results-Based Framework to the Reporting of Achievements and Impacts

Very often, policies and programmes of federal and state governments are reported and assessed by the implementors in terms of inputs, processes and outputs. This reporting culture usually describes implementation of policies and programmes by stating project expenditures, progress of project execution (on per cent basis), timelines for project completion or whether the construction of the infrastructure, facility or amenity has been completed. Examples of such reporting style include number of schools built or renovated, number of health centres built or renovated, number of roads constructed or rehabilitated, number of bridges constructed or rehabilitated, amount of fertilizer distributed to farmers, amount of money disbursed as loans to farmers and microenterprises and so on.

Comparatively, the results-based framework tracks policy, programmes and projects in terms of inputs through outputs, outcomes and impacts. In recognition of this imperative, development plans of the federal and state governments prescribe

indicators and methodologies for assessing policy and programme outcomes and impacts. However, practical use of the approach is relatively scanty.

Against this backdrop, the next series of chapters focuses on the outcomes and impacts of the policies and programmes of the state government under the leadership of His Excellency, Senator Dr. Ifeanyi Okowa, Governor of Delta State, from 29th May 2015 to 29th May 2023. The development outcomes and impacts are evaluated based on factual evidence and from the perspective of their systematic linkages with policies and programmes. These systematic linkages of policy and programmes to outcomes and impacts under the Okowa administration are contextually defined as"Okowanomics".

The Okowanomics Brand

Okowanomics is the brand identity of His Excellency, Senator Dr. Ifeanyi Okowa's distinctive combination of political shrewdness, productive developmental philosophy and good economic governance of Delta State. The Okowanomics concept denotes his legendary "school of thought" as manifested by his people-centred approach, economic wisdom, mission orientation, excellent administrative capability, effective social skills and impactful tenure as Governor of Delta State. Also, it signifies his first-rate personality brand, leadership endowment and statecraft ability, which are correlates of his exceptional assortment of character qualities notably, self-discipline, critical thinking, clear foresight and strategic planning. Others are his characteristic personality virtues of exemplary personal leadership, executive intelligence, people skills, humility and temperance.

Throughout his tenure as Governor of Delta State, Okowanomics evidence was generated and reported by Delta State

Job and Wealth Creation Bureau in a series of fact sheets showing the verified outcomes and impacts of policies and programmes of the state government. The fact sheets were also presented in consolidated volume – the Okowanomics Factfile. The purpose of Okowanomics Factfile was two-fold: [i] to track and document the factual evidence of Governor Okowa's outstanding governance achievements and exemplary leadership performance in Delta State; and [ii] to authoritatively inform and instruct key national stakeholders and the public at large.

The Okowanomics fact sheets contained short easy-read summaries of key information and factual evidence of Governor Okowa's landmark strides, legacy policies and impactful footprints in the social, infrastructural and economic development of Delta State, from 2015 to 2023. The summaries were deliberately presented in simple, precise and concise narratives mixed with illustrative infographics for rapid digest.

Okowanomics Fact Sheets

Each fact sheet focuses on a specific policy, programme, sector or thematic issue. The methodology comprises theoretical background and contextual information followed with empirical evidence of the outcomes and impacts of the policy, programme or sector issue. The policy, programme, sector or thematic issues covered by the fact sheets are as follows:

i. economic transformation indicators;

ii. policy and institutional reforms;

iii. a better business environment;

iv. job creation outcomes and impacts;

v. a socially inclusive economy;

vi. roads development, urban renewal and services sector boom;

vii. a modernised educational system;

viii. a transformed healthcare system;

ix. upliftment of living conditions in the riverine communities;

x. state-level implementation of World Bank-Assisted Nigeria COVID-19 Action Recovery and Economic Stimulus (CARES) programme; and

xi. the leadership factor that made the difference.

CHAPTER 17

Economic Transformation Of Delta State 2015-2023

Concept of Economic Transformation

Economic transformation refers to positive and desired structural changes in the production and consumption of goods and services. An economy is said to be transforming if there is progressive shift along the lines of economic growth, economic prosperity and sustainable development. Conceptually, economic transformation is a long-term continuously evolving process. The key arenas for assessing economic transformation include sector composition of the economy, growth rate of the economy, size of the economy, unemployment situation, poverty incidence and outlook of the private sector.

Evidence of Economic Transformation

Some evidence of economic transformation in Delta State including accelerated economic growth and diversification, poverty reduction, job and wealth creation and sustainable public financial management are illustrated in Table 17.1.

Table 17.1: Evidence of Economic Transformation

ECONOMIC TRANSFORMATION INDICATOR	TREND OF INDICATOR 2015 – 2023
Size of Delta State Economy, that is, nominal Gross Domestic Product [GDP] measured in basic current prices.	The size of the economy, measured as gross domestic product (GDP) increased from ₦2.96 trillion in 2015 to ₦5.108 trillion in 2019, that is, increase of 72%, but dipped to ₦ 4.425 trillion in 2020, arising from the economic slump occasioned by the COVID-19 lockdown. Nonetheless, the 2022 GDP rose to ₦4.87 trillion, that is 64.52% higher than the 2015 GDP.
Delta State Income Per Capita	Delta State per capita income in 2022 was estimated at US$2,701, above Nigeria's national figure of US$2,085 as estimated by the World Bank.
Delta State Ranking on Oil Production in Nigeria	Delta State regained No. 1 in crude oil production arising from the enthronement of peace, security, cordial community relations and overall good governance.
Delta State Economy Has Been Increasingly Diversified	Increasing diversification of the state's economy whereby non-oil sector constitutes 51.51% of 2022 GDP compared to 41.90% of GDP in 2013.
Growth Rate of Delta State Economy	Nominal GDP (at basic current prices) grew at an annual average rate of 9.68% from 2014 to 2022.
Boost of the Services Sector of Delta State Economy	Services sector increased from 18.77% of 2013 GDP to 29.3% of 2022 GDP.
Boost of the Agriculture Sector of Delta State Economy	Agriculture sector increased by 50.8% from 2015 - 2022.

Growth Rate of Delta State Internally Generated Revenue [IGR]	Delta State Internal Revenue Service (DSIRS) Act 2020, aimed at making the agency more proactive and effective in collecting revenues. Establishment of the Office of Director General, Revenue Monitoring, Tracking and Audit in 2019, which mandate was to trace and track accrued revenues and ensure that they are paid into the relevant government accounts. IGR performed increasingly better from 2016-2022. In nominal terms, IGR increased remarkably by more than 50% from 2015 to 2022.
Unemployment Rate in Delta State	According to NBS (2021) Report based on Nigeria Labour Force Survey in Q4 2020, unemployment rate in Delta State was 31.1%, lower than national all-states average – 37.2% and lower than the national figure of 33.3%. The latest estimate of national-level unemployment published by NBS (2023) is not comparable to the 2020 report due to significant differences in methodology. Moreover, the 2023 report did not provide state-level estimates of unemployment and underemployment.
Delta State Poverty Ranking among Nigerian States	Delta State became the 2nd least poor state in 2020, much improvement from 12th Least Poor State in 2010, based on national survey by National Bureau of Statistics (NBS).

	According to NBS 2022 Multidimensional Poverty Report, Delta State has multidimensional poverty index of 47%, which is better than the national multidimensional poverty rate of 63%. The 2022 Multidimensional Poverty Index combines four indicators - (i) health-food security (ii) education (iii) living standards and (iv) work & shocks. By its multidimensional poverty rate, Delta State ranks the 9th least poor state in multidimensional poverty.
Health Insurance Coverage	Delta State attained 20% coverage under the Contributory Health Insurance Scheme, the No. 1 position in comparative universal health coverage across Nigerian States. This is corroborated by National Bureau of Statistics and UNICEF Multiple Indicator Cluster Survey Report 2021 which puts health insurance coverage for children under age 5 at 19.9%.
Sound Fiscal Policy and Public Financial Management Reforms	Delta State implemented the International Public Sector Accounting Standard (IPSAS) in both cash and accrual basis. Delta State earned four awards under the World Bank-sponsored States' Fiscal Transparency, Accountability and Sustainability (SFTAS). Delta State was ranked "excellent" on fiscal transparency and accountability, "very good" performance on efficiency of public expenditure; overall "best" performance in debt sustainability. Overall, Delta State performed best in the South South and second best in Southern Nigeria.

	DMO 2023 report reveals that between December 2015 and December 2022, Delta State's domestic debt decreased by a whopping 5%. And the state's overall debt only increased by 1% during the same period. These awards and the indications from the report of Debt Management Office (DMO) are independent testaments of Governor Okowa's legacy of fiscal transparency and accountability, efficiency of public resource management and sustainability of public debt.
Strategic Planning, Monitoring and Benchmarking for Sustainable Development	Delta State Medium Term Development Plan 2016 -2019 followed by Delta State Medium Term Development Plan 2020-2023. Existence of Delta State Progress Report on the sustainable Development Goals which measures development achievements against the United Nations Sustainable Development Goals [SDGs] 2016-2019. These are glaring examples of universal best practices in development planning and monitoring.

Drivers of Economic Transformation 2015 – 2023

The economic transformation of Delta State since 2015 is driven by a combination of the sound economic ideology, pragmatic political philosophy and leadership effectiveness encapsulated as follows:

i. Strategic planning and timely establishment of development roadmap.

ii. Rational prioritisation of policies and programmes to people-centred public service delivery.

iii. Fiscal discipline and prudent public expenditure.

iv. Enthronement and sustenance of peace and security through proactive multilevel strategies of peace building and conflict resolution.

v. Well-coordinated closely monitored execution of programmes and projects.

vi. Significant development of key economic infrastructure [roads and transport, markets, urban facilities], which enhanced the ease of doing business and boosted the state's economy.

vii. Boost of private sector through the promotion and development of micro, small and medium enterprises [MSMEs], skills training, retraining and support for startups, enhanced government demand for private sector in public works, goods and services.

CHAPTER 18

Policy And Institutional Reforms

The Concept and Principles of Policy and Institutional Reforms

By definition, policy and institutional reforms imply inventive changes, amendments and revisions to existing framework polices, programmes, organisations, methods and laws with a view to achieving certain predetermined goals and objectives. Such changes, amendments or revisions are usually aimed at improvement of existing situations, creation of better conditions, correction of malfunctioning systems or undesirable conditions.

Linking policy and programme execution to policy and institutional reforms is one of the essential ingredients of Okowanomics, consistent with the scientific tenet of policy practice. The fact that reforms were conceived, formulated and enacted, as the initial basis for execution of policies and programmes, reflects first-rate critical thinking, clear foresight and disciplined planning culture of Okowanomics. It is a truism that development outcomes become real, enduring and sustainable if and where they are built on solid, genuine and legitimate policy, legal and institutional foundations.

Evidence of Policy and Institutional Reforms

Table 18.1 gives an illustrative sample of legal and institutional frameworks that underpin the reforms across the various sectors from 2015 to 2023.

