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SLGP and Donor Experience with LEEDS

by

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Acronyms/Abbreviations

CBOs	Community Based Organizations
CDD	Community Driven Development Model
CGS	Conditional Grant Scheme
CMD	Centre for Management Development
CPED	Centre for Population and Environmental Development
DFID	Department for International Development
FCT	Federal Capital Territory
GTZ	Gesellschaft für Technische Zusammenarbeit
HIV/AIDS	Human Immune-deficiency Virus/Acquired Immune-Deficiency Syndrome
IBP	Issue Based Projects
IBRD	International Bank for Reconstruction and Development
JPB	Joint Planning Board
LASEEDS	Lagos State Economic Empowerment and Development Strategy
LEEDS	Local Government Economic Empowerment and Development Strategy
LGA	Local Government Area
LGAs	Local Government Areas
MDGs	Millennium Development Goals
MDG CGS	Millennium Development Goal Conditional Grant Scheme
MOIGA	Ministry of Inter Governmental Affairs
MoU	Memorandum of Understanding
MTEF	Medium Term Expenditure Framework
NEEDS	National Economic Empowerment and Development Strategy
NGOs	Non-Governmental Organizations
NPC	National Planning Commission
NPDD	National Plans Development Department
PFM	Public Financial Management
SEEDS	State Economic Empowerment and Development Strategy
SPM	State Program Manager
SPMs	State Program Managers
SLGP	State and Local Government Programme
SRIP	Support for Reforming Institution Programme
TOR	Terms of Reference
TPA	(Lagos State) Ten Point Agenda
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
Y/N	Yes/No

1.0 SUMMARY

1.1 Introduction

This report documents the methodologies used in developing LEEDS documents, the number of LEEDS documents developed so far and donor support for the exercise. The report also identifies the methodologies used by each state to prepare their LEEDS document, the number of states that have so far prepared their documents and number of local governments within these states that have prepared their LEEDS document. The report further recommends a workshop to be organized with NPC to discuss way forward for the further development of LEEDS.

1.2 Objectives

The objectives of this assignment are:

- To provide an inventory of all LEEDS documents supported by SLGP and other donors.
- To pool together the various methods used in preparing these documents.
- Prepare documented inventory of the donors, states and LGAs with LEEDS in place.
- To document cases of states that have developed LEEDS independently,
- To review all the LEEDS documents collected, identify differences in preparation that may not necessarily be captured in the documented methodology.

1.3 The Process

Discussions were held with SLGP SEEDS Adviser and Lesson Learning and Dissemination Officer, SRIP Director, UNDP Program Specialist (Poverty Unit), senior officials of NPC and a World Bank Senior Economist. Documents were obtained from these individuals and organizations including some from the defunct Ministry of Inter-Governmental Affairs. Discussions were also held with SLGP State Programme Managers (SPMs) on phone and via e-mail. A face-to-face 'informal' brief was held with the Kano SPM.

A workshop was held in Abuja and the findings of the report were discussed and recommendations made.

1.4 Outcomes

The report found as follows:

- Growing donor skepticism about 'producing more LEEDS documents' and shift in focus to ensuring that the ones produced are implemented.
- The development of most of the LEEDS documents was donor-driven, although three states (Abia, Bauchi and Osun) independently sponsored the development of LEEDS.
- The process of developing the LEEDS document was managed by consultants in all the states, except Jigawa, where the Ministry of Local Government managed the process with the consultants playing an advisory role.



Different methodologies were used to develop the documents resulting in different levels of quality.

- The NPC is considering the development of a 'harmonized' LEEDS Manual.
- The NPC welcomes the idea of workshop that discusses next steps in the development of LEEDS and looks forward to more details on its content.
- Doubts about the sustainability of the documents were raised, especially in view of the imminent elections in 2007, which may bring new people in to office who may not 'own' the document.
- Control by the state and lack of autonomy for local governments will greatly affect their capacity for implementing LEEDS.

A workshop was organized on Tuesday 13th March 2007 on Experience With LEEDS where the findings of the report were discussed. Officials of NPC, state ministries of local government, budget and planning, donor agencies (such as DFID, SRIP, UNDP, Water Aid, USAID) and NGOs, were invited to the workshop. (Please see Annex 5 for list of participants at the workshop).

1.5 Synthesis/Conclusion

The objectives of the assignment have been achieved.

1.6 Recommendations

- A generic LEEDS Manual should be developed and disseminated to all the states for onward dissemination to their local government areas (LGAs).
- NPC should consider assigning an officer with responsibility for coordinating ongoing work on LEEDS.
- NPC should encourage states and LGAs to participate in capacity building workshops developed by CMD on setting targets, costing, budget management and public participatory techniques.
- NPC should encourage States to ensure greater coordination between its plans and those of the local governments in the development agenda. This will ensure greater synergy and responsibility in implementing their LEEDS. This should help to improve the quality of LEEDS.
- NPC should encourage states to take charge and drive the LEEDS process instead of the present case where donors and consultant appear to drive the process.

In addition to these 'general' recommendations, a workshop held on 13th March 2007 where findings of this report were presented and key recommendations were also made.

2.0 INTRODUCTION

This report documents the methodologies used in developing LEEDS documents, the number of LEEDS documents developed so far and donor support for the exercise. The report also identifies the methodologies used by each state to prepare their LEEDS document, the number of states that have so far prepared their documents and number of local governments within these states that have prepared their LEEDS document. The report further recommends a workshop to be organized with NPC to discuss way forward for the development of a LEEDS Manual.

The report identified seven different methodologies, the agencies that supported them, as well as the states that used them to develop their LEEDS document. However, only six of these methods were used in the developing LEEDS documents. The seventh method, developed by MoIGA, was not used.



3.0 BACKGROUND

In November 2000 the UK's Department for International Development commissioned the State and Local Government Programme (SLGP) to run (initially for) six years (now increased to 7½) in four selected locations (initially Benue, Ekiti, Jigawa and Enugu, and presently Jigawa, Enugu, Lagos, Kano and Kaduna). 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. One of the key components of SLGPs support is to improve the functioning of States and LGAs through policy development, better management of resources, and improving accountability and transparency in governance.

Since the launch of SEEDS donor support to states has also focused on deepening the process by encouraging development of LEEDS. SLGP has been part of that by providing support to various LGAs in its partner states. However, because of limited contact and exchange on the process, various approaches have been applied by states within SLGP States in developing LEEDS. The approaches used by other donor agencies have also been different although UNDP used the same approach in the seven states it has supported.

4.0 OBJECTIVES

The objectives of this assignment are:

- To provide an inventory of all LEEDS documents supported by SLGP and other donors.
- To pool together the various methods used in preparing these documents.
- Prepare documented inventory of the donors, states and LGAs with LEEDS in place.
- To document cases of states independently carrying out the exercise,
- To review all the LEEDS documents collected, identify differences in preparation that may not necessarily be captured in the documented methodology.
- Work with NPC to plan and organize a workshop to present and discuss findings.

