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**Baseline Review of M&E Systems Kano State: Toward the  
Development of the K-SEEDS II**

by

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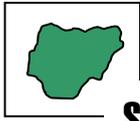
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## Acronyms/Abbreviations

ADP	Agricultural Development Project
AIDS	Acquired Immune Deficiency Syndrome
ANC	Ante Natal Clinic
ART	Anti Retroviral treatment
CAYS	Cropped Area and Yield Survey
CBN	Central Bank of Nigeria
CHEW	Community Health Extension Worker
CHO	Community Health Worker
CUBE	Capacity for Universal Basic Education
DAGS	Department of Administration and General Services
DC	Disease Control
DFID	UK Government Department for International Development
DMA	Drugs Management Agency
DMHS	Department of Medical and Health Services
DNS	Department of Nursing Services
DOS	Department of Statistics
DPRS	Department of Planning, Research and Statistics
DPS	Department of Pharmaceutical Services
EDB	Education Data Bank
EFA	Education for All
EMIS	Education Management Information System
ESOP	Education Sector Operational Plan
ESP	Education Sector Plan
FIBR	Federal Inland Board Revenue
FMoH	Federal Ministry of Health
GDP	Gross Domestic Product
GHAIN	Global Health/AIDS Initiative Nigeria
GL	Grade Level
GSM	Global Satellite for Mobile Telecommunications
HIV	Human Immune Deficiency Virus
HMB	Hospitals Management Board
HMIS	Health Management Information System
HOD	Head of Department
Hqtrs	Headquarters
ICT	Information, Communication and Technology
IED	Islamic Education Department
KCOC	Kano Chamber of Commerce
KERD	Kano Educational Resources Department
KNARDA	Kano State Agricultural and Rural Development Authority
KSEEDS	Kano State Economic Empowerment Development Strategy
KSG	Kano State Government
LG	Local Government
LGA	Local Government Area
LGEA	Local Government Education Authority
M&E	Monitoring and Evaluation
MAN	Manufacturers Association of Nigeria
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MICT	Ministry of Information and Communication Technology
MIS	Management Information System



MOA	Ministry of Agriculture
MOC	Ministry of Commerce
MOE	Ministry of Environment
MOF	Ministry of Finance
MOTT	Ministry of Transport and Tourism
MOW	Ministry of Works
MOWR	Ministry of Water Resources
MPB	Ministry of Planning and Budget
NACRDB	Nigerian Agricultural Cooperative and Rural Development Bank
NAPRI	National Animal Production Institute
NASSI	National Association of Small Scale Industrialists
NDIC	Nigerai Deposit Insurance Corporation
NIPA	National Income and Products Account
O/L	Ordinary Level (Certificate)
PATHS	Partnership for Transforming Health Systems
PHC	Primary Health Care
PHCN	Power Holding Company of Nigeria
PLWHA	People Living With HIV/AIDS
PM&E	Planning, Monitoring and Evaluation
PMB	Project Monitoring Bureau
PRS	Planning Research and Statistics
PTA	Parent Teacher Association
RID	Rural Institutions Department
SACA	State Action Committee on AIDS
SBMC	School Based Management Committee
SESP	State Education Sector Project
SLGP	State and Local Government Programme
SMART	Specific, Measurable, Attainable, Relevant and Time-bound
SMFPP	Special Mass Food Production Programme
SMoE	State Ministry of Education
SMoH	State Ministry of Health
SSG	Secretary to State Government
SSSMB	Senior Secondary Schools Management Board
STDs	Sexually Transmitted Diseases
STIs	Sexually Transmitted Infections
SUBEB	State Universal Basic Education Board
UBEC	Universal Basic Education Board
USAID	United States Agency for International Development
VCT	Voluntary Counselling and Testing
WHO	World Health Organisation

## 1.0 SUMMARY

This review was commissioned by the State and Local Government Programme (SLGP) and carried out in collaboration with the Partnership for Transforming Health Systems (PATHS) of the UK Government's Department for International Development (DFID). It analyses the status of monitoring and evaluation (M&E) of Kano SEEDS I, and more broadly reflects upon the M&E structures and systems within the key line Ministries that are responsible for providing the data to measure the SEEDS targets. The purpose of the review is to assist the State with the development of K-SEEDS II.

The review finds that there has been no concerted effort to systematically monitor K-SEEDS I targets within five key sectors: agriculture, education, health, water and works. Further, it is not possible to measure economic growth in Kano at the present time. If Kano State attempted to analyse what has been achieved against K-SEEDS I the picture would be fragmented and partial, with large elements of unknown.

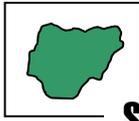
The targets themselves represent an unbalanced combination of high-level impact measurement with the measurement of input. There were no detailed processes of sectoral planning to inform the target setting; a considerable gap in the strategic framework of the State.

The limitations of K-SEEDS I M&E reflect back onto the broader practices and culture of M&E within government. All of the Ministries analysed have structures in place for M&E, but many of these function poorly with too little resources and limited staff capacity. Within a sector, the collection of data is a fractured and uncoordinated activity; data is collected at different levels in different ways, with duplication in some areas and gaps in others. The M&E that does take place is heavily biased towards monitoring; and monitoring that focuses on budget implementation and input measurement, rather than analysis of linkage between inputs, activities, outputs, outcomes and impact. There is very little evaluation or survey work taking place; and there are significant gaps in terms of baselines.

Ongoing work in the education and health sectors to institutionalise management information systems is paying dividends; though both sectors are faced with formidable challenges of institutional complexity and fragmentation of data collection systems.

It is recognized within Kano State Government that the process of developing K-SEEDS I was unfamiliar, challenging and flawed, and that more fundamentally the Departments of Planning, Research and Statistics have been failing to fulfil their functions. This has become increasingly evident to a government committed to improving efficiency and effectiveness. This review marks the first step in developing K-SEEDS II, and work to improve the DPRS functionality across the sectors is ongoing.

K-SEEDS II provides an opportunity to address some of the challenges highlighted by this review; particularly in terms of enhancing the linkages between planning and monitoring and evaluation. Strengthening capacity in both of these areas is fundamental to capitalising on the reforms achieved through the new Kano Budget Classification and Chart of Accounts.



## **2.0 INTRODUCTION**

### **2.1 The Task**

This study was commissioned by the State and Local Government Programme (SLGP) of the UK's Department for International Development (DFID) as part of its ongoing support to, and partnership with, Kano State Government (KSG).

The study marks the beginning of the State Government's development of Kano State Economic Empowerment and Development Strategy II (K-SEEDS II), which will run for the period 2008-2010.

It is recognised by Kano State Government that the process of K-SEEDS I preparation was flawed: it was carried out in haste and there was insufficient understanding throughout government on policy preparation, target setting and M&E requirements. Key Ministries lack sectoral plans; and partially as a result the K-SEEDS I targets represent a hybrid of the realistic with the unachievable.

In an attempt to learn from the process of K-SEEDS I, and inform K-SEEDS II, this study was designed to take a retrospective look at the M&E of K-SEEDS I in order to make practical suggestions for K-SEEDS II.

Specifically, the objectives of the consultancy were as follows:

- a. Working with a series of partners in Government, prepare an overview and baseline assessment of the current M&E framework for assessing attainment of both the MDGs and K-SEEDS targets.
- b. Focusing on the agriculture, works, health, education and water sectors, identify gaps in the current data system that need to be addressed for K-SEEDS II preparation and implementation, and MDG monitoring and implementation.

Further, it was expected that in order to understand and contextualise K-SEEDS M&E, it would be necessary to look at the institutional arrangements in place for M&E within the five key Ministries (and their related MDAs) listed above, and at the arrangements at a Local Government level. Finally, the Terms of Reference outlined the need for an investigation into the availability of data necessary for monitoring economic growth in Kano State.

### **2.2 Team Composition and Methodology**

The study was carried out by a team of four consultants: a health M&E specialist Bill Agir<sup>1</sup>; a local expert, Ali Garba; an economist, Osita Nwafor; and the Team Leader, Philippa Haden. The division of labour was based on expertise and experience. Bill Agir analysed Health, Ali Garba focused on the Works and Water sectors, Philippa Haden covered Education and Agriculture as well as overall management of the study, and Osita Nwafor focused on the analysis of whether it is possible to measure economic growth in Kano State at the present time. The majority of the team worked together for two weeks in Kano.

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<sup>1</sup> Bill Agir was contracted through the DFID-funded PATHS programme and seconded to the study. In the same spirit of collaboration across DFID programmes, the education programme CUBE State Team Leader provided considerable support to the study.



Initial discussions were held with the SLGP Programme Manager and with the Ministry of Planning and Budget to inform the team approach. Thereafter, meetings of the entire team were held with key agencies such as the Projects Monitoring Bureau, but in the main the team members took responsibility for their sectoral areas individually. The team developed a structure for sectoral analysis and applied it across the five designated Ministries and related agencies.

The institutional entry point to each Ministry was the Department of Planning, Research and Statistics (DPRS). All Ministries were questioned regarding the K-SEEDS I targets in an attempt to highlight three key issues:

- Had the targets been monitored?
- If so, by whom and to what effect?
- If not, why not?

In this process information was gathered regarding both the utility of the existing targets, and the data availability for measuring them<sup>2</sup>. Beyond the targets, discussion covered the nature of normal, established M&E practice within the MDAs. Documentary evidence of M&E practice was requested from each organisation visited. In a parallel process, Osita Nwafor consulted a range of stakeholders regarding State level analysis of growth, including the Ministry of Commerce, the Chamber of Commerce and the Central Bank of Nigeria in Kano. A full consultation list covering the work of the whole team is presented in Annex 7 of this report.

### **2.3 Structure of the Report**

This report is structured as follows. This section provides information on the background to the study, its aims and objectives, and on the team composition and methodology followed. Section 3 sets out the ideal situation in terms of State level M&E. Section 4 reports on the reality of current practice, and Section 5 makes recommendations for improvement, both in terms of the K-SEEDS II process but also more fundamentally in relation to M&E practice within government.

Annex 1 provides the Terms of Reference for the study. Annexes 2-6 inclusive provide detailed sectoral analysis on agriculture, education, health, water and works. Annex 7 provides the Consultation List for the study. Annex 8 is effectively a stand-alone report on the measurement of economic growth, entitled 'Prognosis of Data Tracking for Economic Growth in Kano State'.

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<sup>2</sup> The sectoral annexes presented as part of this report include tables summarising the status of M&E of the K-SEEDS targets, including commentary on the utility of the targets themselves.

### 3.0 THE IDEAL STATE LEVEL M&E

In order to set the scene for the reality of M&E practice in Kano, it is important to outline the features of a fully functional system, which would provide adequate information to monitor the 'headline targets' embodied within a SEEDS document. Ideally the targets should be the pinnacles of both planning processes and M&E systems. Targets would be set following detailed strategic planning and prioritization within each sector, coordinated by the Planning Unit of the DPRS, and overseen by the Ministry of Planning and Budget. Targets would be monitored within the Ministries through ongoing data collection processes (including administrative information, evaluation results and survey data). At periodic intervals, they would be evaluated to understand the nature of progress, or lack of it, and to understand whether the targets remained valid.

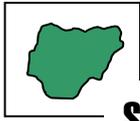
In an ideal situation, each Ministry would have a strong DPRS; with both its M&E Unit and Statistics Unit well staffed, motivated and funded, providing two respective critical functions:

- The M&E Unit would monitor ongoing Ministry projects and evaluate those coming towards the end of their cycle, against predetermined outputs and outcomes
- The Statistics Unit would set baselines and conduct surveys (in collaboration with NBS and other institutions); providing a wider and longer term picture of change in a sector, beyond the interventions of government programmes, in order to provide perspective on whether Ministry interventions are actually making a difference.

Further, the DPRS would be the core central point for each Ministry in terms of data collation; with other departments or parastatals of that Ministry providing it with information as a matter of course. The Planning Unit would be informed by the results of the work of the M&E and Statistics Units to ensure that sectoral planning remained grounded in reality.

K-SEEDS monitoring (and evaluation) would be centred within the DPRS at a sectoral level, with the Projects Monitoring Bureau providing an independent check on monitoring (including monitoring budget implementation), and an external input into evaluation, and coordinating the collation of all target results on an annual basis for formal presentation to KSG. In parallel, the Statistics Department in the Ministry of Planning and Budget would be validating and collating data from all the MDA Statistics Units, and providing a vital link with federal organizations involved in national surveys.

All of the above activity would be predicated on the basis of the results chain (understanding linkages between inputs, activities, outputs, outcomes and impact), which would inform the structure of M&E across all sectors, and provide the basis for analyzing the results of surveys and detailed studies.



## **4.0 FINDINGS**

### **4.1 K-SEEDS I Monitoring**

The K-SEEDS I targets are not being monitored systematically as a set within the individual Ministries. It is possible to find data for many of the targets; but their locations are fractured in what is usually a complex institutional picture in terms of M&E location; and the central Ministry DPRS is not playing the role of data collation and coordination that it should. If Kano State Government wanted a comprehensive picture of where it was in terms of progress against its SEEDS document, it would not be possible to provide that analysis; the evidence is partial and scattered.

Of the five Ministries analysed, one has a target set which is a fair representation of the core thrust of activity of the sector; Agriculture. Two Ministries have a set that is large and unwieldy; Health has 16 targets and Education has 19. These sets combine an unbalanced and inappropriate mixture of high level MDG outcome related issues and the much lower level input related issues. Water and Works have far fewer targets; five and two respectively, though neither set is ideal. The Water targets are largely input driven, and the Works targets are too general to be meaningful. As a whole, many of the K-SEEDS targets are not SMART (specific, measurable, attainable, relevant and time-bound)<sup>3</sup>; some of them have been lifted directly from the relevant MDG target and not amended to match the timeframe of SEEDS, and fundamentally a large proportion of them lack the baselines from which to measure progress. Each of the five sectors is the subject of a detailed annex to this report. Each annex includes a table of target analysis, citing whether or not it is possible to measure each one, where the data is situated and whether there is baseline information available.

The targets were not developed as part of a process of sectoral planning; there are no long-term sectoral policies or strategies at a State level, other than for the education sector. This is a significant gap in the planning environment, which has a knock-on effect through all of the sectors in relation to M&E, and which more broadly displays a lack of long-term projection in planning.

There is little sense of ownership of the targets within the respective Ministry DPRS; they have not been institutionalized. This is unsurprising, partly because the DPRS was not centralized within the target setting process. Some of these process and institutional issues should be relatively straightforward to improve upon during the development of K-SEEDS II, as should the reconsideration of the targets themselves.

### **4.2 The Status of M&E within the Ministries**

Having considered the limitations of the K-SEEDS M&E practice to date, an attempt was made to understand the status of M&E more generally; how it was structured, resourced, focused and ultimately used within the wider sectoral decision-making processes.

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<sup>3</sup> SMART as defined by the Development Assistance Committee (DAC) of the OECD; [www.oecd.org](http://www.oecd.org)

#### 4.2.1 Structural Issues & Related Data Flow

The review team found that the M&E structures were in place within the respective institutions; a DPRS within the main Ministry in all five considered (with units for M&E, Statistics and Planning), and parallel structures for M&E in the relevant parastatals and agencies. However, in all cases the institutional complexity of the sector is not being sufficiently counterbalanced by the work of the nominated central coordination point of the DPRS of the main Ministry.

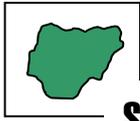
In the Agriculture and Education sectors parastatal organizations are at the heart of the data gathering process: Kano State Agricultural and Rural Development Authority (KNARDA) and the State Universal Basic Education Board (SUBEB) respectively, with the strength of these organizations unmatched by adequate M&E development in the main Ministries. In Agriculture, KNARDA is the extension agency and, therefore, main implementing body for State (and national) programmes. The Planning, Monitoring and Evaluation Department of KNARDA effectively tracks the performance of the agricultural sector, especially the crop sub-sector, but aside from two key regular surveys<sup>4</sup> the information it is collecting is entirely related to the implementation of its own programmes. The Planning, Monitoring and Evaluation Division of the DPRS within the Ministry of Agriculture is not carrying out wider sectoral studies which could be used to set baselines, and which would be necessary for evaluating the impact of the programmes on the State's agricultural performance.

In Education, the division between primary and secondary education has resulted in a parallel structure between the Ministry of Education and the State Universal Basic Education Board (SUBEB)<sup>5</sup>. The Ministry and SUBEB operate with different zonal delineations for secondary and primary education respectively. SUBEB has its own Education Management Information System (EMIS), which is far more advanced in its institutionalization than the nascent EMIS within the main Ministry. The EMIS system is fed by the annual school census data; and as it develops will increasingly combine this with administrative data collected through ongoing monitoring and inspection. The State Ministry of Education also faces a series of challenges in drawing information in from a range of other parastatals in the education sector; a process which is ongoing as part of the reform and restructuring of the sector. This is particularly important in relation to centralizing and harmonizing the layers of inspection data; inspection is currently carried out by 11 different parts of the education system at State, Zonal and Local levels.

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<sup>4</sup> The Cropped Area and Yield Survey (CAYS) carried out bi-annually and the market price survey carried out weekly and analysed every month.

<sup>5</sup> This complexity is mirrored at Federal level as well as in all States of Nigeria.



In terms of recent investment into management information systems, Health has also benefited from a concerted push to organize data management and flow, and there is a dedicated HMIS Unit within the DPRS. The main structural complexity in this sector relates to the fact that data collected at the two facilities: the Primary Health Care clinic and the hospital go through different channels of management within the health structure; and the data paths are somewhat convoluted. PHC clinics are managed under the local government structure, and hospitals by the Hospital Management Board within the State Ministry of Health. Data on actual health intervention programmes follow a different channel before ultimately being housed in the HMIS Unit. Health has made progress in centralising data, but there is still much to be done to strengthen the central HMIS Unit and ensure that all data flows to it.

The Water sector is characterised by institutional complexity at the State level with a distinction between urban and rural water issues and the resulting division in M&E between two Ministries and their related parastatals; with no overarching collation of water data. Works is perhaps the most challenging of all in terms of M&E institutional structure, because it is not a sector per se, and the Ministry of Works and Housing is responsible for only 48% of the overall State spend in works. 21 other MDAs have dedicated budget lines for infrastructural development. Therefore in theory, 22 organisations should be contributing to State level M&E of infrastructural development.

The nature and extent of the M&E linkages of State government with local government structure depend upon the particular sector; in education and health they are fundamentally important because of the concurrent responsibilities of tiers of government and the fact that primary schooling and primary health care fall under the purview of local government. SUBEB has direct linkages with the LGEA, and the State Ministry of Health has direct linkages with the local government health department. In agriculture this linkage is less critical because KNARDA as the extension agency has an extensive presence throughout the State and is not dependent upon local government for information. The Local Government Works Department is responsible for both works and water data at a local level, but there is no direct linkage between this department and the Ministries of Water and Works.

In summary, therefore, there is considerable institutional complexity in the structure of each of the five sectors analysed. There is no lack of M&E structure, rather a lack of coordination between the multiple layers and players that are gathering information. Education is the most advanced sector in terms of structural development for M&E, partly because of the linkages with the federal structure of MIS, and because of current attempts to address the lack of centralization of data in the main Ministry.

#### **4.2.2 Resourcing and Capacity Issues**

The M&E function is generally poorly resourced, with no specific and dedicated budget line dedicated to the activities of the DPRS. The staff component within the DPRS is often insufficient in number (health, water, works), and almost uniformly insufficient in capacity. There are of course exceptions, and pockets of good practice, particularly in the education and agriculture parastatals, but in general M&E is under-resourced and the staff dedicated to it lack capacity.



Many of the staff employed to carry out M&E have an extremely limited understanding of the basic concepts entailed in both monitoring and evaluation. The M&E that is carried out is limited to monitoring, with very little evaluation happening. In most Ministries monitoring reports are produced sporadically, when there is money available to get out to the field and do site inspection of ongoing projects. The monitoring that is carried out focuses on budget implementation and technical inputs; and there is no analysis of the chain of linkages between inputs, activities, outputs, outcomes and impact. There is a widespread lack of baselines across the sectors, making it very difficult to measure progress, or document the lack of it. This is a standard picture across all sectors (with the partial exception of education).

The lack of investment into data gathering is a feature of the wider planning and budgeting cycle, in which M&E currently plays very little role. When programmes are designed within Ministries, they are not framed in terms of analysis of the relationship between inputs and outcomes, and thereby systematically learning from experience. Therefore it is unsurprising that M&E does not take this form.

