

**UNITED NATIONS DEVELOPMENT PROGRAMME**

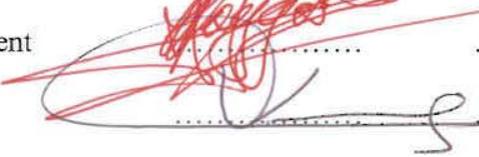
**GOVERNMENT OF THE FEDERAL REPUBLIC OF NIGERIA**

**PROJECT SUPPORT DOCUMENT**

Project Title: Niger Delta Local Development Programme  
 Project Duration: July 2007 to December 2010  
 Management Arrangement: DEX

Brief Description

The Niger Delta Local Development Programme uses the decentralization and local governance approach as the entry point for poverty reduction and sustainable development. The principle objective of the programme is to support the development of effective, responsive and accountable local governance institutions capable of delivering public infrastructure and services using participatory, transparent and gender sensitive planning, monitoring and evaluation procedures. It is expected that the pilot States, LGAs and local communities will adopt the systems and procedures that will be piloted. It is also expected that the programme will increase opportunities for and local communities' capabilities to participate effectively in local planning, monitoring and evaluation. Furthermore, it is expected that the programme will build the capacity and legitimacy of LGAs, accelerate improvements in public infrastructures and social services as well as improve quality of life of the poor and marginalized groups such as women, youth and persons living with HIV/AIDS. The programme will be implemented over a period of three years. A Programme Management Unit will be established to execute the programme. The Steering Committee will provide programme oversight and guidance. The total programme budget is US \$ 13, 500,000.

On behalf of:	Signature	Name/Title	Date
Government		SENATOR M.S. MGGASH MINISTER, NPC	20.09.2007
UNDP		ALBERIC KACOU UNDP, RC	27.9.07

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## ACRONYMS AND ABBREVIATIONS

CBO	Community Based Organization
CSO	Civil Society Organization
DFID	Department for International Development
HDR	Human Development Report
LDF	Local Development Fund
LEEDS	Local Economic Empowerment and Development Strategy
LGA	Local Government Area
LGC	Local Government Council
MDG	Millennium Development Goal
NDDC	Niger Delta Development Commission
NEEDS	National Economic Empowerment and Development Strategy
NGO	Non-Governmental Organization
PMU	Programme Management Unit
POG	Programme Outcomes Group
PRU	Poverty Reduction Unit
PSC	Programme Steering Committee
PTC	Programme Technical Committee
SEEDS	States Economic Empowerment and Development Strategy
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
UNITAR	United Nations Institute for Training and Research
USAID	United States Agency for International Development
WHO	World Health Organization

## SECTION I: NARRATIVE

### 1. Situation Analysis

#### 1.1 Overview of the Niger Delta and Problems

The Niger Delta is a region comprising the delta of Niger River and oil producing areas to the east and west of the natural delta.

##### Basic Facts about the Niger Delta

Population	29.2 million (2006 Census Results)
Land Area	75, 000 km <sup>2</sup>
Population Density	182 people per km <sup>2</sup> (1991)
Human Development Index	0.564 (2005)
Population below 30 years	62.1 %
Population between 31 – 60 years	35.8 %
Life Expectancy at Birth	46.8 years
Annual Population Growth Rate	3.1 %
Incidence of Poverty	42.85 % (2004)
Gender Development Index	0.444 (2005)
Number of States	9
Number of Local Governments	185

Sources: UNDP Niger Delta Human Development Report 2006 and National Population and Housing Census 2006 Provisional Results

More than fifty years of increasing oil production in the Niger Delta without concrete positive impact on the life of the majority of its inhabitants, have produced a sturdy fracture between the destitute (and disadvantaged) population on one side and the oil companies and “oil-elites” (identified roughly with institutions, both traditional and modern, local and central) on the other side. The exponential increase in oil production and continuous spread of territory appropriated for oil extraction have brought about a fast erosion of space for the original inhabitants further making fragile the local economic base, and so deepening both the causes of local poverty and fracture between the people and oil-elites. If the compensations provided by the oil companies, despite some evident effort, have not been able to provide sustainable results, fiscal transfers from the Federal Government, regardless of their considerable volume, have not reached those in most need. The transfers have been spent on unnecessary and unsustainable investments, unable to address the root causes of poverty and incapable of providing the needed start-up to real local development. Put differently, the transfers have not had the desired impact largely because the development agenda of the States and LGAs have not been people-centred and participatory<sup>1</sup>. It is indeed an irony that increased resources channelled into the delta in recent years have contributed more to fuelling conflict (financing the vicious circle) than to pacification and eventual establishment of genuine new developments (starting a new virtuous-circle), which developments are indispensable and demanded unanimously.

The Niger Delta generally evidences several problems and challenges to sustainable human development. First outlined here are problems relating to deterioration of the social-political situation, disintegration of traditions and lack of societal cohesiveness. Culture, traditional

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<sup>1</sup> See Niger Delta Human Development Report, page 16

structures and authority, spiritual values and standards are being eroded by a burgeoning culture of domination by elites and collapse of the family system with parents having little or no control over their children. In many communities the youth are openly ‘usurping’ or seizing some of the decision making powers of traditional institutions and becoming more assertive. Societal cohesiveness is further impaired by lack of knowledge and information, contradicting interests within communities, criminal activities and youth idleness. In short, the delta is a place of frustrated expectations and deep-rooted mistrust.

The region also faces very complex problems of poverty. The region has a pervasive unemployment problem, especially among women and youth groups. According to the Niger Delta Human Development Report (HDR) formal and informal sector activities in the region are low, meaning that access to employment and other economic activities is limited. Between 70 to 80 % of employment in the delta is in the informal sector, which sector is characterized by low productivity and low wages. Predictably, the delta people see themselves as poor in the midst of plenty of riches from oil exploration that account for nearly 90 % of Nigeria’s revenue. All they perceive is the oil wealth from their backyards enriching others. This anomaly leads people to ask why the situation persists. Indeed, the history of oil revenue sharing is littered with wild variations over time culminating in the current 13 % derivation figure which some still consider unjust since people in the Niger Delta have to contend with the adverse impacts of oil exploration. Over time, feelings of injustice have risen into conflicts and insecurity in the region. These sentiments are confirmed in the HDR. The HDR also reveals that the majority of residents mostly disliked bad governance, especially at the local government level. LGA chairpersons conduct themselves like “executive overlords”<sup>2</sup>. They are not responsible to their councils or the people because the bulk of their revenues come directly from the Federal Government and not the locality. As expected State Governments and LGAs in the Niger Delta have been frequently asked to account for the use of the 13 % derivation from oil revenues. Poor local governance is, therefore, an issue that stands on its own with serious implications for poverty reduction and sustainable human development.

Closely related to poor local governance is the poor state of public infrastructure and social services. Most settlements depend on untreated surface water and wells. It is estimated that only 20 – 24 % of rural communities and 45 – 50 % of urban communities have access to safe drinking water. The region has 2,169 primary schools and 545 secondary schools only. Nearly all school facilities are in extreme disrepair. The majority of residents live in isolated areas lacking health care facilities, including basics like first aid. The few existing public health facilities are in critical need of repair and lack staff and supplies. In conformity with the situation on the ground, the HDR points to the importance of investment in basic infrastructure and services. In fact, local communities identified and ranked schools, health facilities, roads and waterways as the first three priority needs that must be addressed to improve their quality of life. Job creation is listed as priority number four.

Another major problem is HIV/AIDS. Nigeria has the third largest number of people living with HIV/AIDS in the world and highest number of orphans from AIDS, estimated at 1.2 million in 2003. While the national HIV/AIDS prevalence rate is 5 %, the Niger Delta has a prevalence rate of 5.3% with Cross River State recording the highest rate of 12 %. Given its highly mobile young population, “easy money feeling” connected with the oil and gas industry as well as some cultural beliefs and practices, escalation in HIV infection rates and

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<sup>2</sup> Niger Delta Human Development Report, page 41.

AIDS is a major threat to development of the region. Moreover, inadequate health infrastructure and facilities hamper efforts to manage the epidemic.

The Niger Delta's other major problems relate to environmental degradation. The delta offers a wide range of renewable and non-renewable natural resources, especially oil and gas. The most adverse impacts of oil production and mining include soil pollution, surface and ground water pollution and air pollution. Mining activities that have exacerbated pollution include canalization, oil spills, gas leaks, gas flares, and subsidence. In addition, non-oil industries producing steel, fertilizer, timber, plywood, alcohol, paint, glass, cement, asbestos, rubber, palm oil, food, local gin and timber are to blame for pollution. These industries discharge large amounts of untreated waste into the environment. Industrialization has also contributed to problems such as erosion and increased flooding, siltation and occlusion, land shortage, deforestation, loss of fishing grounds as well as health problems including respiratory diseases, lung and heart problems. For the poor in particular<sup>3</sup>, their ability to derive maximum benefits from the renewable natural resources is increasingly comprised by environmental degradation and capability deprivations.

The combined effect of the problems and challenges highlighted here is a state of insecurity and conflict. Persistent conflict has entrenched poor human development and is serving as a constant drag on the region's development and expectations for advancement. Even the best intentions have failed with dismal results and have met with general dissatisfaction, increased conflict and further unrest. Why this incapacity to provide sustainable solutions? Apparently, financial resources are not the foremost missing element. As concluded in the HDR, the predominant underlying cause of the poor quality of human development is the failure of governance, importing that what is required and most needed is to promote effective and efficient local governance. Measures, therefore, need to be taken to strengthen local governance. Also required are measures preventing conflict, increased space for local dialogue, correct targeting of resources towards enhancing people's access to public infrastructure and social services, improved capacities and partnerships to overcome development obstacles and increased access to economic opportunities.

## ***1.2 Decentralization and Local Governance in the Niger Delta***

### **1.2.1 Local Governance Issues and Problems**

There are 9 States and 185 LGAs in the Niger Delta.

State Governments and LGAs are organized on the "presidential model" where the people directly elect the head of government. Similarly, State Government and LGA cabinets are appointed by the Governor and Chairperson respectively, and are not members of the legislature (known as the House of Assembly at State level and LGC at LGA level). The result is a formal separation of powers between the executive and legislative branches, and simultaneously a concentration of power in the hands of the Governor and his/her appointees at State level and the Chairperson and executive at LGA level.

State laws within parameters set forth in Section 7 and the Fourth Schedule to the 1999 Constitution determine the functions, structure and composition of LGAs. States have local government laws and Department/Ministries responsible for Local Government. Most States

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<sup>3</sup> Over 60 % of the people in the Niger Delta derive their livelihoods from renewable natural resources (Niger Delta Human Development Report 2006).

exercise close oversight over the operations of LGAs, while a few treat LGAs as a separate tier of government.

The executive of LGAs comprises the Chairperson, Vice Chairperson, Supervisors and Secretary. It is assisted in its work by staff led by the Head of Local Government Administration, often the Director of Administration and General Services. The executive formulates policy and implements budgets and byelaws of the council, acting in line with prescribed guidelines in realizing the functions of the LGA. The executive have standing and ad-hoc committees, composed of a mix of councillors and civil servants. The tenure of office of LGAs is two to four years.

Local governments are usually the closest government to the people, creating opportunities for people to participate in development activities as well as the most influential level of government. LGAs in Nigeria, however, constitute the weakest and least influential tier of government. The exclusive functions of local governments, as set forth in the Fourth Schedule to the 1999 Constitution, are few and of minor importance with the notable exceptions of construction and maintenance of roads, sewerage facilities, markets and motor parks. On the other hand, LGAs share several important responsibilities with States including provision and maintenance of primary, adult and vocational education; development of agriculture and veterinary extension services; provision and maintenance of health services; and such other functions as may be conferred on a local government council by the State House of Assembly. LGAs are also expected to participate in the process of economic planning of their States through membership on State Economic Planning Boards, which most States are yet to establish.