5.0 THE PROCESS

Discussions were held with the SLGP SEEDS Adviser to understand the nature and scope of the assignment and also to plan how best to carry it out. The NEEDS Adviser was also consulted on FCT LEEDS. The SLGP Lesson Learning and Dissemination Officer was consulted on the issue of organizing and holding a workshop to discuss the findings of this assignment.



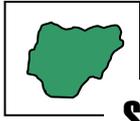
The major donor agencies were visited and discussions were held with them on the number of states they are supporting, the number of states that have produced LEEDS documents so far and the number of LEEDS documents that have been produced in their respective states. The result of these is presented in Table I, II, III A – III D, Annex 3. Interview sessions were held with the SEEDS Adviser and Coordinating Director, National Strategic Analysis, NPC, to cross-check and confirm information already obtained and also on other issues such as the need to develop a LEEDS Manual, need and modalities for a workshop and views of NPC on donor-driven LEEDS initiative.

Documents obtained from these individuals and organizations were reviewed as part of the preparation for this report. (Please see Annex 2 for details of these documents). The LEEDS documents were studied to determine whether or not they complied with the methodology that guided their formulation. The methodologies studied identify strengths and weaknesses, common issues and uniqueness. The findings of these are presented in Table IV and V, Annex 3.

6.0 OUTCOME

The report found as follows:

- Governments at both federal and state levels have continued to expand their direct support to community initiatives under various donor supported programs in a range of sectors. However, much of these effort are either poorly coordinated or not at all and have so far been ignored in the LEEDS preparation effort.
- There is growing donor skepticism about ‘producing more LEEDS documents’ and a shift in focus to ensuring that the ones produced are implemented. This is clear from comments made by DFID, UNDP and the World Bank. This feeling is based on the following:
 - Funds meant for local governments are withheld by states under the ‘joint account’ system.
 - Local Government Service Commission controls staffing of local government thereby limiting the operational freedom and technical capacity of local governments;
 - Most local government chairmen are accountable to their parties and governors not to the electorate;
 - In some states staff of local governments are transferred to state service once they reach a certain grade level thereby depriving local governments of key talent and making capacity building in such local government area to be of little use.
- For these reasons, some donors believe that any ‘centrally driven initiative’ from Abuja on LEEDS development will not have the desired outcome. However, as the recommendations of the workshop show, the effort needs to be coordinated and the Federal level to generate enthusiasm and interest similar to SEEDS.
- The development of most of the LEEDS documents was donor-driven although some states, such as Abia, Bauchi and Osun, sponsored the development of their LEEDS documents. (Bauchi State developed 18 documents in addition to the two documents developed with support from UNDP).
- The process of developing the LEEDS document was managed by consultants in all the states, except Jigawa. This may create problem of ‘ownership’ for the documents.



- Different methodologies were used to develop the documents resulting in different levels of quality.
- The draft LEEDS Manual produced by the defunct Ministry of Inter Governmental Affairs appears to combine the strengths of the other documents and avoids their weaknesses, which recommends it as the best.
- Many of the LEEDS documents are weak in many areas, such as identifying policy focus/priorities, lack of or poor situation analysis, absence of or poorly articulated targets and strategies and absence of a realistic budget. This puts their utility as ‘policy documents’ into question. (See Table VI B in Annex 3 for some of the weaknesses of the LEEDS documents).
- Many of the methodologies fail to show or ‘teach’ important analytical and information collection skills in policy formulation. This has led to the production of poor quality LEEDS documents. (See Table VI A in Annex 3 for some of the weaknesses of the LEEDS Methodology documents).
- The World Bank and SRIP are working on a number of ‘micro projects’, which provide excellent ‘case studies’ of policy execution but which are currently not integrated in any LEEDS initiative in spite of the fact that many of these projects are in LEEDS states and are ‘ideal’ LEEDS projects. For example, the World Bank’s Community Driven Development Model (CDD) in Abia, Cross Rivers, Kogi, Ekiti, Kebbi, Gombe, Ebonyi, Kwara, Osun, Zamfara and Edo could have been helpful for the LEEDS States of Abia, Cross Rivers, Osun and Kogi States, among others.
- The NPC is considering the development of a ‘harmonized’ LEEDS Manual modelled after the SEEDS Manual to guide local governments to prepare their LEEDS.
- NPC welcomed the idea of a workshop on LEEDS and this was held on 13th March. Findings of this report were discussed. Donors, civil servants from Ministries of Planning and Budget/State Planning Commission and NPC staff attended the workshop.
- There are differences across SLGP States and between these and other states supported by other donors as measured by the strengths and weaknesses of the LEEDS documents. These differences are largely the result of the different methods applied in developing the LEEDS documents.
- It is significant that Jigawa State has produced the most LEEDS documents (nine) amongst the SLGP states. A review of the process reveals that a number of factors may be attributed to this:
 - *State managed process*: The Ministry of Local Government took charge of the process of developing LEEDS, not consultants or donors (the usual practice). Local Government officials were made to be aware that the Ministry will not take it kindly with any officer who did not cooperate and contribute to the process. Self management of the process by the Ministry is a major indicator as to who really ‘owns’ the process and the resulting document. Local Government Officials and all stakeholders, as a result, approached the process with a ‘patriotic zeal’.
 - *‘Internal’ funding*: The Ministry of Local Government set aside a fixed monthly sum and deduct the same at source from the participating LEEDS local governments. This money was used to pay allowances to the members of State LEEDS Steering Committee that worked as advisers to the Local Government LEEDS Technical Committees and other expenses, such as stationery and fuel. This was a powerful incentive for members of the various committees to deliver a result.

- *The Challenge Fund*: SLGP offered to fund 50% of an IBP proposed in the best three LEEDS documents provided strong motivation, especially for political office holders eager to leave a legacy, to complete the process within a relatively short time.
- *Strict time plan*: The Ministry, Local Government Officials and Consultants agreed to a strict time plan. Everyone felt that they will be 'sanctioned' if the deadline is not met.

The purpose of the SLGP Challenge Fund in Jigawa State is to: “*Encourage all nine LGAs to prepare LEEDS which take account of the Millennium Development Goals, reward best performance in LEEDS preparation, and support implementation of three best practice LGA IBP proposals which will lead to quick wins on the ground, champion LEEDS implementation and serve as a demonstration of local government reform*” The fund provides support for up to 50% of an IBP cost (subject to a maximum of N4.0mm) and the local government is expected to fund the balance. Thirteen Point selection criteria were developed and applied for selecting winners of the fund. Winners were expected to sign a Memorandum of Understanding (MoU) before drawing from the fund. (Please see Annex 6 for structure of the Challenge Fund).