For many years appointment to a DPRS has been regarded as a punishment posting; low status and limited resources with little incentive to carry out statutory functions.

### **4.3 The Culture of Information Use**

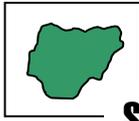
#### **4.3.1 KSG Recognition of the Challenge**

It is important to note that this bleak picture on lack of investment into evidence is fundamentally related to the wider culture of limited information use within government. This in turn is linked to a lack of accountability and transparency. KSG has taken note of this fundamental set of issues, setting up the Projects Monitoring Bureau in 2004, which has focused on institutionalizing budget implementation monitoring. The PMB has been relatively successful in instilling a stronger culture of accountability, providing a fundamental check on individual MDA spending. A 2006 review of the PMB stated that it is “*filling a vacuum in the areas of project monitoring and evaluation, financial probity, accountability and transparency*”<sup>6</sup>. However, it does not have the staff strength in numbers or capacity to engage in evaluation, which remains a fundamental gap in government practice.

It is also important to note that the State Government is deeply concerned about the efficiency and effectiveness of the Departments of Planning, Research and Statistics (DPRS) across all MDAs. A call circular from the Office of the Head of Service in September 2006 was aimed specifically at the re-invigoration of the functions of the Planning, Research and Statistics Department. It identified obstacles to the department, citing the “*the hasty manner in which the departments were created, the lack of qualified staff, inadequate materials and the absence of commitment to make such a department relevant and assertive in the discharge of the outlined duties*”. A new delineation of the roles and schedule of duty of the department was given, framed within the State drive to improve efficiency and effectiveness of government including:

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<sup>6</sup> A Capacity Assessment Report on Kano State Projects Monitoring Bureau, Bayero Consult, Bayero University, under the Kano State Programmes Committee on UNDP Assisted Development Programmes, November 2006



- Articulating the modalities for the implementation of any new system introduced to enhance operational efficiency and effectiveness
- Articulating the objectives and setting the targets for Ministries/parastatals in addition to carrying out M&E
- Removing weaknesses in management and operations
- Being an active partner and initiator of all planning dialogue
- Contemplating the future of the Ministries/parastatals and leading on goal setting

This document aimed to enhance the status of the department, and ensure that it was adequately resourced to carry out a set of integrated functions, and to work hand-in-hand with other departments. The emphasis on planning as well as M&E is interesting as it clearly sets the DPRS in a powerful position to lead strategic thinking.

Despite the action of KSG to reinvigorate the DPRS, the review team found little evidence of change during the study.

#### **4.3.2 Realism on the Scale of the Challenge**

It is important not to underestimate the scale of the challenge in terms of reversing the trend regarding M&E. Even in the core sectors of health and education, where there has been a significant investment into M&E and into institutionalizing a MIS, there is still a long way to go to ensure rigorous and regular data collection at all levels, which is actually used for decision-making. Investing in a MIS is not enough in isolation from much more fundamental shifts in the way that government operates in sectoral planning, setting priorities, making budgetary decisions and managing existing programmes.

## **5.0 RECOMMENDATIONS**

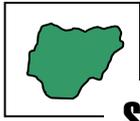
The process of developing K-SEEDS II provides an important opportunity to start to address some of these issues in an interconnected way, while recognizing that attitudinal change and capacity building will require sustained, longer-term effort to fully address, beyond the K-SEEDS II development process.

The evolution of K-SEEDS II M&E should:

- Build the capacity of DPRS and PMB staff to plan, monitor and evaluate, while
- Revisiting K-SEEDS I targets, and
- Developing K-SEEDS II M&E

### **5.1 An Integrated Process**

In the absence of sectoral policy at a State level in Kano, it is necessary to move ahead with the K-SEEDS II process with the formulation of sectoral strategies, which address the strategic gap which is so obvious across the sectors at the moment. This should be done in as many sectors as possible, but at least in four key sectors, covering at a minimum education, health, agriculture and water. Within each sector, the relevant DPRS should take the lead on this, and the MPB should coordinate all DPRS to ensure integrated planning and data collection. This would be in line with the call circular cited above in terms of placing DPRS in the role of initiating planning dialogue.



The planning process described above would lead to a reconsideration of K-SEEDS II targets. The targets for K-SEEDS I have been analysed as part of this review; and that analysis should be utilized as new targets are being set. This exercise would confirm the extent of:

- Data availability, and the related
- Need for investment into new baselines, leading to
- The prioritization needed to design a set of some 5-6 targets per sector for K-SEEDS II

It is recommended that there is a small set of targets for each sector to focus the M&E activity at the core of what must be measured on a regular basis. A proliferation of targets, such as those for health and education at the moment, is not helpful. Each target has its own data demands, and the more targets there are the more expensive and elaborate the M&E requirements become. It would be much better to focus fully on a small set which are measurable than produce a numerous set for which there is partial data availability.

The process described would entail the strengthening of the DPRS through ongoing action, rather than capacity building in a vacuum. It would also start to address fundamental issues regarding the status and importance of planning and data collection, and the relative role of the DPRS within a Ministry.

## Annex 1

### Terms of Reference

#### Development of a Baseline Review of M&E Systems for K-SEEDS II

##### **Background**

###### State and Local Government Programme

In November 2000, the UK's Department for International Development commissioned the State and Local Government Programme (SLGP) to run for six years in four selected locations (initially Benue, Ekiti, Jigawa and Enugu, and presently Jigawa, Enugu, Lagos, Kano). The programme was designed to enhance the capacity of State and Local Governments in Nigeria to manage resources and provide improved delivery of services, in the interest of the poor, in a transparent, accountable and responsive manner.

The purpose of SLGP is to enhance the capacity and effectiveness of federal, state and local government in chosen states, and at federal level, to formulate policy, manage resources and support service delivery in the interest of poor people. The programme also intends to further this process in other states by dissemination of lessons learnt and through influence on other donor initiatives. More information on SLGP can be found at our website at [www.slgpigeria.org](http://www.slgpigeria.org).

###### K-SEEDS

It is recognized by KSG that the preparation of K-SEEDS was a rushed process and that there was insufficient understanding throughout government on policy preparation, target setting, and M&E requirements. Consequently some K-SEEDS targets are unrealistic and unachievable and are mixture of activities, outputs, outcomes and impacts.

The KSG wishes to improve on this for K-SEEDS II which will run for the period 2008-2010. This will require developing sectoral plans that show clear linkage between budget and policy and also provide good monitoring data for monitoring

###### Monitoring and Evaluation in Kano

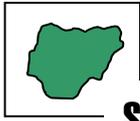
The Project Monitoring Bureau (under the Ministry of Planning and Budget) is charged with the responsibility for monitoring and evaluating of targets across government. Additionally, each MDA is also responsible for self-monitoring.

The Department of Statistics (also under the Ministry Planning and Budget) collects and annually publishes information on a variety of government activities.

##### **Objectives of the Consultancy**

The objectives of this consultancy are as follows:

- Work with the Projects Monitoring Bureau the Department of Statistics, the Ministry of Local Government, the PATHS HMIS consultant and other agencies to prepare an overview and baseline assessment of the current M&E framework for assessing attainment of both the MDGs and K-SEEDS targets.



- Focusing on the agriculture, works, health, water and education sectors, identify gaps in the current data system that would need to be addressed for K-SEEDS II preparation and implementation, and MDG monitoring and implementation.

### **Tasks**

- Prepare an overview of the existing system of monitoring and evaluation of K-SEEDS and MDG related expenditures, activities, outputs/outcomes and performance indicators.
- Assess the present institutional structure for M&E.
- Assess the capacity of staff to carry out their M&E functions.
- Prepare an overview of the existing Local Government system of monitoring and evaluation of MDG related expenditures, activities, outputs/outcomes and performance indicators.
- Assess the relevance and quality of the performance indicators, of the M&E information produced across government including local government. This will include any gaps and overlaps, both within the State and Local Governments, and between the State and Local Governments.
- Prepare a baseline summary (with timelines if available) of existing data for current needs and current service delivery for MDGs and K-SEEDS targets, and other data that may be collected by KSG and its agencies, LGAs and donors. This will include a review of the availability of data necessary for monitoring economic growth in Kano State.

### **Expected Outputs and Deliverables**

- A baseline review of M&E systems for State and Local Government.
- A documentary report.

### **Inputs**

#### Competency and Expertise Required

Inputs will be made from one international consultant and two national consultants.

#### International Consultant

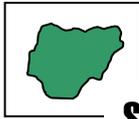
The consultant international consultant shall have at least 10 years experience working on monitoring and evaluation in developing countries, preferably experience of working in Nigeria.

#### National Consultant 1

The national consultant shall have at least 10 years experience working on monitoring and evaluation. He/she have experience and knowledgeable of K-SEEDS and/or LEEDS.

#### National Consultant 2

The national consultant 2 shall be an experienced economist, with particular expertise with respect to economic growth in Kano. He/she shall have an appropriate Masters degree.



**Timing of Input**

The input will take at the end of March 2007.

	<b>Travel</b>	<b>Time in State</b>	<b>Report Writing</b>	<b>Total</b>
International (Team Leader)	2	15	2	19
National Consultant 1	2	15	2	19
National Consultant 2	0	4	1	5

**Logistics and Administrative Issues**

Please refer to the SLGP quality assurance procedures, which provide details regarding report deadlines and formatting. These are available from SLGP on request.

SLGP will provide access to office space and local transport. Consultants should provide their own lap-top computers.

## Annex 2

### Agriculture

#### The K-SEEDS Framework for Agriculture

##### *The Sectoral Policy Framework & K-SEEDS*

There is no specific State level policy for agriculture in Kano; K-SEEDS embodies the policy thrust areas, which aim to enhance the performance of the sector in order to make the State self-sufficient in food production.

##### *K-SEEDS and Agriculture targets linked to the Budget*

Under the 2005-07 K-SEEDS, the Agriculture programme 'Economic Empowerment through Agriculture' has a set of 8 targets. Each of these targets is explicitly linked to the 2007 capital budget through the new Budget Classification and Chart of Accounts. Under the capital budget, almost 1.5 billion Naira is allocated to agriculture, or 5.7% of the total. The Ministry of Agriculture has the vast majority of the allocation (87%), but other Ministries also have budget lines against this programme<sup>7</sup>. Conversely, the Ministry of Agriculture also has capital budget lines against programme targets for Procurement, Gender, Environmental Improvement, ICT, Reform of Government and Governance, and Development of State Infrastructure.

##### *Monitoring of K-SEEDS*

Although the K-SEEDS targets encapsulate the agricultural development ideas of the State, there has been no concerted effort to monitor progress against them as a set. The target related to increasing food production is rigorously tracked, and there is data available for some of the other targets, but no single part of the Ministry or its related parastatals take responsibility for monitoring the set. It is recognised within the Ministry (and the Kano State Agriculture and Rural Development Authority, KNARDA) that some of the targets were ambitious, but more fundamentally that there is a lack of baseline from which to monitor some targets, and no governmental imperative to report against them all.

Table 1 outlines the agriculture targets, citing whether there are data available to measure them, and if so, where that data are housed institutionally. The picture that emerges clearly places KNARDA at the hub of data energy, with a corresponding lack in the main Ministry for central collation, co-ordination and wider statistical study.

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<sup>7</sup> In order of relative 2007 capital budget magnitude: Ministry of Water Resources (12%), Ministry of Commerce, Industry & Cooperatives (less than 1%), and the Ministry of Rural & Community Development (less than 1%).

The table includes commentary on the measurability of the targets, and some suggestions for improvement.

**Table 1: Agriculture K-SEEDS Targets: Economic Empowerment Through Agriculture (010000)**

Code	Target	Info Available (Yes/No/Partial)	Where is data?
010100	Increase food production by 200% by 2007	Yes	KNARDA PM&E based on CAYS
010200	Increase the volume of credit facility to farmers  <i>This target lacks specificity; increase from what to what? Target could be divided into micro credit (which NACRDB defines as less than N250,000 loan) and macro credit (NACRDB definition more than N250,000) for measuring growth, with a focus on the micro in relation to poverty reduction. A distinction could also be made between individual farmers and co-operatives, or groups. Of the two targets on credit, this is the stronger of the two for measuring growth.</i>	Partial	To measure this the following is needed: a) Baseline on current situation, from following sources: <ul style="list-style-type: none"> <li>Banks providing credit to farmers. Relevant banks in Kano include NACRDB, Union Bank &amp; First Bank. Banks could provide information on volume of credit given out in a year. At present, this information is not being collated across banks.</li> <li>KNARDA (RID Dept) on credit linkages facilitated by extension staff, through the Special Mass Food Production Programme (SMFPP). This information is not currently being collected, but is attainable</li> </ul>
010300	Double the number of farmers who have access to credit  <i>This target lacks specificity, double from what?</i>	Partial	To measure this the following is needed: a) Baseline on current situation from following sources: <ul style="list-style-type: none"> <li>Banks (as above) and</li> <li>KNARDA (RID Dept) as above</li> </ul>



<p>010400</p>	<p>Double the rate of transfer of technology by year 2007</p> <p><i>This target lacks specificity; there would need to be a much tighter definition of transfer of technology in order to monitor and measure this, or it would need to be broken down with proxy indicators such as the ration of extension agents to farmers increasing.</i></p>	<p>Partial</p>	<p>To measure this, the following is needed:</p> <p>a) Baseline on current situation from:</p> <ul style="list-style-type: none"> <li>• the Extension Dept of KNARDA.</li> </ul> <p>(The State Govt is attempting to narrow the extension agent: farmer ratio, which could be a proxy for this target, though another would be required such as yield increase).</p>
<p>010500</p>	<p>Reduce wastage by year 2007</p> <p>This target lacks specificity; reduce wastage from what to what; and make a distinction between merchant wastage and smallholder wastage? Further, the target would be more measurable if it was crop specific, and perhaps limited to one or two vegetables and grains.</p>	<p>No</p>	<p>To measure this, the following is needed:</p> <p>a) Baseline on current situation from:</p> <ul style="list-style-type: none"> <li>• the Dept of Agricultural Services in the Ministry (which is responsible for collecting information on merchants/grain markets, and is not currently collecting this data), and</li> <li>• the Technical Services Dept in KNARDA for information on smallholders (not currently collecting this data)</li> </ul>
<p>010600</p>	<p>Increase agricultural productivity by 50% by year 2007</p> <p>This target lacks specificity in terms of the sub-sectors it covers, and should be made more explicit.</p>	<p>Partial</p>	<p>To measure this, the following is needed:</p> <p>a) Baseline on current situation from:</p> <ul style="list-style-type: none"> <li>• KNARDA PM&amp;E holds data on crops,</li> <li>• KNARDA data on livestock, agroforestry and fisheries. Technical Services Dept has no up to date baseline data for livestock (a livestock survey is planned for this year with the Ministry of Agriculture &amp; NAPRI), it does have data on horticultural crops but no further information on agroforestry; and no baseline info on fisheries</li> </ul>



010700	Double the disposable income of farmers by year 2007  <i>This is a cross-sectoral target.</i>	No	To measure this, the following is needed: a) Baseline on current situation, including possibly data from <ul style="list-style-type: none"><li>• KNARDA Technical Services Dept implementing SMFPP</li><li>• Fadama 3 baseline design study</li><li>• Expansion of National Programme on Food Security baseline</li></ul> There is a dearth of socio-economic status data, and off-farm activity of farmers is rarely captured in the studies that are done. The last large-scale survey of this kind was undertaken in 1986.
010800	Double poultry production in the State by year 2007	No	The planned livestock survey for 2007 would capture baseline data on this. At present, neither the Livestock Services Dept in the Ministry of Agriculture nor the Technical Services Dept in KNARDA is measuring the issue.

## **Institutional Location and Staffing of M&E in Agriculture**

### *State Level*

At the State level, agriculture M&E is carried out within the Ministry and its key extension arm, KNARDA, as well as by the Projects Monitoring Bureau. The State Agricultural Statistics Committee (SASCO), which was co-ordinated at a federal level, is no longer active in Kano.

Within the State Ministry, the key department is that of Planning, Research and Statistics (DPRS)<sup>8</sup>, staffed by a total of 55 people. It is divided into two divisions: Planning, Monitoring & Evaluation (PM&E) and Physical Planning. A Deputy Director heads each of the two divisions. The PM&E is relevant to this study. It is divided into six units: Planning, Budget, Monitoring, Agricultural Statistics, Research & Library and Information & Publicity. The first three of these are closely inter-related. The Planning Unit is staffed by a group of five people, headed by a Chief Agricultural Officer (Grade Level 14), and his staff range from grades 06-12. The Budget Unit is staffed by a group of four people, headed by an Assistant Chief Agricultural Officer (Grade Level 13), and his staff range from grades 04-12. The Monitoring Unit is staffed by a group of six, headed by an Assistant Chief Data Procurement Officer (Grade Level 13), and his staff range from grades 04-12. The Agricultural Statistics Unit is staffed by a group of six, headed by a Chief Agricultural Superintendent (Grade Level 14) and his staff range from grades 06-13.

Within KNARDA, there is a parallel department of Planning, Monitoring and Evaluation<sup>9</sup>. This department is divided into three units: Planning, Monitoring and Evaluation. The Planning Unit has two staff: a Deputy Director and an Assistant Director. The Monitoring Unit has three staff: a Deputy Director, an Assistant Director and a Principal Officer. This Unit reports to both State and Federal Governments, the latter linkage being through the Projects Coordination Unit (PCU). The Evaluation Unit has three staff at the same levels.

The Monitoring and Evaluation Department of the Projects Monitoring Bureau (PMB) has an Economic Services Unit, which monitors projects related to agriculture (and commerce, and internal revenue)<sup>10</sup>. It is headed by a Principal Executive Officer/Secretary and has a total staff component of four.

The Ministry of Local Government has an Agriculture Department<sup>11</sup> at the State level, divided into five units. The department has five staff, none of them specifically focused on M&E.

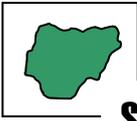
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<sup>8</sup> The other five departments under the Ministry are: Administration, Livestock Services, Veterinary Services, Agricultural Services and Agricultural Engineering.

<sup>9</sup> The other seven departments under KNARDA are: Extension Services, Technical Services, Fadama Development, Watari Irrigation, Engineering, Administration & Finance, and Human Resource Development.

<sup>10</sup> The other Units of the Department are Essential Services, Human Services, Allied Services and the Technical Advisory Unit.

<sup>11</sup> The other departments are Inspection, Training, Recruitment & Retirement, Administration and General Services and Posting, Promotion and Discipline.



### *Zonal Level*

KNARDA is essentially the extension structure for agriculture; and all its eight departments are represented at the zonal level, including Planning, Monitoring and Evaluation. Kano is divided into three zones for agriculture purposes: the northern zone, the central zone and the southern zone, with the 44 LGAs divided roughly equally between them. There are roughly 15-20 enumerators for agriculture per zone, on average one per Local Government Area, and two field supervisors per zone. Each field supervisor is assigned 4-5 LGAs.

### *Local Government*

Every local government has some six functional departments, including Agriculture and Natural Resources. It is divided into units or sections covering agriculture, forestry, veterinary, and possibly livestock and fisheries. The agriculture sectional head at the local government level is at best an HND holder. The real energy at the local level is with the KNARDA extension system. The Planning, Monitoring and Evaluation staff of KNARDA interact very little with LGA staff, unless a large-scale survey is being implemented.

### **Financial Resource Allocation to M&E**

The only resource allocation gleaned for M&E of agriculture is a figure for capital expenditure for the Planning, Monitoring and Evaluation Department of KNARDA for 2005; Naira 1,262,000 (of a total capital budget of Naira 69,633,000). In 2007, the same department requested some 8 million Naira, but the allocation has not been finalised and will almost certainly be less than this.

### **Data Collection and Flow**

The Statistics Unit within the Ministry collates and collects data relating to agricultural prices, and crop and weather reports. This is based on both Ministry and KNARDA information, with the latter providing the core due to its extension structure and outreach.

KNARDA tracks the performance of the agricultural sector, especially the crop sub-sector, generating a lot of data. On crop production, PM&E use nationally designed programmes from the Project's Coordination Unit (PCU) of the federal Ministry. The Evaluation Unit of PM&E is responsible for four key survey instruments; two of which are currently active: the market price survey, which takes place weekly, and is reported monthly, and the Crop Area Yield Survey (CAYS) which is carried out twice a year. These are the most comprehensive regular data gathering exercises carried out in relation to agriculture. Two additional surveys should complement the information; the Village Listing Survey (VLS), which should take place every five years to count the number of farming households, but the last one was in 1994 (with a suspended survey in 2003), and the Large-Scale Reconnaissance Survey (LSR), a socio-economic survey, which has not been carried out for many years. The Evaluation Unit in PM&E in KNARDA is responsible for these surveys. Further, the Monitoring Unit of KNARDA collates and circulates reports from the technical departments, and puts together the Annual Report of the organisation. This is the essence of the MIS for agriculture.