Table 18.1: A Sample of Policy and Institutional Reforms 2015 - 2023

Year of Reform	Instrument of Reform	Purpose of Reform	Aspect of SMART Agenda
June 2015	Establishment of Office of the Chief Job Creation Officer	Special purpose vehicle created to plan, design and implement youth-focused job and wealth creation programmes	Job and wealth creation
July 2015	Delta State Capital Territory Development Agency Law	Superintend and facilitate sustainable development of Asaba capital territory [infrastructure, public utilities and services, etc.]	Urban renewal
July 2015	Board for Technical and Vocational Education Law	Revive, manage and regulate technical colleges and vocational training centres	Education Policy
August 2015	Delta State Peace Building and Advisory Council	Foster peace and conflict prevention and resolution in the state	Peace building, political and social stability

Year of Reform	Instrument of Reform	Purpose of Reform	Aspect of SMART Agenda
September 2015	Delta State Medium Term Development Plan 2016-2019	Provides the strategic plan, roadmap, policy priorities and benchmarks for social, infrastructural and economic development based on the SMART AGENDA	Development planning
February 2016	Delta State Contributory Health Commission Law	Establish Delta State Contributory Health Commission and Contributory Health Insurance Scheme universal health coverage	Health for All Deltans (HeFAD) - Health Policies
April 2016	Inauguration of Delta State Traffic Management Authority	Control road traffic and enforce road traffic regulations. Ensure free flow of road (vehicular) traffic and safety of all road users.	Conducive business environment

Year of Reform	Instrument of Reform	Purpose of Reform	Aspect of SMART Agenda
May 2016	Advocacy Committee Against Vandalism of Oil and Gas Facilities	Engage and dialogue with oil producing communities and other relevant actors for the protection and security of oil and gas facilities and personnel.	Peace building, political and social stability
August 2016	Delta State Anti-Kidnapping and Hostage Taking Law	Curb the incidence of kidnapping and related crimes	Security and social stability
November 2016	Delta State Agriculture and Rural Development Agency (Amendment) Law	Refocus, realign and strengthen existing Agricultural Development Programme for greater relevance, efficiency and effectiveness	Agricultural reforms
December 2016	Delta State Anti-Terrorism and Anti-Cultism Law	Curb terrorist and cult-related violence and killings	Security and social stability

Year of Reform	Instrument of Reform	Purpose of Reform	Aspect of SMART Agenda
August 2017	Delta State Investment Development Agency Law	Facilitate private sector investments and promote public private partnerships	Conducive business environment
August 2018	Delta State Public and Private Property Protection Law	Protection of, eliminate undue interference or obstruction to public and private property and thereby ensure conducive business investment environment	Conducive business environment
June 2019	Delta State Water Law	The law provided legal framework to the Water and Sanitation Policy 2017. The law converts the State Urban Water Board into a Corporation, making it semi-autonomous. Also, the law provides wider scope for stakeholders' participation in the water sector.	Water sector reform

Year of Reform	Instrument of Reform	Purpose of Reform	Aspect of SMART Agenda
July 2019	Warri-Uvwie and Environs Area Development Agency Law	Superintend and facilitate sustainable development of Warri-Uvwie and Environs [infrastructure, public utilities and services, etc.]	Urban Renewal
September 2019	Delta State Job and Wealth Creation Bureau Law	Institutionalise and strengthen the existing Office of the Chief Job Creation Officer	Job and wealth Creation
November 2019	Ministry of Youth Development	Upgrading of the Directorate of Youth Development to Ministry of Youth Development to strengthen and broaden its mandate	Youth development for wealth creation
April 2020	Public Procurement Law	Transparency and accountability of public procurement	Public procurement
May 2020	Delta State Fiscal Responsibility (Amendment) Law	Fiscal planning, budgetary responsibility and debt management	Fiscal policy

Year of Reform	Instrument of Reform	Purpose of Reform	Aspect of SMART Agenda
June 2020	Delta State Internal Revenue Service Law	Autonomy and professional management of the state's revenue collection agency in line with best practice	Public revenue and fiscal policy
September 2020	Delta State Medium-Term Development Plan 2020-2023	Successor to the Delta State Medium-Term Development Plan 2016-2019. Policy Framework and Implementation Roadmap for a "Stronger Delta"	Development planning
March 2021	Delta State University of Science and Technology, Ozoro Law; University of Delta, Agbor Law; Dennis Osadebe University Asaba Law	Access to university education as the bastion of human capital development	Education policy

Year of Reform	Instrument of Reform	Purpose of Reform	Aspect of SMART Agenda
July 2021	Delta State Audit Law	Independent examination of public expenditure by granting financial and operational autonomy to Offices of Auditors-General [State and Local Governments]	Public accounts
August 2021	House of Assembly Service Law	Staff establishment and institutional management of the House of Assembly	Legislature
September 2021	Delta State Judiciary Fund Management (Financial Autonomy) Law	Financial autonomy to the judiciary arm of government	Judiciary
October 2021	Urban and Regional Planning Board Law	Sustainable development of urban areas through better regulation and enforcement mechanisms	Urban renewal

Year of Reform	Instrument of Reform	Purpose of Reform	Aspect of SMART Agenda
2022	Delta State HIV/AIDs Anti-discrimination, Prevention and Protection Law	Public health and prevention of stigmatisation based on health status	Health reform
2022	Delta State Waterways Tax, Control and Licensing of Boats (Repeal and Re-enactment) Law	Regulation of water transportation for public safety	Transportation infrastructure and public safety
2022	Delta State Transportation Data Management Law	Regulation of public transportation	Transportation management
2022	Delta State Passenger Welfare Scheme Repeal Law	Regulation of public transportation	Public transportation

Year of Reform	Instrument of Reform	Purpose of Reform	Aspect of SMART Agenda
2022	Delta State Administrative Procedure Law	Efficient and accountable administration system	Good governance and efficient public service delivery
2022	Delta State Good Governance and Accountability Law	Good governance	Good governance
2023	Delta State Sickle Cell Disorder Control Law	Management of sickle cell disorder	Public health
2023	High Court (Amendment) Law	Improved functioning of the judiciary	Judiciary reforms
2023	Delta State Thanksgiving Law	Good governance	Good governance

Lessons for Policy and Institutional Reforms

This broad, though not exhaustive, diary of policy and institutional reforms shows that His Excellency, Senator Dr. Ifeanyi Okowa, as the Governor of Delta State, was a pacesetter in development-enhancing reforms. Also, the foregoing sample of cross-sector legal instruments illustrate that the development strides achieved since 2015 are products of good intellect.

The implication of these extant legal frameworks is that policies and programmes are not superficial or ephemeral in nature. Rather they are duly legitimized and legally entrenched for sustainability into the future. This is an exemplary policy practice.

CHAPTER 19

A Better Business Environment

The Importance of Conducive Business Environment

The economic growth and sustainable prosperity of any society directly correlate with the state of business and investment environment for private enterprise. This is because private sector is the society's economic engine and pivot of job and wealth creation. The ingredients of business environment, such as, cost of doing business, transparency and efficiency of regulatory institutions, efficient transportation, communication and power infrastructure and good quality labour, have definitive impact on the functioning, performance and growth of the private sector.

With this understanding in mind, His Excellency, Senator Dr. Ifeanyi Okowa, on assumption of office on 29th May 2015, prioritized the attainment of a better business environment.

Within the framework of S.M.A.R.T Agenda and Delta State Medium-Term Development Plans 2016-2019 and 2020-2023, better business environment was envisioned and being pursued through multiple policy pathways and instruments. The policy measures include skills development and functional educational systems to improve the quality and productivity of labour, urban renewal efforts; notably, improvement of roads, better physical planning, traffic regulation, renovation of market buildings and

facilities, elimination of ecological risks, particularly flash flooding. Other policy strategies were peace building and security, and promotion of public private partnership investments.

Evidence of Better Business Environment

i. Remarkable evidence of the better business environment in the state is willingness, interest and ability of private investors to partner with the state government through profitable public private partnership (PPP) investments that create jobs, guarantee returns on investment and promote economic growth.

   - Examples of PPP projects were [i] Concessioning of Asaba International Airport; [ii] Leisure Park and Film Village; [iii] Agro-Industrial Park, AbohOgwashi-Uku; [iv] Norsworthy Farms and Agro-Allied Industries, Akwukwu-Igbo; [v] Delta State Rest Park, Umunede; [vi] Automobile Dealers and Mechanics Park, Asaba; [vii] Warri Trailer Park; [viii] Ogbe-Ogonogo Market, Asaba; [ix] UTM Offshore Floating Liquefied Natural Gas Project, Warri; [x] Stallion Tricycle Assembly Plant, Along Benin-Asaba Highway, Asaba; [xi] Private-Public Ownership of Songhai Delta Agricultural Complex, Amukpe; [xii] Virtual Gas CNG gas plant, Ebede, Ukwuani LGA; [xiv] DELCOM CO-OP 17,345 hectares Oil Palm Development Initiative; and [xv] Concessioning of Uvwie Fish Feed Mill to O-Secul Nigeria Ltd.

ii. Another noteworthy sign of improved business environment is the historic shifting structure of the economy towards non-oil sector, driven by the accelerating growth of the services sector including hospitality, real estate, transportation,

wholesale and retail commerce, personal services (microenterprises), etc.

- Non-oil sector share of GDP increased from 41.9% in 2013 to 52.50% in 2020, signaling diversification of the state's economy. Tied to this trend is the fact that the services sector increased from 18.77% of 2013 GDP to 29.3% of 2022 GDP, just as agriculture share of GDP increased from 9.53% of 2013 GDP to 13.38% of 2022 GDP.

iii. The award of hosting rights for and successful hosting of national and international sports competitions in the state is a clear testament of a conducive business and social environment and signals confidence in Asaba as a tourist destination.

- Delta State, specifically the capital, Asaba, successfully hosted the 2018 African Athletics Championships (AAC) from 1st to 5th August 2018; AITEO Cup Final between Enugu Rangers and Kano Pillars on 24th October 2018; international friendly football match between Super Eagles of Nigeria and Uganda Cranes on 20th November 2018; AFCON Qualifier between Super Eagles and Seychelles on 22nd March 2019; and international friendly football match between Super Eagles of Nigeria and Pharaohs of Egypt on 26th March 2019.
- Also, Asaba successfully hosted the 2022 National Sports Festival (NSF) [Delta 2022] from 28th November - 10th December 2022.

iv. Delta State was ranked the first position in oil production in

the country, due to the maintained peace and security in the oil-producing communities.

v. The better business environment in Delta State was confirmed by independent national and international assessments. For instance, evidence from the World Bank's Nigerian Subnational Ease of Doing Business Survey shows that Delta State improved on ease of doing business from the score of 51.73 in 2014 to 54.97 in 2018. The survey also confirmed that Delta State has implemented regulatory reform regarding "registering property" during the reference period. Also, the African Heritage Institution's Business Environment and Competitiveness across Nigerian States (BECANS) in 2020, ranked Delta State No. 1 among the 36 Nigerian states regarding the benchmark "Regulatory Services", which comprises five indicators "Collection of Taxes and Levies", "Land Registration", "Commercial Dispute Resolution", "Business Registration" and "Fiscal Management and Public Procurement".

Factors and Conditions towards a Better Business Environment

Specifically, some of the factors and conditions that brought about better business environment are identified as follows:

i. *Enhancing skills, employability and productivity of youths and promoting entrepreneurship and MSMEs:* In acknowledgment of the fundamental role of skills, innovativeness and productivity of youths in creating a better environment for the private sector, His Excellency, the Governor, at inception of his administration on 29th May 2015, commenced youth-targeted skills development programmes [STEP and YAGEP]. Subsequently, additional implementation

platforms were established [RYSA, WESAP, ICT-YEP] to widen programme coverage and achieve social inclusiveness. During the period, the combined programme efforts across the various implementation platforms produced more than 15,000 new youth entrepreneurs in various services-based and agricultural enterprises. These new youth entrepreneurs constitute a rich pool of value-adding skills and competencies in the current business environment.

ii. *Peace building, conflict prevention and resolution, and ensuring security*: The proactive policy action in establishing the Advisory and Peace building Council in August 2015 and Advocacy Committee against Vandalism of Oil and Gas facilities in May 2016 provided mechanisms and channels for continual constructive engagement with conflict-prone communities in the state. Also, the proper handling of the ethnic diversity of the state through inclusive, fair and equitable political and economic management has created an atmosphere of trust, mutual respect and sense of belonging to diverse ethnic groups of the state. In fact, the Okowa administration's efforts in peace-building, conflict resolution and security earned the award for 'Peaceful Oil and Gas Exploration in the Niger Delta Region', by Nigerian Union of Petroleum and Natural Gas Workers (NUPENG) in 2018.

iii. *Facilitating private investors' access to agricultural land:* The establishment of Agricultural Land Data Bank Initiative in July 2016 to develop a data repository on available agricultural lands and facilitate or intermediate access of private agro-investors to agricultural lands by working with the local communities. By this facility, the state government has given business confidence to private agro-investors by ensuring that they have smooth, dispute-free, community-friendly access to

and possession of cultivable lands. One of the outcomes of this initiative is successful facilitation of access to arable land for large-scale oil palm value chain investment by Norsworthy Farms and Agro-Allied Industries at Akwukwu-Igbo, Oshimili North LGA.

iv. *Promoting public-private partnership investments and projects:* Delta State Investment Development Agency (DIDA) was established in August 2017 with dedicated responsibility for facilitating and promoting private sector investments and fostering public private partnerships for economic growth. The environment for private sector project execution has also been boosted by the enactment of the Delta State Public and Private Property Protection Law in August 2018.

v. *Massive state-wide road construction and rehabilitation:* Cognisant of the crucial importance of roads in ensuring ease of doing business, His Excellency, the Governor, has from 2015 to 2023, achieved road construction and rehabilitation totaling more than 2,000 km and drains totaling 1,400 km. Reinforced by the establishment of Delta State Traffic Management Authority in April 2016, the unparalleled development of roads has eased intra-state and intra-city transportation for social and business activities.

vi. *Sustainable urban renewal through the institutionalisation of area-specific intervention agencies:* The legal creation, establishment and functioning of Delta State Capital Territory Development Agency [July 2015] and Warri/Uvwie and Environs Area Development Agency [July 2019] are instrumental to the recorded urban renewal strides in terms of physical development, road network, sanitation, market facilities and beautification.