- A review of the methodologies reveals a number of similarities, strengths and weaknesses as well as features that are unique to each method. Details of these are given in Annex 3, Table VI A. Some of the common features found across the methods are:
 - Stakeholder participation in the LEEDS development process.
 - Advocates setting up of Committees (2-3) to drive the process.
 - Consultants were employed to guide the process and (except in Jigawa State) to write the LEEDS documents.
 - Workshops and Consultative Forums were organized in the process
 - State Ministry of Local Government participated in the process in conjunction with State Ministry of Budget and Planning or State Planning Commission who provided technical advice and information.

(Please see Table V and VI A in Annex 3 for details).

From the foregoing, the following could be stated as the key findings of this report:

- Five agencies involved in supporting LEEDS; SLGP, UNDP, State Planning Commissions of Abia, Bauchi and Osun covering 25 states
- 13 States, 93 LGAs have LEEDS ; 28 of which has support from SLGP and UNDP
- Lagos and Enugu used Pilot projects as incentives to leverage LEEDS
- Jigawa State Challenge fund seems to have had most impact on developing LEEDS
- Deficiencies in setting targets & deciding strategies, costing & funding LEEDS and budget management manifested in most LEEDS
- Capacity of LGAs to develop comprehensive LEEDS appears limited
- Donor participation has been mostly at the drafting stage
- NPC role at this stage unclear
- It is easy for states to draft LEEDS documents however not clear how easy to implement.

A workshop was organized for Tuesday 13th March 2007 on Experience With LEEDS, where these findings were discussed. The following issues generated comments and discussions as follows:

- The SLGP Jigawa Challenge Fund: The workshop was interested to know whether there have been some improvements or developments as a result of the Challenge Fund in Jigawa State. It was reported that there are delays in spending the fund – the elected chairmen who developed the documents were replaced by a caretaker committee!
- MDG Office and Conditional Grant: The workshop raised the question as to whether existing LEEDS documents, or the process in general, provides an opportunity for local governments to benefit from the conditional grants available at the MDG Office and how such conditions could be structured to fit into and improve the process. Although this question requires a more informed reflection, it is safe to say that the Jigawa Challenge Fund is a conditional grant, provides an interesting learning point and experience, and could be a good model for the MDG Office to adopt.
- Incentive schemes: The workshop considered the incentive scheme in the SLGP Jigawa State Challenge Fund and concluded that a 'little' incentive could have a powerful effect on the LEEDS development process and the quality of the LEEDS document.
- Capacity building: However, while the workshop generally accepted that an incentive scheme helps in developing LEEDS, weaknesses, such as poor budgetary estimates, implementation and monitoring methods, remains and should be addressed through capacity building.
- Level of community/group participation in the LEEDS process: There was concern about how 'deep' the consultative forums were and whether they encouraged real and genuine participation by communities and groups in the LEEDS process. The key message is: was participation done just to 'tick a box on a list of requirements' or did it influence the targets in LEEDS? There was a suggestion that existing approaches and 'models' did not encourage or facilitate transparency and accountability. However, it was recognized that the Jigawa State model and the UNDP approach developed by CPED deepened participation in the process and have the potential to be useful in monitoring implementation. In Jigawa State, for example, the consultative forums agreed to double as the LEEDS Monitoring Committee to 'supervise' implementation.
- Local government autonomy: It was stated that federal legislation is required to give autonomy to local governments. This autonomy has been dwarfed or seized by state government under the 'joint account' system and through the Local Government Service Commission.
- Donor support for LEEDS: It was felt that there is no donor support for the LEEDS process compared to SEEDS. The general view was that the Federal Government has not shown as much interest in the development of LEEDS as it did with SEEDS and has done little to persuade donors to support the process.

After the ‘brainstorming’ session on the above, the workshop addressed and made recommendations on five key issues based on the findings of the report. The five key issues are:

- Should support for LEEDS continue or focus on deepening existing achievement?
- Best Donor entry point – drafting or implementation?
- What can we learn from the SLGP Jigawa State Fund and other pilot projects as incentives to encourage LEEDS?
- How do we address capacity needs at LGA level?
- What is best way to expand NPC role in LEEDS?

Synthesis/Conclusion

The objectives of the assignment have been achieved.

Objectives	Objectively Verifiable Indicator
1. To provide an inventory of all LEEDS documents supported by SLGP and other donors.	See Annex 3 Table II
2. To pool together the various methods used in preparing these documents.	See Annex 3 Table I, IV
3. Prepare documented inventory of the donors, states and LGAs with LEEDS in place.	See Annex 3 Table II,
4. To document cases of states independently carrying out the exercise,	See Annex 3 Table IIIC - IIIE
5. To review all the LEEDS documents collected, identify differences in preparation that may not necessarily be captured in the documented methodology	See Annex 3 Table V, VI A – VI B.
6. Work with NPC to plan and organize a workshop.	See recommendations of workshop below and list of participants to workshop in Annex 5.

7.0 RECOMMENDATIONS

7.1 Recommendations of the Report

- NPC should adopt the MoIGA guide as a starting point. This document should be circulated to states for their input within a given deadline. Guide needs to be available for states interested in developing LEEDS.
- NPC could make greater effort to generate donor interest and coordinate donor effort in LEEDS development. Although donors have been calling for this sort of ‘coordination’ across their various strands of work, no mechanism has yet been developed to make it a reality.

- NPC and other donor agencies may wish to consider an incentive package modeled after the SLGP Jigawa State Challenge Fund to encourage states and local governments to implement their LEEDS documents. The incentive may also be used to engage incoming administration after the April 2007 election.
- NPC should coordinate CGS keying into LEEDS support at the implementation state. Donors should structure support along lines of Jigawa Challenge Fund.
- NPC should designate an officer with responsibility for coordinating ongoing work on LEEDS. The individual should ensure greater coordination between state plans and those of the local governments in the development agenda. In addition, he should be responsible for disseminating the LEEDS Guide when it is developed. Periodic updates on LEEDS through JPB or zonal workshops can be part of ToR for the LEEDS officer.
- NPC's CMD has developed training programs in setting & deciding strategies, costing & funding strategies and budget management to support LGAs build capacity. The Commission should encourage states to participate in these training.

7.2 Recommendations from the Workshop

SLGP organized a workshop designed to address the following:

- Should support for LEEDS development continue or focus should be on deepening existing achievement? On this issue the workshop recommends as follows:
 - Donor support for LEEDS development should continue as part of effort to deepen the planning culture across the three tiers of government and the need to achieve an integrated and coordinated development;
 - Focus should also be on deepening existing achievement by providing support to implement the LEEDS documents so far produced. Such support can be in the form of capacity building in areas of costing and budgeting, monitoring and evaluation;
 - The Federal Government should be more forthcoming in terms of encouraging states to support LEEDS development (as it did during SEEDS development);
 - There is need to sensitize the political class both at state and local government level so that they understand the issues. This is necessary since implementing policies, such as revenue generation, following 'due processes' and law enforcement depend on political will.
- What should be the best donor entry point to provide such support – drafting of document or implementing its content? On this issue, the workshop recommends as follows:
 - The best entry point is pre-drafting stage and donors should be more involved at this stage. Specifically, donors should assist in mobilizing and sensitizing stakeholders and develop capacity of the LEEDS drafting committee. This will give credibility to the process and will facilitate the participation of all stakeholders regardless of differences;
 - Donors could support the preparation of sectoral plans especially if it fits within their mandate – e.g. governance, water, health, education;
 - Donors could also support and be involved in monitoring and evaluation especially as in b. above.