Under the auspices of KNARDA, a targeted benchmark survey was conducted in Kano State during the 2004 wet season to assess the present farmers' practices of both crop and livestock production as well as the status of existing farmer groups. Essentially, the survey aimed to set a baseline for the Special Mass Food Production Programme, to capture and document the current situation of Agricultural Development with respect to organised interventions targeted at all categories of farmers in the State<sup>12</sup>. The intention was to carry out a similar survey in the dry season of the same year, but this never took place: hence there was a partial baseline set for the programme. There have been no other recent baselines of this scale. Since 2004, the SMFPP has been the main vehicle for government activity in the agriculture sector<sup>13</sup>, and much of the agricultural data collected in the state, largely through KNARDA, relates to this programme.

The Projects Monitoring Bureau gathers monthly disbursement figures from the Ministry of Finance for capital projects, and then works with the Ministry of Agriculture and KNARDA on checking project execution. PMB carries out site visits almost weekly, carrying out project start off inspections, project implementation inspections and project completion inspections. The bulk of PMB's work in agriculture is connected to the activity of KNARDA, as the main Ministry is not implementing many projects. PMB produces quarterly reports that are its main form of monitoring report<sup>14</sup>. A quarterly report will include information relating to the revenue and expenditure profile of the Ministry or MDA, capital undertakings, and findings on individual projects. Observations and recommendations are included. If an issue of real concern arises, a separate letter may be written for immediate attention by the agency. The main purpose of the monitoring visits is to check expenditure, not just capital but also overheads. The PMB works to ensure that projects are executed as stated in the budget. The quarterly report is sent to the Permanent Secretary of the PMB, to the Commissioner of Planning and Budget, and to the Governor of the State.

### **Key Data Challenges and the Culture of Information Use**

While KNARDA is widely reputed to be one of the strongest of Nigeria's Agricultural Development Projects (ADPs) and the institutional structures are in place for M&E of the sector there are several key points to be noted:

***Inadequate resources for M&E activity:*** Insufficient priority and budgetary allocation is being given to the entire M&E function. This is part of a broader, cross sectoral pattern within government, although there is recognition that there is a problem and steps are being taken to address it across Ministries

***Limited data coverage:*** KNARDA M&E is almost entirely focused on the implementation of the SMFPP; and therefore its own activity. Broader statistical analysis is lacking regarding the agricultural status of the entire State

***Lack of baselines:*** There has been insufficient investment into baselines in several key areas, making some of the K-SEEDS 1 targets impossible to report against (see Table 1)

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<sup>12</sup> Targeted Benchmark Survey Report on Farmers Practices for Special Mass Food Production Programme in Kano State, submitted to KNARDA, by NAERLS, ABU Zaria, November 2004

<sup>13</sup> The aims of the programme are: increase in crop production, increase in area being cropped, increase in livestock production and protein intake, promotion of aquaculture and homestead fisheries, capacity building of farmers, establishment of community orchards, sustainable increase in area under small-scale irrigation, promotion of agro-processing technologies for value addition.

<sup>14</sup> PMB is also producing an overall budget implementation report on an annual basis.



**M&E capacity limited:** The Ministry of Agriculture lacks the capacity to track and question relevant data in order to adequately report against State level progress in agricultural development, even if the relevant baselines were in place

**Limited movement of data across and between layers of Government:** The culture of information sharing between the State Ministry and KNARDA requires strengthening, as does the broader coordination of data collation between the Ministry, its parastatals and the federal level of government.

**Relative roles for data collection between layers of Government:** It is not clear whether local government is providing any value added in terms of data collection

**The role of PMB:** While PMB is playing a valuable role in terms of budget implementation monitoring, it is not yet in a position to monitor SEEDS targets, due to its own capacity issues

## Annex 3

### Education

#### **The K-SEEDS Framework for Education**

##### *The Sectoral Policy Framework & K-SEEDS*

The Education For All (EFA) goals informed the development of the education component of K-SEEDS, which in turn was used as the overarching framework for sector planning. Kano State has developed a ten-year Education Sector Plan (ESP) and a three-year rolling Education Sector Operational Plan (ESOP). As well as EFA, these are also set within the context of the national Education Sector Plan and the Federal Government's education reform objectives. The latter has three main objectives:

- Expand basic education coverage
- Improve the quality and relevance of basic and secondary education
- Strengthen State capacity to manage, plan and monitor the delivery of education services more effectively and efficiently

##### *K-SEEDS & Education Targets Linked to the Budget*

Under the 2005-07 K-SEEDS, the education programme for 'Enhancing Skills and Knowledge' has a set of 19 targets. Each of these targets is explicitly linked to the 2007 capital budget (almost 3 billion Naira for education under this programme, or 11.4% of the total budget) using the new Budget Classification and Chart of Accounts. The Ministry of Education has the lion's share of capital budget resources in relation to this programme (63%), but other Ministries also have capital budget lines attached to it<sup>15</sup>. Conversely, the State Ministry of Education also has capital expenditure budget lines against K-SEEDS targets on Water Resources and Rural Development.

##### *Monitoring of K-SEEDS*

Although the K-SEEDS targets are in line with the education budgets of 2005, 2006 and entirely tied to the budget of 2007, there has been no explicit attempt to do K-SEEDS target monitoring within the Ministry. It is recognised within the Ministry that some of the targets were too ambitious, but more fundamentally that there was no baseline data from which to monitor progress against some of them. The entire system of education M&E (EMIS) is still under development both in the Ministry of Education and in SUBEB.

Table 1 outlines the set of education targets, citing whether data are available to measure them and, if so, where that data is housed. The picture emerging is one of increasingly centralised data collection and collation under the EMIS, though with some data sources dotted around the education institutional map. The table includes some commentary on the measurability of the targets, and suggestions for improvement.

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<sup>15</sup> In order of relative 2007 capital budget magnitude: Ministry for Higher Education (27%), Ministry of Works and Housing (5%), Ministry of Environment (2%), Ministry of Women's Affairs and Social Development (1%), Kano State Shari'a Commission (less than 1%) and the Ministry of Health (less than 1%).



**Table 1: Education K-SEEDS Targets: Enhancing Skills and Knowledge (05000)**

Code	Target (& Commentary in Italics)	Data Available? (Yes/No/Partial)	Where is data?
050100	<p>Ensure that by 2015 children everywhere, boys and girls alike, will be able to complete a full course of primary schooling</p> <p><i>This target captures key elements of primary education (access, retention, completion) but would need to be amended to reflect the K-SEEDS time period, i.e. what is possible to achieve in 3 years towards the goal of complete primary schooling. This element is accentuated by the new emphasis on 9 years of basic education, and the disarticulation of Junior Secondary Education from Secondary to Basic Education.</i></p> <p><i>The indicators to monitor progress towards primary completion could be:</i></p> <p><i>1) NER – Net Enrolment Rate in primary education (number of pupils of official school age who are enrolled in primary of the total school age population for primary, but the NER underestimates educational coverage</i></p> <p><i>2) PCR – Primary Completion Rate (proportion of pupils who started grade 1 that reach grade 6. The PCR is the used to measure progress towards the MDG in education (goal 2, target 3) and the one monitored under the Fast Track</i></p>	Partial	<p>To measure NER &amp; PCR, need:</p> <p>a) 2006 population census figures disaggregated by age, and</p> <p>b) Access rate to the different grades in the primary cycle (enrolment and repeaters per grade)</p> <p>To be able to provide geographical and gender analyses of primary schooling, these two types of data need to be available by LGA and by sex</p> <p>2006 population census figures are not yet available in any detail.</p> <p>Data on enrolment and repeaters per grade are available through EMIS (including disaggregation by LGA and gender)</p>



	<i>Initiative</i>		
	3) Literacy rate of 15-24 yr olds, to be extracted from household surveys		
050200	Increase public awareness on importance of education by 25%  <i>This target is too unspecific to measure effectively, and lacks a baseline from which to measure it.</i>	No	To measure this, need: a) A breakdown of 'awareness' into a series of expected economic, social, political and environmental benefits from education b) A baseline survey on current public awareness
050300	Increase community support and participation in education by 20%  <i>This target is also too unspecific; there would need to be a proxy for "community support and participation" which could be the growth in number of functional School Based Management Committees (SBMCs) in schools.</i>	No	To measure this, need: a) To collect information on SBMC through EMIS. The School Census reports on the incidence and contribution of a Parent-Teachers Associations (PTAs) to a school; the census form could be amended to collect similar information on SBMCs, which are a better proxy for community support and participation. b) Baseline information on the number of SBMCs functional in comparison with the number of basic education schools.
050400	Yearly renovation of 500 classrooms, 50 hostels, 100 staff quarter and 20 laboratories  <i>This target should have parallel percentages indicating the proportion they represent of the current infrastructure requiring renovation, to give a clearer focus to the effort required in school renovation policy</i>	Partial	To measure this, need the baseline: a) The number of renovations that have been done (for primary schools, SUBEB Dept of Physical Planning may have the information on their activity reports) b) The number of infrastructural facilities needing renovation: the 'facilities survey' of the EMIS report outlines only the status of the existing classroom (3 categories mentioned: 'in good condition', 'need minor repairs', 'need major repairs')



050500	<p>Yearly provision of teaching/learning materials to 50 post primary schools</p> <p><i>This target is not informative about quality improvement: the supply of teaching and learning materials should be proportionate to the number of pupils/teachers and not the number of schools. It would be better to consider alternative indicators, which can be measured with EMIS data ie the pupils textbook ration and the teacher guidebook ratio. These should be used as the basis of the target.</i></p>	Yes	EMIS for pupils to textbook ratio and teachers to guidebook ratio.
050600	<p>Yearly provision of teaching/learning materials to 200 primary schools</p> <p><i>See comment for 050500 above</i></p>	Yes	EMIS
050700	<p>Yearly provision of teaching/learning materials to all tertiary institutions as per the accreditation schools</p> <p><i>This target should be more specific about departmental requirements in terms of teaching and learning materials proportionate to the enrolment figure per course</i></p>	No	Could be obtained from the newly created Ministry for Higher Education
050800	<p>Provide seats for all students and pupils</p> <p><i>This target is not clear. If "seat" refers to furniture, see target below, and if "seat" refers to the capacity of the school to enrol pupils, it would be better to measure the access rate or the gross enrolment rate per level of education</i></p>	Yes	EMIS (primary and secondary schools) Newly created Ministry for Higher Education (tertiary)



050900	<p>Provide ¼ need of students and pupils furniture</p> <p><i>This target needs to be time-bound</i></p>	?	<p>The information on ‘needs’ and public efforts to provide pupils and students furniture should be available at the Physical Dept of the following institutions:          SUBEB (Basic Education)          SMOE (Senior Secondary)          Ministry for Higher Education (tertiary)</p>
051000	<p>Improvement of teachers competence and skills</p> <p><i>This target needs further clarification, particularly regarding whether it means improvement of initial teacher training to produce higher quality teachers or in-service teacher training to upgrade their qualifications. If it is the former, teacher training institutions could provide data on this annually. If it is the latter, SUBEB could provide information on the number of primary teachers that have benefited from upgrading training per year.</i></p> <p><i>A better proxy for the improvement of teachers competence and skills could be the pupils learning achievement either through common entrance exam results of the JSS3 exit exam.</i></p>	Yes	<p>The pupils learning achievement data are available at KERD for the common entrance exam and JSS3 exit exam.</p>
051100	<p>Yearly training and retraining of 400 teachers in post primary schools</p> <p><i>This target should include a percentage of the teachers requiring training/retraining</i></p>	Yes	<p>Senior Secondary Schools Management Board (SSSMB) for senior secondary school teachers.</p>



051200	<p>Yearly training and retraining of 1500 teachers in primary schools</p> <p><i>This target should include a percentage of the teachers requiring training/retraining</i></p>	Partial	<p>SUBEB: Personnel, School Services Dept, JSS Dept EMIS: the section of the school census that reports on training is not yet getting a response on this issue. However, EMIS provides information about category of teachers by qualifications, from which could be deduced the number of teachers 'unqualified' and therefore needing upgrades.</p>
051300	<p>Inculcation of reading habit in our students/pupils and population</p> <p><i>This target is almost impossible to measure; there is no baseline that has measured the population's reading habits. This is an indicator attempting to measure the culture of reading rather than literacy per se.</i></p>	No	None
051400	<p>Yearly establishment of 50 school libraries in post primary schools, 200 school libraries in primary schools</p>	Yes	EMIS
051500	<p>Reduce the number of Almajirai by 30%</p> <p><i>This target is a difficult one to measure, partly because of the nomadic nature of many Almajirai makes it difficult to know how many there are</i></p>	?	<p>Office of the Special Adviser on Education, Communication and Technology: it is understood (though has not been verified) that this office has undertaken surveys. It is unknown as to whether the office is tracking this process.</p>
051600	<p>Integration of 35% of Quranic education with formal system</p>	Partial	<p>To measure this, need:</p> <p>a) the number of Quranic schools from the Council for Quranic and Islamyya schools, a department of the Sharia Commission</p> <p>b) the number of those schools that have been integrated into the formal system from SUBEB School Services Dept.</p>

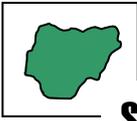


051700	<p>Mobilization of communities/Malams for support through media</p> <p><i>This target is too vague to measure; “mobilisation for support” would need to be more tightly specified</i></p>	No	There is no baseline from which to measure this target.
051800	<p>Improve teaching post/strength (mass production of teachers)</p> <p><i>This target should be simplified into increasing the number of qualified teachers; as it stands it seems to combine quality and quantity; both large issues which need to be dealt with separately; quality is more difficult to measure</i></p> <p><i>Two indicators could be used here:</i></p> <p><i>i) To monitor the recruitment of qualified teachers to allow both an increase in enrolment and the reduction of the pupil-teacher ratio the proposed indicator is the number of qualified teachers recruited annually</i></p> <p><i>ii) To control the deployment of teachers to ensure consistency between the numbers of pupils and number of teachers across schools, the proposed indicator is “the pupil teacher correlation” (R2). If R2 is close to 1, the relationship between school size and number of teachers allocated is tighter</i></p>	Yes	<p>For measuring the 2 indicators suggested:</p> <p>a) For Number of qualified teachers recruited each year: SUBEB for basic education teachers, SSSMB for senior secondary school teachers</p> <p>b) For the Pupils-Teacher correlation: EMIS gives the number of pupils, the number of teachers and the pupil-teacher ratio</p>



**Slgp**

051900	Establish more adult women Islamiyya schools and married women centres  <i>This target should include a specific number of schools and a timeframe</i>	?	Agency for Mass Education, and possibly DPRS in the Ministry of Education
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### *Education Management Information System (EMIS)*

The Federal Government of Nigeria defines the Education Management Information System (EMIS) as an “*integrated human and computer based process for providing all the information needed to support the activities of the Education Department including management, planning and decision making*”<sup>16</sup>.

At a State level, EMIS will enable the State Ministry of Education and key parastatals to:

- Obtain timely, uniform and quality data for various input and output measures
- Compare schools and regions
- Tie operating costs to output measures for efficiency ratings
- Provide numerical data by school, grade level, subject area in the identification of excellent and deficient schools
- Establish a flexible tool for answering complex questions regarding schools and regions<sup>17</sup>

### **Institutional Location & Staffing of M&E in Education**

#### *State Level*

At the State level, education M&E is carried out across a range of organisations: the State Ministry of Education (SMoE) and its parastatals, including most importantly the State Universal Basic Education Board (SUBEB), the Senior Secondary Schools Management Board<sup>18</sup>, and finally the Projects Monitoring Bureau.

Within the State Ministry, the key department is the Department of Planning, Research and Statistics (DPRS)<sup>19</sup>. It is divided into four units: Statistics, EMIS, Academic Planning Administration, and Academic Library. The Statistics Unit (which used to collect data from schools, the other departments of the Ministry, parastatals and other relevant institutions) is to be merged with the newly revitalised EMIS Unit. The EMIS Unit presently has a coordinator, but it will be staffed with a further 8 data analysts.

In terms of school inspection, at the State level inspection is now the responsibility of the Senior Secondary Schools Management Board, Kano Educational Resources Department (KERD) and the Science and Technical Board. Attempts are being made to harmonise inspection units across the State, but it is recognised that there is much work to be done in this regard.

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<sup>16</sup> Federal Ministry of Education, Education Data Bank Mission Statement 2003

<sup>17</sup> FGN State Education Sector Project (SESP), Kano State, Outline of Technical Paper, James Shoobridge & Daisi Olakunde, February 2007

<sup>18</sup> A full list of the Education parastatals in Kano State includes: Audu Bako College of Agriculture, Dambatta, Aminu Kano School of Islamic Legal Studies, Agency for Mass Education, College of Arts, Science and Remedial Studies, College of Education, Kumbotso, Kano State University of Technology, Kano State Polytechnic, Kano State Scholarship Board, Kano State Library Board, Kano State Teachers Service Board, Science and Technical Schools Board, State Universal Basic Education Board and the new Senior Secondary Schools Management Board.

<sup>19</sup> The other departments under the new structure of the Ministry are: Educational Support Services, Private Schools, Arabic and Islamic Studies, Physical Planning, and Administration and General Services. Further, there is an extra department slightly separate from the main Ministry, the Kano Education Resources Department (KERD).

Within SUBEB, there is a parallel Department of Planning, Research and Statistics<sup>20</sup>; and EMIS is housed within the Statistics Unit. EMIS has been fully operational in its current form within SUBEB for several years. There are 14 staff, headed by a Deputy Director. There are four statisticians in the unit (at grade levels 12 and 13) and the remaining staff are grade levels 9 and 10<sup>21</sup>.

The SUBEB School Services Department is responsible for an Inspectorate Unit, which sends out School Supervisors to visit primary schools. There is also an M&E Unit under the Office of Chairman in SUBEB, with some 20 staff, including a secretariat of five or six. This unit focuses on monitoring from two angles; the school and the LGEA.

The Projects Monitoring Bureau has a Monitoring and Evaluation Department, within which sits a Human Services Unit<sup>22</sup>, which covers education and health. There are three staff within the unit, grade levels 14-07.

#### *Zonal Level*

Kano State is divided into ten zones by the Ministry of Education, and into 8 zones by SUBEB. Both have a zonal presence, which carries out inspection respectively on secondary and primary schools.

#### *Local Government Level*

The State is divided into 44 Local Government Areas. The local government main responsibilities in relation to education are the payment of primary school teachers and the funding and minor maintenance of primary school infrastructure. There is a Local Government Education Authority (LGEA), headed by a political appointee, the Education Secretary, who reports both to the Local Government Chairman and to SUBEB. The LGEA is divided into four departments: Personnel, School Services, Finance and Planning, Research and Statistics<sup>23</sup>. Both School Services and PRS departments are responsible for monitoring of different elements of education, the former inspecting the classroom, the latter the physical infrastructure. In the LGEA visited for the purposes of this study, the School Services department consisted of 20 inspectors, and the PRS department some 15 individuals. Further, an M&E Unit of 18 staff had been created by the Education Secretary, which reported directly to him<sup>24</sup>. However, not all LGEAs have an established M&E Unit.

### **Financial Resource Allocation to M&E**

Ministry EMIS development is being supported by DFID and the World Bank through the new State Education Sector Project (SESP) from 2007-2011, and the plans for its development have been given technical support through DFID's CUBE project. The latter has also been supporting the SUBEB EMIS.

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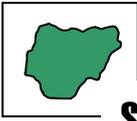
<sup>20</sup> The other departments are School Services, Social Mobilisation, Junior Secondary Schools, Nomadic Education, Personnel Management and Finance.

<sup>21</sup> Appointments and promotions to the different grade levels of government service are based on qualifications and years of experience. Senior Cadre starts with Grade Level 8 and requires a University degree or its Polytechnic equivalent.

<sup>22</sup> There are four other units in the department: Economic Services, Essential Services, Allied Services and the Technical Advisory Unit.

<sup>23</sup> Additional departments may be added to this structure to reflect the SUBEB structure at the State level.