LGAs generally have little latitude with respect to policy making, planning, budgeting and staffing. For instance, some States laws provide that each LGA have power to approve the local budget. However, this does not translate into effective authority to make expenditures locally. State Ministries responsible for Finance and Local Government frequently prescribe elaborate guidelines that limit LGAs discretion in making and executing budgets, say by stipulating expenditures above which LGA executives require state approval to spend budget votes. The effect is that LGAs tend to tow the line of State Governments, thus there is little downwards political accountability to local communities. Even LGA personnel are members of the State unified Local Government Service, which in turn is supervised the State Local Government Service Commission.

The effectiveness of governance is an issue warranting significant concern. Despite the fact that Niger Delta States and Local Governments received ₦ 1, 679.6 billion (see table below) between June 1999 and December 2005, grinding poverty, neglect and deprivation have remained a daunting reality.

**Federal Allocations to States and LGAs, June 1999 – December 2005**

<b>State</b>	<b>Allocations to States in ₦ Billion</b>	<b>Allocations to LGAs in ₦ Billion</b>
Abia	76.0	13.2
Akwa Ibom	238.0	20.7
Bayelsa	259.8	7.3
Cross River	75.4	13.9
Delta	321.0	18.6

State	Allocations to States in ₦ Billion	Allocations to LGAs in ₦ Billion
Edo	78.5	14.4
Imo	88.3	19.5
Rivers	286.4	18.8
Ondo	115.5	14.3
<b>Total</b>	<b>1538.9</b>	<b>140.7</b>

Source: Federal Ministry of Finance, Detailed Breakdown of Allocations to Federal, State and Local Governments (June 1999 – December 2005)

Bad governance and corruption have perpetuated low patterns of expenditure on development, considering the continuing low level of human development<sup>4</sup>. For both States and LGAs, accountability, transparency and integrity have not kept up with the increased flow of resources. Governors, Chairpersons, State legislators and councillors, though elected by popular vote, remain disconnected from the people. In fact, part of the problem of poor service delivery is traceable to the absence of an effective machinery to hold elected officials accountable to the electorate. There is a dearth of rules and administrative guidelines promoting the participation of local communities and civil society. There are no guidelines on public access to information and participation in local governance processes. Citizens lack awareness and information about LGA affairs and activities, States, donor or NGO projects in their areas. Outside the few projects led by NGOs and CBOs, there is hardly any opportunity for people to influence local planning and resource allocation, voice complaints, or monitor service delivery. This disempowerment – an important dimension of poverty in the delta - is a special problem for women and youth as there is no affirmative action promoting their participation. The disempowerment is ultimately yielding frustration, apathy and mistrust of the States and LGAs.

Traditional institutions are generally acknowledged in the States and LGAs. Suffice it to say, however, that traditional authorities have lost much of their power and respect with the local people, particularly the youth. Besides, they do not have significant powers and duties to perform under the Constitution and statutes<sup>5</sup>. Increasingly today, most traditional rulers, chiefs and elders spend their time currying the favour of the local political elite. They are virtually powerless to help lift the people out of poverty and misery. Where they are formally recognised, traditional rulers and councils only advise on matters referred to them by LGAs, discuss common problems and make suggestions, advise and determine customary laws and practices, and assist mediate and settle disputes.

### **1.2.2 Local Government Finance, Planning and Budgeting**

The revenue of LGAs comes from the federation account, state allocations, internally generated revenues and funding from external sources like donor projects. The Constitution provides that a certain percentage of money accruing to the federation account be paid to States and LGAs. Funds from the federation account are currently allocated as follows - 48.5

<sup>4</sup> Niger Delta Human Development Report, page 38.

<sup>5</sup> The 1999 Constitution makes no provisions in respect of the role of traditional rulers either nationally or in the States. In each state, however, there is a council of traditional rulers established as an advisory body. State laws provide for the appointment and recognition of traditional rulers, and for the payment of money in support of the rulers and the institution. For instance, under the Rivers State Local Government (Amendment) Law 2002 each local government council “shall pay 5% of all revenue accruing to the Council into the account of the Government-recognized traditional rulers in the Local Government Area for their management and maintenance.”

% to the Federal Government, 24 % to States, 20 % to LGAs and 7.5 % for “special” or federally determined projects. In addition, to the federation account and state allocation, LGAs are entitled to a share of certain federation taxes like value added tax (VAT). In the case of oil producing States, they retain 13 % of oil revenues<sup>6</sup> according to the principal of derivation.

The Constitution also makes provision that States shall maintain a special account (the State Joint Local Government Account) into which shall be paid all allocations to LGAs from the federation account and from the States. States are further enjoined to pay a proportion of their revenue to LGAs.

The main issues surrounding the tax raising powers of LGAs centre on their inadequacy, in terms of coverage, and non-buoyancy/inelasticity of local revenues. Assigned revenues are “small” and low yielding. LGA taxes are mainly licences, fees and fines, the most exploited being market and trading licences and fees. Collectively these taxes make a low contribution to LGAs total revenues. Almost 85 – 90% of total LGAs revenues are transfers from the federation account. Hence, most LGAs are in dire financial need whenever transfers from the federation and state accounts are not made. LGAs budgets are also affected a great deal when there are variations from year to year in amounts of transfers from the federation account.

Planning and budgeting follows guidelines issued by the State Department responsible for Local Government. Many LGAs have weak planning and budgeting capacities. Besides the lack of personnel,<sup>7</sup> there is a paucity of policies and procedures that identify clear goals, allocate and monitor expenditure to achieve agreed goals. Budgets are unrealistic and not effectively implemented. There is also little participation of local communities and actors such as NGOs and CBOs in planning and budgeting at the local level. Generally, mistrust and lack of credibility towards LGAs subsists. Corruption is another serious concern and, unfortunately, the populace is almost inured to it even though its scale and consequences are so staggering that no punishment could be too much to check it<sup>8</sup>.

Financial accountability in LGAs is monitored through external audit carried out by and independent State Auditor-General of LGAs. However, many LGAs lack capacity to maintain proper records, prepare financial statements and ensure that audits are carried out on schedule.

### ***1.3 Ongoing Programmes and Complementary Activities***

The Niger Delta Development Commission was established in 2000 to respond to the development needs of communities and people of the Niger Delta. The commission is entitled to establish and maintain a fund including 15% from statutory allocations due to State Governments from the Federal Government and 3% of the total annual budget of any oil producing companies. Thus far, the commission has developed a Niger Delta Regional Development Master Plan. The plan, first published in 2004, offers a time-sequenced framework for development interventions over a 15-year period. The plan has a two pronged strategy of poverty reduction in the near term and industrialisation and economic transformation in the longer term. Against these strategies the major development thematic

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<sup>6</sup> The retained percentage is distributed on a proportional basis of percentage oil produced by each state.

<sup>7</sup> LGAs usually obtain the assistance to prepare budgets from the State Ministry of Local Government. This practice, permitted by the Handbook of Local Government (1992), began as an interim measure to allow LGAs to build their own capacity to prepare budgets, but has become a standard/routine practice.

<sup>8</sup> Niger Delta Human Development Report, page 154.

areas are physical infrastructure, human and community needs, natural environment, economic growth and industrial development. To kick-off the master plan, quick impact projects have been designed to address common urgent problems and provide infrastructural support for rural communities and urban growth centres. The quick impact projects are HIV/AIDS and malaria, model secondary schools (27 in total), small business development, agriculture and fisheries, sports development, power supply and distribution.

The Federal Government has also come out with a ten year “Marshall Plan”. The Council on Socio-Economic Development of the Coastal States of the Niger Delta, inaugurated by the President in April 2006, is coordinating this plan of US \$ 154.48 billion. The plan covers nine areas - employment generation, transportation, education, health, telecommunications, agriculture, power, water resources and environment. The plan will be implemented in three phases - short term (within the next two years), medium term (three to five years) and long term (five years and beyond).

The major oil companies (Shell Petroleum Development Company Ltd, TotalFina Elf, Chevron Nigeria Ltd, and Nigerian Liquefied Natural Gas Company) are mainly present for their extractive activities. All the same, oil companies have initiated several “community development” programmes tackling different sectors - for example, extension of water supply, construction and renovation of health facilities, and adolescent awareness programmes.

Donors are funding and executing projects in the Niger Delta, but hitherto there is no programme with an explicit local governance institutional development focus. Below is a brief description of ongoing and planned projects:

- DFID is funding reforms in public financial management, Supporting Transparency and Accountability in the Niger Delta (STAND) and a civil society led Niger Delta peace and security strategy.
- USAID programme focus areas include strengthened foundations for democratic governance, improved livelihoods, increased use of social sector services and reduced impact of HIV/AIDS. Its projects include State Legislature Capacity Building in Rivers and Delta States, Conflict Mitigation and Management in Rivers and Delta States, Cassava Enterprise Development, Sustainable Tree Crops Programme, Malaria Prevention and Treatment, Contraceptive Social Marketing and Global HIV/AIDS Initiative Nigeria (GHAIN).
- The European Community is mainly working through its Micro Projects Programme, supporting the implementation of basic infrastructure projects and income generating activities. The programme has targeted 1,000 micro projects with monetary outlays ranging from €1,000 to €20,000. Over 858 projects were completed by September 2006.
- The World Bank is funding and managing a diverse portfolio of projects. Of particular relevance to the Niger Delta are the following - Universal Basic Education in all nine States, HIV/AIDS Programme Development Project in Akwa Ibom, Cross River, Edo and Imo, 2<sup>nd</sup> Health Systems Development Project in all nine States, Local Empowerment and Environment Management Project in Bayelsa and Imo, 2<sup>nd</sup> National Fadama Development Project in Imo, Community Based Poverty Reduction Project in Abia, Cross River and Imo, and Community Based Urban Development Project in Akwa Ibom and Edo.

- Within the UN agencies: WHO is active throughout the country with a programme on HIV/AIDS and Malaria. IFAD is funding two projects managed by the World Bank. The projects are Community Based Natural Resources Management Project and the Root and Tuber Expansion Project. Both are in all nine States. UNITAR has launched a training programme in the Niger Delta Region and established a field office in Port Harcourt. UNEP will conduct an assessment of polluted/oil impacted sites in Ogoniland in the Niger Delta as a measure towards developing a full blown remediation of polluted farmlands, creeks and rivers.

Several NGOs are also working in the delta. Most of them are working on primary health care, HIV/AIDS awareness, family planning, environmental management, micro-credit activities, rural development, human rights and conflict mitigation.

The programme will closely liaise with and collaborate with organizations conducting projects in the region in order to avoid unnecessary duplications and ensure complementarities. The programme will purposely encourage donors to work through LGAs using the local governance development approach and to work through a common set of rules and procedures for planning, financing, implementing and monitoring local development.

#### ***1.4 Link with National Development Strategies and the UNDP Programme***

The programme is in line with the Federal Government of Nigeria development framework. Government prepared a medium term development strategy called the National Economic Empowerment and Development Strategy (NEEDS) in May 2004. The goals of NEEDS are wealth creation, employment generation, poverty reduction, and value reorientation. The four key strategies to achieve the goal are reforming the way government and its institutions work, development of the private sector (through provision of an enabling environment), implementing a social charter for the people (through provision of basic needs), and re-orientation of the people with an enduring new value system. The programme will contribute to the achievement of the NEEDS goal. It is also related to and will contribute to the respective States Economic Empowerment and Development Strategy (SEEDS) and Local Economic Empowerment and Development Strategy (LEEDS).