- What can we learn from the SLGP Jigawa State Challenge Fund and other Pilot Projects as incentives to encourage LEEDS? On this issue, the workshop concludes as follows:
 - A 'little incentive' may be all that is needed to motivate local governments to participate in the LEEDS process and develop meaningful development plans;
 - The incentive should be crafted to create a competitive spirit and challenge beneficiaries to put in their best to benefit (including the benefit of putting in place a well-managed process);
 - The criteria for selecting winners of the fund should be rigorous enough to obviate and sustain the challenge and to teach participants the importance of procedure and due process;
 - The Challenge Fund encourages direct and active participation of stakeholders in policy development and implementation;
 - The down-side of the Challenge Fund is that it focuses everyone's attention and effort on the IBP at the expense of other issues in the development plan.
- How do we address capacity needs at the LGA level? On this issue, the workshop recommends as follows:
 - Local governments will be issued with a general framework – a guide – for preparing LEEDS. (States were issued with a SEEDS Manual, which assisted them in preparing their SEEDS documents);
 - Capacity building should focus on getting the local governments involved and preparing to be in charge of the LEEDS process. In this regard, focus will be on:
 - i. Providing skills on data collection and analysis;
 - ii. Costing and budget preparation;
 - iii. Training the 'trainers';
 - iv. Service delivery skills;
 - v. Implementation, monitoring and evaluation skills;
 - vi. Filling existing 'gap' especially in the intermediate staff level.
- What is the best way to expand NPC role in LEEDS? On this issue, the workshop recommends as follows:
 - NPC should assign an officer (perhaps in the National Plans Development Department) to guide, coordinate, and monitor LEEDS development and implementation within LGAs (perhaps) through State Planning Commissions/Ministries and Planning Departments at LGAs through the Ministry of Local Government.
 - NPC should produce a guidebook or use the MoIGA LEEDS development guide to assist local governments to develop their LEEDS.
 - Federal Government and donors to provide 'enthusiastic' support similar to that provided during SEEDS development. The Federal Government should encourage States to develop LEEDS and donors should provide support.

Annex I

Terms of Reference

SLGP And Donor Experience With LEEDS

15 December 2006

Background

Since the launch of SEEDS, donor support to states has also focused on deepening the process by encouraging development of LEEDS. SLGP has been part of that by providing support to various LGAs in its partner states. However, because of limited contact and exchange on the process, various approaches have been applied by different states in developing LEEDS. The approaches used by other donor agencies have also been mixed.

SLGP States	Number of LGAs with LEEDS Docs	Number of LGAs with no LEEDS	Total
Jigawa	9	18	27
Enugu	3	17	20
Lagos	2	18	20
Kaduna	0	23	23
Kano	2	42	44
FCT	0	6	6
Total	16	124	140

The table above illustrates the number of LEEDS documents SLGP has been able to prepare across its partner states. Out of the five states plus FCT that SLGP works in, only two have not developed LEEDS documents for any of their LGAs (Area Councils in the case of FCT). Jigawa State has prepared the most LEEDS documents of all the states in terms of relative and absolute numbers. A tabular representation of inventory of other donor activity on LEEDS would be needed for this input. UNDP has been doing some work on this and has been able to work with six states. GTZ, SRIP, IBRD etc would also need to be approached on what they have done and how they have gone about it.

NPC is keen to develop a common approach to LEEDS. DFID would like to support this. Being able to do this would require this assignment to put together SLGP and other donors experience and share with NPC. The expectation is that NPC will use the material to determine next steps in LEEDS. A workshop will be organized with NPC and the donors to share SLGP's findings.

Scope of Work

This assignment is partially focused on providing an inventory of all LEEDS documents that have been prepared by SLGP and the donors. It will also focus on pulling together the various methods that were applied in preparing these documents. Within SLGP, different approaches have been applied. Enugu State developed a LEEDS Manual and uses that in preparation of LEEDS. Jigawa State developed a framework that was approved by the state government which serves as a guide for preparation of LEEDS. Incidentally, the Enugu process started before Jigawa, however Jigawa has made more progress in the number of LEEDS documents prepared. It would be good to get some indication of the uniqueness in their approach that helped to achieve this.

The Donors have also been doing some work on this. The assignment will require approaching the various donor agencies to obtain information on the states in which they have successfully prepared LEEDS. Prepare documented inventory of the donors, states and LGAs with LEEDS in place. It will also require putting together documentation of the methodology that was applied. The NPC should also be approached to get information on any other agencies that are doing work in this area which may not be immediately obvious to SLGP. Also, if there are cases of states independently carrying out the exercise, such states should be approached for the assignment.

The assignment will require the consultant to also review all the LEEDS documents collected, and identify differences in preparation that may not necessarily be captured in the documented methodology. This is particularly important in a case where the preparation of the LEEDS is guided more by a ToR rather than a Manual. The consultant's review of the various LEEDS methodologies should form part of a report that will highlight the various approaches presenting them as options to achieving the same objective. The consultant can be assisted by the SLGP NEEDS/SEEDS Analyst in putting together this input.

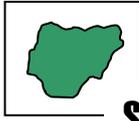
Timetable (tentative)

Task	When
Preparation	4 th January 2007
Meet with SLGP and Various Donors	5 th -7 th January 2007
Collate and review LEEDS Documents	8 th -10 th January 2007
Collate and review methodologies	11 th -15 th January 2007
Prepare analysis of methodologies and LEEDS documents	16 th January 2007
Discuss with SEEDS Adviser	17 th January 2007
Finalize Report	18 th January 2007

Tasks

The main tasks of the consultancy are therefore to:

- Approach donors, NPC and SLGP to obtain inventory of LEEDS documents prepared and in preparation. Present this in a tabular format.
- Obtain from donors, NPC and SLGP documentation of methodologies used in preparing the LEEDS documents. Present this in a tabular format
- Review all the LEEDS documents and prepare a summary of the various approaches used, highlighting weaknesses and strengths.



- Review all the documented methodologies and provide a synthesis of common and unique approaches. This should also provide given rationale for each approach used.
- Working with NPC to plan and organize a workshop where the findings from the review will be presented and discussed. Comments and suggestions from the workshop will be documented. The supporting consultant would lead on the relationship with NPC.
- Liaise with the Lesson Learning Officer in SLGP to share examples of best practice and lessons learned from SLGP's work on LEEDS.