<sup>24</sup> Wudil LGEA



SUBEB EMIS was started with technical assistance from USAID through the LEAP project (2000-04). The structure for SUBEB funding overall is counterpart funding, split between Local, State and Federal government, and additionally SUBEB receives donor funding. Although SUBEB answers to the State Ministry of Education, it is better financed than the Ministry; this has been the case for EMIS until the recent plans to breathe life into the MoE EMIS through the State Education Sector Project.

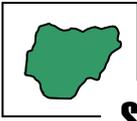
At the LGEA level there is no dedicated budget line for M&E and data collection per se, but an overall amount per month for overheads is allocated from SUBEB to the LGEA. In Wudil, this was reported to amount to Naira 90,000 per month; a fraction of the amount required to cover the transport costs of the numerous staff employed. The law states that 5% of the total primary school teachers' monthly salary should be given to the LGEA for covering overhead costs, but this does not happen.

### **Data Collection & Flow**

The key sources of data for all education M&E at the current time are the school census for the quantitative data, and the examination results for the qualitative data. The census is carried out on an annual basis at the beginning of the academic year, and is the foundation of the EMIS system. The school census is coordinated by SUBEB at a primary school level (and SUBEB is now being mandated to take on the Junior Secondary School level too) and by the Ministry for the Senior Secondary School level. Census forms are filled in at the school with assistance and training from the Ministry and SUBEB respectively, and then the forms move through the zone to the State Ministry, or to SUBEB for analysis in Kano. The census data is quantitative, and checked at the Federal Ministry of Education Data Bank to enhance reliability. Data is available for the 2004-05 year, and is being finalised for 2005-06. At the moment the data flow is mostly one way; upwards from the school, but the school does not see the analysis or any kind of ranking in terms of its status in comparison with other schools. SUBEB EMIS have produced summaries of the schools within an LGEA, and disseminated them back to the LGEAs, though in Wudil this had not been done every year. School-based analysis is not sent back to the individual school.

Under the SESP project it is planned to produce a simple school report card, which will contain key information on the school and two critical performance indicators to help to assess the management of educational resources:

- First level of resource management: equity in allocation of resources across schools. Indicator: The allocation of resources in relation to the environment of the school. This will be based on a composite index that will describe the elements of the 'environment' of the school, and will help to compare schools on their ability to challenge their context to meet school objectives.
- Second level of resource management: transformation of resources into educational results at the school level. Indicator: The results of the school compared to its resources. This will also be based on a composite index of results including gender parity, learning achievement and completion rate against resource inputs (human, material, financial, and yet to be finalised). This indicator will help to compare the schools on their ability to transform resources into results.

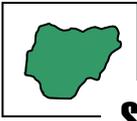


Parallel qualitative data is available through the school inspection system, but this is not yet being systematically analysed. School Inspection is carried out at all levels (in total there are 11 inspectorate bodies from the local government level upwards) but it is not fully coordinated, and it seems that there is a great deal of repetition in the layers of inspection that require streamlining, harmonising as well as data capture. After inspection, a school is given immediate feedback, to ensure that micro adjustment can happen, but ***there is no systematised mechanism for inspection data to be integrated and analysed at a more general level to input into policy development, or to prioritise and coordinate the inspection process.***

For example, at the LGEA level, the School Services department is responsible for supervision and inspection of primary schools. Two local inspectors (one Islamic, one secular) are assigned to an area of the LGA, covering a number of schools. If given adequate transport funding, they could be out inspecting 2-3 times a week; with inspection ranging from spending a whole day in a school to a brief follow up visit. A school inspection covers issues such as teacher and pupil attendance, the learning materials present in a school, and recommendations for improvement. The inspector fills out a template, and from that basis reports go to the Board of the School and to the LGA. It was stated in Wudil that the M&E Unit was doing distinct and different work from the school inspectors, checking whether the inspector's recommendations had been fulfilled; but the forms that were shown covered exactly the same issues.

SUBEB also carries out its own inspection. Its School Services Department Inspectors focus on the classroom, looking at pupils' attendance, teacher's attendance, teacher's performance, but also more broadly at the facilities, record keeping and Parent Teacher's Association activities. A full inspection takes a whole day. SUBEB inspectors come back to the LGEA and write a report for the Education Secretary. At SUBEB headquarters, inspectors have access to EMIS and they can compare their findings with the data on EMIS. ***However, EMIS is not yet being updated based on inspectorate findings at any level.***

Further, under the M&E Unit of the Office of the Chairman in SUBEB another layer of inspection takes place. School focus visits look at the progress of new projects funded by SUBEB, level of completion, but also beyond that to the further needs of schools in terms of infrastructure and how finances are managed. This Unit liaises with the other departments of SUBEB before going out on school visits, and they submit their data to EMIS, though it is not actually being updated with this information. The LGEA focus visits look at store management, infrastructure, personnel management and finance; and these visits are crosschecked by the visits to the schools.



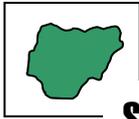
The Projects Monitoring Bureau gathers monthly disbursement figures from the Ministry of Finance for capital projects, and then works with the Ministry of Education and SUBEB on checking project execution. PMB carries out site visits almost weekly, carrying out project start off inspections, project implementation inspections and project completion inspections. PMB produces quarterly reports that are its main form of monitoring report<sup>25</sup>. A quarterly report will include information relating to the revenue and expenditure profile of the Ministry or MDA, capital undertakings, and findings on individual projects. Observations and recommendations are included. If an issue of real concern arises, a separate letter may be written for immediate attention by the agency. The main purpose of the monitoring visits is to check expenditure, not just capital but also overheads. The PMB works to ensure that projects are executed as stated in the budget. The quarterly report is sent to the Permanent Secretary of the PMB, to the Commissioner of Planning and Budget, and to the Governor of the State.

### **Linkages with the Federal Level**

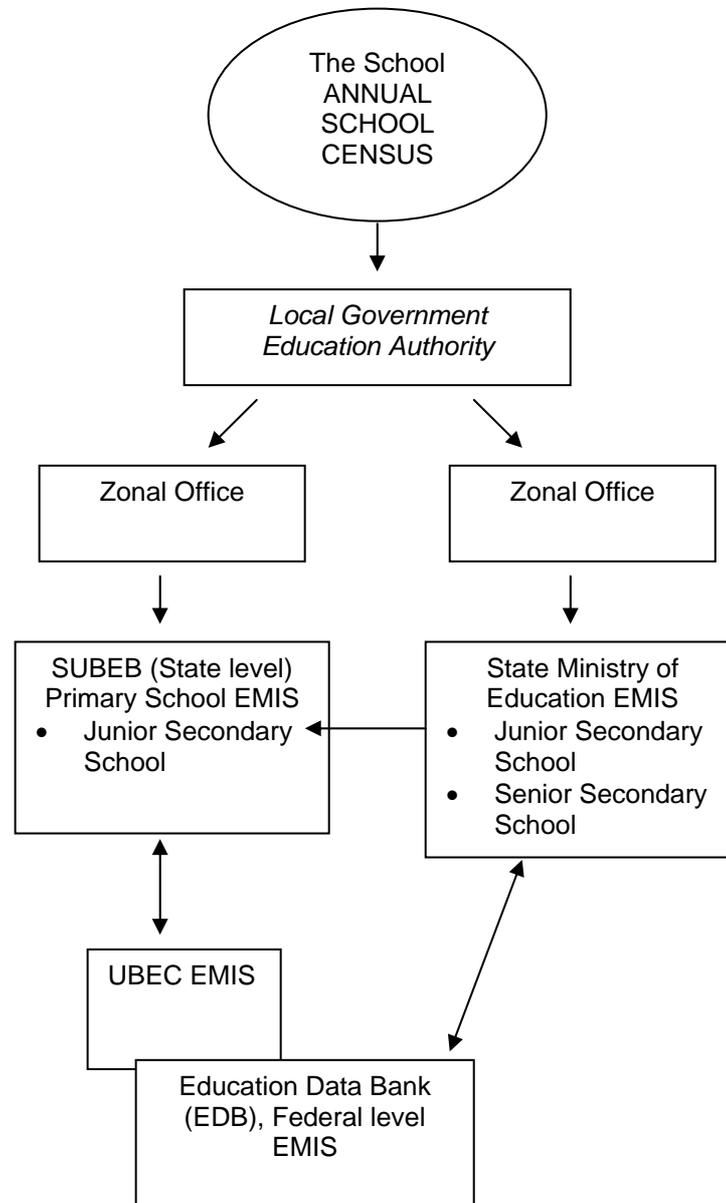
There is a degree of integration with the federal system of education data, through EMIS. The Federal Ministry of Education Data Bank has a relationship with both SUBEB and the SMoE, provides supervision and feedback on data quality coming through the system, and linked technical assistance through the CUBE programme. The norm for EMIS is now set at the federal level, including the software. The annual Statistical Yearbook on Education is currently produced at the Federal level; as yet there is no State-by-State publication.

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<sup>25</sup> PMB is also producing an overall budget implementation report on an annual basis.

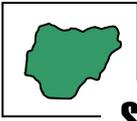


*Data Flow through the Institutional System*



This simple (and simplified) diagram indicates four key features:

- That the school census is at the heart of the EMIS system, and that other forms of data are not flowing from one level to another
- That data flow is one-way, other than at the level between State and Federal interchange for quality control
- That responsibility for the Junior Secondary School EMIS is shifting from the State Ministry to the SUBEB EMIS
- That federal level EMIS is split between UBEC and the Federal Ministry. The former holds all EDB data, but also collects additional data. Work to streamline the two is ongoing.



### **Key Data Challenges and the Culture of Information Use**

While the education sector is regarded as the most advanced in terms of its M&E system in Kano, and in terms of sectoral planning, there are a number of critical data challenges within the ongoing development of education information management. Many of these are gradually being addressed by the Ministry of Education, which is benefiting from external support from DFID and the World Bank:

***The importance of the census data:*** As yet, the 2006 population census data has not been released for the LGA level. Without this data, out of school levels cannot be calculated, nor can completion rates, as well as other key indicators for education.

***Remaining information gaps:*** Counting students with any accuracy is a problem, as there is significant migration between formal and informal schools (and some primary school pupils belong to both public school and islammyya schools), and there is also a lack of accurate data on private schools (enrolment, retention, completion rates, numbers of teachers).

***Inspection information not feeding into EMIS:*** There are key issues around the data generated through the multiple layers of inspection taking place within both the primary and secondary school systems. Apart from the need to harmonise the layers of inspection in terms of content, information flow and timing, it is fundamentally important that inspection information is feeding into the EMIS system.

***Centralising data at the State level:*** SUBEB operates a parallel structure to the State Ministry of Education. While this is an institutional reality beyond the remit of this study, it has ramifications in terms of data gathering and harmonisation. One issue is simply that the SMoE EMIS system is behind the SUBEB EMIS system in terms of development, although this is being addressed with external support. Another issue relates to the fact that SUBEB and the Ministry use different zonal definitions; meaning that zonal analysis will relate to different geographical areas for primary and secondary education. SMoE EMIS should hold all education data within its EMIS; though this will take time to realise due to the sheer complexity of current data gathering practice.

***Lack of baselines:*** In addition, there is much baseline information that is lacking for Kano education M&E, some of which is highlighted under Table 1. Under the new SESP project, two relatively large baseline studies are to be undertaken in 2007 to fill some of the gaps: one on the learning achievement i.e. the level of literacy and numeracy among Grade 4 and Grade 6 pupils, combined with a survey of teaching and learning conditions at the same time in the same schools. The second survey is on HIV/AIDS knowledge, attitudes, practices and skills among grades 4-9 students and teachers.

***The role of PMB:*** While PMB is playing a valuable role in terms of budget implementation monitoring, it is not yet in a position to monitor SEEDS targets, due to its own capacity issues.

***Sustaining EMIS beyond the donor inputs:*** It is worth noting that the development of EMIS at a State level has been heavily dependent upon external support to date and that for the long term the State will need to consider how it ensures sustainability of the system

## Annex 4

### Health

#### The K-SEEDS Framework for Health

##### ***The Sectoral Policy Framework and K-SEEDS***

The Kano State Health Policy is effectively summarised within the context of the Millennium Development Goals (MDGs) and the Kano State Economic Empowerment and Development Strategy (K-SEEDS). Like its Federal counterpart, it outlines priority areas for health: re-orienting the values of Nigerians, reforming government and institutions, growing the role of the private sector, and enshrining a social charter on human development with the populace. The development of a comprehensive health sector reform programme is an integral part of K-SEEDS.

##### ***K-SEEDS and Health Targets linked to the Budget***

Under the 2005 – 07 K-SEEDS, the health programme for 'Improvement to Human Health' has 16 targets. These targets are linked to the capital budget in line with the new Budget Classification and Chart of Accounts (578 million Naira for the health programme, or 2.2% of the entire capital budget). The Ministry of Health is allocated 97% of the capital budget, and three other MDAs have budget lines against it<sup>26</sup>. The Ministry of Health has budget allocations in the education arena, in water, rural development, and also in infrastructure.

##### ***Monitoring of K-SEEDS***

There has been no conscious effort on the part the Ministry, her parastatals or departments to monitor any of the targets.

Table 1 gives an outline of the set of health targets, showing whether there is data available to monitor the targets, and where such data can be found. The table also contains commentary on whether or not the targets are measurable, and some suggestions for improvement.

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<sup>26</sup> The Office of the Secretary to the State Government (almost 2%), the Ministry of Women's Affairs and Social Development (less than 1%), and the Ministry of Works and Housing (less than 1%).

**Table 1: Health K-SEEDS Targets: Improving Human Health (04000)**

<b>Code</b>	<b>Target (&amp; Commentary in Italics)</b>	<b>Data Available? Yes/No/Partial</b>	<b>Where is data?</b>
040300	<p>Have halted by 2015 and began to reverse the spread of HIV/AIDS (MDG607)</p> <p><i>This is an MDG target. It is beyond the lifespan of K-SEEDS, which is on a 3-year timeframe, and it needs to be set accordingly.</i></p>	Partial	HMIS Unit, SACA and GHAIN
040400	<p>Have halted by 2015 and began to reverse the spread of incidence of Malaria and other major diseases (MDG608)</p> <p><i>This target is also one of the MDG targets. It is beyond the lifespan of K-SEEDS and needs to be amended to reflect a 3-year timeframe.</i></p>	Partial	HMIS Unit, SACA and GHAIN
040500	<p>In cooperation with pharmaceutical companies provide access to affordable essential drugs (MDG 817)</p> <p><i>Another MDG target. It needs to be more specific in terms of defining access, affordability and what constitutes 'essential drugs'.</i></p>	Partial	SMoH/DMA  A survey should be conducted to establish baseline data.
040600	<p>To reduce maternal mortality rate by 50% by the year 2007 (MDG 506)</p> <p><i>Current data available to track this target comes mostly from health facilities, but other data is required from a variety of sources including 2006 census data (down to community level)</i></p>	Partial	HMIS Unit, Registries of birth and deaths and census data at community level
040700	<p>To reduce infant mortality rate by 20% by the year 2007 (MDG 405)</p> <p><i>Current data available to track this target comes mostly from health</i></p>	Partial	HMIS Unit, Registries of birth and deaths and census data at community



	<i>facilities, but other data is required from a variety of sources including 2006 census data (down to community level)</i>		level
040800	To provide access for all women and children to basic health by the year 2007  <i>This target is vague and needs to be more specific.</i>	No	There is need for a survey to establish the baseline data
040900	To provide skilled assistance at birth to at least 40% of women by the year 2007	Yes	HMIS Unit
0401000	Achieve 35:65 cost sharing between people and government for all health services by year 2007  <i>This target has to be more specific by selecting an aspect of health care i.e. malaria treatment and using it as a proxy.</i>	No	There is need for a survey to establish the baseline data
0401100	Eliminate /minimize the out of stock syndrome in all public hospitals by the year 2007  <i>What is the current out of stock situation, and how can we know when it is eliminated?</i>	No	There is need for a survey to establish the baseline data
0401200	Improve the response time to emergency call/treatment by 50% by year 2007  <i>This target is inappropriate in a Nigerian set-up since ambulatory services are not part of public health care services. There is no data available to measure this target.</i>	No	There is need for a survey to establish the baseline data
0401300	At least 90% of the general population would have known at least 2 acceptable ways of protecting themselves against HIV/AIDS by year 2007  <i>This target would be expensive to track properly: measurement would depend heavily on surveys.</i>	Partial	HMIS Unit, SACA and GHAIN



0401400	<p>Achieve a 70% increase in the health facilities providing VCT and other support services by the year 2009</p> <p><i>This target needs to be reframed in line with the K-SEEDS life span of three years. Data needed includes 2006 census data.</i></p>	Partial	HMIS Unit, SACA and GHAIN
0401500	<p>Achieve 60% reduction in the incidence of STIs among people at risk by year 2007</p> <p><i>This target is population based and can be calculated if data is disaggregated to community level. Currently not all elements are part of routine data collection.</i></p>	Partial	HMIS Unit
0401600	<p>At least 90% of PHCs and their workers should be able to diagnose and treat common STDs by year 2007</p> <p><i>Careful consideration needs to be given to how to measure this. A possibility would be recording the availability of STI treatment protocol plus a survey of PHC workers to assess their knowledge and skill levels.</i></p>	Partial	HMIS Unit
0401700	<p>Decreasing HIV prevalence among ANC attendants by the year 2007</p> <p><i>This target is vague. Reduce from what to what among which facilities?</i></p>	Partial	HMIS Unit, SACA and GHAIN
0401800	<p>At least 50% of PLWHA will have access to ART in the year 2007</p> <p><i>This target is too ambitious. What numbers are we talking about in terms of PLWHA, and how many have access to ART? A survey is needed to determine the baseline.</i></p>	Partial	HMIS Unit, SACA and GHAIN

## Institutional Location and Staffing

### *State Level*

At the State level, Health sector M&E is carried out within the Ministry's departments and parastatals, and by the Projects Monitoring Bureau (PMB).

The Kano SMOH has six functional departments, which include the following:-

- Department of Planning Research and Statistics (DPRS)
- Primary Health Care and Disease Control (PHC/DC)
- Department of Medical and Health (DMH)
- Department of Pharmaceutical Services (DPS)
- Department of Nursing Services (DNS)
- Department of Administration and General Services (DAGS)

The Ministry also has two parastatals: the Hospitals Management Board (HMB) and the Drug Manufacturing Agency (DMA).

Of the six departments in the SMOH, two are most crucial to M&E: DPRS and PHC/DC. In pursuance of the health sector reform agenda, Kano State established a Health Management Information System (HMIS) Unit within the Department of Planning Research and statistics (DPRS). The DPRS is the Ministry's organ for planning, execution, monitoring and evaluation of health services in the state. *"Planning, monitoring and evaluation of health services are hampered by the dearth of reliable data"*. Hence, the establishment of the HMIS Unit with a clear mandate and machinery to collect, collate analyze and make available health data:

- To assess the state of the health of the population;
- To identify major health problems;
- To set priorities at the local, state and national levels;
- To monitor the progress towards stated goals and targets of the health services;
- To provide indicators for evaluating the performance of the health services and their impacts on the health status of the population;
- To provide information to those who need to take action, those who supplied the data and the general public.

One of the major functions of the HMIS Unit is to monitor the progress towards stated goals and targets; and to provide indicators to evaluate the performance of the health services and their impacts on the health status of the population. Clearly as these are stated, however, there seem to be no conscious efforts to monitor these K-SEEDS targets, probably because some of them are over ambitious, some are vague, and some have no baseline data against which to measure them. ***The most important reason however, is that, monitoring and evaluation as a function of management is at its infancy.***

The HMIS Unit houses the machinery for data collection, collation, analyses and presentation on behalf of the DPRS. As at present it is manned by a Deputy Director with three Data Capturers under him. They capture all routine data.

The Primary Health Care and Disease Control Department has an M&E Unit manned by a PHC M&E Coordinator. He handles M&E Work as it relates to epidemics or Disease Surveillance Data from the LGAs.

The HMB is the government agency responsible for management of Secondary hospitals, especially General hospitals. It has three directorates and two departments; which include the following:

- Directorate of Administration and Finance
- Directorate of Hospital Services and
- Directorate of Medical Services

The departments are those of:

- Pharmaceutical Services
- Nursing Services

The Projects Monitoring Bureau has a Human Services Unit<sup>27</sup>, which monitors projects related to health and education. It has four staff grade levels 14-07.

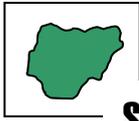
The Ministry for Local Government has direct cabinet responsibility for Local Government Administration including the Local Government Health Department. The Ministry of Health on the other hand has supervisory responsibility over PHC services offered at the LGAs by the LGA Health Departments. To this end therefore, the PHC facilities submit data to the PHC M&E Coordinator at the SMoH, who in turn submits it to the HMIS Unit of the SMoH.