Policy Lessons for Improving the Business Environment

The example of Delta State has shown the significant positive effect of a conducive business environment on the growth of the private sector and overall economic performance. The central lesson of Delta State success story is that achieving a better business and investment environment entails a multidimensional policy approach covering social, infrastructural, regulatory and public service improvements.

CHAPTER 20

Job Creation Outcomes And Impacts

Overview of Achievements and Impact

From June 2015 to May 2023, the job creation, youth empowerment and related enterprise support programmes and schemes resulted in the following achievements:

- The administration created more than 15,000 new youth entrepreneurs among previously unemployed or underemployed youths through skills training, retraining, mindset reorientation, entrepreneurship training, startup and working capital support. These new entrepreneurs were directly created under the various job creation and youth empowerment platforms, namely, Skills Training and Entrepreneurship Programme (STEP); Youth Agricultural Entrepreneurs Programme (YAGEP); Graduates Employment Enhancement Programme (GEEP); Rural Youth Skills Acquisition (RYSA); Girl Entrepreneurship and Skills Training (GEST); Information and Communication Technology Youth Empowerment Programme (ICT-YEP); and Delta State Oil Producing Areas Development Commission (DESOPADEC)'s Skills Acquisition and Empowerment Programme.
- Overall, the administration created more than 250,000 direct jobs through multifaceted programmes and initiatives in skills development, skills upgrading, entrepreneurship training,

provision of microcredit, livelihood sustenance, business support grants and public service job placements.

- Deriving from the two foregoing achievements, the administration recorded more than 1,500,000 direct and indirect jobs[5] from ancillary and multiplier effects of public infrastructure works (e.g., roads, bridges, drains, public buildings), public private partnerships in agriculture, industry, energy and service subsectors, multiple skills training, enterprise startup and enterprise enhancement initiatives. Other sources of indirect jobs are community-level and local government-level development projects and activities, public-private collaborative youth empowerment grants and related programmes.

Programme Achievements and Impact under the Delta State Job and Wealth Creation Bureau

Achievements under YAGEP

The programme portfolio under YAGEP over the seven implementation cycles is illustrated in Table 20.1:

Table 20.1: Count of YAGEP Beneficiaries

Programme Cycle	Number of beneficiaries
2015 – 2016	256
2016 – 2017	363
2017 – 2018	159
2018 – 2019	145
2019 – 2020	251
2020 – 2021	346
2021 – 2022	256
Total	1,776

[5] *Computed based on the Job Creation Accounting Framework developed by myself and approved by the State Executive Council.*

Enterprise Distribution of YAGEP Beneficiaries

Table 20.2: Enterprise Distribution of YAGEP Beneficiaries 2015-2022

	Poultry	Fish Production	Crop Production	Piggery	Agro-processing	Bee Keeping	Total
2015-2016	136	82	18	20	0	0	256
2016-2017	0	261	102	0	0	0	363
2017-2018	0	120	39	0	0	0	159
2018-2019	56	46	24	7	12	0	145
2019-2020	82	71	74	24	0	0	251
2020-2021	85	74	156	10	0	21	346
2021-2022	100	17	139				256
Total	459	671	552	61	12	21	1776
Percent	26%	38%	31%	3%	1%	1%	100%

Gender and Educational Qualification of YAGEP Beneficiaries

Table 20.3: Gender and Education Profile of YAGEP Beneficiaries 2015-2022

	Male	Female	WASC	NCE/OND	BSc/HND	Total
2015-2016	187	69	98	40	118	256
2016-2017	275	88	127	67	169	363
2017-2018	131	28	50	29	80	159
2018-2019	110	35	76	21	48	145
2019-2020	144	107	114	52	85	251
2020-2021	205	141	146	54	146	346
2021-2022	156	100	218	13	25	256
Total	1208	568	829	276	671	1776
Percent	68%	32%	47%	15%	38%	

Table 20.4: Estimated Agricultural Outputs under YAGEP 2015-2021

YEAR	POULTRY ENTERPRISE		FISH (MT)	PIG (PORK) MT	CROP PRODUCTION ENTERPRISE (MT)			
	Meat (MT)	Egg (Nos.)			Cassava	Grains	Plantain	Vegetable
2015/2016	322.32	13,708,800	295.20	296.88	20.00	-	60.00	66.00
2016/2017	283.64	12,063,744	1,094.98	273.13	16.00	444.00	48.00	382.80
2017/2018	249.60	10,616,095	1,388.38	251.28	12.80	487.20	38.40	478.80
2018/2019	335.57	11,458,963	1,376.57	275.71	170.24	206.88	75.72	419.04
2019/2020	438.91	12,188,592	1,274.67	609.91	890.19	201.50	255.58	407.23
2020/2021	668.42	12,244,573	1,253.11	635.34	1,975.17	233.20	384.46	481.79
TOTAL	2,298.47	72,280,767.05	6,682.91	2,342.24	3,084.40	1,572.79	862.16	2,235.66

Economy-Wide Effects of YAGEP

The Youth Agricultural Entrepreneurs Programme (YAGEP) and other agricultural sector interventions of the state government have had significant impact on the state economy. Data generated by National Bureau of Statistics (NBS) and published in August 2018 show that the state's agricultural sector grew at an accelerated rate from 2015-2017, compared to the period before 2015. It grew by annual average of 8.6% from 2013-2015 but accelerated to annual average of 13.3% from 2015-2017. Overall, the agriculture sector expanded by 50.8% from 2015 to 2022 (NBS, 2024). This is clear evidence of incremental impacts of YAGEP, PPSP and other agricultural sector interventions.

Specifically, the development of farm enterprise clusters, owned and managed by the youths, is transforming the state's agricultural landscape and having a demonstration effect on agricultural modernization. YAGEP farm enterprise clusters have varying combinations of enterprises including poultry, piggery, fishery, rice and tomato production. The cluster model of youth agricultural employment has restored previously idle agricultural resources to economic use and boosted agricultural productivity and wealth generation in the state.

One distinctive landmark of YAGEP is the development of the rice value chain through youth agricultural entrepreneurship. The rice value chain initiative involves instructional and field-based training, farm enterprise incubation and establishment of youths through the entire process of rice production, processing, packaging, branding and marketing.

The YAGEP rice initiative started in 2017 with the cultivation of 74 hectares at Ugili-Amai, Ndokwa West Local Government Area. Subsequently in 2018, the initiative involved the cultivation of 42 hectares of rice at Deghele, Sapele Local Government Area and 54 hectares at Mbiri, Ika North East Local Government Area. During the 2018 production year, the process involved 48 youth trainees working under close tutorials, facilitation and guidance of the Delta State Job and Wealth Creation Bureau through knowledgeable and experienced resource persons from within and outside the state.

The programme activities include soil tests and site selection, land preparation (clearing, ploughing and harrowing), seed treatment and planting, soil treatment, weeds prevention and control, fertilizer application, prevention and control of pests and diseases and birds scaring. Other operations include harvesting (cutting and packing), threshing, drying, winnowing, washing/parboiling, milling, destoning and packaging/bagging. The cultivation, harvesting, threshing, drying, parboiling, milling, destoning and bagging operations were carried out together with hands-on training and participation of the YAGEPreneurs.

All the inputs, technologies and materials used in the rice production, processing and packaging operations were provided by the Delta State Job and Wealth Creation Bureau. The YAGEP project on rice resulted in paddy production and processing into YAGEP rice (10kg bags).

A study of YAGEP in 2021 revealed multiple dimensions including impacts on livelihoods, employment and economic inclusion. While some YAGEP beneficiaries were co-located in designated clusters, others were established in their own individual sites or locations. The study adopted survey design. Quantitative research approach was applied in estimating the impact of YAGEP. The quantitative research approach employed rigorous estimation of impact to identify the exact gain in any of the indicators based on YAGEP. The study evaluated YAGEP impact on employment (number of full-time employees and monthly earning of YAGEP employees) and agricultural economy (net income from fish, poultry, piggery and crop production enterprises).

Considering the indicators, the impact analysis of YAGEP focused on individuals (beneficiaries and non-beneficiaries). The beneficiaries are in two categories – green YAGEP and brown YAGEP. The control group is non-beneficiaries of YAGEP. Propensity score matching (PSM) was applied to capture the impact of YAGEP. The research concluded that YAGEP has significant positive impacts on beneficiaries, compared to non-beneficiaries. Beneficiaries were found to be "better off" than they would have been without YAGEP.

One major dimension of paradigm shift resulting from YAGEP is the increased incidence of graduates owning and running agricultural enterprises as self-employment. This is evidenced by the survey which shows that the population of YAGEP beneficiaries has higher percentage of graduates, that is, holders of Bachelor's Degree or Higher National Diploma (42.5%) relative to the population of non-beneficiaries of YAGEP (27.3%).

Achievements under STEP

The achievements of STEP are evidenced by the number of programme beneficiaries, the enterprise distribution of beneficiaries and the gender and educational distribution of beneficiaries.

Table 20.5: Count of STEP Beneficiaries

Programme Cycle	Number of beneficiaries
2015 – 2016	1,073
2016 – 2017	617
2017 – 2018	586
2018 – 2019	1,056
2019 – 2020	549
2020 – 2021	654
2021 – 2022	516
Total	5,051

Table 20.6: Enterprise Distribution of STEP Beneficiaries

	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	2021 - 2022	Total	Percent
Fashion Design & Tailoring	125	67	148	295	144	269		1048	21%
Electrical Installation & Repairs	167	41	54	52	51	62	52	479	9%
ICT Services	264	73	45	30	39	0		451	9%
Catering & Confectionary	132	89	98	175	73	142	264	973	19%
Interlocking, Tiling, Pop & Block Moulding	112	67	24	40	12	9	37	301	6%
Decoration & Event Management	133	45	45	51	17	0		291	6%
Barbing	21	0	0	13	0	0		34	1%
Beadmaking	24	0	0	6	0	0		30	1%
Cosmetology	8	0	0	10	3	0		21	-

	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	2021 - 2022	Total	Percent
Hair Dressing &Makeover	87	69	93	233	91	101	124	798	16%
Welding & Fabrication	0	81	56	67	79	25		308	6%
Plumbing	0	16	8	22	6	0		52	1%
Audio-Visual	0	60	15	5	17	24	39	160	3%
Upholstery	0	3	0	0	0	0		3	-
Vulcanizing	0	0	0	3	0	0		3	-
Bag & Shoe Making	0	2	0	7	1	0		10	-
Automobile Repairs	0	1	0	4	0	0		5	-
Carpentry	0	0	0	8	3	0		11	-
Chemist	0	0	0	1	0	0		1	-
Solar	0	0	0	1	0	0		1	-
Cleaning Agents	0	0	0	5	3	2		10	-
Paint Manufacturing	0	0	0	1	10	20		31	1%
Laundry	0	0	0	1	0	0		1	-
Aluminum Works	0	1	0	18	0	0		19	-
Arts & Craft	0	2	0	6	0	0		8	-
Soap Making	0	0	0	2	0	0		2	-
Total	1073	617	586	1056	549	654	516	5051	

Table 20.7:
Gender and Educational Distribution of STEP Beneficiaries

	Male	Female	WASC	NCE/OND	BSc/HND	Total
2015-2016	667	406	324	189	560	1073
2016-2017	355	262	256	112	249	617
2017-2018	240	346	290	80	216	586
2018-2019	344	712	697	119	240	1056
2019-2020	255	294	345	82	122	549
2020-2021	152	502	237	105	312	654
2021-2022	133	383	188	60	268	516
Total	2013	2522	2337	747	1967	5051
Percentage	44%	56%	47%	15%	38%	

Economy-Wide Effects of STEP

STEP and other informal sector interventions of the state government have had tremendous positive impact on the state's economy. Statistics derived from data generated by National Bureau of Statistics (NBS) and published in August 2018 indicate that the services sector has grown at an accelerated rate from 2015 to 2017, compared to the period before 2015.The average annual growth rate from 2013 to 2015 was 8.9% but growth accelerated at annual average of 13.2% from 2015 to 2017. On the whole, the services sector increased from 18.77% of 2013 GDP to 29.13% of 2022 GDP (NBS, 2024).