Inputs

Inputs will be made as follows:

- A Lead National Consultant supported by an SLGP consultant with knowledge and experience of SLGP's work on LEEDS.
- Extensive contacts with donors and NPC would also be useful for the assignment.

Consultants	Preparation	Travel to and within Nigeria	Presentation of Findings	Report Writing	Total days
National Consultant 1 (SLGP)	1	2	10	1	14
National Consultant 1 (SLGP)	0	0	7	0	7

The consultants will be provided with some transport, and access to limited office space and support. The input for this exercise will take place in Abuja. However, the consultants will provide their own laptop computers and are responsible for producing their own report(s).

Outputs

- Report on task completed to be prepared by the Lead consultant with input from the supporting consultant and SLGP's NEEDS/SEEDS Analyst
- An inventory of all LEEDS documents done by SLGP and other donors
- An inventory of the various methodologies applied in preparing the LEEDS

Annex 2

List of Documents

A Framework for the Development of Lagos State LEEDS (Prepared by Chris Umebese - supported by SLGP)

Abia State LEEDS Preparation Process: Information for Consultants

General LEEDS Framework for Local Governments in Jigawa State.

Manual for Local Economic Empowerment and Development Strategy – Prepared by the Ministry of Inter Governmental Affairs

Methodology for the Participatory Formulation of Local Government Economic Empowerment & Development Strategy (LEEDS) in Local Government Areas in Nigeria. (Prepared by Centre for Population and Environmental Development (CPED))

Practical Guide for the Development of LEEDS – *Experience Based*

Report of the Committee on the formulation of draft framework on Local Economic Empowerment Development Strategy (LEEDS), 30th August 2005

SRIP Guidelines for LGAs on Information to be Provided on Selection Criteria

SRIP Guidelines for Submission of Proposals

SRIP Guidelines for the Evaluation Committee

SRIP LGA Selection Process in Anambra, Kano, Jigawa and Yobe

SRIP Logical Framework

Terms of Reference (ToR) for the Kano State LEEDS preparation assignment

Abia State LEEDS

1. Aba North Local Government LEEDS
2. Aba South Local Government LEEDS
3. Arochukwu Local Government LEEDS
4. Bende Local Government LEEDS
5. Ikwuano Local Government LEEDS
6. Isialangwa North Local Government LEEDS
7. Isialangwa South Local Government LEEDS
8. Isuikwuato Local Government LEEDS
9. Obingwa Local Government LEEDS
10. Ohafia Local Government LEEDS
11. Osisioma Ngwa Local Government LEEDS
12. Ugwunagbo Local Government LEEDS
13. Ukwu East Local Government LEEDS
14. Ukwu West Local Government LEEDS
15. Umuahia North Local Government LEEDS
16. Umuahia South Local Government LEEDS

17. Umunneochi Local Government LEEDS

Adamawa State LEEDS

1. Ganye Local Government LEEDS
2. Michika Local Government LEEDS

Akwa Ibom State LEEDS

1. Nsit Local Government LEEDS

Bauchi State EEDS

1. Alkaleri Local Government LEEDS
2. Bauchi Local Government LEEDS
3. Bogoro Local Government LEEDS
4. Dambam Local Government LEEDS
5. Darazau Local Government LEEDS
6. Dass Local Government LEEDS
7. Gamawa Local Government LEEDS
8. Ganjuwa Local Government LEEDS
9. Giade Local Government LEEDS
10. Itas Gadau Local Government LEEDS
11. Jama'are Local Government LEEDS
12. Katagum Local Government LEEDS
13. Kirfi Local Government
14. Misau Local Government LEEDS
15. Ningi Local Government LEEDS
16. Shira Local Government LEEDS
17. Tafawa Balewa Local Government LEEDS
18. Toro Local Government LEEDS
19. Warji Local Government LEEDS
20. Zaki Local Government LEEDS

Cross Rivers State LEEDS

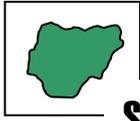
1. Etche Local Government , Cross Rivers State LEEDS
2. Yala Local Government, Cross Rivers State LEEDS

Enugu State LEEDS

1. Nkanu West Local Government Area LEEDS
2. Igbo-Etiti Local Government Area LEEDS
3. Ezeagu Local Government Area LEEDS

Jigawa State LEEDS

1. Babura Local Government, Jigawa State LEEDS
2. Buji Local Government LEEDS
3. Dutse Local Government LEEDS
4. Gagarawa Local Government LEEDS
5. Guri Local Government LEEDS
6. Hadejia Local Government LEEDS
7. Kazaure Local Government LEEDS
8. Kiyawa Local Government LEEDS
9. Mallam Madori Local Government LEEDS



Kano State LEEDS

1. Gaya Local Government
2. Wudil Local Government

Kogi State LEEDS

1. Kabba-Bunu Local Government
2. Okene Local Government

Lagos State LEEDS

1. Apapa-Iganmu Local Government
2. Ikoyi-Obalande Local Government

Ondo State LEEDS

1. Akoko Northwest Local Government
2. Odigbo Local Government

Osun State LEEDS

1. Atakunmosa East Local Government LEEDS
2. Atakunmosa West Local Government LEEDS
3. Ayedaade Local Government LEEDS
4. Ayedire Local Government LEEDS
5. Boluwaduro Local Government LEEDS
6. Boripe Local Government LEEDS
7. Ede North Local Government LEEDS
8. Ede South Local Government LEEDS
9. Egbedore Local Government LEEDS
10. Ejigbo Local Government LEEDS
11. Ife Central Local Government LEEDS
12. Ife East Local Government LEEDS
13. Ife North Local Government LEEDS
14. Ife South Local Government LEEDS
15. Ifedayo Local Government LEEDS
16. Ifelodun Local Government LEEDS
17. Ila Local Government LEEDS
18. Ilesha East Local Government LEEDS
19. Ilesha West Local Government LEEDS
20. Irepodun Local Government LEEDS
21. Irewole Local Government LEEDS
22. Isokan Local Government LEEDS
23. Iwo Local Government LEEDS
24. Obokun Local Government LEEDS
25. Odo-Otin Local Government LEEDS
26. Ola-Oluwa Local Government LEEDS
27. Olurunda Local Government LEEDS
28. Orlade Local Government LEEDS
29. Orolu Local Government LEEDS
30. Osogbo Local Government LEEDS