#### *Zonal Level*

Of these functional directorates and departments, the one that has major responsibility for M&E is the department of hospital services. The HMB has 13 Administrative zones; created to facilitate the management of the 35 secondary hospitals under the HMB, scattered throughout the state. The M&E Officers appointed to supervise M&E work in the zones are as follows:

S/No	Zone	LGAs	Zonal Officers	M&E
1.	Municipal Zone	Kano Municipal	Suleman Durum – Gwale LGA	Musa
		Fagge		
		Tarauni		
		Nassarawa		
		Gwale		
2.	Rano Zone	Dala	Bala Mohd. Tukur  Bunkure LGA	
		Rano		
		Kibiya		
		Bunkure		
		Garun Galam		
		Kumbotso		
3.	Dambatta Zone	Dawakin Kudu	Bala DambatTa	Ahmed
		Dambatta		
4.	Gwarzo Zone	Makoda	Musa Abubarkar  Karaye LGA	Abdu
		Gwarzo		
		Rogo		
		Kabo		
		Shanono		
Bebeji				

<sup>27</sup> The Monitoring and Evaluation Department of the PMB houses four other Units: Essential Services, Economic Services, Allied Services and the Technical Advisory Unit.



		Karaye	
		Kiru	
		Madobi	
		Rimin Gado	
5.	Gaya Zone	Gaya	Adamu B. A. Musa
		Ajingi	Ajingi LGA
		Albasu	
		Takai	
		Sumaila	
		Garko	
		Wudil	
		Warawa	
6.	M. M. S. Hospital Zone	MMS Hospital	Sanusi S. Garba
7.	M. A. W. S. H. Zone	MAWS Hospital	Magaji Adamu
8.	S. M. J. G. H. Zone	SMJGHospital	Mohd. Tukur Ibrahim
9.	S.M. S. G.H. Zone	Gezawa	Abdulkarim M. Salisu
		Minjibir	
		Gabasawa	Minjibir LGA
10.	Waziri Gidado Zone	Ungogo	Ahmed Malam
11.	Hasiya Bayero Zone	Hasiya Bayero Hospital	Tsoho Ali
12.	Bichi Zone	Bichi	Auwalu Isiyaku
		Kunchi	Dawanau
		Tsanyawa	
		Bagwai	Dawakin Tofa LGA
		Dawakin Tofa	
		Tofa	
13.	Tudun Wada Zone	Tudun Wada	Ado Abdu San'Ido
		Doguwa	T/Wada LGA

The Director of Hospital Services has direct responsibility for M&E of the HMB services. Assisting him is a Chief Planning Officer; he directly oversees the 13 zonal officers of the HMB. The 13 zonal offices are manned by 13 zonal Directors who receive data of health activities in all the zones with regards to hospital services including the Monthly Summary Forms supplied by the SMoH to all facilities including hospitals to keep track of all the activities of the facilities in terms of services. The HMB keeps copies of these reports and pass them to the HMIS Unit of the SMoH. The HMB uses the administrative data to assist them in decision making on a day-to-day basis.

#### *Local Government Level*

At the LGA level, there are four functional service departments, which include:

- Administration and Finance
- Education
- Agriculture and
- Health

The Health Department is headed by a PHC Coordinator and has a deputy and an assistant. The assistant PHC Coordinator also doubles as the M&E Officer of the LGA. He has the responsibility of seen to the M&E activities of the LGA.

The staff allocation for M&E is by all standards inadequate. The summary of staff disposition dedicated for M&E work in all the ministries and departments in question are shown in the table below:

Cadre of staff	SMoH – DPRS	SMoH – PHC&DC	SMoH – HMIS Unit	MFLG	LGA Level	Total
Senior	2	2	-	1	1	6
Intermediate	-	3	3	-	1	7
Junior	-	-	1	-	-	1
Total	2	5	4	1	2	14

(Senior staff are grade levels 12-17, Intermediate are 08-11, and Junior are 01-07)

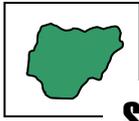
The senior officers in these positions range from the rank of Community Health Officer (CHO) to Director PHC Services or other senior health cadres depending on where one is working. The intermediate cadre are Community Health Extension Workers (CHEWs) or Environmental Health Workers also known as Sanitary Inspectors. The junior officers involved in this work are either junior CHEWs or other Ordinary Level (O/L) certificate or secondary school graduates as the case may be.

#### **Financial Resource Allocation to M&E**

There is no evidence to show that a budgetary allocation or vote of charge is dedicated M&E of K-SEEDS at the SMoH, HMB, MFLG or even at the LGA level. In terms of personnel however, the following are in place:

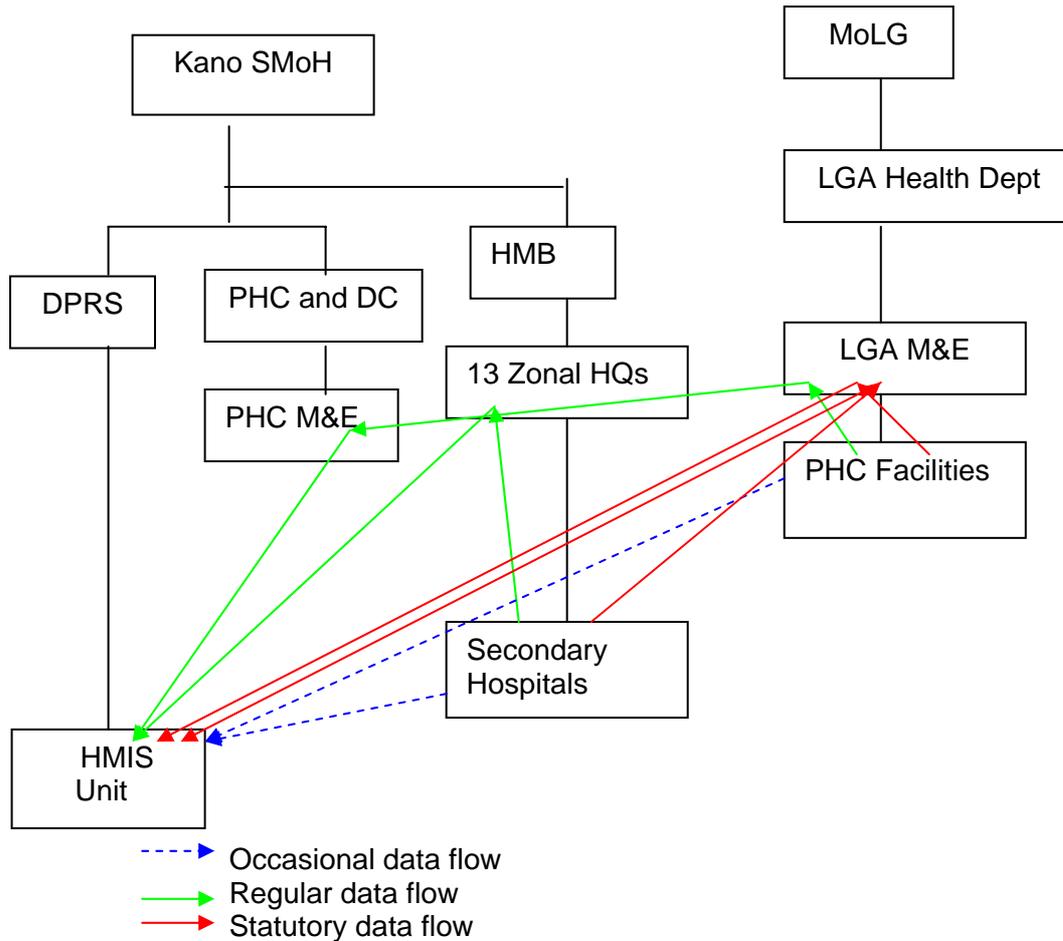
- SMoH – DPRS, Director and Assistant Director
- PHC & DC, M&E Coordinator, Deputy and Assistant. Under them, there are six zonal M&E Officers scattered across the state.
- Director Hospital Services and his assistant who is also the chief Planning Officer. Under them are 13 Zonal Directors who oversee administration of secondary hospitals within the LGAs in their zones and report to the HMB
- MFLG, there is a Head of Department Health (PHC), with no other staff under him in the Ministry.
- LGA level – The Head of Department (HOD) health or the PHC Coordinator usually has a deputy, and an assistant, who doubles as the M&E Officer for the LGA. In effect therefore, there is one M&E Officer for each LGA.

***In SMoH, MFLG, HMB, and the LGA Health Department level, there is no dedicated budget line for M&E work.*** However, when officers are going out for monitoring, the Ministry or the supporting agency such as PATHS, WHO, or UNICEF, gives such officers funds to cover the fuel money. It is either a fixed amount of money, or is given according to the distance to be covered during the monitoring visit. Basically, most visits are for monitoring, there is little or no evaluation done in the whole M&E system of the health sector.



### Data Collection and Flow

Data on all health activities in all the health facilities (PHC and Secondary hospitals) is collected in a summary form on monthly basis. The data summary format has 127 data elements covering admin and service delivery data. The big challenge here however, is data quality and timeliness. However, the system in place has an in-built mechanism in place to check for and ensure data quality at all levels starting from the facility level to the data entry point at the HMIS Unit of the DPRS in the SMOH.



The statutory data flow policy requires that data produced at the facility level (both PHCs and Hospitals) is submitted to the LGA Health Department through the LGA M&E Officer on a monthly basis. From the LGA it is summarized for the whole LGA and submitted to the SMOH on a quarterly basis. On the State level, summaries are compiled and forwarded to the Federal Ministry of Health (FMoH) on bi-annual basis. All projects and programmes are supposed to satisfy their data needs at the appropriate organization units depending on their locations; whether at LGA, State or Federal levels.

In practice however, as can be seen in the flow chart above; data produced at the PHCs is collected by the LGA M&E Officers and directly submitted to the HMIS Unit of the SMOH or copies are made and shared between the HOD PHC at the MoLG and the HMIS Unit of the SMOH. On the other hand data from hospitals is sent through the HMB where copies are made and retained before forwarding to the HMIS Unit of the SMOH. Also, programme data (disease surveillance and immunization) is shared with WHO and UNICEF respectively who are supporting these programmes.

This data is basically used for day-to-day management of health facilities, planning of health care delivery as well as for monitoring.

### **Key Data Challenges and the Culture of Information Use**

The HMIS system for Kano (supported by PATHS since June 2005) has helped to put in place the machinery for data collection, collation, analysis and use for decision making as well as for the monitoring of health programmes. This work has also supported the M&E work of the health sector through capacity building and incentives to the M&E Officers to serve as an effective link between health facilities and the Ministry. There is a lot more to be done. The major challenges include the following:

- **Sustainable Availability of Data Collection Tool:** Tools such as Registers, Forms and Formats are necessary. Other necessary tools include Computers and Accessories.
- **Sustainable Availability of Human Resources and Capacity Development:** The key department for M&E work is the DPRS. It can be seen that the DPRS has only five staff. This staff strength by all standards is inadequate. This situation is similar in all the departments and agencies of the Ministry like the HMB and the LGA health departments.
- **Low Reporting Rate:** The rate of data reporting from the lower reporting units such as health facilities and the LGAs is still very low. For example, the rate declined from about 60% in the first six months of 2006 to about 37% in the last six months of the year.
- **Poor Quality Data:** The data quality has improved greatly from what it was when the SMoH requested for support from PATHS to improve HMIS. The improvement notwithstanding; there is still much room for improvement in the data quality.
- **Lack of Information Use:** Hitherto, there was little or no systematic effort to collect process and use information to support decision-making. Even with the improved availability of relatively good quality data and information the use of it by managers has not yet improved significantly.

In the light of the foregoing therefore; it is easy to conclude that, the culture of information use is yet to be imbibed within the health care sector. Currently, there is no evidence that decisions are taken based on information. Budgetary allocations and staff deployments or postings to facilities do not reflect the workload based on data coming from services rendered by the facilities. In other words, decisions are not evidence-based. One can safely conclude that the culture of information use is at its infancy.

## Annex 5

### Water

#### The K-SEEDS Framework for Water

##### *The Sectoral Policy Framework and K-SEEDS*

There is, at the moment, no overall water policy for Kano State. However, there is talk of a 20 year Water Master Plan. Ideally, water targets in K-SEEDS II could be a 'three year rolling plan' drawn from the 20 year Master Plan.

The Rural Water Supply Agency (RUWASA) states that it is guided by Rural Water Supply 2015 Master Plan. The overall objective in this plan is to improve access to drinking water in the rural areas. Specifically, the plan seeks to reduce the ratio of 500 persons per water point to 250 persons per water point by 2015. This objective is consistent with the Millennium Development Goal and K-SEEDS target, which states: Halve, by 2015, the proportion of people without sustainable access to drinking water and sanitation.

##### *K-SEEDS and Water Targets Linked to Budget*

Under the 2005-2007 K-SEEDS, Water Resources and Rural Development Program have a set of 5 targets. Each of these targets is explicitly linked to the 2007 budget. (From the new Budget Classification and Chart of Account BC&CoA, more than N2.3billion or 9% of the total capital budget has been allocated to water)<sup>28</sup>. The agencies in the water sector are aware of the K-SEEDS targets on water. Both the Ministry and Water Board officials recalled the targets verbatim. K-SEEDS targets on water are mainly focused on water supply in what has been described as 'Greater Kano' – a radius of thirty kilometres from the city centre (Emir's Palace).

##### *Monitoring of KSEEDS*

Water targets in Kano State are only partially monitored. However, the target on borehole water supply is not monitored as can be seen from Table 1.

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<sup>28</sup> Ministry of Water Resources has a lion's share (85%) but other ministries also have capital budget lines in Water Resources: Ministry of Rural and Community Resources (N275,300,000), Ministry of Education (N48,000,000), Ministry of Health (N15,000,000), Ministry of Agriculture (N6,275,000) and Women Affairs and Social Development (N5,000,000). Conversely, water Ministry has capital budget lines against KSEEDS targets in agriculture, education, procurement, ICT and infrastructure.

**Table 1: Water K-SEEDS Targets: Water Resources and Rural Development (General) (100000)**

Code	Target	Info Available (Yes/No/Partial)	Where is data?
100100	<p>Halve by 2015 the proportion of people without sustainable access to drinking water and sanitation</p> <p>This target, taken directly from the MDG target, has too long a timeframe for KSEEDS and should be modified accordingly</p>	Partial	<p>To measure this, requires:</p> <ul style="list-style-type: none"> <li>a) Data on expansion of underground pipes;</li> <li>b) Data on new water connections;</li> <li>c) Population data from the 2006 census</li> </ul> <p>(Water Board Reports Available)</p> <p>A water coverage map is produced by the Water Board to reflect progress but a survey is required to determine or authenticate this.</p>
100200	<p>Increase access to water from the current 37.6% to 50% by year 2007</p>	Partial	<p>To measure this, requires:</p> <ul style="list-style-type: none"> <li>a) Data on expansion of underground pipes;</li> <li>b) Data on new water connections;</li> <li>c) Population data from the 2006 census</li> </ul> <p>(Water Board Reports Available)</p> <p>A water coverage map is produced by the Water Board to reflect progress but a survey is required to determine or authenticate this.</p>
100300	<p>Improve water supply from the Challawa Complex to above 200mm litres per day by year 2007</p>	Yes	<p>This is measured by bulk water meters or nominal capacity of 'high lift pumps. A pump operator in the Production Department of the Water Board records this data on a daily basis.</p>



100400	Achieve 400mm litres per day by year 2007	Partial	This is the 150liter Tamburawa Water Project, which is still ongoing. Periodic progress reports are prepared by the Water Board
100500	Borehole water supply scheme to reach 11,000 (units of boreholes) by year 2007	No	To measure this requires:  Census of existing boreholes, which is not available.  Reports are made on new borehole projects but data is lost in 'transition' – RUWASA M&E officers currently have no offices.  Federal Ministry of Agriculture and Water Resources is initiating a survey to establish and map the number of:  1. Motorized boreholes and their installed capacity; 2. Hand pumps boreholes.

## Institutional Location and Staffing

The Water Sector in Kano State is organized around four key players:

- **Ministry of Water Resources:** The Ministry formulates policies and set targets in the water sector. These policies are implemented through the Kano State Water Board, which is responsible for urban water supply throughout the state.
- **Ministry of Rural and Community Development:** This Ministry formulates policies for rural water supply in Kano State. These policies are implemented through Rural Water Supply Agency (RUWASA).
- **Hadejia-Jama'are River Basin Authority:** This federal agency is responsible for managing federal dams (Challawa and Goje dams) in Kano State. The Water Board states that when have shortages in water supply they approach this agency for release of water from the dams. This agency, however, states that natural water supply from the Kano River supplies the Water Board and that it has no recollection of when they were approached by water board for release of water. The only possible situation of water supply shortages was during general maintenance when the two dams will be shut.
- **Local Government Areas:** The local government Works Department is responsible for coordinating water supply in the local government areas. Their main activities are sinking boreholes and wells and maintenance of existing facilities.

Monitoring and evaluation is a routine task in the water sector. Its location and relevance depends on the MDA and its 'strategic' position in the sector. The following was observed at:

### *State Level*

- The Ministry of Water Resources has five departments including the Department of Planning, Research and Statistics (DPRS) where the M&E function is located<sup>29</sup>. The DPRS consists of three units – Planning, Research and Statistics units. However, Research and Statistics have been joined together. A Deputy Director heads each unit. The Planning Unit has four additional officers: three newly recruited engineers on Level 08 and a Principal Officer on Level 12. The Research and Statistics Unit also have three additional staff: two Officers on Level 08 and one Officer on Level 09. Deputy Director (Planning) and Deputy Director (Water) who are both Level 15 officers team up to do M&E work, although a Committee that cuts across the five departments in the Ministry is sometimes formed to supervise projects in other areas outside Greater Kano. Except for the newly recruited graduate engineers, all officers involved in M&E activities have five years experience or above. At least two additional staff have been recently redeployed to the DPRS as part of the attempt to enhance the status of the department.

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<sup>29</sup> Other departments of the Ministry of Water Resources are: Department of Hydrology; Department of Water; Department of Irrigation and Department of Administration and General Services

- **Project Monitoring Bureau:** The PMB is part of the Ministry of Planning and Budget that is responsible for monitoring 'projects, programs and services' at the State level. It is headed by a Permanent Secretary and has three departments<sup>30</sup>. The Monitoring and Evaluation Department has four units: (1) Essential Services, (2) Economic Services, (3) Human Services and (4) Allied Services. Water M&E activities are located in the Essential Services Department, which has four staff, headed by a Secretary.
- **M&E function at the Kano State Water Board** is located in the Engineering Department, which is headed by a General Manager<sup>31</sup>. The department consists of two units: (1) Planning and Design<sup>32</sup> (2) Projects<sup>33</sup>. According to the GM Engineering, KSEEDS is responsible for a new impetus and interest in M&E activities in the water sector, which was 'dead' until now. There was no staff training prior to SLGP and SRIP intervention in the water sector, which has now provided training in the last two years<sup>34</sup>. Four persons (two graduate civil engineers, one technologist [HND] and one Quantity Surveyor) are employed on M&E. These officers are on Level 08 to 12 with an average experience of five years and above.
- **M&E function at Ministry of Rural and Community Development:** This Ministry was created in 2006. The M&E function in the Ministry is currently housed under the Department of Administration and General Services<sup>35</sup>. The Director in the department stated that because the Ministry is new all M&E activities concerning water are presently done at RUWASA.
- **M&E function at RUWASA:** RUWASA has three departments – Administration and General Services, Planning and Community Mobilization and Water Supply and Technical Services. The Planning and Community Mobilization Department has three units: Planning; Monitoring and Community Mobilization. Four people are employed in the Planning Unit – Planning Manager (Level 14), Geo-physicist (Level 13 with above 15 years experience and a graduate degree) and two assistants to the geo-physicist (on Level 07 and 08). Only one person each is employed in the monitoring and community mobilization unit on Level 14 and 12 respectively with both having above 15 years experience. The Monitoring Unit carries out M&E. There is a proposal by the agency to persuade local government areas to create a Water Sanitation and Hygiene (WASH) unit in the local government areas. The new unit is expected to be outside or autonomous from the local government works department where water supply is currently stationed. UNICEF is sponsoring the initiative.

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<sup>30</sup> These departments are: Administration and General Services, Monitoring and Evaluation, and Planning Research and Statistics.