Livelihoods transformed: The job creation programmes have had verifiable positive impacts on the lives of previously unemployed Delta youths and on the economy and development of the state. Across the state, there have been testimonies of successful small businesses and life-changing stories by those who were trained, started up and mentored under STEP. Some have grown to become employers of labour and are training other youths to become self-employed. Others have innovatively diversified into other businesses/trades or developed business partnerships and relationships to enhance their incomes. Still, many have achieved greater employability through the programme and are now gainfully employed in the industrial and other sectors.

Paradigm shift in mind-set: One remarkable social impact of the job creation programme is the mindset shift, among youths, from government (salaried) employment to entrepreneurship and self-employment. Through the training and reorientation modules of STEP, the youths imbibed the principles of skills acquisition and entrepreneurship as a viable employment option. They are now looking beyond and outside their academic certificates for

employment and livelihoods, as owners and managers of skills-based enterprises.

Big push for MSMEs: Through its partnership and collaboration with private sector training centres, the job creation programme impacted positively on the growth and development of the micro, small and medium enterprise (SMEs) sector.

By providing services as training centers, facilitators and mentors to the job creation programme, hundreds of small and medium enterprises have been stimulated and supported to upgrade their technical, entrepreneurial and managerial capacities, increase visibility/patronage and improve the quality of their services and achieve enterprise development.

Enhanced financial inclusion: The job creation programme has helped to achieve financial inclusion in the state. Through its payments system, the programme has caused the creation of more than 6000 new bank accounts belonging to its beneficiaries. These bank accounts have grown in numbers and volume as a result of growth of the businesses of job creation beneficiaries.

Demonstration effect and leveraging of resource flows to the state: The success of the job creation programme is evident in the fact that the World Bank adopted it for partnership and support under the World Bank- European Union SEEFOR project. This support was provided through the funding of training and starter packs for beneficiaries.

During the period, there was high demand for the job creation programme as reflected by the increasing numbers of applicants for STEP and desires of stakeholders for its continuity and sustainability. The wide public acceptability was founded on public confidence in the credibility of the programme.

Achievements under RYSA

Table 20.8: Beneficiary Coverage[6] of Rural Youth Skills Acquisition (RYSA) Programme

	Number of beneficiaries			
Enterprise Skill	**2020**	**2021**	**2022**	**Total**
Aluminum profiling	24	25	25	74
Catering and confectioneries	118	116	169	403
Electrical and solar installation	49	52	53	154
Fashion design	215	210	196	621
Hairdressing	223	160	159	542
Make-Up	0	83	76	159
Painting, screed -making and PoP	18	28	0	46
Painting, screed -making and Wallpaper installation	0	0	27	27
Plumbing	18	22	19	59
PoP and 3D Ceiling Installation	0	0	10	10
Tiling and Stamping	17	26	7	50
Welding and fabrication	76	50	32	158
Woodwork and furniture	18	10	0	28
Total	**776**	**782**	**773**	**2,331**

[6] *Data was obtained from Ministry of Youth Development.*

Achievements under GEST

Table 20.9: Beneficiary Coverage[7] of Girls Entrepreneurship and Skills Training (GEST) Programme

	Number of beneficiaries		
Enterprise Skill	**2020**	**2021**	**2022**
Baking and confectioneries	0	116	99
Barbing	0	0	6
Disc Jockeying	0	9	3
Fashion design	182	262	162
Hairdressing	117	242	151
Information and communication technologies	27	39	0
Leather works	0	36	18
Make-Up	124	160	50
Photography	0	18	9
Professional cleaning services	0	16	2
Videography	0	2	0
Total	**450**	**900**	**500**

[7] *Data was obtained from Ministry of Girl Child Entrepreneurship and Development.*

CHAPTER 21

A Socially Inclusive Economy

Concept of Social Inclusion

Social inclusion is an indispensable ingredient of sustainable development. Hence, the United Nations 2030 Agenda for Sustainable Development and its Sustainable Development Goals [SDGs] adopts "Leave No One Behind" as one of its universal values or principles. By "social inclusion" or "leave no one behind", the United Nations 2030 Agenda for Sustainable Development prescribes goals, benchmarks and approaches for eradicating discrimination, marginalisation, exclusion, as well as tackling inequalities, poverty and vulnerabilities.

Social Inclusion within the Framework of United Nations Sustainable Development Goals [SDGS]

The Sustainable Development Goals [SDGs] enshrine the principle of social inclusiveness of economic progress in its objects and benchmarks as specifically illustrated by the following SDGs:

- SDG 1 is "End poverty in all its forms everywhere".
- SDG 2 is "End hunger, achieve food security and improve nutrition and promote sustainable agriculture".
- SDG 3 is "Ensure healthy lives and promote wellbeing for all ages".

- SDG 4 is "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all".
- SDG 5 is "Achieve gender equality and empower all women and girls".
- SDG 8 is "Achieve sustained, inclusive and sustainable growth, full and productive employment and decent work for all".
- SDG 10 is "Reduce inequality within and among countries".

Like United Nations SDGs, the development policies and programmes of Delta State Government - under the leadership of His Excellency, Senator Dr. Ifeanyi Okowa - deliberately ensured that no individual, family or group of people was marginalised, excluded or suffered discrimination. Rather, today, economic and social development policies and programmes mainstreamed social groups such as old persons, women, girl child, students, and persons with disabilities [PwDs] in planning and execution.

Providing Social Safety Net based on the Social Register

The creation of social safety net (SSN) for poor and vulnerable households and individuals (PVHIs) is a conventional approach to operationalise the social inclusion objective of UN SDGs 2030. Social safety net refers to public expenditures, social policies and programmes aimed at providing targeted non-contributory assistance or support towards preventing PVHIs from falling below a certain minimum level of social and economic welfare. The poor and vulnerable households and individuals are defined by each society according to its social and economic context.

Generally, the definition often covers households and individuals that are extremely poor, unemployed, underemployed, homeless, physically challenged, sick, elderly, malnourished, undernourished, among others. In some societies, social safety net is

implemented through state protection against exigent economic shocks, hunger and starvation, lack of access to credit and devastation from natural disaster in order to ensure a minimum income or consumption by those concerned. Social safety nets take the form of either or a combination of non-contributory assistance such as cash transfers, food grants, business grants and medical insurance/aid.

In Nigeria, the social safety net system was formalised through the establishment of the National Social Safety Net Coordinating Office (NASSCO) in 2016 by the Federal Government in partnership with the World Bank. The objective is to enhance the national and state-level social safety net mechanism for helping reduce extreme poverty, hunger, misery and social exclusion. NASSCO facilitates and supports State Operations Coordinating Units (SOCUs) to conduct identification and registration of poor and vulnerable households (PVHHs).

The National Social Register of Poor and Vulnerable Households (NSR-PVHHs) is created and populated by means of a transparent and verifiable community-based selection methodology, criteria and processes. Furthermore, the data outputs are subjected to successive rounds of technical validation, whereby they are disqualified or qualified for inclusion in the register. The primary goal of the national social register (NSR) is to improve the targeting accuracy, operational efficiency and overall impacts of social safety net programmes on intended beneficiaries.

Delta State Social Register (DSSR)

In Delta State, the State Operations Coordinating Unit (SOCU) is placed in the Ministry of Economic Planning. Delta State Operations Coordinating Unit (DSOCU) facilitates the identification of the poor and vulnerable households in

communities across the 25 LGAs of Delta State, using the methodology prescribed by NASSCO. In addition, DSOCU undertakes development of the Rapid Response Register (RRR), that is, the social register component comprising only the urban and semi urban poor.

As at 2023, the Delta State Social Register had more than 250,000 poor and vulnerable households, more than 590,000 poor and vulnerable individuals across 1,445 communities in the 25 LGAs. The social register was further expanded to include 45,000 widows across the state. In addition, the Rapid Response Register contains more than 9,000 urban and semi-urban poor[8].

The criteria for the inclusion of poor and vulnerable households in the social register combine monetary and non-monetary measures. While the monetary dimension considers income and/or consumption levels, the non-monetary consideration encompasses living conditions spanning health, food security, housing, education, social amenities, employment, assets and livelihood.

In order to ensure the integrity and useability of the social register, it is necessary to have regular reviews to clean and update the data from time to time. Towards this end, an update review of Delta State Social Register was carried out from September 2022 to February 2023. Similarly, the Rapid Response Register was updated between July 2021 and June 2022.

Between 2018 and 2023, the Delta State Social Register has provided credible database for the planning and targeting of livelihood support, social assistance and social protection programmes towards poor and vulnerable households. For

[8] *Information and data on Delta State Social Register was provided by the State Operations Coordinating Unit.*

example, DSSR has been utilised by programmes, organisations and agencies including Federal Government Conditional Cash Transfers (CCTs), United Nations Development Programme (UNDP) and Delta CARES.

Evidence of Social Inclusiveness of the Development Process

As Governor of Delta State, His Excellency, Senator Dr. Ifeanyi Okowa consistently applied the principle of social inclusiveness of development policies and programmes, in line with his vision "Prosperity for All Deltans". As evidence of this principle, cross-sector economic and social policies were designed and implemented to cover every socioeconomic class and segment of society, including students, the poor, vulnerable, girl child, unemployed youths, old persons, widows and persons with disabilities. Each of these peculiar social groups has been impacted upon significantly in the past seven and half years through intentional targeting and application of policies and programmes.

Below is an array of existing development policies and programmes which show the intentional targeting and inclusion of diverse socioeconomic class and segments of society.

Table 21.1:
Evidence of Inclusion of Diverse Socioeconomic Segments in Policies and Programmes

Policies and programmes	Targeted socioeconomic class or segment of society	Total no. of persons covered
Skills Training and Entrepreneurship Programme [STEP]	Unemployed youths aged 18 -35 years who desire to learn, start - up, own and run vocational enterprise	5,051
Youth Agric ultural Entrepreneurs Programme [YAGEP]	Unemployed youths aged 18 -40 years who desire to learn, start - up, own and run agricultural or agribusiness enterprise	1,670

Policies and programmes	Targeted socioeconomic class or segment of society	Total no. of persons covered
Graduates Employment Enhancement Programme [GEEP]	Fresh graduates who desire to become more job ready, more employable and career-oriented through guidance, mentorship and internship	120
Rural Youth Skills Acquisition Programme [RYSA]	Youths in rural areas aged 18-35 years who possess initial vocational skill but desire skill improvement to start-up, own and run an enterprise	2,331
Tertiary Institutions Entrepreneurship Programme [TIEP]	Business development training and seed grant or working capital support to students in state-owned universities and polytechnics who already own and run their enterprises	170
Girl Entrepreneurship and Skills Training Programme [GEST]	Girls aged 18-30 years who possess initial vocational skill but desire skill improvement to start-up, own and run an enterprise	1,850
Women Entrepreneurship and Skills Acquisition Programme [WESAP]	Women aged 30-50 years who possess initial vocational skill or enterprise but desire skill improvement and business support for survival and growth	1,031
Women Petty Traders Support Scheme	Small support grants for women petty traders of diverse age groups	2,600
Information and Communication Technology Youth Empowerment Programme [ICT-YEP] and Technology Skills Acquisition Programme [TSAP]	Youths aged 18-35 years who desire to learn and improve ICTs capabilities and specialised technologies/skills in order to own and run technology-based enterprises, provide better ICTs services or become more employable	943