Rivers State LEEDS

1. Port Harcourt Local Government

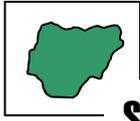
Annex 3

Summary Tables

TABLE I: Methodologies, Supporting Agencies and Where Used

Name of Methodology	Supporting Agency	States Methodology Used	Methodology Prepared By
1. Terms of Reference (ToR)	SLGP	1. Enugu 2. Lagos	SLGP SPMs
2. Abia State LEEDS Preparation Process: Information for Consultant	Abia SPC	1. Abia	Chukwuma Agu AIAE
3. Practical Guide for the Development of LEEDS – <i>Experience Based</i>	SLGP	1. Enugu 2. Kano	Quindaline Eneh Osita Nwafor
4. A Framework for the Development of Lagos State LEEDS	SLGP	Nil ¹	Chris Umebese
5. General LEEDS Framework for Local Governments in Jigawa State.	SLGP	1. Jigawa	Jigawa State LEEDS Technical Committee
6. Methodology for the Participatory Formulation of Local Government Economic Empowerment & Development Strategy (LEEDS) in Local	UNDP	1. Adamawa 2. Akwa Ibom 3. Bauchi 4. Cross Rivers 5. Kogi 6. Ondo 7. Rivers	Centre for Population and Environmental Development

¹ The Methodology document was developed *after* the LEEDS document were completed



Government Areas in Nigeria.			
7. Manual for Local Economic Empowerment and Development Strategy	Federal Ministry of Inter-governmental Affairs	Nil	LEEDS Framework Drafting Committee with support from consultants



TABLE II: Summary of Inventory of Prepared LEEDS Documents By Supporting Agency as at January 2007 By Agency

Supporting Agency	No. of States Supported	No. of States With LEEDS docs	No. of States With no LEEDS docs	LEEDS docs prepared with donor support	LEEDS docs prepared without donor support	Total
1. SLGP	6	4	2	16	-	16
2. UNDP	18	7	8 ²	12	-	12
3. SRIP	6	-	4	-	-	-
4. USAID	-	-	-	-	-	-
5. GTZ	-	-	-	-	-	-
6. IBRD	-	-	-	-	-	-
7. Abia SPC	1	1	-	-	17	17
8. Bauchi SPC	1	1	-	-	18	18
9. Osun SPC	1	1	-	-	30	30
Total	25	13	12	28	65	93

² Notes: Four UNDP states (Enugu, Jigawa, Lagos and Kano) and two SRIP states (Kano and Jigawa) are supported by SLGP. Abia and Bauchi are UNDP States. Osun is a SRIP State.



TABLE III A: Inventory of Prepared LEEDS Documents Supported by SLGP As At January 2007

Supporting Agency	States and Local Government Supported
<p>SLGP</p>	<p>Enugu State</p> <ol style="list-style-type: none"> 1. Igbo-Etiti Local Government 2. Nkanu West Local Government 3. Ezeagu Local Government <p>Jigawa State</p> <ol style="list-style-type: none"> 1. Babura Local Government 2. Buji Local Government 3. Dutse Local Government 4. Gagarawa Local Government 5. Guri Local Government 6. Hadejia Local Government 7. Kazaure Local Government 8. Kiyawa Local Government 9. Mallam Madori Local Government <p>Kano State</p> <ol style="list-style-type: none"> 1. Gaya Local Government 2. Wudil Local Government <p>Lagos State</p> <ol style="list-style-type: none"> 1. Apapa-Iganmu Local Government 2. Ikoyi-Obalande Local Government



TABLE III B: Inventory of Prepared LEEDS Documents Supported By UNDP As At January 2007

Supporting Agency	States and Local Government Supported
UNDP	<p>Adamawa State</p> <ol style="list-style-type: none">1. Ganye Local Government2. Michika Local Government <p>Akwa Ibom State</p> <ol style="list-style-type: none">1. Nsit Local Government <p>Bauchi State³</p> <ol style="list-style-type: none">1. Jama'are Local Government2. Kirfi Local Government <p>Cross Rivers State</p> <ol style="list-style-type: none">1. Etche Local Government2. Yala Local Government <p>Kogi State</p> <ol style="list-style-type: none">1. Kabba-Bunu Local Government2. Okene Local Government <p>Ondo State</p> <ol style="list-style-type: none">1. Akoko Northwest Local Government2. Odigbo Local Government <p>Rivers State</p> <ol style="list-style-type: none">1. Port Harcourt Local Government

³ Bauchi State has prepared LEEDS documents for the remaining 18 local government areas of the state.



TABLE III C: Inventory of Prepared LEEDS Documents Supported By Abia State As At January 2007

Supporting Agency	Local Government Areas Supported
<p>ABIA STATE⁴</p>	<ol style="list-style-type: none"> 1. Aba North Local Government LEEDS 2. Aba South Local Government LEEDS 3. Arochukwu Local Government LEEDS 4. Bende Local Government LEEDS 5. Ikwuano Local Government LEEDS 6. Isialangwa North Local Government LEEDS 7. Isialangwa South Local Government LEEDS 8. Isuikwuato Local Government LEEDS 9. Obingwa Local Government LEEDS 10. Ohafia Local Government LEEDS 11. Osisioma Ngwa Local Government LEEDS 12. Ugwunagbo Local Government LEEDS 13. Ukwa East Local Government LEEDS 14. Ukwa West Local Government LEEDS 15. Umuahia North Local Government LEEDS 16. Umuahia South Local Government LEEDS 17. Umunneochi Local Government LEEDS

⁴ State LEEDS documents were not available for review during the course of the assignment. The consultant has, however, confirmed their existence.



TABLE III D: Inventory of Prepared LEEDS Documents Supported By Osun State As At January 2007

Supporting Agency	Local Government Areas Supported
OSUN STATE ⁵	<ol style="list-style-type: none">1. Atakunmosa East Local Government LEEDS2. Atakunmosa West Local Government LEEDS3. Ayedaade Local Government LEEDS4. Ayedire Local Government LEEDS5. Boluwaduro Local Government LEEDS6. Boripe Local Government LEEDS7. Ede North Local Government LEEDS8. Ede South Local Government LEEDS9. Egbedore Local Government LEEDS10. Ejigbo Local Government LEEDS11. Ife Central Local Government LEEDS12. Ife East Local Government LEEDS13. Ife North Local Government LEEDS14. Ife South Local Government LEEDS15. Ifedayo Local Government LEEDS16. Ifelodun Local Government LEEDS17. Ila Local Government LEEDS18. Ilesha East Local Government LEEDS19. Ilesha West Local Government LEEDS20. Irepodun Local Government LEEDS21. Irewole Local Government LEEDS22. Isokan Local Government LEEDS23. Iwo Local Government LEEDS24. Obokun Local Government LEEDS25. Odo-Otin Local Government LEEDS26. Ola-Oluwa Local Government LEEDS27. Olurunda Local Government LEEDS28. Orlade Local Government LEEDS29. Orolu Local Government LEEDS30. Osogbo Local Government LEEDS

⁵ Osun State LEEDS documents were not available for review during the course of the assignment. The consultant has, however, confirmed their existence.