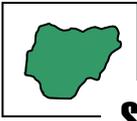
<sup>31</sup> Kano State Water Board has seven Departments: Engineering, Administration and General Services, Commercial, Technical Services, Greater Kano Water Supply, Semi Urban Water Supply and Production.

<sup>32</sup> There are three sub-units here namely: Design, Survey, and Library and Archives.

<sup>33</sup> There are five sub-units under Projects as follows: Drilling, Direct Labor, Contract, Maintenance and M&E.

<sup>34</sup> The GM Engineering made this observation.

<sup>35</sup> In addition to this department, the Ministry has two other departments: Integrated Rural Development and Community Development.



#### *Local Government Level*

- M&E function at the local government level is shared between the Ministry of Local Government and Local Government Areas (LGAs). Within the Ministry, M&E is located in the Inspectorate Department, which has four units – Inspection, Works, Health and Local Government Finances<sup>36</sup>. There is an element of M&E work in all these units since the Ministry supervises the local government areas through bureau zonal offices located at Kano Municipal, Gwarzo, Tudun Wada, Wudil, Madobi, Bichi, Rano and Danbatta. Each zonal office has the same number of LGAs under it for M&E purposes. Water supply projects in the local government areas fall within the N5 million spending limit of local governments.

At the LGA, water falls under the Works department, which has six sections – typically: Roads, Mechanical, Water, Electricity, Building, and Land and Survey. Also the Treasury of the Local Government does budget monitoring, and there may be an ad-hoc M&E Committee checking ongoing projects. (In Gaya Local Government, the ad-hoc committee has the LG Chairman and Secretary as members).

#### *Federal Level*

- M&E function at Hadejia-Jama'are River Basin authority (a Federal Government agency) is carried out at the Budget Department of the agency. This agency stated that its main function is agriculture and that they have little relationship with the Water Ministry or Water Board in Kano State. No further enquiries are considered needed on the matter.

#### **Financial Resource Allocation to M&E Function**

M&E function is 'incidental' in the water sector and part of a variety of activities in the department where it is situated. No budgetary allocation is made specifically for M&E in all the organizations listed above. Funds are released to officers, where and when available, for project inspection. Such funds are used for transport (fuel) and meal subsidy.

#### **Data Collection and Flow**

There is a 'supervisory' relationship between the Ministries and the agencies they oversee. The Water Board and RUWASA, for example, send M&E reports to their respective Ministries. However, there is no such 'supervisory' or 'reporting' duty/role between agencies at the different tiers of government. The Local Government Works Department does not report to and is not accountable to the Ministry of Water Resources or to the Water Board on water. Neither the State Water Board nor the Ministry of Water Resources reports to Hadejia-Jama'are River Basin Authority. The agencies cooperate with each other when they need to but different laws govern them. ***M&E in the water sector is fragmented between different agencies.***

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<sup>36</sup> Other Departments in the Ministry of Local Government are: Training (Recruitment and Retirement), Administration and General Services (Transport and Welfare), Agriculture (Agriculture, Forestry, Fisheries, Livestock and Veterinary), Posting, Promotion and Discipline (Posting, Promotion and Discipline).

Data collection activities in the agencies are as follows:

- Ministry of Water Resources: Data is collected on routine inspection by a team of two – Deputy Director Planning and Deputy Director Water. A committee of five members also supervise water supply in the rural areas and collect data. Data collection is limited to:
  - Type of facility – mini dam, motorized borehole, etc.;
  - Number of facilities in an area;
  - Working condition of facilities;
  - Water yield (in new facility);

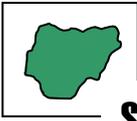
There is no 'standard' format for collecting data. A periodic report is prepared quarterly and annually as a matter of routine. Such reports are an update of the previous report and consist of 'ticking off' boxes as applicable to the current situation. No feedback is given to the reporting agency. Reports are sent to the Project Monitoring Bureau, and to other institutions, such as the Central Bank of Nigeria, on request.

- Projects Monitoring Bureau: The data on the status of water project is supplied to PMB by the agencies in the water sector – Ministry of Water Resources, Kano State Water Board and RUWASA through periodic reports. PMB then:
  - Verifies project completion,
  - Verifies IF there is enough water from the completed water project,
  - Verifies the flow of water,
  - Verifies type of water project – hand pump, machine pump or solar pump.
  - Verifies project content in terms of type of project, where it should be located, status and quality and supply of project infrastructure. (There were instances of stolen equipments and spare-parts before handover of projects to state government).

The PMB is also involved in monitoring the ongoing 150mm litres per day water treatment plant at Tamburawa that is designed to contribute to the target of 400mm litres of water supply per day for Greater Kano. Quarterly reports are prepared and where a lapse is discovered and immediate government attention is required, a brief is prepared and passed across to the relevant agency for action.

Kano State Water Board: The M&E functions focus mainly on two areas:

- Water production: project monitoring is a key function of M&E in the Water Board, which monitors project progress in terms of completion and how a project contributes to target. Existing water production capacity is also monitored against demand. There are two techniques for monitoring water production: (1) Bulk water meter, which measure and register water flow from source and (2) High lift pumps, which measure nominal hourly pumping capacity of equipment. A machine operator collects data on standard form on a daily basis and sends a monthly report to Engineering Department or on request.



- Water distribution: This activity measures the ability of the Water Board to raise water supply coverage to the population from the current level of 37.6% to the K-SEEDS I target of 50% (revised to 70%) by 2007. Key monitoring activities in water distribution are: (1) Actual water distributed for commercial and domestic consumption and (2) Actual water sold (measured by revenue collection). Water distribution is handled by the Greater Kano Water Supply (one of 15 regional water supply schemes of the Water Board). Water sales are handled by the Service Centres (a unit under the Commercial Department of the Water Board headed by a GM). Data on population coverage is collected by Service Centres and recorded as 'new connection'. Actual water supply to new places (population) is determined by water pressure. There is no clear mechanism to collect data on the 'pressure'. The GM mentioned that consumers will notice that water is available where it has not been seen for years, or that residents of storey buildings will notice the availability of water on their floor. Expansion of water supply is also supported by the fact that between 2003 and 2006, 250-kilometre length of piping has been laid in Greater Kano! A 'water coverage' map is also produced to indicate areas where water is supplied. (The Water Board promised to send a map showing water coverage but has not done so as at the time of compiling this report). All these require a survey to validate and collect data, and the Water Board is not doing this. Instead, a monthly report is sent to Engineering Department. (The Water Board could, thus, benefit from a service delivery survey similar to the one conducted in FCT).

Local Government: The Water section of the Works department prepares monthly progress report against budget. The format of the report focused on physical infrastructure, spending and status of project.

Difficulties remain in minimizing the quantity of water that is 'unaccounted' for, which currently stands at 40%. Explanation for this lays in anyone of the following:

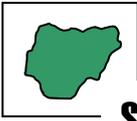
- Broken pipes
- Illegal tapping.
- Leakages underground
- Public taps (in mosques, schools and other public places)
- Wastages.

***The content of monitoring reports in relation to water in all agencies relates to technical issues and budget tracking. There is no evaluation happening and no attempt to measure socio-economic or health impact and outcomes – there is no chain of linkages from inputs to outputs to outcomes in the reporting system.***

The GM Engineering indicated that M&E activities have impacted on the activities of the Water Board. Observed impacts, according to him, include:

- Improved accountability
- Motivation of staff
- Expansion of services based on demand
- Service improvement
- Feedback from consumers

However, these could not be independently verified.



### Key Data Challenges and Culture of Information Use

Data challenges in the water sector could be viewed as falling within the following:

- **Administrative challenges:** The biggest administrative challenge of data collection is the relative *status* and *relevance* of DPRS and staff working there in the 'reckoning' order of the civil service structure. This is how staff in other departments perceives M&E function. The lack of budgetary allocation for M&E says much about its 'status' in the pecking order. Posting to the DPRS is sometimes viewed as either 'punishment' or outright dislike for a person. The departmental status requires enhancing through reorientation.
- **Operational challenges:** M&E function is not properly funded and other departments show open resistance and, sometimes, hostilities towards staff of the various M&E units while conducting their legitimate work. Many people report that sometimes their colleagues in other departments and units view them as 'spies'.
- **Functional challenges:** There is, in many cases, absence of baseline data and capacity to permit proper M&E work. This explains why the current focus of M&E is monitoring technical, ongoing, current projects, which deals with the physical. Evaluation that requires data and skills is left to the background.
- **There is little or no incentive to do M&E work.** As a result of the fact that the M&E units are not expecting their reports to be *used* by their clients, they do not bother to prepare or send them, but produce them only on demand.

### Key Findings

The key findings of this study are:

- Kano State does not yet have a long-term water sector policy.
- KSEEDS targets in the water sector are only partially monitored.
- No budgetary allocation is made specifically for M&E in the water sector.
- There is no coherent M&E approach across the sector. The function appears fragmented over and across the different agencies in the sector.
- There is little M&E coordination between the tiers of government even when a joint project is being undertaken.
- The content of monitoring reports, in relation to water in all agencies, relates to technical issues and budget tracking only – not to the targets.
- The status of M&E unit is not regarded as 'high' in the 'reckoning' order of the civil service.
- There is no evaluation happening and no attempt to study impacts and measure output to purpose.
- There is little incentive for preparing M&E reports because the units do not expect their findings to be used.

## Annex 6

### Works

#### The K-SEEDS Framework for Works

##### *The Sectoral Policy Framework and K-SEEDS*

There is no overall infrastructure or housing development policy for Kano State comparable to the 1970s when the late Audu Bako articulated a long-term development agenda for the state. However, an official of the Housing Corporation states that Kano State is guided and influenced by:

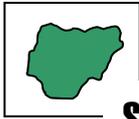
- Federal Government Housing Policy: The overall aim of the Federal Housing Policy is to “*ensure that all Nigerians own or have access to decent, safe and healthy housing accommodation at affordable cost.*”
- United Nation’s Habitat

##### *K-SEEDS and Water Targets Linked to Budget*

The Works Ministry is aware of the K-SEEDS targets on works but admitted that some of the targets are too ‘wide’ and not SMART. The K-SEEDS document lists two categories of targets under Development of State Infrastructure (General) and Housing and Urban Development (General). These targets have been captured in the 2007 Budget, which allocates 45.7% - nearly N12.0billion (N11.860billion) of the budget to Development of State Infrastructure (see Table 1). The Works Ministry’s allocation (N5,710,340,000) is 48% (of the total). However, it will be slightly higher when the spending of other MDAs in Works is added<sup>37</sup>.

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<sup>37</sup> For example, Enhancing Skills and Knowledge will add N150m to Works, while ICT will add N35m. Housing and Urban Development contributes N661m.

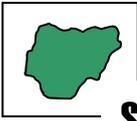
**Table 1: Budgetary Allocation to Development of State Infrastructure (General)  
All MDAs**

S/N	Name of MDA	2007 Budget Allocation (N)
1	Ministry of Information, Culture and Internal Affairs	4,000,000
2	State Independent Electoral Commission	8,788,030
3	Ministry of Agriculture	10,500,000
4	Judicial Service Commission	15,000,000
5	Ministry of Finance	25,000,000
6	Ministry of Justice	30,000,000
7	Deputy Governor's Office	33,000,000
8	Kano State Zakkat Board	40,000,000
9	Ministry of Commerce Industry and Cooperatives	43,000,000
10	Ministry of Health	45,000,000
11	Office of the Head of Service	50,000,000
12	High Court of Justice	50,000,000
13	Shari'a Court of Appeal	50,000,000
14	Ministry of Land and Physical Planning (Electricity)	65,000,000
15	Ministry of Rural and Community Development	139,500,000
16	Ministry of Water Resources	200,000,000
17	Ministry of Rural and Community Development (Electricity)	379,200,000
18	Ministry of Environment	439,775,475
19	Ministry of Information, Culture and Internal Affairs	511,700,000
20	Ministry of Planning and Budget	597,728,600
21	Ministry of Land and Physical Planning	3,413,292,000
22	<i>Ministry of Works</i>	<i>5,710,340,000</i>
	<b>Total</b>	<b>11,860,824,105 (45.7%)</b>

#### *Monitoring of K-SEEDS*

The Ministry of Works has five parastatals under it as follows:

- Kano State Housing Corporation
- Dala Building Society,
- Kano State Fire Service
- Asphalt and Quarry Company Ltd,
- Nigeria Engineering and Construction Company



The responsibility for monitoring K-SEEDS targets, as it affects Development of State Infrastructure, is shared by the MDAs in Table 1. In the Works Ministry, M&E is housed in the Department of Planning Research and Statistics<sup>38</sup>. Monitoring targets on Electrification of Towns, listed in the K-SEEDS under the Works Ministry, is the responsibility of Rural Electricity Board, which is under the Ministry of Rural and Community Development (not Ministry of Works).

Monitoring of housing development targets is the responsibility of the Housing Corporation. Targets for the other parastatals under the Works Ministry (Dala Building Society, Asphalt and Quarry Company and Nigeria Engineering and Construction Company) have not been set or mentioned in K-SEEDS and are, accordingly, not studied here.

As can be seen from Table 2, only the target on 'Increase housing delivery by 100% (500 housing units per annum for the next 3 years)' is measured. The rest are not measured at all.

Given the spread of the 'Development of State Infrastructure' budget across many MDAs, as can be seen from Table 1, monitoring of the two relevant K-SEEDS targets should be done by and across all these MDAs. For the purposes of this report, we are focusing on how the Works Ministry carries out its own M&E activities.

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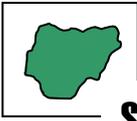
<sup>38</sup> There are five departments in the Ministry of Works: Department of Planning Research and Statistics, Administration and General Services, Civil Engineering, Mechanical/Electrical Engineering and Building/Estate.

**Table 2: Works K-SEEDS Targets: Development of State Infrastructure (General) (140000) and Housing and Urban Development (General) (060000)**

Code	Target	Info Available (Yes/No/Partial)	Where is data?
140100	Development of infrastructure in the state.  This target is not SMART, and is too general to be useful	No	Many MDAs should contribute to this target. (See Table 1)
140200	Electrification of towns in the state  This target is not SMART, and is too general to be useful	No	Rural Electricity Board is no longer under Works Ministry. The agency is now under Ministry of Rural and Community Development. The officer in charge was not available for interview due to public holiday at the time of filing this report.
060100	By 2020, achieve a significant improvement in the lives of slum dwellers  This target, taken from the MDGs, is not on the right timeframe for KSEEDS and it is not SMART	Partial	Gleaned through 060200 below.  To measure this requires:  A census of completed houses per local government. Reports (which are available) indicate that this is being done.
060200	Increase housing delivery by 100% (500 housing units per annum for the next 3 years)	Yes	To measure this requires:  A census of completed houses per local government. Reports (which are available) indicate that this is being done.



060300	Impart building skills to at least 100 volunteers per LGA <i>This target requires a timeframe</i>	No	To measure this target requires a register of volunteers in each LGA that will be updated periodically.  This is not being done presently.
060400	Improve rural housing by completing a housing project in at least one ward per LGA <i>This target requires a timeframe</i>	No	To measure this target will require a record of completed houses per ward per local government, which will be updated periodically.  This is not being done presently.
060500	Achieve at least 60% local input in housing construction <i>This target requires a timeframe</i>	No	The definition of 'local input' is not clear enough.  It is also not clear whose responsibility it is – government or private sector manufacturers – to achieve the target.
060600	Increase private sector and community participation by 30% by 2007	No	To measure this requires:  Baseline data on the current situation, which is not available.  The parameters (such as investment volume, units of housing completed by the private sector, proportion of value added between the public and private sector, etc.) to measure the target are also not clear.



### **Institutional Location and Staffing**

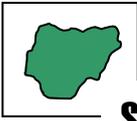
In the Ministry of Works and Housing M&E activities, which are all at State level (with some local government input), are organized on four levels – Ministry, Project Monitoring Bureau, parastatal and local government.

- **Ministry level:** At the Ministry level the DPRS monitors projects on public infrastructure such as roads and buildings listed in the budget allocation of the Ministry. The Ministry, for example, monitors the ongoing Constituency Projects in the state. The DPRS has four units – Planning, Research, Statistics and Project Monitoring. M&E activities are the responsibility of Project Monitoring. Two people are employed in this unit – a Deputy Director (who is on Level 15) and a Chief Technical Officer (on Level 14). Both have an average experience of 10 years. DPRS has stationed ‘desk officers’ in each department of the Works Ministry for M&E work.
- **Project Monitoring Bureau:** The PMB is part of the Ministry of Planning and Budget and is responsible for monitoring ‘projects, programs and services’ at state-wide level. It is headed by a Permanent Secretary and has three departments<sup>39</sup>. The Monitoring and Evaluation Department has four units: (1) Essential Services, (2) Economic Services, (3) Human Services and (4) Project Harmonization. All the units are headed by a Secretary (equivalent to Assistant Director in the Civil Service nomenclature). The Planning Research and Statistics Department is new and employs only one person – the Director. Works M&E activities are located in the Essential Services Department. In addition, the Civil Engineering Department of the Works Ministry, (responsible for supervising roads and building) relates directly with the Project Monitoring Bureau.
- **Parastatal level:** The Housing Corporation is responsible for the housing targets listed in KSEEDS. It has six departments<sup>40</sup>. No department is ‘formally’ charged with M&E responsibility. The function is currently conducted on ‘if needed’ basis by a Level 14 officer with 17 years experience. He is a Quantity Surveyor. The DPRS in the Corporation is doing physical and ‘technical’ planning – land surveys, planning new housing layouts and extension of existing housing estates. PRS in the ‘conventional’ sense is new and not yet operational at the Corporation.

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<sup>39</sup> These departments are: Administration and General Services, Monitoring and Evaluation and Planning Research and Statistics.

<sup>40</sup> These departments are: Administration and General Services, Engineering, Construction, Estate, Finance and Planning, Research and Statistics.



- Local Government Level: M&E function at the local government level is shared between the Ministry of Local Government and Local Government Areas (LGAs). Within the Ministry, M&E is located in the Inspectorate Department, which has four units – Inspection, Works, Health and Local Government Finances<sup>41</sup>. There is an element of M&E work in all these units since the Ministry supervises the local government areas. LGAs must seek approval from the Ministry of Local Government for any works related expenditure that exceeds N5.0m. At the LGA, development of infrastructure falls under the Works Department, which has six sections – typically: Roads, Mechanical, Water, Electricity, Building, and Land and Survey. Also the Treasury of the Local Government does budget monitoring and there may be an ad-hoc M&E Committee checking ongoing projects. (In Gaya Local Government, the ad-hoc committee has the LG Chairman and Secretary as members).

### **Financial Resource Allocation to M&E**

It is observed that no budgetary allocation is made *specifically* for M&E in all the organizations listed above. Funds are released to officers, where and when available, for project inspection. Such funds are used for transport (fuel) and meal subsidy.

### **Data Collection and Flow**

There is a 'supervisory' relationship between the Ministry and the five agencies it oversees. The Housing Corporation, for example, sends M&E reports to DPRS at the Works Ministry and the Ministry of Budget and Planning (usually on request)<sup>42</sup>. The Local Government Works Department does not report to and is not accountable to the Ministry of Works on any of its works activities. They report to the Ministry of Local Government.

Data collection and flow are described as follows:

- Ministry of Works: data collection is limited to:
  - Progress towards completion;
  - Contingencies that could cause delays;
  - Expenditure tracking,
  - Value for money,

There is no 'standard' format for collecting data. A periodic report is prepared quarterly and published in Works Letter<sup>43</sup> and disseminated to the public. Reports are sent to the Project Monitoring Bureau.

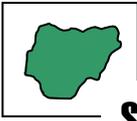
- Project Monitoring Bureau: this organization verifies what is on the ground and what is in the design to see if there is adherence to design and specification. They collect data and monitor:
  - Whether 'due process' was followed before contract award,

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<sup>41</sup> Other Departments in the Ministry of Local Government are: Training (Recruitment and Retirement), Administration and General Services (Transport and Welfare), Agriculture (Agriculture, Forestry, Fisheries, Livestock and Veterinary), Posting, Promotion and Discipline (Posting, Promotion and Discipline).

<sup>42</sup> In November 2006, a report titled '*Achievements In The 2006 Fiscal Year By Kano State Housing Corporation*' was sent the Ministry of Budget and Planning as 'input for the 2007 Budget Speech.

<sup>43</sup> Four copies of these Works Letter for October-December 2006, January-September 2006, October-December 2005 and January-September 2005 were made available to the consultant.



- Work designs and cost estimates and, when all these are satisfactory, they
- Check quality of work – specification on road (lengths, width, thickness), for example.