The programme is consistent with the aspirations of the Millennium Development Goals (MDGs) as it seeks to address the MDGs in varying degrees. In addition, the programme is in line with the United Nations Development Assistance Framework (UNDAF) 2002-2007 for Nigeria as well as the UNDP Country Programme Framework approved by the Federal Government. The current framework covers 18 States and focuses on poverty reduction, governance, HIV/AIDS and the environment. Likewise, the country programme on governance focuses on achieving the following results - reduction in institutionalized corruption and strengthened anti-corruption alliance across sectors, improved accountability and transparency in the utilization of development resources, enhanced capacity of judiciary, promotion of human rights and improved early warning mechanisms for conflict detection, and use of ICT as a development planning tool at Federal, State and LGA levels. The programme intervention will specifically fit into intended outcome 6: effective and efficient local governance promoted under which the intended outputs include strengthened accountability, leadership, and transparency at the local level, strengthened revenue mobilization and resource management, and empowered local communities and CSOs participating in local decision-making.

## **1.5 UNDP Shell Partnership**

UNDP and Shell Petroleum Development Company of Nigeria Limited established a partnership agreement in 2004. The partnership aims to contribute to the achievement of the MDGs related to poverty reduction, environment and HIV/AIDS mainly in the Niger Delta.

The UNDP Shell partnership is fundamental to the development of this programme. The partnership financed the development of the programme framework for improving human development in the Niger Delta. The partnership also financed a series of consultations with States, LGAs, local communities and other actors in the region, work undertaken by the Nigeria Partnership Forum and the Human Development Fund, the Nigeria Delta Human Development Report, a “perception study” focusing on the perception of local government by citizenry and the Niger Delta Decentralization Framework Assessment Report. More importantly, implementation of the programme will be funded by the partnership.

## **2. Programme Strategy and Components**

### **2.1 Target Area and Beneficiaries**

The Niger Delta Local Development Programme will be piloted in four LGAs in Bayelsa and Ondo States. The pilot LGAs will be selected on basis of transparent criteria. Two selected LGAs will be oil producing and two non-oil producing.

#### **Basic Facts about Bayelsa and Ondo States**

<b>State</b>	<b>Population (2006 Provisional Results)</b>	<b>LGAs</b>
Bayelsa	1,703,358	8
Ondo	3,441,024	18

The main targeted programme beneficiaries are Bayelsa and Ondo State Governments, selected LGAs and local communities, especially the poor and marginalized groups like women, youth and persons living with HIV/AIDS.

The programme is innovative in its approach to improve local governance effectiveness, responsiveness, accountability and service delivery. It will develop and pilot an inclusive and participatory planning procedure. It will also develop participatory monitoring, evaluation procedures, and an LDF mechanism for resourcing local communities’ investments. These systems, processes and procedures have potential for replication and bringing in other development partners. If successfully demonstrated, the systems and procedures will be extended to other States in the Niger Delta.

### **2.2 Programme Strategy**

The programme uses the decentralization and local governance approach as the entry point for sustainable poverty reduction, conflict prevention and recovery fully recognizing that to improve in a sustainable way the quality of life of inhabitants it is important to strengthen institutions of local governance and enhance their responsiveness to people’s needs. Its institutional strategy builds on existing institutions and their organizational capacities to improve and sustain responsive, accountable local governance and effective service provision as well as promote a more integrated approach to local development. The main area of institutional focus are LGAs and local communities because local governments traditionally have a statutory mandate to provide services and are close to the people, hence can effectively alter human development conditions within their jurisdictions. In addition, local

governments have an inclusive geographic constituency, a potentially better ability to integrate investment planning and budgeting, and political authority over frontline service delivery staff.

The programme also focuses on States given the plenitude of their supervisory powers over LGAs, particularly in determining local planning, decision making and accountability processes. Furthermore, the programme focuses on CBOs, civil society and private sector organizations given their role and comparative advantage of operating at the local level. In short, State Governments, LGAs, local communities, civil society and private sector organizations will be linked through their respective roles to improve coordination, synergy and efficiency of local development processes. The strategy here is to create social capital and enhance cooperation between local actors. At the same time, attention will be paid to constructive local dialogue to breakdown prevalent mutual mistrust as well as reinforce horizontal accountability and the vertical relation between local communities and LGAs and between LGAs and States.

The communication strategy will pay attention to encouraging public participation through public information and education. Public information and communication materials will be developed and widely disseminated.

In order to make the enabling environment for local development more supportive, the programme will initiate proposals to improve the policy, legal and regulatory framework.

The planning strategy is to make local planning more participatory.

The capacity building strategy is to promote practical “learning by doing” by matching the development and piloting of procedures and systems with required capacities for compliance with procedures and systems.

The financing strategy is to institutionalize the LDF based on the principle of subsidiarity so as to allocate resources to LGAs and local communities for community investments. In introducing the LDF, emphasis will be paid to introducing incentives. Compliance with the participatory planning procedure, improved local performance in service delivery and increased local revenue collection, through agreed access conditions and rewards/sanctions, will be rewarded and non-compliance will be sanctioned.

The programme will make use of two LDF tracks or cycles: a first year onetime fast track delivery cycle and a normal delivery cycle in succeeding years. In the first year, the programme will develop an LDF operational manual and trial out LDF on a limited scale, with focus on a small number of investments. The programme will also conduct a baseline study, data base assessment and develop a monitoring and evaluation framework with qualitative “process” indicators (outcome and output indicators, including baselines and targets).

The normal LDF delivery cycle will be implemented in the second and third years. It will follow performance assessment reviews and adjustments to the operational manual. During this period, the legislative framework and local revenue improvement strategies will be further expounded.

### **2.3 Programme Objectives**

Local governments in Nigeria are of recent origin<sup>9</sup>, yet to be fully understood and accepted. The principal objective of the programme is, therefore, to support development of effective, responsive and accountable local governance institutions capable of delivering public infrastructure and services using participatory, transparent and gender sensitive planning, monitoring and evaluation procedures.

It is important to emphasize that the programme primarily intends to institutionalise systems, procedures and processes, in so doing help actualize effective, responsive and accountable LGAs. It is expected that the pilot States, LGAs and local communities, in line with their mandated functions and subsidiarity considerations, will adopt the procedures and processes. It is also expected that the programme will increase opportunities for and local communities' capabilities to participate effectively in local planning, monitoring and evaluation. Furthermore, it is expected that the programme will build capacity and legitimacy of LGAs, accelerate improvements in public infrastructures and social services as well as improve quality of life of the poor and marginalized groups such as women, youth and persons living with HIV/AIDS.

The specific programme objectives are to:

- Promote local dialogue, regular interaction and better communication between citizens, States, LGAs, civil society and private sector actors
- Initiate measures to improve the policy, legal and regulatory framework for local development.
- Develop and pilot an inclusive, transparent and pragmatic procedure for local participatory planning.
- Establish local development fund (LDF) to support investments (in public infrastructure and social services, environment and natural resources management and HIV/AIDS) in an effective, sustainable and participatory manner
- Enhance institutional capacity to respond to local needs and capability of local actors to plan, finance, implement and manage public infrastructure and services
- Establish system for both institutional and participatory monitoring and evaluation of investments, including poverty reduction indicators related to the MDGs.

### **2.4 Components and Activities**

The strategy outlined above will be implemented through the following interrelated components.

#### **2.4.1 Local Dialogue Framework**

One of the key issues to be addressed is to provide neutral space(s) for local dialogue, local decision making, participatory planning, and service delivery, thus gradually establish a social contract between citizens, their various community groups and LGAs within the machinery of State administration. The various spaces will provide both the reinforcement of the horizontal accountability link and the vertical relation between local communities and LGAs and between LGAs and States (with decisions taken at the lower level reflected in the decisions taken at the upper level).

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<sup>9</sup> A uniform system of local government was first adopted in 1976. Later on local government authorities were enshrined in the 1979 Constitution of Nigeria as the third tier of government.

The activities under this component aim to promote local dialogue, regular interaction and better communication between citizens and institutions of local governance, and empowering local communities, CBOs, and civil society organizations through sensitization and awareness campaigns. Mechanisms for State Governments to become more facilitative and supportive of LGAs will be explored. Regular meetings between State officials and LGAs will be encouraged. Networking, dialogues, forums and roundtables involving local governance institutions, civil society organizations and ordinary citizens will be institutionalized to discuss ways of promoting responsive and effective local governance. More structured and systemic information arrangements will generally be promoted and specialist NGOs will be invited to bid to facilitate capacity building. In addition, attention will be paid at raising public awareness of the roles of LGAs through education, civic awareness and public information sharing activities such as press statements/bulletins and publications. Furthermore, the programme will ensure wider dissemination of information to the public about the programme processes, funds allocated and performance of LGAs.

Local dialogue and communications activities will be specified further in the programme information and communication strategy and plan.

#### **2.4.2 Policy, Legal and Regulatory Framework**

Using procedures being developed and the LDF, the programme will inform Federal and State Governments about policy, legal and regulatory matters that seriously affect the activities of LGAs and advocate for improvements in the policy and legislative framework. Some of the critical needs are to clarify the division of powers between States and LGAs as well as eliminate bottlenecks to participatory planning, increased transparency and accountability, and access to information.

It is important to note that because the Constitution of 1999 is vague on State Governments' powers and silent on the exclusive powers of LGAs, States cannot on their own effect fundamental improvements in the legal and regulatory framework. Note should also be made that the Handbook on Local Government Administration has not been revised by the Federal Government for a long time since it was issued in November 1992. Thus, the main activity in this component will be to contribute to the national debate on the division of authority between States and LGAs, the financing of sub-national governments and improving the operational framework for LGAs. The component will assess existing policy and legislation, issue technical notes identifying areas requiring changes to ensure sustainable local development (including effective service delivery and recurrent financing) as well as plan to streamline the framework. Furthermore, the component will engage/support the pilot States Governments to issue guidelines supporting the development and testing of procedures and processes being introduced by the programme.

#### **2.4.3 Participatory Planning Procedure**

The programme will develop and pilot an inclusive, transparent and pragmatic procedure for local participatory planning. The procedure is meant for application to financial resources expended locally. The LDF will be used as the catalyst because the procedure will be first applied to the LDF. In the long run, the procedure will affect a number of processes including the following:

- The identification of needs and priorities.
- Consultations with local communities on possible investment projects.
- The preparation and discussion of draft plans and budgets.

- Technical designs and inputs.
- The sharing of responsibilities between States, LGAs, NGOs, CBOs and other local actors.
- Review and approval of LGA plans and budgets by State Governments.
- Implementation of investments, monitoring and evaluation.

The main activities to be carried out under this component are:

- Develop and incorporate participatory planning procedure in operational manual.
- Prepare facilitators/training manual on participatory planning.
- Establish pool/train facilitators in participatory planning.
- Conduct on-the-job training to introduce participatory planning procedure to LGAs and local communities.
- Test the participatory planning procedure using LDF mechanism.
- Integrate procedure into normal LGA planning and budgeting cycle.

The participatory planning procedure is defined and detailed in the operational manual, which manual has been developed in concert with stakeholders.

#### **2.4.4 Local Development Fund (LDF)**

A Local Development Fund (LDF) will be established through which investment grants will be allocated to LGAs and through them to wards and local communities. The LDF will be allocated using an administratively simple and transparent formula based on objective criteria and the principles of equity and transparency. The allocation/distribution formula is detailed in the operational manual. The formula and LDF distribution to LGAs will be made public.

The LDF will be untied and open for expenditure on investments on the agreed menu. Broadly speaking, the LDF will be utilised for local public and community investments in line with the mandated functions of LGAs. The menu of investments will include projects covering public infrastructure and social services, environment and natural resources management, and HIV/AIDS. The LDF will not finance projects that fall outside the mandate of LGAs, nor will it be used to finance projects that involve involuntary resettlement of people, community infrastructure projects that affect indigenous peoples or tribal groups with long-term consequences, projects that have detrimental/negative impact on the environment, natural resources and public health, projects that exclude people or provide for private or individual profit, and recurrent expenditures. A full description of the positive and negative menu is given in the operational manual.