TABLE III E: Inventory of Prepared LEEDS Documents Supported By Bauchi State As At January 2007

Supporting Agency	Local Government Areas Supported
BAUCHI STATE ⁶	<ol style="list-style-type: none">1. Alkaleri Local Government LEEDS2. Bauchi Local Government LEEDS3. Bogoro Local Government LEEDS4. Dambam Local Government LEEDS5. Darazau Local Government LEEDS6. Dass Local Government LEEDS7. Gamawa Local Government LEEDS8. Ganjuwa Local Government LEEDS9. Giade Local Government LEEDS10. Itas Gadau Local Government LEEDS11. Jama'are Local Government LEEDS12. Katagum Local Government LEEDS13. Kirfi Local Government14. Misau Local Government LEEDS15. Ningi Local Government LEEDS16. Shira Local Government LEEDS17. Tafawa Balewa Local Government LEEDS18. Toro Local Government LEEDS19. Warji Local Government LEEDS20. Zaki Local Government LEEDS

⁶ The other 18 Bauchi State LEEDS documents were not available for review during the course of the assignment. The consultant has, however, confirmed their existence.

TABLE IV: Inventory of Methodologies Used in Preparing LEEDS Documents As At January 2007.

Supporting Agency	States Supported	Methodology Used	Stakeholder Participation (Y/N)	Consultants Participation ¹¹ (Y/N)	Managed By State (Y/N)	Incentive Scheme (Y/N)	No. of LEED Documents Prepared
SLGP	Enugu	ToR ⁹	Y	Y	N	Y	3
SLGP	Jigawa	Framework	Y	N	Y	Y	9
SLGP	Lagos	ToR	Y	Y	N	Y	2
SLGP	Kano	Enugu Guide	Y	Y	N	N	2
UNDP	Adamawa	CPED ¹⁰ Methodology	Y	Y	N	N	2
UNDP	Akwa Ibom	CPED Methodology	Y	Y	N	N	1
UNDP	Bauchi	CPED Methodology	Y	Y	N	N	2
UNDP	Cross Rivers	CPED Methodology	Y	Y	N	N	2
UNDP	Kogi	CPED Methodology	Y	Y	N	N	2
UNDP	Rivers	CPED Methodology	Y	Y	N	N	1
UNDP	Ondo	CPED Methodology	Y	Y	N	N	2
Abia SPC	Abia	CPED Methodology	Y	Y	Y	N	17
Bauchi ⁷ SPC	Bauchi	CPED	Y	Y		N	18

⁷ It is not clear which methodology was used by Bauchi. It is assumed that the CPED method was used because UNDP supported local government areas in the state using that method.



Osun ⁸ SPC	Osun	Methodology CPED Methodology ToR Unknown. Probably CPED Methodology Unknown	Unknown	Unknown	Y Y	Unknown	30
Total							93

⁸ None of the Osun LEEDS document was available for review at the time of preparing this report. This is why 'Unknown' is reported in the respective columns.

⁹ Two of the Enugu State LEEDS documents were prepared using the ToR. However, the Igbo-Etiti LEEDS document was prepared using the Enugu Guide, which was developed *after* the two earlier documents were prepared to assist other local government areas to prepare their LEEDS document.

¹⁰ Centre for Population and Environmental Development – a Benin based NGO that prepared the methodology used in all the UNDP supported states

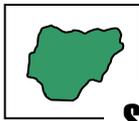
¹¹ Consultants' participation is defined as leading the process and writing the document.

TABLE V: Synthesis of Methodologies and Approaches Used In Preparing LEED Documents

<u>Common Themes Across the Methods</u>	<u>Unique Themes in the Methods</u>
<ol style="list-style-type: none"> 1. Stakeholder participation in the LEEDS development process. 2. Advocates setting up of Committees (2-3) to drive the process. 3. Consultants were employed to guide the process and (except in Jigawa State) to write the LEEDS documents. 4. Workshops and Consultative Forums were organized in the process 5. State Ministry of Local Government participated in the process in conjunction with State Ministry of Budget and Planning or State Planning Commission who provided technical advice and information. 	<ol style="list-style-type: none"> 1. The State LEEDS Technical Committee wrote the Framework for preparing LEEDS in Jigawa State. 2. The Challenge Fund used as an incentive in Jigawa State 3. The case study method used as illustration in the Enugu document. 4. Local Governments in Jigawa State wrote their documents.

TABLE VI A: Strengths and Weakness of The Methods Applied

<p>1. Abia LEEDS Preparation Process: Information for Consultants</p> <p>Strengths</p> <p>Same with ToR</p>	<p>Weaknesses</p> <p>Same with ToR</p>	<p>Uniqueness</p> <p>Same with ToR</p>
<p>2. CPED Methodology</p> <p>Strengths</p> <ol style="list-style-type: none"> 1. A comprehensive, 'step-by-step', manual on the processes to follow in developing a LEEDS document. 2. A strong emphasis on community and stakeholder participation in developing LEEDS. 3. Provides a checklist of data to be collected and a guide to facilitators on field work – situation analysis. 4. Proposes workshops before and after writing the LEEDS document. 5. Identifies challenges of preparing LEEDS, which, if ignored, could lead to failure. 6. Clearly defines the role of consultant – facilitator – in the process. 7. Articulates modules for different groups at relevant stages of the process. 	<p>Weaknesses</p> <ol style="list-style-type: none"> 1. Document is somewhat idealistic, simplistic and in many instances, rather 'academic' making it wordy and repetitive. 2. Document is silent on reform and reorientation, which are key to implementing LEEDS. 3. The section that deals with budget and costing of strategies in the document is rather scanty and not very helpful. 4. Processes outlined in the document may take too long and cost too much to accomplish. 	<p>Uniqueness</p> <ol style="list-style-type: none"> 1. Document provides helpful techniques on data collection and situation analysis. 2. Proposed a separate implementation structure for LEEDS. 3. Workshops proposals.



3. Enugu Guide		
Strengths	Weaknesses	Uniqueness
<ol style="list-style-type: none"> 1. Strongly advocates ownership of document and partnership in its development. 2. An easy to use and detailed 'step-by-step manual' on the processes to follow in developing a LEEDS document. 3. The case study provides lucid illustration of the concepts covered. 4. Facilitator's note provides additional guides and advice on how to get the best results. 5. Each section contains its objectives, techniques and expected output to guide those responsible for preparing LEEDS. 6. The document underscores the importance of dialogue as a means of coordinating development effort at all level of governance. 7. The document also underscores the importance of wider dissemination for better accountability 	<ol style="list-style-type: none"> 1. There is almost no section on situation analysis – the section on 'Statistical Review' reviewed nothing. 2. The sections on Target Setting and Strategy Development are too limited in scope and content as a guide. They have not addressed the fundamental issue of 'how to'. 3. The idea of resources allocation discussed in the document does not capture the teaching of MTEF, due process, transparency and accountability in the budgetary process. 4. Reform and reorientation are only given a mere passing mention in the document. 5. The section on 'Policy Thrust' has not provided guidance on how to address key issues on service delivery and growth. 6. Document is not 'rooted' in any known model such as those illustrated in the SEEDS Manual. 7. The document is silent on the need to include the 'profile' of the local government. 	<ol style="list-style-type: none"> 1. The illustrating case studies are unique to this methodology. 2. The idea of 'policy dialogue' to ensure a coordinated approach in the development agenda between the different levels of governments is also unique to this document.