PMB works directly with the Department of Civil Engineering of the Ministry of Works who collects data and prepares regular progress reports for it. The Project Harmonization Unit relates with LGAs.

- The Parastatals: The Housing Corporation prepares and sends reports to the Ministry of Works and Housing and the Ministry of Budget and Planning *on request*. Data collection and reporting is limited to:
  - Types of houses (described by the number of bedrooms) and location.
  - Status (described as ‘commercial’ or ‘owner occupier’),
  - Number under construction in each location,
  - Stage of work (completed, roofed, at DPC level),
  - Amount expended,
  - Remarks (which describes sources of funding each project – funded by depositors, funded by government for outright allocation to public, funded by the state government, local government and external donors).
- Local Government: Local governments construct feeder roads and or carry out surface dressing on other roads. The PMB monitors local government road works projects to minimize or eliminate duplication of efforts. Although local government contribute funds for specific housing projects, they do not participate in any M&E activities. The Housing Corporation constructs the houses and, when completed, are handed over to the local government areas.

### **Key Data Challenges and Culture of Information Use**

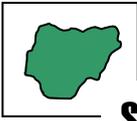
Data challenges in the Works sector are similar to those of the Water sector and could be viewed as falling within the following:

**Administrative challenges:** The biggest administrative challenge of data collection is the relative *status* and *relevance* of DPRS and staff working there in the ‘reckoning’ order of the civil service structure. DPRS is new in Works and is yet to take off in the Housing Corporation. The lack of budgetary allocation for M&E says much about its ‘status’ in the pecking order.

**Operational challenges:** The M&E function is not properly funded or empowered. DPRS is not a ‘reference point’ in the Works Ministry and the PMB overtakes it completely when relating with other departments in the Ministry.

**Functional challenges:** There is, in many cases, an absence of baseline data and capacity to permit proper M&E work. This explains why the current focus of M&E is monitoring technical, ongoing, current projects, which deals with the physical. Evaluation that requires data and skills is left to the background.

**There is little or no incentive to do M&E work.** As the M&E units are not expecting their reports to be *used* by their clients, they do not bother to prepare or send them. They wait until there is a need – a request before carrying out their function.



### **Key Findings**

The key findings of this study are:

- Kano State does not have a long-term infrastructure development policy.
- KSEEDS targets in Works are largely not monitored.
- KSEEDS targets on 'Development of State Infrastructure' are spread across 22 MDAs making M&E more complex and out of the purview of Works.
- No budgetary allocation is made specifically for M&E in the Works Ministry.
- There is no coherent M&E approach across Works. The function appears fragmented over and across different agencies.
- There is little M&E coordination between the tiers of government even when a joint project is being undertaken.
- The content of monitoring reports relates to technical issues and budget tracking only – not to the targets.
- The status of M&E unit is not regarded as 'high' in the 'reckoning' order of the civil service.
- There is no evaluation happening and no attempt to study impacts and measure output to purpose.
- There is little incentive for preparing M&E report because the units do not expect their findings to be used.

## Annex 7

### Consultation List

#### **Agriculture**

Isa Ahmed, PS, Ministry of Agriculture  
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Bako K Kebe, Director, Planning, Monitoring and Evaluation, KNARDA, Ministry of Agriculture  
Adamu Ali Wudil, Director, Rural Institutions, KNARDA, Ministry of Agriculture  
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#### **Education**

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AA Bashir, Coordinator EMIS, DPRS, State Ministry of Education  
Abubakar Mustapha Imam, Deputy Director Statistics, DPRS  
Mohd Sadi Yayaya, M&E PSU, State Ministry of Education  
Elsa Duret, State Team Leader, CUBE, State Ministry of Education  
Yusuf Kabir, Director, School Services, SUBEB  
Jibrin Garba, Deputy Director Statistics, SUBEB  
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Abdulaziz Ismail Gwarzo, Chief Planning Officer, Hospital Management Board



Dr Mohammed A Ibrahim, Senior Program Officer, GHAIN Kano Office  
Tijjani Mohammed, State Project Manager, GHAIN Kano Office

### **Transport & Tourism**

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### **Water**

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Ibrahim Ya'u Tsakuwa, Assistant General Manager, Projects/State Project Liaison Officer, Water Board

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Bashi Bashi Baba, Planning Officer, Planning Research and Statistics, Hadejia-Jama'are River Basin Development Authority, Kano

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Alh. Yusuf Awwal, Director Administration and General Services, Ministry of Rural and Community Development  
Engr Suleiman Salisu, Director Planning and Community Mobilisation, RUWASA

Bashari Wada, Monitoring Manager, RUWASA

Labaran Ubale, ex Monitoring Manager, RUWASA

Dr Ingo Leutiger, State Coordinator, WSSSRP

### **Works**

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Abdulkadir Sani, Chief Technical Officer, Housing Corporation

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Rilwanu AM Kubarachi, Assistant Director, Inspectorate Department, Ministry for Local Government

Alh. Yahaya Shehu, Assistant Director, PHC Services, Ministry for Local Government

Tijjani Auwal, Director, Agricultural Services

Mohammed Lawan U/Gini, Assistant Director, Works, Ministry for Local Government

### **Projects Monitoring Bureau**

Yusuf Ahmed, Permanent Secretary

Ismail Mansur Ahmad, Director

Sumusi Ahmad Tsaure, Principal Executive Officer/Secretary, Economic Services

Usman Abdulkadir, Secretary Essential Services

Moh. Sadi Yahaya, Secretary Health and Human Services

### **DFID**

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### **Ministry of Finance**

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Baballe Ammani, Director, Statistics Dept  
Umar Lawan, Deputy Director, Planning Dept

**CBN**

Uma Dutse, Head of Research and Statistics, CBN Kano  
GI Abubakar, CBN Kano

**NBS**

Elder JA Omeiza, State Officer, NBS

**Dawanau Market**

Gafar Ajao, MIS/ICT Coordinator, MISTOWA project  
Ahmed Imam, Executive Secretary, Dawanau International Grain Market

**MAN (Manufacturing Association of Nigeria)**

Sani Umar, Chairman, Bompai Branch  
A Uba Magaji, Vice Chair, Bompai Branch  
Muhammad Sani, Council Member, Kano  
Tijjani Ahmed, Executive Secretary

**Kano State Chamber of Commerce**

Ibrahim D. Mika'il, Acting Director General  
Shehu Abdullahi Usman, Director, Administration and General Services  
Umar Aliyu, Director, Business Development

**NACRDB**

Ibrahim A Bindawa, General Manager, Nigerian Agricultural Co-operative and Rural Development Bank, Kano

## Annex 8

### Prognosis of Data Tracking for Economic Growth in Kano

#### Executive Summary

This study is part of a wider review commissioned by the State and Local Government Programme (SLGP) of the UK Government's Department for International Development (DFID). The review as a whole analyses the status of monitoring and evaluation (M&E) of Kano SEEDS, and more broadly reflects upon the M&E structures and systems within the key line Ministries that are responsible for providing the data to measure the SEEDS targets. The purpose of the review is to assist the State with the development of K-SEEDS II, and to provide guidance for the improvement of M&E practices in State Government. This component of the review focuses on whether it is possible to measure Kano State GDP, a critical indicator of economic growth.

This study finds that it is not possible to measure Kano State GDP from the data available within the State at the current time. There is a lack of baseline data to track key economic indicators necessary for calculating GDP; and no single institution has been collating the available data to do so. Further, the K-SEEDS targets relevant to the measurement of growth do not represent an adequate proxy for GDP measurement. However, the National Bureau of Statistics (NBS) is currently working on a national survey of all the critical sectors of the economy that will assist them to disaggregate State GDP from national GDP for all States within the Federation. This work will need to be augmented at the State level in Kano, ideally co-ordinated by the Statistics Department of the Ministry of Planning and Budget.

The approach used for the study was to conduct series of interviews with various stakeholders involved in the tracking of economic growth of Kano State including MDAs and agencies like CBN, NBS, MAN, NASSI and the State Chamber of Commerce. The aim was to find out what data are available, the institutional location of the data, and the capacity of MDAs to collect and analyze data.

A cross comparison of data sets used in calculating National GDP and State GDP was done to isolate sectoral data relevant for disaggregating State GDP. The relevant K-SEEDS targets for growth were analysed as a set and found to be lacking, they are not SMART compliant.

Finally, part of the recommendations and critical next steps include strengthening the Department of Statistics in the Ministry of Planning and Budget to be responsible for warehousing the database of the state for tracking economic growth. In addition, extensive collaboration with the National Bureau of Statistics to provide information on a regular basis for updating the State Databank is important. The Department of Planning, Research and Statistics of the various sectors should be responsible for tracking data sets for monitoring and evaluation of economic growth in their own MDAs, and be better equipped to do so in terms of staff capacity and adequate resource.

## **Background And Context**

### **Objectives**

The objective of the prognosis of the data requirements for tracking economic growth in Kano State embarked upon by the government of Kano State in partnership with the State and Local Government Programme (SLGP) of the United Kingdom Department for International Development (DFID) is to take advantage of the review of the baseline assessment of the current Monitoring and Evaluation Framework of K-SEEDS I. This study will be important in assessing attainment of both MDGs and K-SEEDS targets and at the same time identifying gaps in the current data system that will be relevant in tracking economic growth in the State for the purpose of preparing and implementing K-SEEDS II and MDG monitoring and implementation.

This study prepares a baseline summary of existing data set required to track economic growth collected by Kano State Government and its agencies. Further, it looks at the institutional capacity of the relevant public and private sector organizations in collecting data and capacity of its workforce in data collection and analysis. It analyses gaps in the current data system to clearly identify what is missing in tracking growth.

Overall, the study aims to assess the capabilities of Kano State government in calculating and disaggregating the State Gross Domestic Product, which is the key indicator for measuring economic growth. This will lead to clear identification of reform objectives and programs implementation. The study could also assist the government of Kano State to strike the right balance between a well-articulated macroeconomic framework and economic development of the state.

### **Methodology**

The SLGP team and the Consultant held a briefing meeting with the State Ministry of Commerce. The Ministry coordinated site visits to 'Dawanau Market', the largest grain market in West Africa, and various business clusters in Kano. The Ministry also organised meetings with the Kano State Chamber of Commerce and Manufacturers Association of Nigeria (MAN). SLGP organized and facilitated meetings with the Central Bank of Nigeria (CBN) and the National Bureau of Statistics (NBS). Consultation was also held with the State Ministry of Agriculture, Kano State Agricultural and Rural Development Authority (KNARDA), State Ministry of Budget and Planning, State Ministry of Finance, Projects Monitoring Bureau (PMB), Ministry of Transport and Tourism and other relevant agencies. These meetings were to ascertain the extent of data availability and activities in place for monitoring the K-SEEDS with bias in calculating State GDP.

### **Measurement of State GDP**

The measurement of State GDP is a challenging exercise since GDP by State constitutes a variety of goods and services. According to the Bureau of Economic Analysis of the US Department of Commerce, there are two ways to track State GDP. First, to measure the amount of expenditure on goods and services or, second, to measure the amount of income earned by the factors of production in the course of producing it.



In retrospect, this involves the tracking of value added by the industries in the state through a survey to collate the value of goods and services they produce and the cost of producing them. However, a survey of all the firms in the state would be an expensive venture. The ideal situation is to approach the State branch of the NBS for assistance in value added for each firm in the state and add them to form a composite whole. However, NBS in the interim does not possess that capability. The most realistic option is to look at existing database for estimating value added which is non-existent in Kano now.

Notwithstanding, this exercise will entail collating and putting together data from Federal and State and Local Government agencies and Organized Private Sector including MAN, NASSI, Chamber of Commerce, CBN, NDIC, Federal Mortgage Bank, Pension Board and NBS. Table 1 provides details of data requirements to estimate State GDP. The data must be assembled in such a way that it will be relevant and consistent with NBS National GDP estimation. A national survey is ongoing to determine best practice. NBS has the final say in this respect.

Below is the Bureau of Economic Analysis of the US Department of Commerce GDP by State Model similar to the U.S Gross Domestic Income:

GDP by State = Labour Income + Business Taxes + Capital Income

Where -  
- Labour Income includes wages, salaries and other benefits earned by workers  
- Business Taxes includes Federal excise, sales, property and other taxes that can be included as a business expense  
- Capital Income includes income earned by individual or joint business entrepreneurs as well as corporations. Also includes depreciation and other income earned by capital

**Table 1: Major Sources of State Data for the Estimates of Gross Domestic Product by State and Industry**

Industry/Sector	Data Description and Source	Institutional Responsibility for Data Collection and Warehousing
<b>Agriculture, Livestock, Fishing, Forestry and Related Activities</b>		
Crop and Animal Production	Farm Income and expenses	DOS (MOPB), DPRS (MOA)
Forestry, Fishing and related activities	Wage and Salaries	DOS (MOPB), MOE, MOA
<b>Utilities</b>	Income and expenses by company and generating capacity by operating plant for electric utilities from PHCN, receipts, exports, and deliveries to consumers of natural gas from the Energy regulation agency, wages and salaries for sanitary service from Ministry of Environment, Company financial data from FIBR	DOS (MOPB), MOC
<b>Construction</b>	Value added and payroll from census of construction industries using earnings form MOE	DOS (MOPB), MOH
<b>Manufacturing</b>	Value added and payroll from census of Manufacturers from MAN, NASSI, NBS and Chamber of Commerce	DOS (MOPB), MOC
<b>Wholesale Trade</b>	Revenue and Payrolls from Census of whole sale and Retail Trade from Chamber of Commerce and Ministry of Commerce	DOS (MOPB), MOC
<b>Retail Trade</b>	Revenues and Payrolls from census of whole sale and retail trade from Chamber of Commerce and Ministry of Commerce	DOS (MOPB), MOC
<b>Transportation and Warehousing excluding Postal Service</b>		
<b>Air Transportation</b>	Income and expenses by company and passenger enplanements	DOS (MOPB), MOTT

Industry/Sector	Data Description and Source	Institutional Responsibility for Data Collection and Warehousing
<b>Rail Transportation</b>	Revenue, expenses and passenger boarding from MOTT	DOS (MOPB), MOTT
<b>Water Transportation</b>	Revenue and payrolls from census of transportation, communications and utilities especially the dry port	DOS (MOPB), MOTT
<b>Truck Transportation</b>	Revenue and Payroll from the census of transportation	DOS (MOPB), MOTT
<b>Information and Communication Technology</b>		
Information and Communication Technology	Sales and Payrolls from census of service industries by Chamber of Commerce and NBS	DOS (MOPB), MICT
<b>Finance and Insurance</b>		
CBN, credit intermediation and related services	Income and expenses from NDIC, CBN, Federal Mortgage Bank, NBS	DOS (MOPB), MOA and MOF
Securities, Commodity Contracts, investments	Revenues and payrolls from census of finance, insurance and real estate from CBN, NBS and REDAN	DOS (MOPB) and MOF
Insurance carriers and related activities	Premium paid and losses incurred by type of insurance and state from NAICON and NBS	DOS (MOPB) and MOF
Funds, trusts and other financial activities	Wages and Salaries from Pension Board and MOF	DOS (MOPB) and MOF
<b>Real Estate, Rental and Leasing</b>		
Real Estate	Number and value of owner occupied dwellings and number and rental value of renter-occupied dwellings from census of housing	DOS (MOPB) and MOH
Rental and Leasing Services and Lessors of Intangible Assets	Revenues and payrolls from census of finance, insurance and real estate	DOS (MOPB) and MOH
<b>Professional and Technical Services</b>		
Professional and Technical Services	Sales and payroll of census of service industries from Chamber of Commerce and NBS	DOS (MOPB)
<b>Industry/Sector</b>		
Industry/Sector	Data Description and Source	Institutional Responsibility for Data Collection and Warehousing
Administrative and Waste Services	Sales and payroll of census of service industries from Chamber of Commerce and NBS	DOS (MOPB) and MOE

Educational Services	Sales and payroll of census of service industries from Chamber of Commerce and NBS	DOS (MOPB)
Health Care and Social Assistance	Sales and payroll of census of service industries from Chamber of Commerce and NBS	DOS (MOPB)
Arts, Entertainment and Recreation	Sales and payroll of census of service industries from Chamber of Commerce and NBS	DOS (MOPB) and Ministry of Culture
Accommodation and Food Services	Sales and payroll of census of service industries from Chamber of Commerce and NBS	DOS (MOPB) and MOTT
Other services except Government	Sales and payroll of census of service industries from Chamber of Commerce and NBS	DOS (MOPB) and MOC
Government		
Federal Civilian	Federal Civilian Employment	DOS, Office of the Head of Service
Federal Military	Federal Military employment	Federal Ministry of Defence and the Pension Board
State and Local	Revenue and expenses from NBS and State and Local Government from the State Civil Service	DOS, State and Local Government Civil Service Commission

At the time of this report, the measurement of State GDP in Kano is not feasible. This is due to non-availability of relevant data to track growth in the state. The implication is that monitoring of value added in the various strategic sectors of the State economy is currently a haphazard exercise without a clear picture of sectoral contribution to the state economy.

**Table 2: Best Practice -Relationship between GDP by State and U.S. GDP 2004 (Billions of Dollars)**

	U.S. GDP	GDP By State				
		Compensation of Employees	Taxes on Production and Import	Gross Operating Surplu s	Total	Difference between GDP and by State
<b>Compensation of Employees</b>	6,693.4	6,671.9			6,671.9	21.5
Wages and Salaries -----		5,381.5				13.7
Supplements to Wages and Salaries:	5,395.2				5,381.5	
Employer Contributions for employee pension and insurance funds -----		888.5				7.0
Employer Contribution for Government Social Insurance -----	895.5	402.7			888.5	0.7
	402.7		852.8		402.0	0.0
	852.8		43.5		852.8	0.0
<b>Taxes on Production and Imports</b>	43.5			4,174.1	43.5	57.4
<b>Less: Subsidies</b>	4,231.5	6,671.9	809.4	4,174.1	4,174.1	78.9
<b>Gross Operating Surplus</b>	11,734.2				11,655.3	
<b>Equals Gross Domestic Product</b>						

**Source: Bureau of Economic Analysis, U.S Department of Commerce GDP data are based on the NIPA National Income and Product Accounts) values from the 2005 July Annual Edition**

Table 2 depicts the relationship between the calculation of US state GDP and national GDP. In real terms, the summation of States' GDP will equal National GDP. The slight difference is in the value of compensation for employees and the Gross Operating surplus for the 2004 US GDP figures when you compare the national GDP figure of 11,734.2 Billion U.S Dollars and the state GDP of 11,655.3 Billion U.S Dollars. This is an indication of the fact that the sum of the parts is not always equal to the whole.