Access to the LDF will be subject to compliance with agreed minimum conditions and performance measures. The access criteria are designed to provide incentives for local investment decision making, participatory planning, transparent and accountable management. Before an LGA is eligible it must have: - met or held regular council meetings in the past year, an approved development plan that has been prepared in a participatory way, an approved budget for the current financial year, a bank account into which the grant will be paid, financial management staff with capability to administer the funds, staff salaries paid and up to date, and final accounts for the previous financial year, checked by the Auditor General and found to be in order. Qualifying LGAs will sign an agreement and accept regular audits of the LDF. They will also make a 10 % local contribution in the first year and 20 % local contribution in subsequent years. The access conditions and performance criteria are

elaborated in the operational manual and will be communicated to all LGAs as soon as implementation starts.

The LDF will be predetermined after assessing the performance of LGAs and announced three months before the commencement of the financial year, excepting the first programme year. Funds will be disbursed to LGAs in quarterly installments based on accountability and certification of satisfactory completion of projects. Local communities will undertake their own planning, procurement and implementation with appropriate support from PMU, State Governments, LGAs, specialist NGOs and the private sector.

The main activities under this component can be summarised as:

- Issue operational manual elaborating participatory planning procedure, menu of investments, access conditions and performance criteria.
- Select first year qualifying LGAs.
- Disburse LDF to LGAs to implement projects.
- Communicate performance measures to LGAs.
- Develop LGAs performance assessment manual.
- Conduct LGAs performance assessment.
- Announce 2<sup>nd</sup>/3<sup>rd</sup> year qualifying LGAs and LDF allocations.
- Disburse LDF to LGAs to implement 2<sup>nd</sup>/3<sup>rd</sup> year projects.
- Integrate LDF into LGAs procedures and processes.
- Conduct baseline study on actual and potential LGA revenue sources.
- Develop strategy to improve local revenue collection and management.

#### **2.4.5 Capacity Building**

Without capacity building, the procedures and systems being developed under the programme will be of little value unless local actors have the skills as well as the managerial and professional competencies to use them effectively.

The capacity building strategy will be based on two complementary approaches. First, the approach will be “practical and strategic”. Emphasis will be placed on practical/real problem solving “learning by doing” aimed at matching the development of systems and procedures with required capacities for compliance with systems and procedures. Training events will primarily be on-the-job training and highly focused workshops designed to impart knowledge and skills on very specific subjects related to the procedures and processes initiated by the programme.

Second, capacity building will be “consultative and participatory”. The programme will rely on resources within the programme area such as local experts and trainers. The details of training courses will be determined in a consultative manner as capacity building is a dynamic process of learning. Stakeholders will be involved in analyzing issues, identifying options/solutions, developing training programs and implementation as partners, lead developers, beneficiaries or target groups.

Capacity building will generally follow needs assessments. However, some critical areas of intervention have been identified and will be actioned as soon as the programme starts. The following are the suggested critical areas:

- Participatory planning using LDF.
- Monitoring and evaluation, including social audits.
- Financial management including local taxation, revenue collection, budgeting, accounting and audit.
- Procurement.
- Operations and maintenance.

The particular approach to and proposed arrangements for coordination of capacity building are set in the capacity building strategy. States and LGAs capacity building strategies will be institutionalized as the existence of an approved capacity building strategy will later on become an access condition.

#### **2.4.6 Participatory Monitoring & Evaluation**

Under this component, a set of tools will be developed to support monitoring and evaluation at three complementary levels:

- The traditional M&E managed by the executing agency. This level will be based on the results and resources framework and will be concerned with outputs, activities and inputs. Hence, it will focus on indicators and targets presented in the programme results and resources framework.
- At the State level, linking field experiences with the institutional reform framework and similar experiences. This level will also be integrated into government M&E systems related to SEEDS and MDGs to ensure that they continue to be met.
- The LGA level and local communities. M&E at this level is an extremely effective tool for local ownership, accountability and sustainability. This level will have M&E focusing on the qualitative dimensions of the programme, especially the application of decision making powers, participatory planning, the LDF delivery mechanism and its responsiveness to needs, budgetary transparency, local contributions to the LDF, investments and reinforcement of capacities.

The programme will necessarily be a “process” project. During the first year, baseline studies and data base assessments will be conducted. In addition, a robust monitoring and evaluation framework will be developed to ensure that there are adequate qualitative “process” indicators (outcome and output indicators, including baselines and targets) that will track the processes and procedures being developed and their likely impact. The framework will also elaborate indicators providing stakeholders with information on progress against planned outputs and activities

### **3. Lessons Learned and Reflected in the Programme Design**

The programme will be the first project to focus on the decentralization and local governance development approach, as such very little experience exists within Nigeria. However, there have been several related initiatives in developing countries such as Bangladesh, Eritrea, Malawi, Mali, Nepal, Tanzania, Uganda and Vietnam supported by UNCDF and UNDP. The lessons from these programmes have underscored several important lessons reflected in the design of the programme.

First, to be effective, programme designs should focus on the substance and root of problems, in addition to considering the institutional framework as a whole, thus implying that designs should develop a multidimensional framework to guide and consolidate the transformation of local governance. In this regard, the Niger Delta programme presents a holistic approach to

strengthening local governance. It focuses on several interrelated areas including local dialogue framework, policy and legislative framework, participatory planning, financing local investment using the LDF, capacity building, monitoring and evaluation, and documenting lessons learned.

Second, it is crucial to carefully assess needs as well as ensure stakeholders' participation, ownership and commitment. Without participation and buy-in from key stakeholders (at Federal, State and LGA levels in this case), it is difficult to identify correctly innovative measures needed to bring about desired improvements. Consultations should also be conducted throughout implementation to translate support for the programme into ownership and commitment to sustainable development as a process and not a fixed plan, as the responsibility of society as a whole, not just the States and LGAs, and as an initiative within and between different government sectors and institutions.

Three, it is important to adopt an incremental approach. Local governance and sustainable development is a long-term and gradual undertaking, hence an incremental approach provides the best conditions for achieving sought after results. Pilot programming provides a testing ground and allows opportunities for modification, building on successes and abandoning initiatives that do not take root.

Four, it is vital to enhance local dialogue and communication. Without close contact with their constituents, local governments cannot fully represent the people or comprehensively address their needs and wishes. It is essential, therefore, that initiatives are taken to develop better relationships between States, LGAs, local communities, civil society and private sector actors.

Five, coordination with partners at design and implementation stages is of the essence to ensure results. UNDP intends to remain in close contact with all partners working in the delta in order to facilitate, collaborate, reduce duplication and learn from their experiences.

Six, capacity building is more effective when it is through "learning by doing". Hence, the programmes' main approach will be "learning by doing".

#### **4. Management Arrangements**

##### **4.1 Execution Modality**

The programme will be executed by UNDP Nigeria (Poverty Reduction Unit) applying the Direct Execution (DEX) modality and respecting DEX guidelines. Given the tense (post-conflict) situation in the Niger Delta, the DEX modality is necessary to ensure timely delivery of outputs, monitoring and evaluation as well as guarantee neutrality and reporting to donors. It is also necessary to manage the complex processes and procedures involving many organizations and actors, both governmental and non-governmental, at several levels. The modality will thus be used to put in place an effective participatory planning procedure, promote local dialogue, establish an efficient LDF mechanism, lay the ground for support to States, LGAs, local communities and CSOs as well as allow technical assistance and resources to be allocated within a tight timeframe.

UNDP will also use local partners to implement some of the programme components when necessary and as required. States and LGAs, in particular, will play important roles in the development and application of systems and procedures being developed.

## **4.2 Management Arrangements**

The PMU headed by the Chief Technical Adviser/Programme Manager will be responsible for programme coordination and implementation. Besides the CTA, the PMU will have a Community Management Specialist, Information and Communications Officer, Monitoring and Evaluation Officer, Finance Officer and Procurement/Logistics Officer. Terms of Reference for PMU staff are in Annex 2.

There will be a Programme Steering Committee (PSC) to provide overall direction and guidance on policy and strategic issues. There will also be a Programme Technical Committee (PTC) to ensure that activities are implemented in accordance with the agreed plans, to the highest standards and that activities are appropriately phased and coordinated.

A detailed description of the management arrangements is presented in Annex 3.

## **5. Programme Monitoring and Evaluation**

Programme monitoring and evaluation will be conducted in accordance with established UNDP procedures and will be provided by the UNDP Country Office and PMU. It will be based on the objectives, results and activities presented in the results and resources framework and work plan. M&E will track progress against the results framework and work plan. It will also comprise quarterly and annual progress reports and the sharing of lessons learned and experiences. Regular documentation on specific issues, for example, in relation to the strategy, systems and procedures will be elaborated by PMU and disseminated to relevant stakeholders.

Regular meetings of the PSC and PTC will be held to monitor implementation as well as review annual and quarterly work plans and assess progress towards the achievement of programme outcomes and outputs.

A mid-term review will be carried out at the end of the second year to analyse the design, especially focusing on the appropriateness and the effectiveness of the decentralization and local governance approach, the functioning of the PMU, and chances of institutionalization of the process in the pilot areas as well as the possibility of expansion in other States of the Niger Delta. The project will also be subject to an end of project evaluation during its last year of implementation. The final evaluation will focus on similar issues as the mid-term review but will also look at the potential impact, sustainability of results and lessons learned.

## **6. Risks Log**

There are several risks associated with the programme, which risks are outlined in the table below.

The number and complexity of risks make this a high-risk project. On the other hand, the risks associated with not pursuing the programme – which include further social fracture, bad local governance, poor infrastructure and social services, frustration, apathy, mistrust and continuing conflict – overshadow the risks associated with the programme. The key issue, therefore, is to be aware of the risks and minimize them.

The programmes' mitigation strategies include continued dialogue, developing practical procedures, close monitoring by the PSC and taking corrective measures. In addition, the programme will have a strong PMU with qualified and highly experienced personnel to coordinate implementation and provide technical guidance to the States, LGAs and local

communities. Lastly, the programme assumes that measures will continue to be undertaken by the Federal Government, States and LGAs to reduce insecurity and conflict that is the main risk.

<b>Risk</b>	<b>Impact Rating</b>	<b>Likelihood Rating</b>	<b>Mitigation Strategy</b>
Continued insecurity and social unrest/conflict	Critical	Very Likely	Close monitoring of security situation to ensure that it does not disrupt implementation  Continued dialogue with stakeholders at all levels to resolve insecurity and conflict
Entrenched interests impede changes that promote participatory planning, greater openness, transparency and reform	Severe	Likely	Programme develops workable institutional arrangements and procedures  PSC meets regularly to review progress and takes corrective measures
Weak LGA capacity to implement programme	Moderate	Very Likely	States and LGA work together to recruit and deploy required staff  PMU provides technical assistance to strengthen LGAs and through programme assists develop critical LGA capacities
NGOs, CBOs and CSOs: weak capacity and potential tensions between LGAs and civil society	Moderate	Likely	Develop guidelines/standards and “screen” participating NGOs, CBOs and CSOs
Different / contradictory partner interventions impede a common approach and undermine the programme strategy and sustainability	Moderate	Likely	Ensure coordination with partners  PSC meets regularly to review strategy and take corrective measures
Projects may be abandoned or vandalized	Moderate	Likely	Through public participation, information and awareness campaigns instill a strong sense of community ownership of projects
Programme investments do not result in real improvements in the quality of life	Moderate	Moderately Likely	PMU regularly monitors and provides support and guidance to States and LGAs  Public awareness campaigns continually educate the citizens to demand for better services
Local communities unwilling to participate and contribute to investments	Moderate	Moderately Likely	Local communities contribute in cash or kind  Public provided with information about planning, budgeting and the LDF

<b>Risk</b>	<b>Impact Rating</b>	<b>Likelihood Rating</b>	<b>Mitigation Strategy</b>
“Dutch disease” discouraging people from participating in community initiatives	Minor	Moderately Likely	Programme develops strategy for effective social mobilization

## **7. Implementation Issues for Tracking**

The programme focuses on decentralization and local governance because of its strategic importance in ensuring sustainable human development. The programme focus is also obligated by the UNDP Country Programme Framework that lists improving the responsiveness of institutions of local governance as one of its four pillars. The other pillars are fostering peace and reconciliation, promoting environmental sustainability and generating “quick wins”.