Policies and programmes	Targeted socioeconomic class or segment of society	Total no. of persons covered
Widows Welfare Scheme	Widows are profiled and supported with monthly stipends to reduce poverty and sustain livelihoods	10,000
Widows Skills Acquisition and Empowerment Programme	Younger widows are profiled, given skills refresher training, equipped and supported to ensure survival and growth of micro-enterprises	565
STEP and YAGEP for Persons with Disabilities [PwDs]	STEP and YAGEP have quota for the inclusion of PwDs [visually impaired, deaf, dumb, physically challenged]	150
Training at Vocational Skills Acquisition Centres	Open to unemployed and employed persons who desire and enrol to learn vocational or hands-on skills at the state government-subsidised vocational skills acquisition centres	14,938
Business grants and microcredit support to boost working capital and cope with financial and economic challenges	Existing micro-enterprises, artisans, traders and small enterprises	34,192
Cash [social] transfers for livelihood support to poor, challenged and vulnerable persons	Extremely poor, vulnerable, aged, sick and physically challenged persons as profiled in the social register	1,650
Paid jobs in public works for unemployed youths under SEEFOR project	Unemployed youths who are willing to take part in public works projects for monthly stipends for a given period of time	9,515
Paid jobs in public works for youths under Delta CARES programme	Poor and vulnerable youths aged 18-45 years and mined from Delta State social register	1,303

Policies and programmes	Targeted socioeconomic class or segment of society	Total no. of persons covered
Students Special Assistance Scheme [SSAS], that is, bursary payments to students of tertiary education institutions	All Delta State students in universities, polytechnics and other tertiary education institutions in Nigeria. Payments have covered 2015/16, 2016/17, 2017/18, 2018/19, 2019/20, 2020/21 & 2021/22 with a cumulative total of 110,885 payments.	110,885
Skills acquisition, start-up support and empowerment programme for youths in oil-producing areas of Delta State implemented by DESOPADEC	Youths from across the six ethnic nationalities covered by Delta State Oil Producing Areas Development Commission [DESOPADEC].	1,096
Women business support programme in oil-producing areas of Delta State implemented by DESOPADEC	Short training and business support cash for rural women across the six ethnic nationalities covered by Delta State Oil Producing Areas Development Commission [DESOPADEC].	1,200
Support grants for Persons with Disabilities [PwDs] in Oil-Producing Areas of Delta State implemented by DESOPADEC	Persons with Disabilities [PwDs] from across the six ethnic nationalities covered by Delta State Oil Producing Areas Development Commission [DESOPADEC].	400
Provision of mobility aids and various appliances for Persons with Disabilities (PwDs) as well as establishment of part-time Board to oversee the affairs of PwDs.		

Policies and programmes	Targeted socioeconomic class or segment of society	Total no. of persons covered
Establishment of Equity Health Plan [EHP] for vulnerable groups under the Contributory Health Scheme coupled with establishment of Delta State Contributory Health Scheme Fund sourced from among others, equity fund contribution of not less than 0.5% of the consolidated revenue of the state government on behalf of vulnerable persons. Free enrolment and payment of annual premium for vulnerable persons under the Equity Health Plan of the Contributory Health Insurance Scheme.	"Vulnerable groups" is defined to include poor persons [duly verified], pregnant women, children aged under 5, persons with disabilities and elderly 65 years and above. Pregnant women, elderly and children aged under 5 years.	1,042,752

Policy Lessons for the Mainstreaming of Social Inclusion

The alignment between the state's socially inclusive development policies and programmes and United Nations Sustainable Development Goals is an excellent example of good governance. Specifically, the fact that economic and social policies are deliberately formulated and implemented to accommodate every socioeconomic class and segment of society including the poor, vulnerable, unemployed, persons with disabilities and widows signifies best practices in social inclusive development.

An important policy lesson is that a credible and reliable social register of the poor and vulnerable households and individuals is a veritable instrument for ensuring accurate targeting, proper delivery and maximum effectiveness of social safety net programmes.

CHAPTER 22

Roads Development, Urban Renewal And Services Sector Boom

Development of Roads, Bridges and Drains

The development of road networks across the state aligns with development economics principle that road infrastructure is fundamental to economic and social progress. The array of paved roads across the state can be felt and seen by Deltans as well as commuters from other states. This unparalleled feat has not come by chance, but by deliberate planning, effective implementation and close supervision, which are the hallmarks of Okowanomics.

The legacy of road networks and urban renewal was the direct result of early and consistent prioritization of the construction and rehabilitation of road networks since 2015. From 2015 to 2023, the total length of roads constructed and rehabilitated throughout the state exceeded 2,000 kilometres together with more than 1,400 kilometres of drain. Moreover, 7 bridges were completed while 14 bridges were under construction as of 29th May 2023.

The New Outlook of Urban Areas

The urban renewal agenda combined good road networks, proper environmental sanitation, orderliness of vehicular and human traffic, planned development of housing and marketplaces.

Most towns and cities in the state were increasingly linked by paved roads thereby ensuring efficient and smooth transport of persons, goods and services from one location to another.

Delta State recorded phenomenal growth of the services sector – tourism, hotels, entertainment, food and beverages, retail supermarkets, real estate, etc. Delta State, particularly Asaba, the capital city, is now a regular host to national and international events including sports festivals, professional conferences, international meetings, national summits and colloquia. There is now a network of paved roads with drains in and around Asaba. Altogether, Asaba capital territory recorded 138 road projects measuring 130.44 kilometres and 143.81 kilometres of drains. On its part, the Warri Uvwie and Environs Development Agency, which was founded in August 2019, that is, four years after the Delta State Capital Territory Development Agency, has itself recorded 24 road projects measuring 11.625 kilometres and 44.958 kilometres of drains.

The construction and development of comprehensive storm drainage systems to eliminate the perennial problems of flash floods in Asaba and Warri constituted a hallmark of the urban renewal agenda. By standardizing Asaba International Airport and concessioning it to a private operator, Delta State has become more open to national and international business and tourism. In addition, concessioning of the airport has enhanced the progressive infrastructural development and sustainable professional management of the airport into the future. The almost-completed Ughelli-Asaba highway project will ease road travel to-and-from the ends of the state to the State Capital.

The delineation and construction of roadside stopover shopping booths has improved orderliness of traffic and enhanced serenity in Asaba. The greening, beautification and regular cleaning of major roads in Asaba capital improved the urban environmental

landscape. Another important urban renewal element was the delineation and development of new locations for exclusive use by business clusters, for example, the automobile maintenance and repair workshop centre in Asaba.

The renovation of dilapidated urban marketplaces, relocation of obstructive market structures and creation of new market infrastructure have eased urban congestion, reduced traffic disorder and improved the physical environment for selling and buying in urban and semi-urban areas. Evidence of market renovation/upgrading abounds as follows: Orerokpe market, Owa-Alero market, Bomadi market, Ubulu-Uku market, Igbodo market, Isiokolo market, Owanta market and Oghara market. Within Asaba capital territory, the development of markets includes new Anioma market along Okpanam road, Asaba commodities market along Oko road and Phase II Ogbeogonogo market. Climaxing these efforts is the completion of the ultramodern Ogheye floating market in Warri North local government area.

The Ogheye floating market was executed with the coordination of three ministries namely: the Ministry of Works, which is responsible for constructing the platform, the Ministry of Housing, which built the stores and the Ministry of Trade and Investments which took delivery of the edifice for management and expected to handover to the Warri North Local Government. Sitting at the mouth of the Benin River, by the Atlantic Ocean, the floating platform is 80 metres by 70 metres with a landing jetty, 96 open shops, 80 lock-up shops, a security tower, a gate house, a canteen, an administrative building, a banking hall, a fish processing unit, a warehouse building, toilet facilities and a protective fence.

Altogether, the Okowa administration embarked upon the building and or renovation of 16 town markets in the state. Out of these, 9 were completed while others are at different stages of

development.

In recognition of his administration's outstanding achievements on roads and urban infrastructure, the Nigerian Institution of Civil Engineers (NICE) awarded His Excellency, Senator Dr. Ifeanyi Okowa the "Best Performing Governor in Infrastructure Development in Nigeria" in 2021.

The Services Sector Boom

In line with economic logic, there is a direct link between improvement of road networks and the growth of the services sector. Improved road network brings about smooth and less costly movement of goods and services, which translates to ease of doing business. The result is more efficient business transactions, greater volume of businesses per time and better business confidence.

The boost of the services sector arising from improved road networks is evidenced by its growth from 18.77% of 2013 GDP to 29.13% of 2022 GDP. This growth performance is particularly substantiated by the remarkable expansions of the individual services subsectors as shown in Table 22.1.

Table 22.1: Remarkable Growth Performance of the Services Subsectors 2015-2022

Services Subsector	Reference period	Percentage growth of nominal GDP (%)
Professional, Scientific and Technical services	2016 to 2022	249%
Information and Communication Services	2015 to 2022	72.2%
Construction services	2016 to 2022	59.4%
Trade services	2015 to 2022	48.1%
Real estate services	2015 to 2022	44.3%
Human health and social services	2015 to 2022	34.7%
Transportation services	2015 to 2022	23.6%
Education services	2014 to 2022	31.6%

Derived from data on Delta State GDP 2013 to 2022 as contained in NBS 2018 & NBS 2024

Lessons for Policy Synergy across Sectors

Altogether, the accelerated growth of the services sector has created new jobs and incomes among micro and small enterprises, thereby reducing economic vulnerability and poverty. Clearly, the combination of road networks, urban renewal and the boom of the services economy represent landmarks in the development annals of Delta State. The key lesson is that the combined achievement of roads development, urban renewal, environmental risks mitigation and services sector boom arose from a deliberate strategy of policy

synergy and time synchronisation of multisectoral project interventions.

CHAPTER 23

A Modernised Educational System

The Education Factor in the Economy and Society

Education is key to human capital development in every society. It is widely acknowledged that education generates direct benefits to the individual as well as indirect [multiplier] impacts on the social and economic development of any country. Development economics provides ample evidence of positive private and social returns to investment in education, with returns varying from basic to tertiary education.

In essence, the education system [its relevance, content and quality] is fundamental to the transmission, application and growth of knowledge, skills and technology in the country. Also, the quality and functionality of the educational system determines, to a large extent, the competitiveness of the economy. Consistent with this universal truth, His Excellency, Senator Dr. Ifeanyi Okowa prioritized the development of education in the SMART Agenda and Delta State Medium Term Development Plans 2016-2019 and 2020-2023.

Reform of the Educational System

As an early sign of the priority attention to educational development, His Excellency, Senator Dr. Ifeanyi Okowa convened an Education Summit, which rallied all the educational

stakeholders to address the sector's challenges and chart a roadmap for education system reforms. The education summit was held on 25-26 January, 2016, with the aim of refocusing the educational curriculum in the state to equip students with the requisite knowledge and entrepreneurial skills for business, trade, commerce and industry. The summit addressed issues ranging from access, infrastructure, curriculum, functionality, costs, teaching, quality and parental involvement.

The Evidence in Perspective[9]

Arising from the summit, several transformative reforms were been designed and implemented in the state's educational system. The Okowanomics scorecard on various educational sector development indicators is illustrated in Table 23.1.