Quarter	Q1	Q2	Q3	Q4	Total
Activity Sector					
Agriculture	1,061,371.16	1,354,876.56	1,749,904.11	1,628,154.23	5,794,306.06
Crop Production		1,199,819.12			5,145,688.17
Livestock			1,573,598.70	1,462,385.76	78,702.61
Forestry	909,884.60	89,714.46			73,461.07
Fishing					196,454.21
	87,245.71	18,673.17	104,601.46	97,140.98	
		46,705.82	17,928.53	17,423.59	
	19,471.79		53,775.42	51,203.90	
	44,769.06				
Solid Minerals	2,725.26	5,172.56	8,796.99	6,995.78	23,640.59
Coal Mining	0.12	0.12	0.07	0.00	0.30
Metal Ores	1.55	3.35	2.27	2.32	9.49
Quarrying and other Mining	2,723.60	5,169.10	8,784.65	6,953.45	23,630.80
3. Crude Petroleum and Natural Gas	1,900,920.78	1,592,482.92	1,683,145.74	1,806,385.99	6,982,935.44
4. Manufacturing	37,086.03	118,008.94	126,194.90	267,055.75	548,345.62
Oil Refining	10,571.07	8,337.07	9,349.06	9,200.76	37,457.96
Cement	2,672.54	2,612.74	2,320.64	2,092.44	9,698.35
Other Manufacturing	23,842.41	107,059.13	114,525.20	255,762.56	501,189.31
5. Telecommunications and Post	16,041.72	17,165.03	18,320.29	19,562.13	71,089.17
Telecommunications	15,695.76	16,882.63	17,952.94	19,113.65	69,584.98
Post	345.97	342.40	367.35	448.48	1,504.19
6. Finance and Insurance	37,698.41	41,220.17	41,160.48	45,900.71	165,979.76
Financial Institutions	36,417.47	39,849.69	39,650.84	44,293.51	160,211.50
Insurance	1,280.94	1,370.49	1,509.64	1,607.20	5,768.26
7. Wholesale and Retail Trade	626,004.58	496,418.227	662,013.87	711,313.84	2,495,750.56
8. Building and Construction	68,228.59	61,736.92	66,728.20	74,841.07	271,534.78
9. Others	376,394.22	394,045.92	456,961.50	486,850.34	1,714,251.98
Total GDP at Current Prices	4,126,470.75	4,081,127.30	4,813,216.08	5,074,019.83	18,067,833.96

<b>Table 3: Government of Nigeria GDP at Current Basic Prices – 2006 (N'Million)</b>					
	Q1	Q2	Q3	Q4	Tot.
<b>GDP at Current Price-Growth Rate %</b>	<b>22.68</b>	<b>23.33</b>	<b>25.34</b>	<b>24.32</b>	<b>23.99</b>
<b>Oil</b>	<b>1,900,921</b>	<b>1,592,483</b>	<b>1,683,146</b>	<b>1,806,386</b>	<b>6,982,935</b>
<b>Non-Oil Growth</b>	<b>2,225,550</b>	<b>2,448,644</b>	<b>3,130,070</b>	<b>3,240,634</b>	<b>11,084,899</b>
<b>Contribution to GDP in (%)</b>					
<b>Oil</b>	<b>23.27</b>	<b>23.27</b>	<b>23.27</b>	<b>23.27</b>	<b>23.27</b>
<b>Non-Oil Growth</b>	<b>22.19</b>	<b>23.38</b>	<b>26.49</b>	<b>24.91</b>	<b>24.45</b>
<b>Agriculture (%)</b>	<b>25.72</b>	<b>33.20</b>	<b>36.36</b>	<b>32.26</b>	<b>32.07</b>
<b>Solid Minerals (%)</b>	<b>0.07</b>	<b>0.13</b>	<b>0.18</b>	<b>0.14</b>	<b>0.13</b>
<b>Crude Petroleum and Natural Gas (%)</b>	<b>46.07</b>	<b>39.02</b>	<b>34.97</b>	<b>35.79</b>	<b>38.65</b>
<b>Manufacturing (%)</b>	<b>0.90</b>	<b>2.89</b>	<b>2.62</b>	<b>5.29</b>	<b>3.03</b>
<b>Telecommunications and Post (%)</b>	<b>0.39</b>	<b>0.42</b>	<b>0.38</b>	<b>0.39</b>	<b>0.39</b>
<b>Finance and Insurance (%)</b>	<b>0.91</b>	<b>1.01</b>	<b>0.86</b>	<b>0.91</b>	<b>0.92</b>
<b>Wholesale and Retail Trade (%)</b>	<b>15.17</b>	<b>12.16</b>	<b>13.75</b>	<b>14.09</b>	<b>13.81</b>
<b>Building and Construction (%)</b>	<b>1.65</b>	<b>1.51</b>	<b>1.39</b>	<b>1.48</b>	<b>1.50</b>
<b>Others (%)</b>	<b>9.12</b>	<b>9.66</b>	<b>9.49</b>	<b>9.65</b>	<b>9.49</b>
<b>Sectoral Growth (%)</b>					
<b>Q1</b>	<b>Q2</b>	<b>Q3</b>	<b>Q4</b>	<b>Tot.</b>	
<b>Agriculture (%)</b>	<b>21.13</b>	<b>20.94</b>	<b>21.99</b>	<b>21.30</b>	<b>21.39</b>
<b>Solid Minerals (%)</b>	<b>-11.37</b>	<b>28.08</b>	<b>66.24</b>	<b>41.89</b>	<b>36.64</b>
<b>Crude Petroleum and Natural Gas (%)</b>	<b>23.27</b>	<b>23.27</b>	<b>23.27</b>	<b>23.27</b>	<b>23.27</b>
<b>Manufacturing (%)</b>	<b>31.95</b>	<b>31.73</b>	<b>32.76</b>	<b>33.56</b>	<b>32.87</b>
<b>Telecommunications and Post (%)</b>	<b>80.05</b>	<b>80.18</b>	<b>79.92</b>	<b>79.56</b>	<b>79.91</b>
<b>Finance and Insurance (%)</b>	<b>26.94</b>	<b>26.93</b>	<b>26.96</b>	<b>26.95</b>	<b>26.64</b>
<b>Wholesale and Retail Trade (%)</b>	<b>25.13</b>	<b>31.09</b>	<b>43.24</b>	<b>34.95</b>	<b>33.59</b>
<b>Building and Construction (%)</b>	<b>24.63</b>	<b>26.01</b>	<b>32.43</b>	<b>21.38</b>	<b>25.84</b>
<b>Others (%)</b>	<b>17.50</b>	<b>18.14</b>	<b>18.83</b>	<b>18.33</b>	<b>18.24</b>
<b>Overall Growth (Quarterly and Annual)</b>	<b>22.68</b>	<b>23.33</b>	<b>25.34</b>	<b>24.32</b>	<b>23.99</b>

**Source: National Bureau for Statistics: Last quarter GDP was assessed based on Third Q3 Assumptions**

Table 3 is the disaggregation based on sectoral performance and contribution to the 2006 national GDP. From the analysis of the figures, the non-oil sector contributed an average of 24% to GDP with telecommunications and solid minerals recording 79.91% and 36.64%. This can be attributed to the licensing of the Global Satellite for Mobile telecommunication (GSM) and full deregulation of the telecommunications sector. The strategic agricultural sector made a modest contribution of 21.39% while crude petroleum and natural gas recorded 23.27%. Overall, annual average GDP growth rate at current basic prices was 23.99%.



### **K-SEEDS I and Economic Growth Targets**

The K-SEEDS I highlighted some targets relevant to tracking economic growth. The targets are domiciled in programme areas related to Agriculture, Poverty Alleviation, Youth Development, Environmental improvement, Information and Communication Technology, Growing the Private Sector, Governance Reforms and Development of State Infrastructures. While data relevant for monitoring and tracking performance of K-SEEDS target could be useful as a proxy to track certain components of State GDP, it cannot replace the need for a comprehensive databank that will clearly measure the contribution of every relevant sector to the GDP of Kano. Table 4 lists growth related targets from K-SEEDS, and provides an indication of data availability against them.

**Table 4: Baseline Summary and Review of Data Availability Matrix for Monitoring Economic Growth in K-SEEDS 1**

BCCO A Code	K-SEEDS Target	Data Availability Y/N/Partial	Institution al Data Location	Capacit y to Collect Data Y/N	Resource Availabilit y and Tools Y/N
<b>01000</b>	<b>AGRICULTURE</b>				
<b>010000</b>	Increase food production by 200% by 2007	Y	KNARDA, MOA, MPB	Y	Y
<b>010200</b>	Increase the volume of credit facilities to farmers	P	KNARDA, MOA, MPB, banks	Y	Y
<b>010300</b>	Double the number of farmers who have access to credit	P	KNARDA, MOA, MPB, banks	Y	Y
<b>010400</b>	Double the rate of transfer of technology by year 2007	P	KNARDA, MOA, MPB	Y	Y
<b>010500</b>	Reduce wastage by year 2007	N	KNARDA, MOA, MPB	Y	Y
<b>010600</b>	Increase agricultural productivity by 50% by year 2007	P	KNARDA, MOA, MPB	Y	Y
<b>010700</b>	Double disposable income of farmers by year 2007	N	KNARDA, MOA, MPB	Y	Y
<b>1010800</b>	Double poultry production	N	MOA, MPB	Y	Y
<b>03000</b>	<b>POVERTY ALLEVIATION</b>				
<b>030100</b>	Halve between 1990 and 2015 the proportion of people who suffer from hunger (MDG 102)	N	MPB	N	N
<b>030300</b>	Increase per capital income of Kano State indigenes from the present \$350 per annum to \$500 per annum by year 2005 (MDG101)	N	MPB	N	N
<b>030400</b>	Create an additional 15,000 jobs by year 2007	N	MPB, MoC	N	N
<b>030600</b>	Increase the number of registered cooperatives by 25% by year 2007	Y	MPB, MoC, KCOG	N	N
<b>030700</b>	Increase access to and volume of credit to the poor by 50% by year 2007	N	MPB, MoC	N	N
<b>80000</b>	<b>YOUTH</b>				
<b>080500</b>	Improve income per capita of youth by 25% by 2007 (MDG 101)	N	MPB, MoC	N	N
<b>090000</b>	<b>Environmental Improvement (General)</b>				



<b>090200</b>	Increase the number of bee farmers by 100% by year 2007	<b>N</b>	<b>MoE, MPB</b>	<b>N</b>	<b>N</b>
<b>BCCOA Code</b>	K-SEEDS Target	<b>Data Availability Y/N</b>	<b>Institution al Data Location</b>	<b>Capacit y to Collect Data Y/N</b>	<b>Resource Availabilit y and Tools Y/N</b>
<b>090500</b>	Identify and document all economic trees (location, quantity, quality) by year 2007	<b>N</b>	<b>MPB, MoE</b>	<b>N</b>	<b>N</b>
<b>090600</b>	Increase the number of economic trees by 100% by year 2007	<b>N</b>	<b>MPB, MoE</b>	<b>N</b>	<b>N</b>
<b>110000 (General)</b>	<b>Information Communication Technology</b>				
<b>110100</b>	In cooperation with the private sector make available all the benefits of new technologies especially information and communications (MDG 818)	<b>N</b>	<b>MPB, MICT</b>	<b>N</b>	<b>N</b>
<b>110200</b>	The promotion of economic growth with intent to increase the GDP of Kano State to 6% by year 2007	<b>N</b>	<b>MPB, MICT, MOC</b>	<b>N</b>	<b>N</b>
<b>110300</b>	Increase the per capita income of citizens by 25% by year 2007	<b>N</b>	<b>MPB, MICT, MOC</b>	<b>N</b>	<b>N</b>
<b>110500</b>	Improve the delivery of government services to its citizens by achieving full computerization of major government agencies and processes by 2007	<b>N</b>	<b>MPB, MICT</b>	<b>N</b>	<b>N</b>
<b>110600</b>	Reduce government overhead by 35% as a result of increased productivity and efficiency by year 2007	<b>N</b>	<b>MPB, MICT</b>	<b>N</b>	<b>N</b>
<b>110700</b>	Eliminate ghost workers and ghost pensioners as a result of computerizing the payroll system by year 2007	<b>N</b>	<b>MPB, MICT</b>	<b>N</b>	<b>N</b>
<b>110800</b>	To achieve deployment, widespread availability and application of high speed connectivity by year 2007	<b>N</b>	<b>MPB, MICT</b>	<b>N</b>	<b>N</b>
<b>120000</b>	<b>Growing the Private Sector (General)</b>				
<b>120100</b>	To increase capacity utilization in industries by 25% by year 2007	<b>N</b>	<b>MPB, MOC</b>	<b>N</b>	<b>N</b>
<b>120200</b>	To increase access to SMEIS for SMEs	<b>N</b>	<b>MPB, MOC</b>	<b>N</b>	<b>N</b>
<b>120300</b>	To establish three pilot projects in local government councils (1 project in each senatorial district) by year 2007	<b>N</b>	<b>MPB, MOC</b>	<b>N</b>	<b>N</b>
<b>BCCOA</b>	K-SEEDS Target	<b>Data</b>	<b>Institution</b>	<b>Capacity</b>	<b>Resourc</b>



Code		Availability Y/N	Data Location	to Collect Data Y/N	e Availability and Tools Y/N
120500	To increase employment generation of our youth by 30% BY 2007 (MDG 816)	N	MPB, MOC	N	N
120600	To increase employment generation of women by 30% by year 2007	N	MPB, MOC	N	N
120700	Improve internally generated revenue base by 100% by 2010 thereby escaping from the total dependence on oil	N	MPB, MOC	N	Y
120800	To attract 50 Billion Naira investment from the local private sector and foreign direct investment by 2015	N	MPB, MOC	N	Y
120900	To establish at least one factory/industry for each mineral deposit starting with glass processing factory in Dambatta and Makoda by year 2009	N	MPB, MOC	N	Y
121000	To become a major exporter of solid minerals by year 2009	Y	MPB, MOC	N	N
121100	Attract at least one million visitors to Kano by year 2007	N	MPB, MOC, MOTT	N	N
121200	Earn at least \$250,000 annually from foreign tourists by year 2010	N	MPB, MOC, MOTT	N	N
121300	Attract additional N5 Billion investment from private sector in tourism by year 2007	N	MPB, MOC, MOTT	N	N
121500	Create 5000 new jobs in the tourism sector by year 2009	N	MPB, MOC, MOTT	N	N
<b>130000</b>	<b>Reform of Government and Governance</b>				
130100	Develop an open, rule based, predictable and non-discriminatory trading system including a commitment to good governance, development and poverty reduction	N	MPB, MOC,	N	N
130200	Make debt sustainable in the long run	Y	MPB, MOF	Y	Y
130300	Ensure that budget is based on realistic expenditure targets and strategies	Y	MPB, MOF, PMB	Y	Y
130400	Pursue balanced budget and avoid deficit budgeting	Y	MPB, MOF	Y	Y
<b>BCCOA Code</b>	K-SEEDS Target	<b>Data Availability Y/N</b>	<b>Institutional Data Location</b>	<b>Capacity to Collect Data Y/N</b>	<b>Resource Availability and Tools</b>



					<b>Y/N</b>
<b>130700</b>	The current – recurrent ratio would be increased from 35:65 in 2004 to 60:40 by year 2007	<b>Y</b>	<b>MPB, MOF</b>	<b>Y</b>	<b>Y</b>
<b>130900</b>	Adopt a mandatory budget calendar within the budget framework by year 2007	<b>Y</b>	<b>MPB, MOF</b>	<b>Y</b>	<b>Y</b>
<b>131600</b>	Inputs such as fertilizer, improved seeds and tractors have been made available to farmers at subsidized rates	<b>Y</b>	<b>MPB, MOA, KNARDA</b>	<b>Y</b>	<b>Y</b>
<b>132000</b>	Cut government overheads by at least 35% by year 2007	<b>Y</b>	<b>MPB, MOF</b>	<b>Y</b>	<b>Y</b>
<b>132300</b>	Cut capital costs by at last 35% by 2007 (by employing techniques of value engineering, value for money audit and allowing market mechanism)	<b>Y</b>	<b>MPB, MOF</b>	<b>Y</b>	<b>Y</b>
<b>132600</b>	Commit to a policy program of privatization	<b>Y</b>	<b>MPB, MOF, MOC</b>	<b>Y</b>	<b>Y</b>
<b>140000</b>	<b>Development of State Infrastructures</b>				
<b>140100</b>	Development of Infrastructures in the State	<b>Y</b>	<b>MPB, MOWR, MOW</b>	<b>Y</b>	<b>Y</b>
<b>140200</b>	Electrifications of towns in the State	<b>Y</b>	<b>MPB, Rural Electrification Board</b>	<b>Y</b>	<b>Y</b>

**Monitoring of K-SEEDS I**

The growth targets of K-SEEDS I are not SMART compliant and in many cases, they lack the structures and defined mechanism to monitor them. This has made it difficult to track the progress of K-SEEDS I. To add value to K-SEEDS II, it will be extremely important to streamline the number of targets with focus of ensuring that they are SMART compliant with clear indicators to track their performance.

**Institutional Mechanism and location**

The sector targets that focuses on economic growth cuts across Agriculture, Poverty Alleviation, Youth Empowerment, Environment, ICT, Private Sector Growth and Governance Reforms. Apart from the Projects Monitoring Bureau that tracks project implementation across all Ministries, the various MDAs have their own Department of Planning, Research and Statistics. Except for Agriculture that has a well resourced and high profile organization in the form of KNARDA for monitoring programme implementation, the other agencies where the K-SEEDS growth targets are domiciled are not tracking and developing data to a sufficient degree. Even with agriculture, there is a lack of baseline data for analysis of several of the targets.

### **Staff Capacity**

The capacity of staff to perform M&E responsibilities and functions across MDAs is relatively weak vis-à-vis the scope and job functions of an ideal M&E framework. The technical abilities to undertake M&E function are obviously lacking. An in-depth review reflects a staff profile that needs capacity building and basic training on contemporary and best practices in M&E.

### **Resource Availability and Tools**

The Projects Monitoring Bureau, which has responsibility to monitor performance across ministries, has been receiving support to enhance internal capacity. The same has not happened across the board for the Departments of Planning, Research and Statistics in all the MDAs. Except for Ministry of Planning and Budget and Ministry of Commerce that has received huge support from SLGP and the World Bank respectively, the PRS units in the other MDAs have not enjoyed the same and many of them are virtually non-functional. The M&E function in KNARDA (under the Ministry of Agriculture) is a notable exception; it benefited significantly in the early 1980s from World Bank resources, and is now implementing a priority programme for the State, the Special Mass Food Production Programme.

### **Data Collection and Flow**

The major source of data collection in agencies that are tracking growth like the Ministry of Commerce is the Department of Statistics in the Ministry of Budget and Planning, the DPRS department of the Ministry and the other independent agencies like the Kano State Chamber of Commerce, Manufacturers Association of Nigeria and the National Association of Small Scale Industries NASSI. In KNARDA, the data set is mainly collated using survey and constant tracking by a strong M&E unit.

However, important data flows that will be relevant for the Ministry of Commerce, Planning and Statistics in disaggregating state GDP are not available. Data captures from supporting agencies that are supposed to track sector growth in the Kano State economy are virtually non-existent. The situation in the other MDAs like Transport and Tourism are unimpressive. However, the Ministry has taken the initiative to develop Transport and Tourism Master Plan, which will be critical in designing baseline data sets to track growth in the sector.

### **Key Findings And Recommendations**

The key findings and recommendations are stipulated below.

#### **Findings**

##### **General Observations**

- There was absence of baseline data to track key economic indicators in the various MDAs in the State

##### **Data Availability for Monitoring Economic Growth in K-SEEDS I**

A perusal of the Kano State Statistical Year book for 2006 confirms an absence of baseline data to monitor the economic growth of the State. To further confirm this position, interview with key personnel of the Kano State Chamber of Commerce, Manufactures Association of Nigeria and National Bureau of Statistics confirms dearth of reliable database to track sectoral growth of the key economic drivers in the State.



It is worthy to note that the National Bureau of Statistics is currently working on a national survey in all the critical sectors that will assist them in the disaggregating State GDP. The Department of Statistics in the Ministry of Budget and Planning needs to collaborate with NBS to update the 2007 Yearbook with current and relevant data on tracking economic growth in the state.

#### **Capacity for Data Collection and Analysis**

Critical appraisals of the DPRS unit in the various ministries attest to a staff profile that lacks the requisite skills and capacity to conduct comprehensive M&E. This subjects the quality of data and analysis to serious doubt and lack of credibility in decision making to track economic growth.

Agencies like the Chamber of Commerce, MAN and NASSI are not faring any better. They lack the necessary data to track activities in the various sectors that contributes to State GDP. The regional branches of the National Bureau for Statistics are currently collaborating with the CBN in a nationwide survey to gather data in the volatile manufacturing sector of the economy. However, apathy and frustration on the part of businesses is currently hampering these efforts.

#### **Resource and Tools Availability**

The culture of inadequate baseline data is further complicated by lack of buy-in from the political establishment to address this critical area of policy planning. This has affected support on the part of Kano State Government in the areas of providing working tools and logistics for data gathering and analysis. A lack of appreciation on the importance of credible data has hampered planning.

The growth M&E functions that are currently doing well can be attributed to large-scale support from international donor agencies. The World Bank supported the initiation and development of KNARDA while SLGP reform efforts are well manifested in the Ministry of Planning and Budget. The joint efforts by the DFID and World Bank in supporting the Ministry of Commerce through various programs to track economic growth in Kano are yielding positive results.

#### **Institutional Location and Framework**

Absence of clear-cut responsibility on which MDAs to warehouse and update data was well manifested in the course of the documentation.

#### **Recommendations and Next Steps**

- The Department of Statistics, Ministry of Planning and Budget should be responsible for warehousing the database of the state for purpose of tracking economic growth. This can be facilitated through collaboration with the National Bureau of Statistics who can provide information on a regular basis for updating the State Databank
- The DPRS of the various sectors should be responsible for tracking data sets relevant for monitoring and evaluation of economic growth in their own MDAs
- The Project Monitoring Bureau should be fully involved at the policy design stage to equip them with the indicators that should be monitored and the methodology to use
- The Ministry of Commerce in addition to their core functions should be responsible for warehousing and updating data on State GDP