UNDP plans to undertake a number of complementary activities relating to building capacities for conflict prevention and fiscal capacities. When completed, these projects will address, in a broader context, issues of conflict and insecurity in the Niger Delta as well as issues of financial management, financial information system, transparency and accounting procedures. The Niger Delta programme will closely monitor the design of these projects and work with them to maximize results.

It is emphasized that the Niger Delta programme is a pilot testing the ground and developing systems and procedures for replication. A number of follow-up activities will have to be taken. When the pilot is successful, decisions will have to be made regarding institutionalization of the system and procedural changes introduced, extending to other LGAs or replicating the whole programme. If not successful, decisions will have to be taken to review or modify the programme.

## **8. Legal Context**

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement (SBAA) between the Federal Republic of Nigeria and the United Nations Development Programme. The Implementing Agency shall for the purpose of the SBAA refer to the government cooperating agency described in that agreement.

The following types of revisions may be made to this project document (including the budget) with the signature of the UNDP Resident Representative only, provided he or she is assured that the other signatories to the project document have no objections to the proposed changes:

- (a) Revision of , or addition to, any of the annexes to the project document;
- (b) Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the rearrangement of inputs already agreed to, or by cost increases due to inflation;
- (c) Mandatory annual budgetary revisions, which re-phase the delivery of agreed project inputs, or reflect increased expert or other costs due to inflation, or take into account agency expenditure flexibility; and
- (d) Inclusion of additional annexes and attachments only as set out here in this project document.

## SECTION II: RESULTS AND RESOURCES FRAMEWORK

### PROGRAMME RESULTS AND RESOURCES FRAMEWORK

**Intended Outcomes as stated in the Country Results Framework:** UNDAF Theme 1 - Promoting good governance and human rights and Goal 2 - Contribute to strengthening capacities for good governance. UNDAF Theme 2 - Reducing Poverty and Goal 1 - Contribute to the reduction of poverty level and improve the quality of life of Nigerians.

**Outcome Indicators as stated in Country Programme Results and Resources Framework:** CP (2003-2007) - Significant progress toward halving poverty by 50 % by year 2015. Democratic culture institutionalized knowledge and respect for human rights improved and institutional corruption reduced.

**Applicable MYFF Service Line:**

**Partnership Strategy:** The main partners are the Federal Ministry of Intergovernmental Affairs, the National Planning Commission, the Niger Delta Development Commission, Bayelsa and Ondo State Governments. Overall coordination will be ensured through meetings of the Programme Steering Committee. UNDP will also liaise closely and share lessons with Shell Petroleum Development Company and development partners working in the Niger Delta, in particular DFID, EU, USAID and World Bank

**Programme Title and ID:**

**Immediate Objective 1:** Promote local dialogue, regular interaction and better communication between local communities, State Governments, LGAs, civil society and private sector actors.

Intended Outputs	Output Targets	Indicative Activities	Responsible Party	Inputs/Resource Requirements
1.1. Dialogue and cooperation between local communities, State Governments and LGAs enhanced as well as effective collaboration between local governance institutions, the civil society and private sector	2007: Information/communication strategy incorporating mechanisms for disseminating information on local governance institutions, procedures and performance developed	1.1.1. Develop and implement information and communications strategy and plan	PSC, PMU	Consultants, Facilitator NGOs, Survey Costs, Publications and Reporting Costs, Transport, DSA
	2007 - 2009: Public awareness materials approved, published and disseminated.	1.1.2. Develop public awareness raising materials including radio programmes, booklets, guides, posters, leaflets, brochures, pamphlets etc.	PMU, Consultants	
	2007 - 2009: Regular forum to promote local dialogue established and meetings held	1.1.3. Select NGOs to facilitate dialogue and establish regular forum for State Governments, LGAs, NGOs, CSOs and private sector	PMU	
	2008 - 2009: Public information on States and LGA activities widely disseminated	1.1.4. Publish States and LGAs resolutions every six months	PMU	

	2008: Public awareness campaigns held	1.1.5. Develop manual for civic educators and conduct public awareness campaigns	PMU, Specialist NGOs	
	2008 -2009: Beneficiary surveys carried out and reports prepared	1.1.6. Conduct annual beneficiary surveys to access citizens perception of the performance of LGAs and impact of programme	PMU, Consultants	
	2009: Guidelines for NGOs and CSOs to ensure their greater involvement in local governance developed	1.1.7. Develop procedures for participation of NGOs, CSOs and the private sector in local governance	PMU	
<b>Immediate Objective 2:</b> Initiate measures to improve the legal and regulatory framework for local development.				
2.1. Proposals to improve the policy, legal and regulatory framework for local development	2007: Inventory of legislative instruments covering local governance prepared	2.1.1. Prepare inventory of legislation on local governance	PMU, Expert Group	Consultants, Reporting Costs, Workshop Costs, Transport, DSA
	2008: Technical note on policy, legal and regulatory constraints developed	2.1.2. Review existing legislation and identify deficiencies and constraints to local governance	PMU, Expert Group	
	2008 - 2009: Continuing dialogue at Federal, States and LGA levels and consultative document/report making proposals to streamline legislation regarding local governance prepared	2.1.3. Conduct consultations with States and LGAs and relevant Federal Ministries involved in framing policies and legislation on local government	PMU, Federal Ministries, Pilot States, LGAs	
<b>Immediate Objective 3:</b> Develop and pilot an inclusive, transparent and pragmatic procedure for local participatory planning.				
3.1. Participatory planning procedure developed, tested and ready for replication	2007: Participatory planning procedure developed and tested	3.1.1. Develop and test planning procedure at LGA and ward levels	PMU, States, LGAs	Consultants/Facilitators, Publication Costs, Training Costs, Transport, DSA
	2007 Participatory planning training manual prepared	3.1.2. Develop training materials/manual on participatory planning	PMU, States, LGAs, Consultants	
3.2. LGAs and wards capacities in planning and budgeting enhanced	2007 - 2009: Interactive training sessions and meetings held at LGA and wards levels	3.2.1. Train LGAs and wards in participatory planning	PMU, States, LGAs	
	2007-2009: Plans and budgets developed in a participatory way, approved and implemented	3.2.2. Prepare investment projects/plans using the participatory planning procedure	LGAs	

<b>Immediate Objective 4:</b> Establish LDF to support local investments in an effective, sustainable and participatory manner.				
4.1. LDF established and investment schemes utilizing the LDF planned through a participatory process, within the agreed procedure and implemented	2007: LDF operational manual approved	4.1.1. Hold consultations, finalize and issue LDF operational manual	PMU, States, LGAs	Consultants/Facilitators, Assessment and Reporting Costs, Publication Costs, Transport, DSA, Local Contractors' Costs
	2007: Participating LGAs approved	4.1.2. Select LGAs and sign participation agreements	PSC, PMU	
	2007: LDF disbursed and fast track investment schemes implemented	4.1.3. Prepare and submit plans and budgets for LDF financing	LGAs	
	2008: Performance conditions agreed	4.1.4. Develop and agree on performance measures	PMU	
	2008: Performance assessment manual developed	4.1.5. Develop performance assessment manual	PMU	
	2008 - 2009: LGA performance assessment report	4.1.6. Conduct LGA performance assessment	PMU, NGOs, Consultants	
	2008 - 2009: Revised LDF manual for normal delivery track	4.1.7. Revise/update LDF operational manual	PMU	
4.2. Improvements in public infrastructure and services, reduction in new cases of HIV/AIDS, improved natural resources management and improved livelihoods	2008 - 2009: Public infrastructure and services projects implemented including operation and maintenance arrangements	4.2.1. Select LGAs, sign participation agreements and disburse funds to LGAs and local communities to implement investments	PSC, PMU	Same as above
	2008 - 2009: HIV/AIDS projects implemented			
	2008 - 2009: Natural resources management projects implemented			
	2008 - 2009: Livelihood and income generating projects implemented			
4.3. Improved LGA capacity to mobilize/generate, manage and utilize local revenue	2008: Report on LGA revenue potential prepared	4.3.1. Conduct baseline study on actual and potential LGA revenue sources	PMU, Consultants	
	2008 - 2009: Strategy to improve local revenue collection	4.3.2. Develop strategy to improve local revenue collection and management	PMU, States, LGAs	
	2008 - 2009: Local tax education campaigns conducted	4.3.3. Design and implement local tax education and sensitisation campaigns	PMU, States, LGAs	
<b>Immediate Objective 5:</b> Enhance institutional capacity to respond to local needs and the capability of local actors to plan, finance, manage and maintain public infrastructure and services.				

5.1. Capacity of LGAs and communities for planning, financial management, procurement, operation and maintenance developed	2007: Capacity building strategy in place and agreed	5.1.1. Develop capacity building strategy based on preliminary assessment	PSC, PMU	Consultants/Facilitators, Training Costs, Assessment and Reporting Costs, Publication Costs, Transport, DSA
	2007: Priority capacity building action plan agreed	5.1.2. Prioritize capacity building activities and agree approach to capacity building	PSC, PMU	
	2007 - 2009: Training materials developed	5.1.3. Develop training materials/manuals	PMU, Consultants	
	2007 - 2009: Capacity building service providers identified	5.1.4. Select facilitators/capacity building service providers	PMU	
	2007 - 2009: Training of trainer sessions held	5.1.5. Conduct facilitators/training of trainers	PMU, Consultants	
	2007 - 2009: Number of planning, financial management, procurement, operations and maintenance training held	5.1.6. Conduct interactive training of LGAs in planning, financial management, procurement, operations and maintenance	PMU, Consultants, States, LGAs	
	2008 - 2009: LGA capacity assessment reports prepared and disseminated	5.1.7. Issue guidelines to LGAs on capacity needs assessment and preparing capacity building strategies	PMU	
		5.1.8. Undertake comprehensive assessment of LGA capacity gaps/needs	PMU	
	2008 - 2009: LGAs capacity building strategies and plans prepared	5.1.9. Revise and update capacity building strategy. Also, develop standards and procedures for LGAs to implement capacity building plans.	PMU, NGOs, Consultants, LGAs	
<b>Immediate Objective 6:</b> Establish system for both institutional and participatory monitoring and evaluation.				
6.1. Effective monitoring and evaluation procedures established and in operation at State, LGA and programme execution levels	2007: Baseline survey conducted	6.1.1. Conduct public services baseline survey	PMU, Consultants	Same as above
	2007: M&E instruments developed and agreed upon by all stakeholders	6.1.2. Develop and test monitoring and evaluation instruments for State Governments, LGAs and local communities	PMU, Consultants	
	2007 - 2009: M&E training sessions held	6.1.3. Train LGAs and local communities to conduct M&E	PMU, Consultants, States, LGAs	