Table 23.1: Evidence on the Educational System Transformation

Education Sector Development Indicator [ESDI]	Achievement from 2015 to 2023
New State-Owned Universities established	3
Existing Technical Colleges revamped	6
New Technical Colleges established	3
New Technical Colleges under construction[10]	6
Per cent increase in the total annual student population of Technical Colleges from 2015 to 2022	144%
New public primary schools established	26
New public secondary schools established	58

[9] *Data was obtained from the Ministry of Basic and Secondary Education, collated and reported in the Okowanomics Factfile.*

[10] *In addition to the 6 new technical colleges under construction, the State Executive Council approved the establishment of 9 additional technical colleges with the overall aim of providing one technical college in each of the 25 local government areas of the state.*

Education Sector Development Indicator [ESDI]	Achievement from 2015 to 2023
New public primary school classrooms constructed	687
Existing public primary school classrooms renovated	1,466
New secondary school classrooms constructed	1,030
Existing public secondary school classrooms renovated	2,198
New furniture provided for students in public primary schools	72,550
New furniture provided for students in public secondary schools	108,825
New furniture provided for teachers in public primary schools	8,884
New furniture provided for teachers in public secondary schools	13,326
New school administrative blocks constructed	50
Existing school administrative blocks renovated	32
New science laboratory blocks constructed	27
Existing science laboratory blocks renovated	111
New school block wall fences constructed	41
Existing school block wall fences renovated	25
New private nursery/primary schools registered	670
New private secondary schools registered	110
New vocational skills acquisition centres established	10
Establishment of Teachers Professional Development Centre (TPDC) for the upskilling, retooling and retraining of teachers	1
Increase in the number of teachers in state-owned primary and secondary schools	2,660
Increase in the number of teachers in state-owned technical colleges	325
Increase in the number of non-teaching staff in state-owned technical colleges	188
Number of tertiary education students that receive bursary in the sum of ₦30,000 each from Delta State Oil Producing Areas Development Commission on a yearly basis	10,500
Number of bursary payments to verified tertiary education students of Delta State origin from 2015/2016 academic session to 2021/2022 academic session (14,612 in 2015/2016; 14,277 in 2016/2017; 14,171 in 2017/2018; 17,189 in 2018/2019; 19,875 in 2019/2020; 18,761 in 2020/2021; 26,812 in 2021/2022)	125,697

Furthermore, the educational sector recorded significant reforms including the review and enrichment of basic and secondary school curriculum, revamping of school sports exemplified by the revival of Headmaster's Cup football competition for primary schools and Principal's Cup football competition for secondary schools. The reforms also included the setting and enforcement of minimum standards for the establishment and operation of private schools.

Policy Lessons for Educational Sector Reforms

The evident transformation of Delta State educational sector is the result of timely prioritization of education policy and excellent planning matched with faithful execution, judicious resource management and effective leadership. Information and insights at the Education Summit in 2016 provided valuable stakeholder inputs and expert opinions into the reform plan.

The revival of technical education through the rehabilitation and reactivation of the technical colleges is an example of how education policy can be realigned to fit the social and economic context. In this case, the social and economic context is the rising youth unemployment occasioned partly by the misalignment of the skills of educated youths (supply of skills) and the skills required in the labour market (demand for skills).

CHAPTER 24

A Transformed Healthcare System

Overview of the Healthcare Situation

During the period, the healthcare system in Delta State has changed for the better, in terms of availability and affordability of services as well as efficiency and constancy of service delivery. This milestone turnaround of the healthcare system was the direct result of His Excellency, Senator Dr. Ifeanyi Okowa's vision, sound planning and faithful implementation of the contributory health insurance policy and strategy for universal health coverage.

Foundation of the Healthcare System Turnaround

Driven by his vision to enthrone a first-rate healthcare system aimed at universal health coverage, His Excellency, Senator Dr. Ifeanyi Okowa, enunciated the policy of "Health for All Deltans" to effectively domesticate the national and international goals of universal health coverage. His vision for universal health coverage predates his election and assumption of office as Governor of Delta State. As Senator of the Federal Republic of Nigeria and specifically Chairman, Senate Committee on Health, he championed national legislative action leading to enactment of Nigeria's National Health Act 2014 – the legal framework for the regulation and management of national health system.

Not surprisingly therefore, few months into his first tenure, Governor Okowa worked out and submitted an Executive Bill to the Delta State House of Assembly, for the establishment of the Contributory Health Insurance Scheme. The legislative process resulted in the landmark enactment of Delta State Contributory Health Commission Law in February, 2016. Deriving from this legal framework therefore, His Excellency constituted the Delta State Contributory Health Commission [DSCHC] to run the Delta State Contributory Health Scheme [DSCHS]. Following the inauguration of DSCHC on 4th February 2016, the DSCHS commenced service delivery on 1st January 2017.

Evidence of the Healthcare System Turnaround

In line with the early prioritisation of the development of the health sector under the goal of "Health for all Deltans (HeFAD)", the Okowa administration recorded significant achievements and impacts towards qualitative, affordable, accessible and comprehensive healthcare. Some of the milestones are given as follows:

i. Completion and functioning of Asaba Specialist Hospital (ASH), Asaba;

ii. Completion and functioning of Mother and Child Specialist Hospital, Owa-Alero;

iii. Completion of Truama Centre, Agbor;

iv. Resuscitation of Emergency Ambulance Services at Warri, Sapele, Agbor and Ughelli Central Hospitals and Asaba Specialist Hospital;

v. Computerisation of all the operational activities at the Central Medical Stores;

vi. Substantial scale-up of Anti-Retroviral Therapy (ART) programmes, on the basis of which Delta State earned an award from United States Centre for Disease Control;

vii. Sustained anti-malaria campaign, which contributed to reduction in maternal mortality and under 5 mortality;

viii. Increase in the number of health facilities providing family planning services (FPS) from 320 to 464 health facilities; and

ix. Completion and functioning of Advanced Diagnostic Medical Complex, Owa-Alero.

The Contributory Health Insurance Scheme

The goal of universal health coverage (UHC) was pursued principally through the establishment of the Contributory Health Commission with the enactment of the enabling law on 4th February, 2016. The establishment of Delta State Contributory Health Commission (DSCHC) and commencement of Delta State Contributory Health Insurance Scheme (DSCHIS) represented the turning point (game changer) in the transformation of the healthcare system.

From "ground zero", Delta State Contributory Health Insurance Scheme has covered a gigantic 1,344,841 persons as of March 2023. The enrollees comprise equity health plan (pregnant women, children under 5 & elderly) – 1,162,599; formal health plan (principal enrollees and dependents) – 162,307; and informal health plan (artisans, market women, students etc) – 19,935.

The premium rates under the contributory health insurance scheme are (i) informal health plan - ₦7,000 per annum; (ii) formal health plan - 1.75% contribution from the gross salary of the employee and a counterpart 1.75% contribution from the employer; and (iii) equity plan (involving pregnant women and children

under-5) – ₦7,000 per person per annum.

The coverage translates to 20% of the state's estimated population of 6,000,000, compared to 0% prior to Okowanomics era. Under the scheme, so far, the total number of accredited public and private hospitals rose to 510.

Healthcare Service Delivery Innovations

I. "Access to Finance" programme in which the Bank of Industry, partnering with DSCHC provides single-digit loans to enable healthcare providers establish accredited healthcare facilities in remote and hard to reach communities to ensure no one is left behind in access to healthcare. The achievements under the access to finance programme are many and varied. The state government recorded savings of over ₦211 million as a result of investments made by private players in 2019. The programme recorded an average investment size of ₦17.6 million per facility compared to the state government's ₦0.85 million per primary healthcare centre in 2020. Specifically, health facilities under the 'Access to Finance' programme recorded zero maternal mortality and under-5 mortality rate of 0.7 per 1000 live births compared to the overall state's record of 53 per 1000 live births.[11]

II. The service delivery processes are digitalized whereby DSCHC operations has been listed and designated as compliant with the National Data Protection Regulations (NDPR) requirement of the National Information Technology Development Agency (NITDA).

III. The health services benefit package has been recognised as a standardized health insurance benefit package and adopted as the

[11] *Data was provided by the Delta State Contributory Health Commission (DSCHC).*

national minimum benefit health package in Nigeria.

On the strengths of its phenomenal growth in coverage and innovative service delivery mechanisms, Delta State Contributory Health Scheme earned national and international recognition/awards. To mention a few, in 2018, Delta State earned World Bank Nigeria award for the highest number of persons covered under its health insurance scheme with focus on the poor and vulnerable population. Earlier, in 2017, the Nigerian Healthcare Excellence award recognised Delta State as Healthcare programme of the Year, 2017.

Job Creation Outcomes of the Contributory Health Scheme

In addition to its impacts on the healthcare system in Delta State, the contributory health scheme created more than 1,500 direct jobs and more than 550 indirect jobs along the health services value chain [field registration/enrollment agents, healthcare service personnel, health insurance service personnel and others].

The Unique Contribution of O5 Initiative to Healthcare Delivery

The O5 Initiative, the philanthropic organisation of Her Excellency, Dame Edith Okowa, wife of the former Governor, made remarkable contributions towards improving access to healthcare, particularly regarding sickle cell disorder and visual impairment/eye diseases. The initiative provided support for the development and equipping of 23 sickle cell clinics across the state. The sickle cell clinics are located at Agbor, Ughelli, Sapele, Kwale, Oleh, Koko, Eku, Patani, Otu-Jeremi and Orerokpe. Others are Issele-Uku, Umunede, Ogwashi-Uku, Akwukwu Igbo, Ibusa, Okwe, Warri, Obiaruku, Burutu, Bomadi, Oghara, Ozoro and Aboh. Of particular importance is the acquisition and donation of

Newborn Hemoglobinopathy screening equipment to the referral centre at Asaba Specialist Hospital.

Towards the state government's goal of universal health coverage, the O5 Initiative facilitated and enabled the enrolment of 689 persons into the Delta State Contributory Health Insurance Scheme. Overall, the programmes and activities of O5 Initiative brought about an increase of the number of children surviving and living with sickle cell disorder. Also, there is now increased access to sickle cell disorder services as well as better treatment and management of sickle cell patients at the various clinics across the state.

Another major contribution of the O5 Initiative is increased access to healthcare for virtual impairment and eye diseases. Through its "Free Grassroots Medical Outreach" implemented in collaboration with Restore Sight Africa and the Delta State Ministry of Health, the programme covered the 25 local government areas from 2018 to 2023. The beneficiaries of the medical outreach include 29,040 persons issued with eye glasses, 16,516 persons treated with eye drops, 6,826 persons surgically treated and 866 children given eye glasses (O5 Initiative, 2023).

Policy Lessons for Contributory Health Insurance Systems

The policy and institutional framework for the Contributory Health Insurance Scheme was preceded by action research initiated from the pre-inauguration period in 2015 and carried out through the first year in office. The research covered a wide range of policy issues about Delta State healthcare system including healthcare infrastructure; service delivery capabilities and performance; system's absorptive capacity; contributory health insurance options; cost sharing and financing questions.

So, the policy and institutional reforms of the healthcare system were adequately prepared beforehand. It was based on a comprehensive evidence-based planning with sound understanding of the strengths, weaknesses, opportunities and constraints of the existing healthcare system. This situation is buttressed by the fact that it took a period of almost 11 months, that is, between 4th February 2016 and 1st January 2017, from enactment of the Law to commencement of the contributory health insurance scheme.

CHAPTER 25

Upliftment Of Living Conditions In Riverine, Coastal And Creek Communities

Background

Given its location, Delta State has a unique geo-ecological landscape. On its western boundary, the state has a long Atlantic Ocean coastline of about 163 km. More than one third of its total area of 18,050 square kilometres consists of natural water bodies such as rivers, streams, tributaries, creeks, coastal swamps and estuaries. This geographical feature has both advantages and disadvantages for the affected communities and the entire state.

On the one hand, the main advantages of the state's coastal features relate to the huge potentials for the development of marine economy, aquaculture, artisanal fishing and maritime transport. The state has a rare quadruplet of seaports along the Niger Delta coastline at Warri, Sapele, Koko and Burutu and two critical national economic assets - crude oil terminals at Escravos and Forcados. On the other hand, the geospatial and topographical peculiarities of the riverine, coastal and creek communities pose tremendous constraints to their infrastructural, physical and economic development.

The peculiar constraints of infrastructural and physical development of these communities imply huge additional project

construction costs and highly difficult transport logistics to deliver on health and education facilities, housing and transport infrastructure. Overcoming this geospatial challenge requires strong political will, sound planning, cost effectiveness and faithful execution of projects. These are the qualities and virtues which have been brought to bear in the historic transformation of the living conditions and welfare of communities and people of the state's riverine, coastal and creek communities.

Targeted Development of Riverine Areas

The historic transformation of these riverine, coastal and creek communities is manifest in the assortment of development projects that have either been completed or ongoing, from 2015 to date. The development projects include roads, bridges, schools, health centres, housing, markets and support for economic activities. These projects have had historic impact in uplifting the living conditions, people's welfare and development prospects in these communities.