	2007 - 2009: M&E regularly conducted and reports issued	6.1.4. Regularly conduct M&E	PMU, States, LGAs	
<b>Immediate Objective 7: Establish PMU to coordinate implementation of component activities</b>				
7.1. Programme components effectively coordinated and implemented	2007: Programme document approved	7.1.1. Finalise programme document	PSC, PMU	PMU Technical Adviser, Consultants, Personnel Costs, Office Equipment, Transport, DSA, Stationery and Office Supplies
	2007: PMU in place and providing appropriate assistance to relevant agencies	7.1.2. Recruit PMU personnel	PSC, PMU	
	2007: Initiation/first year work plan approved and implemented	7.1.3. Prepare first year work plan	PSC, PMU	
	2008 - 2009: Annual work plan approved and implemented	7.1.4. Prepare and implement quarterly and annual work plans	PSC, PMU	
	2007 - 2009: Project accounts and equipment maintained in compliance with UNDP guidelines	7.1.5 Properly maintain project accounts and equipment	PMU	
	2007 - 2009: Reports on support monitoring and audit of LGAs prepared and disseminated	7.1.6. Conduct monitoring and support visits as well as technical and financial audits of LGAs	PMU	
	2007 - 2009: Programme M&E reports prepared and disseminated	7.1.7. Develop and implement programme M&E	PMU	
7.2. Lessons learned on innovative ways of planning, financing and managing investments analyzed and disseminated to key actors	2007 - 2009: Progress reports prepared and meetings held	7.2.1. Prepare progress reports and organise quarterly progress review meetings	PMU	
	2007 - 2009: Steering and Technical Committees meetings held	7.2.2. Organise Programme Steering Committee and Technical Committee meetings	PSC, PMU	
	2008: Mid-term review report prepared	7.2.3. Coordinate programme mid-term review	PSC, PMU	
	2009: Programme evaluation report prepared	7.2.4. Make arrangements for programme evaluation	PSC, PMU	

### SECTION III: TOTAL WORK PLAN AND BUDGET

Intended Outputs	Output Targets	Indicative Activities	Time Frame												Responsible Party	Inputs	Planned Budget in US \$ '000				
			Q 1	Q 2	Q 3	Q 4	Q 5	Q 6	Q 7	Q 8	Q 9	Q 10	Q 11	Q 12			2007	2008	2009	Total	
1.1. Dialogue and cooperation between local communities, State Governments and LGAs enhanced as well as effective collaboration between local governance institutions, the civil society and private sector	2007: Information and communication strategy incorporating mechanisms for disseminating information on local governance institutions, procedures and performance developed	1.1.1. Develop and implement information and communications strategy and plan														PSC, PMU	Consultants, Facilitator NGOs, Survey Costs, Publications & Reporting Costs, Transport, DSA	30			<b>30</b>
	2007 - 2009: Public awareness materials approved and published	1.1.2. Develop public awareness raising materials including radio programmes, booklets, guides, posters, leaflets, brochures, pamphlets etc.														PMU, Consultants					
	2007 - 2009: Regular forum to promote local dialogue established and meetings held	1.1.3. Select NGOs to facilitate dialogue and establish regular forum for State Governments, LGAs, CBOs, civil society and private sector														PMU					
																	40	40	40	<b>120</b>	
																	50	50	50	<b>150</b>	

		Time Frame										Planned Budget in US \$ '000							
	2008 - 2009: Public information on States and LGA activities widely disseminated	1.1.4. Publish States and LGAs resolutions every six months												PMU			20	20	<b>40</b>
	2008: Public awareness campaigns held	1.1.5. Conduct public awareness campaigns												PMU, Specialist NGOs			80	70	<b>150</b>
	2008 -2009: Beneficiary surveys conducted and reports prepared	1.1.6. Conduct annual beneficiary surveys to access citizens perception of the performance of LGAs and impact of programme												PMU, Consultants			40	30	<b>70</b>
	2009: Guidelines for NGOs and civil society to ensure their greater involvement in local governance developed	1.1.7. Develop procedures for participation of CBOs, civil society and the private sector in local governance												PMU				20	<b>20</b>
2.1. Proposals to improve the policy, legal and regulatory framework for local development	2007: Inventory of legislative instruments covering local governance prepared	2.1.1. Prepare inventory of legislation on local governance												PMU, Expert Group	Consultants, Reporting Costs, Workshop Costs, Transport, DSA	30			<b>30</b>
	2008: Technical note on policy, legal and regulatory constraints developed	2.1.2. Review existing legislation and identify deficiencies and constraints to local governance												PMU, Expert Group			30		<b>30</b>

			Time Frame												Planned Budget in US \$ '000				
	2008 - 2009: Continuing dialogue at Federal, States and LGA levels and consultative document/report making proposals to streamline legislation regarding local governance prepared	2.1.3. Conduct consultations with States and LGAs and relevant Federal Ministries involved in framing policies and legislation on local government												PMU, Federal Ministries, Pilot States, LGAs			40	40	<b>80</b>
3.1. Participatory planning procedure developed, tested and ready for replication	2007: Participatory planning procedure developed and tested	3.1.1. Develop and test planning procedure at LGA and ward levels												PMU, States, LGAs	Consultants /Facilitators, Publication Costs, Training Costs, Transport, DSA	40			<b>40</b>
	2007 Participatory planning training manual prepared	3.1.2. Develop training materials/manual on participatory planning											PMU, States, LGAs, Consultants	40				<b>40</b>	
3.2. LGAs and wards capacities in planning enhanced	2007 - 2009: Interactive training sessions and meetings held at LGA and wards levels	3.2.1. Train LGAs and wards in participatory planning											PMU, States, LGAs	40		80	80	<b>200</b>	
	2007-2009: LGAs plans and budgets developed in a participatory way, approved and implemented	3.2.2. Prepare investment projects/plans using the participatory planning procedure											LGAs	30	40	40	<b>110</b>		

			Time Frame												Planned Budget in US \$ '000					
4.1. LDF established and investment schemes utilizing the LDF planned through a participatory process, within the agreed procedure and implemented	2007: LDF operational manual approved	4.1.1. Hold consultations, finalize and issue LDF operational manual													PMU, States, LGAs	Consultants/Facilitators, Assessment and Reporting Costs, Publication Costs, Transport, DSA, Local Contractors' Costs	40			<b>40</b>
	2007: Participating LGAs approved	4.1.2. Select LGAs and sign participation agreements													PSC, PMU		50			<b>50</b>
	2007: LDF disbursed and fast track investment schemes implemented	4.1.3. Prepare and submit plans and budgets for LDF financing													LGAs		1,400			<b>1,400</b>
	2008: Performance conditions agreed	4.1.4. Develop and agree on performance measures													PMU			20		<b>20</b>
	2008: Performance assessment manual developed	4.1.5. Develop performance assessment manual													PMU			20		<b>20</b>
	2008 - 2009: LGA performance assessment report prepared	4.1.6. Conduct LGA performance assessment													PMU, NGOs, Consultants			50	50	<b>100</b>
	2008 - 2009: Revised LDF manual for normal delivery track developed	4.1.7. Revise/update LDF operational manual													PMU			20	20	<b>40</b>



	conducted	campaigns	Time Frame													Planned Budget in US \$ '000				
5.1. Capacity of LGAs and communities for planning, financial management, procurement, operation and maintenance developed	2007: Capacity building strategy in place and agreed	5.1.1. Develop capacity building strategy based on preliminary assessment													PSC, PMU	Consultants / Facilitators, Training Costs, Assessment and Reporting Costs, Publication Costs, Transport, DSA	10			<b>10</b>
	2007: Priority capacity building action plan agreed	5.1.2. Prioritize capacity building activities and agree approach to capacity building													PSC, PMU		10			<b>10</b>
	2007 - 2009: Training materials developed	5.1.3. Develop training materials/manuals													PMU, Consultants		40	40	40	<b>120</b>
	2007 - 2009: Capacity building service providers identified	5.1.4. Select facilitators/capacity building service providers													PMU		50	50	50	<b>150</b>
	2007 - 2009: Training of trainer sessions held	5.1.5. Conduct facilitators/training of trainers													PMU, Consultants		40	40		<b>80</b>
	2007 - 2009: Planning, financial management, procurement, operations and maintenance training sessions held	5.1.6. Conduct interactive training of LGAs in planning, financial management, procurement, operations and maintenance													PMU, Consultants, States, LGAs		80	100	100	<b>280</b>
	2008 - 2009: LGA capacity assessment reports prepared and disseminated	5.1.7. Issue guidelines to LGAs on capacity needs assessment and preparing capacity building strategies													PMU			10		<b>10</b>

			Time Frame												Planned Budget in US \$ '000					
		5.1.8. Undertake comprehensive assessment of LGA capacity gaps/needs													PMU			40		<b>40</b>
	2008 - 2009: LGAs capacity building strategies and plans prepared	5.1.9. Revise and update capacity building strategy. Also develop standards and procedures for LGAs to implement capacity building plans													PMU, NGOs, Consultants, LGAs			40		<b>40</b>
6.1. Effective monitoring and evaluation procedures established and in operation at State, LGA and programme execution levels	2007: Baseline survey conducted	6.1.1. Conduct public services baseline survey													PMU, Consultants	Same as above	50			<b>50</b>
	2007: M&E instruments developed and agreed upon by all stakeholders	6.1.2. Develop and test monitoring and evaluation instruments for State Governments, LGAs and local communities													PMU, Consultants		20			<b>20</b>
	2007 - 2009: M&E training sessions held	6.1.3. Train LGAs and local communities to conduct M&E													PMU, Consultants, States, LGAs		40	80	80	<b>200</b>
	2007 - 2009: M&E regularly conducted and reports issued	6.1.4. Regularly conduct M&E													PMU, States, LGAs		20	40	40	<b>100</b>
7.1. Programme components effectively coordinated and implemented	2007: Programme document approved	7.1.1. Finalise programme document													PSC, PMU	PMU Technical Adviser, Consultants, Personnel Costs, Office Equipment, Transport, DSA, Stationery and	10			<b>10</b>
	2007: PMU in place and providing appropriate	7.1.2. Recruit PMU personnel													PSC, PMU		340	700	700	<b>1,740</b>

			Time Frame											Office Supplies	Planned Budget in US \$ '000				
	assistance to relevant agencies																		
	2007: Initiation/ first year work plan approved & implemented	7.1.3. Prepare first year work plan												PSC, PMU	10				<b>10</b>
	2008 - 2009: Annual work plan approved and implemented	7.1.4. Prepare and implement quarterly and annual work plans												PSC, PMU		50	40		<b>90</b>
	2007 - 2009: Project accounts and equipment maintained in compliance with UNDP guidelines	7.1.5 Properly maintain project accounts and equipment												PMU	20	20	20		<b>60</b>
	2007 - 2009: Reports on support monitoring and audit of LGAs prepared and disseminated	7.1.6. Conduct monitoring and support visits as well as technical and financial audits of LGAs												PMU	40	80	80		<b>200</b>
	2007 - 2009: Programme M&E reports prepared and disseminated	7.1.7. Develop and implement programme M&E												PMU	30	30	30		<b>90</b>
	2007 - 2009: Consultancy inputs	7.1.8. Provide consultancy services on as is needed basis												PSC, PMU	40	70	70		<b>180</b>
	2007 - 2009: Office rent and security services	7.1.9. Office rent and security services													20	20	20		<b>60</b>

			Time Frame											Planned Budget in US \$ '000						
7.2. Lessons learned on innovative ways of planning, financing and managing investments analyzed and disseminated to key actors	2007 - 2009: Progress reports prepared and minutes held	7.2.1. Prepare progress reports and organise quarterly progress review meetings													PMU		20	20	20	<b>60</b>
	2007 - 2009: Steering and Technical Committees meetings held	7.2.2. Organise Programme Steering Committee and Technical Committee meetings													PSC, PMU		30	30	30	<b>90</b>
	2008: Mid-term review report prepared	7.2.3. Coordinate programme mid-term review													PSC, PMU			110		<b>110</b>
	2008 - 2009: Lessons learned disseminated	7.2.4. Prepare lessons learned report													PSC, PMU			30	40	<b>70</b>
	2009: Programme evaluation report prepared	7.2.5. Make arrangements for programme evaluation													PSC, PMU				80	<b>80</b>
<b>Total</b>																<b>2,710</b>	<b>5,530</b>	<b>5,260</b>	<b>13,500</b>	