A Sample of Development Interventions in the Riverine Areas

A sample of development projects in the riverine, coastal and creek communities is enumerated as follows[12]:

Roads and Bridges

The completed and ongoing road projects in the riverine, coastal and creek areas of the state together measured about 300 kilometres of roads and 128 kilometres of drains. Some of the completed and

[12] *Information about these projects were provided by Ministry of Works, Ministry of Transport, Ministry of Education, Ministry of Health, Ministry of Housing and Ministry of Trade & Investment.*

ongoing road projects were as follows:

i Trans Warri-Ode-Itsekiri bridge and access roads in Warri South LGA.

ii Town [internal] roads in Okerenkoko, Ogidigben, Gbaramatu, Benikrukru and Kunukunuma in Warri South West LGA.

iii Ogulagha-Youbebe-Biniebiama road, Obotobo-Sekebolou-Yokori road and town [internal] roads of Ogbobagbene, Egodo-Agbodobiri in Burutu LGA.

iv Town [internal roads] in Ogbeinama, Esama, Ekamita, Kpakiama and other communities in Bomadi LGA.

v Kwale-Beneku bridge across Ndokwa East and Ndokwa West LGAs.

vi Beneku access roads and internal roads at Ushie and Ashaka in Ndokwa East LGA.

vii Ikpide-Irri and Aviara access road, Idheze Emede ring road and other internal roads in Isoko South LGA.

viii Oko Amakom/Oko Obiokpu road in Oshimili South LGA.

ix Ayakoromor bridge across River Forcados and Oviri-Olomu/Egodor road across Ughelli South and Burutu LGAs.

x Access road to Uduophori, Kabowei road and Aghogho road in Odorubu, Patani LGA.

Health Sector Projects

i Rehabilitation, renovation and refurbishment of Primary Health Centres [PHCs] at Debiri in Warri South West LGA, Tsekelewu in Warri North LGA, Kalafiogbene in Bomadi LGA and Obotebe in Burutu LGA.

ii Rehabilitation, renovation and refurbishment of Secondary Health Facilities [SHFs], that is, Cottage/General Hospitals at Ogriagbene in Bomadi LGA, Aboh in Ndokwa East LGA, Okerenkoko in Warri South West LGA, Ojobo in Burutu LGA, Ogidigben in Warri South West LGA, Bomadi in Bomadi LGA, and Koko in Warri North LGA.

Education Sector Development Projects

i Construction, renovation and furnishing of primary school classrooms at Esanma in Bomadi LGA.

ii Construction, renovation and furnishing of classrooms, administrative buildings, staff residences or laboratories in secondary schools at Ogbeinama, Ogriagbene and Akugbene, Ogbeigbene in Bomadi LGA.

iiiConstruction, renovation and furnishing of primary school classrooms at Burutu, Obotebe, Ofou, Ojobo, Bikorogha, Ogbeingbene, Torugbene, Tamigbe-Zion, Eseimogbene, Bolou-Ndoro, Akparamogbene in Burutu LGA.

iv Construction, renovation and furnishing of classrooms, administrative buildings, staff residences or laboratories in secondary schools at Sokebolou, Ojobo, Egodor, Tamigbe, Obotebe, Burutu, Gbekebor, Tuomo, Okpokunou in Burutu LGA.

v Construction, renovation and furnishing of primary school classrooms at Toru-Angiama, Uduovie, Aven, Patani, Bolu-Angiama and Abari in Patani LGA.

vi Construction, renovation and furnishing of classrooms, administrative buildings, staff residences or laboratories in secondary schools at Uduophori, Patani, Agoloma, Odorubu, Bolu-Angiama and Toru-Angiama in Patani LGA.

vii Construction, renovation and furnishing of primary school classrooms at Koko, Ogheye, Oboghoro, Ajagbodudu, Tsekelewu and Ogbudugbudu in Warri North LGA.

viii Construction, renovation and furnishing of classrooms, administrative buildings, staff residences or laboratories in secondary schools at Abigborodo, Tsekelewu, Oboghoro and Ogbinbiri in Warri North LGA.

ix Construction, renovation and furnishing of primary school classrooms at Ogidigben, Ogbe-Ijoh, Madangho, Ajudiabo, Sumoge, Agogboro, Costain, Otseyi and Diabo in Warri South West LGA.

x Construction, renovation and furnishing of classrooms, administrative buildings, staff residences or laboratories in secondary schools at Isaba, Kokodiagbene, Ogidigben, Ogbe-Ijoh, Agogboro and Oporoza in Warri South West LGA.

xi Construction, renovation and furnishing of primary school classrooms at Obikwele, Ase, Ibrede, Isselegu, Ossissa, Utchi in Ndokwa East LGA.

xii Construction, renovation and furnishing of classrooms, administrative buildings, staff residences or laboratories in secondary schools at Iyede- Ame, Aboh, Okpai-Oluchi, Ibedeni and Igbuku in Ndokwa East LGA.

xiii Construction, renovation and furnishing of primary school classrooms at Olomoro, Igbide, Ewokpaka-Aviara, Enwhe and Otor-Aviara in Isoko South LGA.

xiv Construction, renovation and furnishing of classrooms, administrative buildings, staff residences or laboratories in secondary schools at Umeh, Igbide, Araya and Enwhe in Isoko South LGA.

Interventions regarding Transport, Housing, Markets and Commerce

i Ogheye Ultra-Modern Floating Market, Warri North LGA.

ii Landing concrete jetties at Naifor, Eniegbone, Salvation city and Ajuju in Warri South West LGA.

iii Development of Housing Units in Okerenkoko, Warri South West LGA.

Policy Lessons for the Development of Riverine Areas

The living conditions in the riverine, coastal and creek communities of Delta state were impacted through unprecedented development of roads, water transport facilities, health centres/hospitals, educational facilities and market facilities. This was the result of strong political will, thorough planning, astute resource management, people-centredness and faithful execution, which are among the defining elements of Okowanomics.

Successful targeting of development interventions in the riverine, coastal and creek communities of Delta State is a policy model that should be emulated by states with similar geo-ecological conditions. Also, it presents important policy lessons for the federal government to improve living conditions in Nigeria's riverine, coastal and creeks communities.

CHAPTER 26

Delta State Implementation Of The World Bank-assisted Nigeria Covid-19 Action Recovery And Economic Stimulus (cares) Programme

Background to Delta CARES programme

The Nigeria COVID-19 Action Recovery and Economic Stimulus (CARES) programme is a World Bank-assisted state-level intervention aimed at mitigating the local effects of the COVID-19 pandemic. The objective was to protect the livelihoods of existing and newly poor and vulnerable households and support the recovery of local economic activity especially MSMEs.

The Impacts of COVID-19 Pandemic on Livelihood and Businesses

The premise of the intervention was that COVID-19 pandemic and the associated lockdown and social distancing measures negatively affected economic activity and livelihood incomes through several channels. The effects included sharp drop in non-wage incomes, particularly informal sector labour in farm and non-farm enterprises. Non-wage income from diaspora remittances was also diminished by world-wide economic shutdown. The risk of

food insecurity was aggravated by disruptions in agricultural input delivery systems, interstate food trade and local food supply chains across the country. Moreover, the resultant increases in food prices pushed vulnerable and marginal households further into hunger and poverty. On their part, micro and small businesses were particularly hit by business shutdown leading to loss of incomes, spike in prices of production inputs and depletion of working capital.

Coverage of Delta State CARES

The Nigeria CARES programme was implemented as a 'Programme for Results' (P-for-R) fund lasting up to 24 months, subject to review. The programme consists of 3 Results Areas (RAs): RA 1 - Social Protection; RA 2 – Agriculture; and RA3 – Micro, Small and Medium-Scale Enterprises (MSMEs). The implementation of Delta State CARES commenced in September 2021.

The achieved numbers of beneficiaries under the World Bank-assisted Delta State COVID-19 Action Recovery and Economic Stimulus (CARES) Project in the 3 Result Areas/Implementing Platforms as of April 2023 are given Table 26.1:

Table 26.1: Number of beneficiaries under the World Bank-Assisted Delta State CARES Project as of April 2023[13]

	Result Area	Intervention Measure	Number of beneficiaries
RESULT AREA 1 (RA 1)	Increased social transfers, basic services, and livelihood support to poor and vulnerable households.	Social transfers to aged, physically challenged, chronically ill, and urban poor.	1,650
		Labour intensive public workfare	1,400
		Livelihood grants: to economically active household members.	1,309
		Community and group investment: basic service infrastructure.	33,074
		RESULT AREA 1 SUB TOTAL	**37,433**
RESULT AREA 2 (RA 2)	Increasing food security and safe functioning of food supply chains.	Distribution of inputs and service provision.	3,340
		[14]Labour-intensive productive agricultural infrastructure.	-
		Support farm agricultural assets.	910
		Promote food supply chains and mitigating food loss and waste.	-
		RESULT AREA 2 SUB TOTAL	**4,250**
RESULT AREA 3 (RA 3)	Facilitating recovery and enhancing capabilities of micro and small enterprises.	Easing financial constraints to distressed MSEs by provision of debt financing credit.	-
		Provision of one-time grants for operational costs.	3,018
		Supporting adoption of digital payments, integration and IT connectivity costs of micro and small enterprises.	-
		RESULT AREA 3 SUB TOTAL	**3,018**

[13] *Data was provided by the Delta State CARES Coordinating Unit (SCCU).*

[14] *The intervention measures with no beneficiaries were not included in the initial phase of the programme.*

CHAPTER 27

The Leadership Factor That Made The Difference

The Power of Right Leadership

Leadership is pivotal to good governance of a society. One universal truth which is repeatedly emphasized by John C. Maxwell in his several leadership literatures is that "everything rises and falls on leadership". This axiom underscores the crucial importance of leadership and that nothing works well without good leadership. In fact, a leader is one who knows the way, goes the way, and shows the way. Underlying effective leadership is the right foundation laid by tested character virtues of authenticity, integrity, humility and courage. These defining ingredients of authentic leadership were borne out by the leadership model of His Excellency, Senator Dr. Ifeanyi Okowa in the political and economic governance of Delta State.

Leadership *par excellence* is the right caption for his political mission and public service duty tour in Delta State in the past eight years, 2015 to 2023. Taking his eight year tenure as the defining moments of his life, he has vindicated the leadership axiom as espoused by John Maxwell, that "defining moments of leadership responsibility put the spotlight on every leader, the leader's character isn't formed during these times—it is displayed and revealed".

Consistent with this universal truth is the fact that his excellent political and economic governance stems from his personality qualities and character virtues. The evidence is presented in the following section.

Dimensions of the Right Leadership: The Okowa Evidence

1. *Deep personal involvement in the conception, design and planning of government policies, programmes and projects.*

    i Several policies, programmes and projects benefitted directly from Senator Dr. Ifeanyi Okowa's great wealth of personal intellect and real-world experience across economic and social sectors. This knowledge and experience is the outcome of his robust and diverse track record in public service, which includes Secretary, Ika Local Government Council; Chairman, Ika North East Local Government Council; Commissioner and Member, Delta State Executive Council; Secretary to Delta State Government and Senator of the Federal Republic of Nigeria representing Delta North Senatorial District.

    ii Some of the policies, programmes and projects are job creation and youth entrepreneurship programmes, urban renewal and development programmes for Asaba and Warri, construction and rehabilitation of roads and bridges, contributory health insurance scheme and government secretariat building project. Others are storm water drainage projects in Asaba and Warri, facilitation of private investments in agriculture, agro-allied and manufacturing industries, revival/establishment of technical colleges and establishment of three state-owned universities.

2. *Close and regular supervision of the implementation and management of policies, programmes and projects.*

i From inception of his tenure to date, he continued to undertake regular physical inspection of projects under construction to gain first-hand assessment of progress and milestones according to schedule.

ii Another tool for regular supervision is regular and case-by-case working sessions with the Economic Management Team (EMT) to discuss and elicit inputs on ongoing and planned policies, programmes and projects.

3. *Invention of mutually complementary policy and programme feedback channels to ensure balanced and complete field information.*

i This is evidenced by the co-existence of monitoring, tracking and evaluation processes for feedback on policies, programmes and projects. The agencies are Directorate of Youth Monitoring and Mentoring; Directorate of Project Monitoring (ministry status); and Department of Monitoring and Evaluation in the Ministry of Economic Planning.

ii The use of town hall meetings, stakeholder consultation fora and targeted conclaves with select groups to obtain direct feedback on state government policies, programmes, projects and service delivery. One vivid example of this feedback strategy is the town hall meeting held in the headquarters of each of the 25 local government areas during the period from May 2017 to August 2018.

4. *Streamlining of duties and functions among ministries, departments and agencies to eliminate role ambiguity and sharpen the lines of*

accountability.

i Examples include the following new institutions: Delta State Job and Wealth Creation Bureau; Ministry of Girl Child Entrepreneurship and Development; Ministry of Works (Highways & Urban Roads); Ministry of Works (Rural & Riverine Roads); Ministry of Youth Development; Ministry of Urban Renewal; Ministry of Primary Education; Ministry of Secondary Education; Ministry of Technical Education; Ministry of Humanitarian and Community Support Services; and Ministry of Urban Renewal and Development.

5. *Fairness, equity and inclusiveness in political governance, government bureaucracy and distribution of infrastructure projects.*

i Appointment into political offices is equitably spread across the 25 local government areas of the state and reflects socio-economic structure of the state's population, such as gender, persons with disabilities, youths and non-indigenes. While not compromising merit and competence, appointment into government bureaucracy is also reflective of the diversity of the state in terms of spread across the 25 local government areas and ethnic nationalities.

6. *Allowing ample space for professional inputs and competing views in the process of making policy choices or carrying out policy reviews.*

i Meetings and deliberations of the State Executive Council (the highest policymaking body of the executive arm) are usually characterised by robust debates, informed conversations, expert professional presentations and well-reasoned resolutions.

ii Setting up of Economic Management Team (EMT) charged with the functions and duties to examine project proposals,

investment partnerships with the private sector, undertake policy analysis and economic reviews to feed into decision-making by the Governor and the State Executive Council.

iii Setting up of special task teams and committees to examine thematic policy and programme questions and issues towards reaching informed decisions.

7. *Synergy and confidence-building with the State House of Assembly regarding state government policies, programmes and projects.*

i The result of this synergy is an array of laws which provides legal frameworks for policy and institutional reforms of the Okowa administration. From inception in 2015 to date, ninety (90) Bills comprising 44 Bills during 2015-2019 and 46 Bills during 2019-2023 have been passed by the State House of Assembly and assented to by the Governor. These bills cut across several sectors of social and economic life including health, education, security, justice, social welfare, environment, governance, business, commerce and investment, public financial management, community development, job creation and youth empowerment, urban renewal and physical development, agriculture, rural development and water resources.

ii A spectacular feature is that two Executive Bills were passed by the State House of Assembly and assented to in the first 3 months of his administration, that is, June-August 2015. They are Delta State Capital Territory Development Agency Law (July 2015) and Technical and Vocational Education Board Law (July 2015).

8. *Proper alignment between policy-programme priorities and resource allocation coupled with proactive foresighted planning and inter-temporal resource allocation.*

i His Excellency, Senator Dr. Ifeanyi Okowa demonstrated foresight in planning by ensuring that annual budgets are prepared and submitted to the State House of Assembly timely enough to be considered, passed and signed into law for resources to be available to carry out road infrastructure construction early in the year before the onset of the rains, among other time-bound projects.

ii As evidence, many projects were initiated, planned, executed, completed and commissioned under his administration. One example is that the administration started and completed the construction, reconstruction and rehabilitation of more than 2,000 kilometres of roads and more than 1,400 kilometres of drains since its inception. Likewise, key projects including Asaba Storm Water Drainage, Central Government Secretariat, Leisure Park and Film Village, Koka Flyover and Interchange were started, completed and commissioned by the Okowa administration.

9. *Adherence to statutory due process and rules of transparency and accountability in planning, budgeting and management of the state's finances.*

i The fiscal planning, budgeting and public expenditure process involves (i) Ministry of Economic Planning, which prepares the Medium Term Expenditure Framework (MTEF) and Fiscal Strategy Paper (FSP) and submits to State Executive Council for consideration and approval; (ii) submission of EXCO-approved MTEF & FSP to State House of Assembly for consideration and approval; (iii) Ministry of Economic Planning prepares Annual Budget Estimates and submits to State Executive Council for consideration and approval; (iv) submission of EXCO-approved Annual Budget Estimates to

State House of Assembly for consideration and passing of Appropriation Bill; and (v) the Governor signs the Appropriation Bill into Law.

ii Design and implementation of public financial management reforms in budgeting, auditing, accounting and procurement under the World Bank-assisted States' Fiscal Transparency, Accountability and Sustainability (SFTAS) Programme for Results. The policy and institutional reforms include Delta State Public Procurement Law 2020; Delta State Internal Revenue Service Law 2020; Fiscal Responsibility (Amendment) Law 2020; Delta State Audit Law 2021; Delta State Debt Management Law 2021; Delta State House of Assembly Fund Management (Financial Autonomy) Law 2021; Delta State Judiciary Fund Management (Financial Autonomy) Law 2021; and Delta State Public Finance Management Law 2022. Others are publication of Approved Annual Budgets and Quarterly Budget Performance/ Implementation Reports; Annual Audit of Public Accounts and Publication of Audited Accounts and citizens' engagement in the budget process.

10. *Consistent timeliness in the preparation and submission of annual budget to the State House of Assembly for appropriation and signing of the Appropriation Bill into Law before the start of the ensuing fiscal year. The following facts show proof of timeliness and diligence in the budgeting process.*

i 2018 Budget was presented and laid before the State House of Assembly on 19th October 2017 and signed into Law on 19th December 2017;

ii 2019 Budget was presented and laid before the State House of

Assembly on 19th October 2018 and signed into law on 27th December 2018;

iii 2020 budget was presented and laid before the State House of Assembly on 6th November 2019 and signed into law on 12th December 2019;

iv 2021 Budget was presented and laid before the State House of Assembly on 27th October 2020 and signed into law on 30th November 2020;

v 2022 Budget was presented and laid before the State House of Assembly on 21st October 2021 and signed into law on 16th December 2021; and

vi 2023 Budget was presented and laid before the State House of Assembly on 27th October 2022 and signed into law on 16th December 2022.

11. *Attitude of meticulous reading and detailed study of documents, memoranda, reports and proposals to gain robust personal knowledge, good understanding and insightful appraisal of any given subject matter.*

i His Excellency, Senator Dr. Ifeanyi Okowa is widely acknowledged and duly appreciated for his tremendous capacity to rigorously review and analyse memoranda, technical proposals, committee reports and correspondences, regardless of the huge work pressure and tight schedule. In fact, his reading capacity and analytical power are as abiding as his listening ability.

12. *Continuation, completion and sustenance of 'inherited' projects and programmes adjudged to be socially desirable and economically*

beneficial.

i Unlike the incidents of abandoned projects and programmes which litter the infrastructural landscape of the country, His Excellency, Senator Dr. Ifeanyi Okowa continued, improved upon and sustained socially and economically impactful projects and programmes inherited from previous administrations. Examples of such projects and programmes are (i) Ogheye floating market in Warri North Local Government Area, which was started in 2007, seven years before his first assumption of office as Governor; (ii) Ughelli-Asaba expressway (nearing completion); (iii) Asaba International Airport standardized, upgraded and concessioned; (iv) Stephen Keshi International Stadium, Asaba, renovated and upgraded; (iv) free medical care for pregnant women and children under 5 – the programme was made more efficient and more sustainable through the automatic enrolment of the target group (pregnant women and children under 5) in the Delta State Contributory Health Insurance Scheme, under a special premium plan paid for by the state government. The continuation, completion and upgrading of inherited infrastructure projects and programmes is a mark of statesmanship which augurs well for prudent public spending and sustainable development of the country.

13. *His effective leadership reflected in the consistent topmost performance of Delta State athletes in national sports competitions.*

i Delta State attained and maintained the first position among all the states of the federation, throughout the five editions of the National Youth Games from 2015 to 2022.

ii Similarly, Delta State consistently topped the medals table in

the National Sports Festivals at Abuja 2018, Edo 2021 and Delta 2022.

iii In addition, the Okowa administration's first-rate performance in sports development earned two special awards. The first was the Confederation of African Athletics (CAA)'s "Special Honours Award" for promoting track and field athletics in the African continent, in 2018. The second was the Sport Writers Association of Nigeria (SWAN)'s "Special Merit Award for High Performance and Excellence in School and Youth Sports Development in Nigeria" in 2021.

14. Strong and glorious finishing as Governor of Delta State.

i In the final three months of his eight-year administration, he demonstrated how to finish strong and gloriously. This is contrary to the conventional tendency to slow down, lose steam or relent in governance policies and development interventions towards the end of an administration. In line with his promise to show committed leadership till the last day of his administration, he spent the last three months taking necessary governance actions to ensure that the finishing "touch line" is smoothly, securely and successfully attained.

ii His strong and glorious finishing of tenure is borne out by the fact that the last three months was characterized by his commissioning of numerous completed infrastructure projects. They include roads, bridges, school buildings, administrative buildings, hospitals, health centres, markets; and inspection of ongoing projects as well as establishment of trained youths in various enterprises by the handing out of enterprise starter packs.

iii As a demonstration of his interest and commitment for the

better future of Delta State and towards the success of his successor, he also committed state resources to high-returns economic investments capable of expanding the resource base and increasing public revenue of the state into the future. An example is the state government's equity investment in UTM FLNG Limited.

iv To crown his eight years of governance performance, he was, on 15th May 2023, just two weeks to the end of his tenure, presented with four awards under the World Bank-sponsored States' Fiscal Transparency, Accountability and Sustainability (SFTAS). Delta State was ranked "excellent" in performance on fiscal transparency and accountability; "very good" performance on efficiency of public expenditure; and "best" overall performance in debt sustainability. Delta State performed overall best in the South-South and second best in Southern Nigeria. These awards are independent testaments of his legacies of fiscal transparency and accountability, efficiency of public resource management and sustainability of public debt.

v Another sign of finishing strong is that, just a week to the end of his tenure, specifically on 22nd May 2023, he assented to several Bills passed by the State House of Assembly. They include (i) Delta State Developments and Property Authority Bill, 2022; (ii) Delta State Good Governance and Accountability Bill, 2022; (iii) Delta State Sickle Cell Disorder Control Bill, 2023; (iv) High Court (Amendment) Bill, 2023; (v) Delta State Thanksgiving Day Bill, 2023; (vi) Delta State Creative Industry Development Bill, 2023; (vii) Delta State Polytechnic Burutu Bill, 2023; and (viii) College of Health Science and Technology Bill, 2023.

In all, by his ground-breaking legacies from eight years of credible, excellent and impactful leadership, His Excellency,

Senator Dr. Ifeanyi Okowa laid the right foundation, set the right frames, charted and lived out the pathway of good governance, economic prosperity and social renaissance of Delta State.

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Annexure

Information Resources, Published And Unpublished Literature Created And Used By Delta State Job And Wealth Creation Bureau 2015-2023

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2. Annual Programme Implementation Reports 2015/2016 – 2021/2022.
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4. Code of Conduct for Trainees under the Skills Training and Entrepreneurship Programme (STEP).
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6. Compendium of YAGEP Farm Enterprise Clusters 2016-2023.

7. Composition of STEP Starter Packs (Green Category) for Various Enterprises 2016-2022.

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15. Delta State Medium-Term Development Plan 2016-2019. Coordinated by Office of the Chief Job and Wealth Creation Officer and Ministry of Economic Planning, 2015- 2016.

16. Delta State Medium-Term Development Plan 2020-2023. A Plan Document with significant technical inputs from Delta State Job and Wealth Creation Bureau 2020-2021.

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19. Employability and Job-Readiness Training Manual under the Graduates Employment Enhancement Programme (GEEP) 2020-2023.

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26. Job and Wealth Creation Scheme Brochure 2015.

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29. Job Creation Accounting Framework (JCAF) for State Government Ministries, Departments and Agencies (MDAs) 2017-2022.

30. Okowanomics: Factfile of Governor Okowa's Developmental Impact since 2015. Volume 1 November 2022.

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