## ANNEX 1: SUMMARY OF BUDGET BY COMPONENTS BY OUTPUTS

Component	Intended Outputs	Planned Budget in US \$			
		2007	2008	2009	Total
1. Local Dialogue Framework	1.1. Dialogue and cooperation between local communities, State Governments and LGAs enhanced as well as effective collaboration between local governance institutions, the civil society and private sector	120,000	230,000	230,000	<b>580,000</b>
2. Policy, Legal and Regulatory Framework	2.1. Proposals to improve the legal and regulatory framework for local development	30,000	70,000	40,000	<b>140,000</b>
3. Participatory Planning Procedure	3.1. Participatory planning procedure developed, tested and ready for replication	80,000			<b>80,000</b>
	3.2. LGAs and wards capacities in planning and budgeting enhanced	70,000	120,000	120,000	<b>310,000</b>
4. Local Development Fund	4.1. LDF established and investment schemes utilizing the LDF planned through a participatory process, within the agreed procedure and implemented	1,490,000	110,000	70,000	<b>1,670,000</b>
	4.2. Improvements in public infrastructure and services, reduction in new cases of HIV/AIDS, improved natural resources management and improved livelihoods		3,300,000	3,300,000	<b>6,600,000</b>
	4.3. Improved LGA capacity to mobilize/generate, manage and utilize local revenue		100,000	60,000	<b>160,000</b>
5. Capacity Building	5.1. Capacity of LGAs and communities for planning, financial management, procurement, operation and maintenance developed	230,000	320,000	190,000	<b>740,000</b>
6. Participatory Monitoring and Evaluation	6.1. Effective monitoring and evaluation procedures established and in operation at State, LGA and programme execution levels	130,000	120,000	120,000	<b>370,000</b>

		<b>Planned Budget in US \$</b>			
7. Programme Management and Coordination	7.1. Programme components effectively coordinated and implemented	510,000	970,000	960,000	<b>2,440,000</b>
	7.2. Lessons learned on innovative ways of planning, financing and managing investments analyzed and disseminated to key actors	50,000	190,000	170,000	<b>410,000</b>
<b>Total</b>		<b>2,710,000</b>	<b>5,530,000</b>	<b>5,260,000</b>	<b>13,500,000</b>

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## **ANNEX 2: TERMS OF REFERENCE FOR PROGRAMME MANAGEMENT UNIT**

### **Background**

The Niger Delta Local Development Programme uses decentralization and local governance approach as the entry point for sustainable poverty reduction, conflict prevention and recovery fully recognizing that to improve in a sustainable way the quality of life of inhabitants it is important to strengthen institutions of local governance and enhance their responsiveness to people's needs. The principle objective of the programme is to support development of effective, responsive and accountable local governance institutions capable of delivering public infrastructure and services using participatory, transparent and gender sensitive planning, monitoring and evaluation procedures. The specific objectives are to:

- Promote local dialogue, regular interaction and better communication between citizens, States, LGAs, civil society and private sector actors.
- Initiate measures to improve the policy, legal and regulatory framework for local development.
- Develop and pilot an inclusive, transparent and pragmatic procedure for local participatory planning.
- Establish local development fund to support investments (in public infrastructure and social services, environment and natural resources management, HIV/AIDS) in an effective, sustainable and participatory manner.
- Enhance institutional capacity to respond to local needs and capability of local actors to plan, finance, implement and manage public infrastructure and services.
- Establish system for both institutional and participatory monitoring and evaluation of investments, including poverty reduction indicators related to the MDGs.

There will be PMU responsible for coordination and implementation of programme components and activities in a timely and efficient manner. The PMU will have the following personnel.

#### **1. Chief Technical Adviser**

##### **Post Description**

The Chief Technical Adviser (CTA) will be the head of the Programme Management Unit PMU responsible for implementation of the programme. Specifically, the CTA will perform the following functions:

1. Provide intellectual leadership in analysing and interpreting the evolving system of local governance in Nigeria, especially as it relates to the Niger Delta, and offer policy and operational advice on implications for the focus, design and delivery of UNDP assistance, especially but not exclusively through the LDP. Incorporate in this function knowledge of good practice and operational experience drawn from the latest research and other developing countries.
2. Take a lead in contributing substantive inputs to the design, content and delivery of key elements of the LDP such as studies, surveys and assessments, manuals and training programmes focused, for example, on participatory planning and budgeting, capacity development and management, implementation, monitoring and evaluation

- of Local Development Funds (LDFs). In this connection, prepare terms of reference for consultancies and sub-contractors as well as supervise and coordinate their work.
3. Identify, codify and foster exchange as well as sharing of experiences and lessons learned with relevant stakeholders.
  4. Provide management leadership of the PMU, including support units in Bayelsa and Ondo States, as well as direct its operations to ensure proper organization, implementation and oversight of work. This will include preparing and implementing annual and quarterly work plans to be submitted for approval to UNDP; mobilizing all project inputs in accordance with UNDP direct execution procedures; coordinating the recruitment and selection of PMU personnel, together with UNDP, and providing guidance and supervision to the entire PMU team; managing the procurement of goods and services under UNDP guidelines and providing oversight of contracts; ensuring proper management of funds in accordance with UNDP financial regulations and rules; and preparing and ensuring timely submission of consolidated progress reports including financial reports, mid-term reports and other reports specified in the project document.
  5. Develop, deepen and sustain strong collaborative relationships with national and local stakeholders as well as development partners and oil companies to secure strong political support for the LDP, ensure timely access to information, advice and operational assistance, and foster substantive linkages between related efforts by development partners and others. In this regard, act as the focal point and responsible party for the project on behalf of UNDP and liaise as well as closely coordinate with State and local governments to ensure implementation of planned activities and achievement of results.

### **Skills and Qualifications**

The candidate should have an advanced university degree (Masters or PhD) in public administration, development planning, economics, political science, or similar fields of study. S/he should have at least 10-12 years of progressively responsible experience – within national or local governments or multilateral/bilateral institutions or as a consultant – in carrying out analysis, providing policy advice, designing policy/regulatory/institutional frameworks and managing capacity development programmes and projects focused on local governance within a Federal system. Recent experience in Sub-Saharan Africa will be an asset. The candidate should have excellent verbal and written skills in English and the interpersonal aptitude required to build partnerships across different levels of government and with a broad range of stakeholders. S/he will also be expected to lead, motivate and manage a team in a demanding but rewarding work environment.

### **Duration**

The contract will be for one year with possibility of extension for one year.

### **Duty Station**

The duty station will be Port Harcourt with frequent travel to the pilot States and local governments.

## **2. Community Management Specialist (1 based in Ondo and 1 based in Bayelsa)**

### ***Duties and Responsibilities***

Reporting to the Programme Manager, the Community Management Specialist will:

1. Coordinate participatory planning and community management activities in the pilot States, local governments and local communities.
2. Provide technical assistance to the pilot States and local governments in addressing community management concerns related to initiating, prioritizing and executing projects to be funded by the LDF.
3. Provide technical assistance to local governments and communities to meet the LDF conditions and access criteria (process, systems, safeguards and standards affecting different stages of the project cycle).
4. Organize a programme of engagement with/for local communities and officials (e.g. local government Community Development Officers, Inspectors and Community Assistants) to explain the purpose and significance of the participatory planning and budgeting procedure.
5. Develop and help deliver information as well as training programmes and guidelines on participatory planning and community management to target groups.
6. Help gather and prepare material and data on the pilot local governments and communities.
7. Contribute to the development and/or application of tailored monitoring indicators and tools – especially methods such as Participatory Rural Appraisal (PRA), Rapid Rural Appraisal (RRA), community sentinel surveillance - and their integration into the PMU monitoring and evaluation procedure and reports.
8. Identify and develop a network of practitioners involving individuals in Government (State and local), academic, research and technical institutions as well as CSOs and NGOs with current or potential capacity to participate in or contribute to the community management aspects of the programme.
9. Generally promote communities and stakeholders' (including NGOs and CBOs) participation in local development activities and projects.

### ***Qualifications***

The Community Management Specialist should have a Masters degree in political science, public or business administration, economics, sociology or equivalent areas or equivalent. S/he should have a minimum of five years of progressively responsible professional experience in public service and local government management. S/he should also have extensive knowledge of State and local government systems and methods and tools applied for local level planning, budgeting, monitoring and evaluation. Furthermore, s/he should have the ability to: define local communities' development problems and formulate applicable recommendations; lead, motivate and manage teams; establish and maintain effective working relationships with staff, local government officials and various state and non-governmental agencies representatives; express oneself effectively, both orally and in writing: and use IT in their work (excellent computing skills).

### **3. Information and Communications Officer**

#### ***Duties and Responsibilities***

Reporting to the Programme Manager, the Information and Communications Officer will:

1. Study and assess initiatives taken by different institutions to increase dialogue and communication, document good practices and lessons learnt to enhance citizens and stakeholders' participation in development programmes
2. Prepare, coordinate and implement an information and communications plan for the Niger Delta Local Development Programme.
3. Raise awareness and increased understanding of the local governance and development approach and its impact on States, local governments and local communities.
4. Plan, develop and disseminate complete, clear, well written materials including print and broadcast media; brochures, booklets and audio-visual materials; press packs, newsletter and web-based instruments to the pilot States, local governments, local communities, NGOs, CBOs, the private sector and interested actors.
5. Design a framework for monitoring and evaluation of information and communication activities spearheaded by the programme including specific mechanisms for receiving and utilizing feedback.
6. Provide advice to PMU staff on communication strategies and support the production of training materials.
7. Develop strategic partnerships and good working relations with the programme's stakeholders in order to maximize its impact.
8. Assist with the organization of communication and training events.
9. Assist with the set up and maintenance of programme (intranet and internet) network.

#### ***Qualifications***

The Information and Communications Officer should possess at least a Masters degree in communications with a minimum of five years experience. S/he should have experience in successfully formulating strategies to increase dialogue and communication with as well as developing and delivering information and communication materials to population groups with limited literacy and numeracy located mostly in remote rural areas. Knowledge of methods and tools for measuring knowledge, attitudes, practices and behaviour (KAPB) will be an asset. S/he should also have an appropriate professional background, preferably in social communications and/or marketing, or in journalism, with public or private sector institutions, focused on development and/or corporate social responsibility (CSR) programmes; excellent oral communication in English whether writing, editorial or computing; experience of web editing and production of printed and audio-visual materials; and, confidence and ability to present sensitive and complex issues concisely. S/he should have excellent interpersonal skills and the ability to work in a team.

## **4. Monitoring and Evaluation Officer**

### ***Duties and Responsibilities***

Reporting to the Programme Manager, the Monitoring and Evaluation Officer will:

1. Design, working closely with other members of the project team, a participatory monitoring and evaluation system for the pilot States, local government and community levels involving a complete system of quantitative and qualitative surveys and reports (including baseline, mid-term and impact surveys).
2. Assist with implementation of a programme planning, monitoring and evaluation system covering work planning, assessment of organizational performance (delivery of inputs, implementation of activities and achievement of outputs) and monitoring and review of indicators of development effectiveness. In this connection, assist with preparation of annual and quarterly progress reports and documentation for the mid-term review and project evaluation.
3. Develop and maintain easily accessible/user friendly databases to record and analyze data on project performance and broader development indicators, for purposes of internal management, transparency and accountability vis a vis stakeholders, and evaluation and audit.
4. Provide technical assistance to States, local government and communities to support their monitoring, evaluation and reporting (methods, techniques, tools, reports).
5. Design, develop and help deliver training programmes on monitoring and evaluation tailored to the needs and knowledge/skill levels of State Governments in the pilot States, relevant local governments and communities.
6. Identify, assess or evaluate and document lessons learnt, disseminate them broadly and ensure their integration in the planning and implementation of the programme.
7. Identify and develop a network of practitioners involving individuals in Government (State and local), academic, research, technical institutions and CSOs and NGOs with current or potential capacity to participate in the monitoring and evaluation of the programme.

### ***Qualifications***

The Monitoring and Evaluation Officer should have a Master's degree in social sciences with a minimum of five years experience in setting up and implementing monitoring and evaluation systems. S/he should have knowledge of and practical experience with the design and implementation of both quantitative (sample surveys) and qualitative (participatory research and evaluation) data gathering/research methodologies; a track record of project monitoring and evaluation; strong analytical and conceptualization skills including ability to analyze and report on quantitative and qualitative data using applications such as SAS, SPSS or STATA; excellent oral and written communication in English and good report writing skills; proven ability to design and deliver training; demonstrated capacity for teamwork; and good interpersonal skills. Knowledge of result-based management (RBM) will be an advantage.

## **5. Finance Officer**

### ***Duties and Responsibilities***

Reporting to the Programme Manager, the Finance Officer will:

1. Be responsible for the day-to-day management of the programmes' financial resources.
2. Monitor the utilization of finances, replenishment of the programme accounts, disbursements and reconciliation of accounts
3. Disburse funds to communities for approved projects under the local development fund.
4. Support the pilot local governments and communities in their financial management as well as assist in training them to manage properly the local development fund.
5. Track programme expenditures against budgets and prepare monthly, quarterly and annual financial reports.
6. Preparing documentation for annual audits of the programme office and local development fund.
7. Ensure timely processing of payments for all contracted partners as per agreed budget and disbursement schedules;
8. Provide financial monitoring and guidelines to all contracted partners by collecting accounts, reports and receipts from the sub-contractors.

### **Qualifications**

The Finance Officer should have a Bachelors degree or equivalent in accounting. Professional qualification will be an advantage. S/he should have a minimum of five years as a finance manager on projects; knowledge of UN financial rules and regulations as well as systems will be a distinct advantage. S/he should also have good skills in using software for accounting, database development and financial tracking. S/he should have excellent computer skills particularly in Excel, knowledge of PeopleSoft enterprise resource planning (ERP) applications will be an advantage.

## **6. Procurement/Logistics Officer**

### ***Duties and Responsibilities***

Reporting to the Programme Manager, the Logistics Officer will:

1. Prepare procurement documents and track procurements through the entire process including bid opening, short-listing, bid-evaluation, selection and award
2. Manage the project stores and assets and ensure the appropriate record keeping and reporting for all stores and assets; having the responsibility for the receipt and issuance of all goods from the stores.
3. Ensure that both manual and computerized inventory control systems for the project are operational.
4. Maintain the fixed assets register, regularly update the register and liaise with the Project Finance Manager to ensure proper tracking of the financial aspects of the assets register.

5. Ensure security and safety of all projects assets, including vehicles and equipment, their proper maintenance and good running order.
6. Procure, manage and distribute equipment and supplies with the support of UNDP Service Centre.
7. Assist in the training of local governments and local communities in procurement matters following LDF operational manual.
8. Provide inputs to the regular financial summary narratives and consolidated accounts of the project.

### ***Qualifications***

The Procurement/Logistics Officer should have at least a Bachelors degree in Business Administration, finance, accounting, economics, procurement management or related fields. S/he should have: a minimum of three to five years of experience in procurement and assets management; integrity; knowledge of procurement rules and regulations, whether in the public or private sectors (knowledge and application of procurement rules and regulations in the UN will be an advantage); excellent oral and written communication skills; familiarity with and ability to use Microsoft office applications; a track record of teamwork; and good interpersonal skills..

### **7. Finance/Accounts Assistant**

#### ***Duties and Responsibilities***

The Finance/Accounts Assistant will:

1. Maintain accounting records including cashbooks.
2. Prepare payment vouchers and issue cheques upon approval and signature by authorized persons.
3. Review payment documentation including checking vouchers and supporting documents for accuracy and compliance with accounting principles and UNDP procedures and regulations.
4. Prepare salary documents and payroll.
5. Prepare bank reconciliation statements.
6. Follow-up and ensure expeditious clearance of taxes of goods and services procured under the project with relevant institutions.
7. File and maintain accounting records including paid vouchers and supporting documents.
8. Manage project office imprest and ensure proper record keeping and accountability
9. Prepare periodic financial and management reports for submission to the Financial Officer.
10. Carry out any other duties as assigned from time to time by the Financial Officer.

### ***Qualifications***

The Finance/Accounts Assistant should have a diploma, equivalent or higher qualification in finance and accounting. S/he should have proven skills and experience in using standard office software such as Microsoft Office (specifically Word, Excel and Access).

## **8. Administrative Assistant (1 based in Ondo, 1 based in Bayelsa)**

### ***Duties and Responsibilities***

The Administrative Assistant will:

1. Serve as the front officer for the PMU, maintain diary, schedule appointments, receive and channel phone calls.
2. Assist establish records and office management systems based on best practices.
3. Assist follow up and ensure timely action on correspondences.
4. Assist make arrangements for meetings.
5. Filing and maintaining of proper filing and mailing systems.
6. Maintain and update stakeholders' database detailing names, addresses and phone numbers.
7. Provide other clerical services as directed by the Programme Manager.

### ***Qualifications***

The Administrative Assistant should have at least a diploma or degree in management or related fields. S/he should have a minimum of 5 years of functionally related professional experience in administrative management. S/he should also be fluent in both written and spoken English; proven skills and experience in using standard office software such as Microsoft Office (specifically Word, Excel, and Access) and demonstrable speed-typing skills.

**Duration (all positions):** Six months, renewable up to two years.

**Duty Station:** Unless indicated otherwise, all positions will be based in Port Harcourt with frequent travel to the pilot States and local governments.

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## **ANNEX 3: MANAGEMENT ARRANGEMENTS**

### **Execution Modality**

The programme will be executed by UNDP Nigeria (Poverty Reduction Unit) applying the Direct Execution (DEX) modality and respecting DEX guidelines. This arrangement is necessary to ensure timely delivery of outputs, monitoring and evaluating the programme as well as reporting to donors. Government agencies involved in public investment policies and programmes have inadequate institutional and technical capacity to straightforwardly adopt the programmes' planning and investment innovations. The modality will thus be used to put in place an efficient local development funds flow mechanism, lay the ground for support to States, LGAs, local communities and CSOs as well as allow technical assistance and resources to be allocated within a tight timeframe.

UNDP will also use local partners to implement some of the programme components when necessary and as required. LGAs, in particular, will play important roles in the development and application of systems and procedures being developed.

### **Programme Outcomes Group**

UNDP personnel involved in the programme will be the Niger Delta Team, including the following:

- Poverty Unit - Team leader and team member
- Governance Unit - Team leader and team member
- Planning and Partnership Unit – Team Leader and team members (Partnerships and Resource Mobilisation Officer, National Economist)

The UNDP Country Director, the Deputy Resident Representative/Programmes, two representatives of the Ministry of Intergovernmental Affairs and the National Planning Commission, the Governors of Bayelsa and Ondo, and the CTA/Programme Manager will constitute the Programme Outcomes Group (POG).

The POG will be the Programme Steering Committee (PSC). It will be responsible for overall programme direction and strategic guidance. The PSC will also:

1. Provide the official mechanism for coordination and reporting on programme activities.
2. Consider and approve annual and quarterly work plans and budgets.
3. Approve Terms of Reference and the engagement of Consultants and PMU staff.
4. Make appropriate arrangements for locating and equipping programme office.
5. Monitor activities against the work plan and propose modifications where required in order to maximize results.
6. Review progress, monitoring and evaluation reports and assess overall progress towards achievement of programme outcomes and outputs.
7. Coordinate programme mid-term review and final evaluation.
8. Ensure integration and coordination of programme activities with other related government and donor funded initiatives

The PSC shall meet at least once every six months.

## **Programme Assurance**

Programme assurance functions shall be delegated by the POG/PSC to the Programme Specialist of the Poverty Reduction Unit. Programme assurance will include

1. Adherence to the business case (on behalf of UNDP).
2. Monitor compliance with user needs and expectations.
3. Supplier assurance carried out by spot-check of deliverables and outputs.
4. Review of deliverables via quality reviews.
5. Capturing lessons learned.

## **Programme Management Unit**

There will be a Programme Management Unit (PMU) responsible for coordination and implementation of the programme activities in a timely and efficient manner. The PMU will also:

1. Serve as programme administration and liaison office.
2. Prepare and present work plans and budgets for approval by the Steering Committee
3. Ensure that programme activities are properly coordinated and integrated, especially the participatory planning and budgeting procedure, LDF investments, capacity building and monitoring and evaluation.
4. Provide technical assistance and support monitoring to LGAs.
5. Be responsible for financial management including payments, accounting and reporting.
6. Responsible for programme monitoring and evaluation.
7. Monitor progress against agreed work plans, prepare progress reports as well as identify issues and actions requiring the Steering Committee's approval.
8. Ensure delivery of outputs as outlined in the programme document.
9. Prepare documents and inputs for the programme mid-term review and evaluation.
10. Provide secretarial support to the Programme Steering Committee.

Core PMU staff shall be the Chief Technical Adviser who will also serve as Programme Manager, Community Management Specialist, Information and Communications Officer, Monitoring and Evaluation Officer, Finance Officer and Procurement/Logistics Officer.

## **Programme Technical Committee**

There will be a Programme Technical Committee to ensure that activities are implemented in accordance with agreed plans, to the highest standards and that activities are appropriately phased and coordinated. The PTC will generally serve as a peers and stakeholders forum to review progress and agree follow-up actions. It will also:

1. Review annual and quarterly work plans and budgets.
2. Monitor progress against agreed work plans.
3. Highlight and resolve, where practicable, technical or coordination issues affecting programme progress.
4. Ensure that programme activities are properly coordinated and integrated.
5. Review progress reports and identify issues and follow-up actions for the Steering Committee, participating States, LGAs and PMU.

The PTC will be composed of Chairpersons of participating LGAs and their respective Heads of Local Government Administration, two representatives of CBOs and NGOs in the pilot States, a representative of the UNDP Poverty Reduction Unit and the CTA/Programme Manager. The PMU shall be the PTC secretariat. PTC meetings will be held at least once a quarter in the pilot LGAs, on a “rotating basis”. Meetings will be preceded by (PTC members) field visits/reviews of the host LGAs projects.

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## **ANNEX 4: LIST OF DOCUMENTS REVIEWED DURING PROGRAMME DESIGN**

### **United Nations**

1. UNDP Nigeria, Niger Delta Human Development Report 2006
2. UNDP Nigeria, Country Programme Framework: Improving Human Development in the Niger Delta
3. Methodology for the Participatory Formulation of Local Government Economic Empowerment and Development Strategy (LEEDS) in Local Government Areas in Nigeria
4. UNCDF, Delivering the Goods: Building Local Government Capacity to Achieve the Millennium Development Goals

### **Government of Nigeria**

1. Constitution of the Federal Republic of Nigeria 1999
2. Handbook on Local Government Administration 1992
3. Civil Service Handbook 1997
4. Administrative Guidelines Regulating the Relationship between Parastatals / Government Owned Companies and the Government
5. Model Financial Memoranda for Local Government 1998
6. Manual for Local Economic Empowerment and Development Strategy (LEEDS) 2006
7. Niger Delta Regional Development Master Plan 2006
8. Bayelsa State Local Government Law 2000
9. Bayelsa State Local Government Guidelines 2004
10. Ondo State Local Government Service Commission Edict 1995
11. Ondo State Local Government (Composition of Legislature, Executive and Allied Matters) Law 1999
12. Ondo State Joint Local Government Account and Allocation of Funds to Local Governments and Other Ancillary Matters Law 2003

### **Consultancy Report**

1. Niger Delta Decentralization Framework Report for the UNDP Niger Delta Local Development Programme in Bayelsa and Ondo States of Nigeria