<p>4. Jigawa Framework</p> <p>Strengths</p> <ol style="list-style-type: none"> 1. Simple and clear tool for <i>writing</i> the LEED document. 2. Provides suggestions on what information is required on a 'chapter by chapter' basis. 3. A good training manual that teaches the basic content of LEEDS 4. Advocates strong role and participation of stakeholders – CBOs, NGOs and the private sector in developing and implementing LEEDS. 5. A 'standard' and credible method for writing the LEEDS document. 	<p>Weaknesses</p> <ol style="list-style-type: none"> 1. Too much emphasis on writing the document at the expense of other issues and processes in developing LEEDS. 2. Assumes a certain level of technical competence and capacity in local government administration, which is not the usually the case. 3. Monitoring and Evaluation are given a mere mention in the document. 	<p>Uniqueness</p> <ol style="list-style-type: none"> 1. It is the only methodology that 'teaches the how' of writing the LEEDS document in details.
<p>5. Lagos Framework¹²</p>		
<p>6. Terms of Reference¹³</p> <p>Strengths</p> <ol style="list-style-type: none"> 1. Clear description of purpose and tasks; 2. Defined timeline for completion; 3. 'Made to measure', i.e., focused for the one assignment at hand; 	<p>Weaknesses</p> <ol style="list-style-type: none"> 1. Assumes the consultant drives the process; 2. Focus on task of consultant not on the LEEDS process 	<p>Uniqueness</p> <ol style="list-style-type: none"> 1. Responsibility for the assignment is defined – it is the consultants'

¹² The Lagos Framework is similar to that of Enugu and so is not treated separately. However, it should be mentioned that the Lagos document is superior to the Enugu one because it avoids many of its weaknesses.

¹³ Terms of Reference (ToR) are not necessarily 'methodologies' as such but a description of the task of the consultant



7. MOIGA Manual		
<p>Strengths</p> <ol style="list-style-type: none">1. Clear and logical policy development steps;2. Clearly defined tasks for each step;3. An outline of 'how to' organize stakeholder forum;4. Excellent worked-out examples of how to set targets and strategies;5. A working summary on how to prepare and implement a budget;	<p>Weaknesses</p> <ol style="list-style-type: none">1. The document appears to imply responsibility for LEEDS development in MOIGA rather than at the states.	<p>Uniqueness</p> <ol style="list-style-type: none">1. The only document that discusses and 'teaches' Public Private Partnership

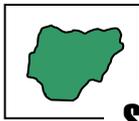
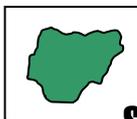


TABLE VI B: Strengths and Weakness of Prepared LEEDS Documents

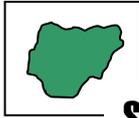
<p>Abia State LEEDS</p> <p><i>Rationale for Developing LEEDS</i></p> <ul style="list-style-type: none"> • Public demand for improved services; 	<p><i>Strengths</i></p> <ul style="list-style-type: none"> • A deliberate policy for curbing corruption has been proposed by the document; • A strong commitment to public sector reform • Good situation analysis with supporting data; • Strong link between situation analysis and targets/strategies; • Strong focus on growth through the private sector, agric and SME development. 	<p><i>Weaknesses</i></p> <ul style="list-style-type: none"> • No budget estimates is provided in the document; • Too many targets and strategies suggest document is not 'realistic' • Document did not define policy priorities/focus of the local government.
<p>Cross Rivers State LEEDS</p> <p><i>Rationale for Developing LEEDS</i></p> <p>Not stated.</p>	<p><i>Strengths</i></p> <ul style="list-style-type: none"> • Adequate baseline data on virtually all sectors – social and economic; • Provides useful 'tools,' such as the policy Implementation Matrix; 	<p><i>Weaknesses</i></p> <ul style="list-style-type: none"> • No budget estimates provided in the document; • No priority areas has been defined in document; • Document looks more like a 'balance sheet' of problems than a policy document. • Document is repetitive, unwieldy and 'complicated'; • Far too many targets and strategies have been listed, which makes the document unrealistic.



<p>Enugu State LEEDS</p> <p><i>Rationale for Developing LEEDS</i></p> <ul style="list-style-type: none"> • Consultative forums held with stakeholders identified sectors as priority. • NEEDS, Enugu SEEDS. 	<p><i>Strengths</i></p> <ul style="list-style-type: none"> • Comprehensive profile of each local government area. • Detail cost of projects under each sector. (This is unique to Enugu). 	<p><i>Weaknesses</i></p> <ul style="list-style-type: none"> • Ambitious or not stated priority sectors. • Non availability of situation analysis and supporting data creates a credibility problem for the documents. • Targets have not been set or stated in 1 of the documents.
<p>Kano State LEEDS</p> <p><i>Rationale for Developing LEEDS</i></p> <ul style="list-style-type: none"> • Kano State Societal Reorientation Program <i>Adaidaita Sahu</i>. • NEEDS, Kano SEEDS 	<p><i>Strengths</i></p> <ul style="list-style-type: none"> • Detailed situation analysis supported by impressive statistical data on sectors and local government area in general. 	<p><i>Weaknesses</i></p> <ul style="list-style-type: none"> • Too many tables and figures interfere with the 'flow' and hinder comprehension of document. • Targets have not been stated in the sectors and strategies are stated as 'generic solutions' and 'intervention plans' not action specific. • The budget section does not provide enough details on the projects to be funded under the capital budget nor provide any indication on recurrent expenditure. • No implementation and plan for monitoring and evaluation has been discussed in the document. • Too many 'priority areas' (8 on average) does not give the documents any focus.



		<ul style="list-style-type: none"> • Documents appear to be consultants-driven not community-driven. • The format of presentation is not logical and standardized.
<p>Jigawa State LEEDS</p> <p><i>Rationale for Developing LEEDS</i></p> <ul style="list-style-type: none"> • Consultative forums held with stakeholders identified sectors as priority. • Stakeholders participated in target setting in the priority sectors and agreed to contribute to strategy implementation to achieve them. 	<p><i>Strengths</i></p> <ul style="list-style-type: none"> • Focus on a limited number of sectors – 3 or 4 at the most. • Documents written in the ‘language’ of the local government not in ‘consultants’ high sounding words, which local people could not identify with. • Strong link between situation analysis, targets and strategies. • Availability of statistical information, which supports the situation analysis. • A comprehensive profile of each local government – from economy to geology. • Strong linkage between priority sectors, targets and the MDGs. 	<p><i>Weaknesses</i></p> <ul style="list-style-type: none"> • Poor budget estimates – actual spending to date is, in many cases, not stated/known. • Documents appear ‘raw’ and could benefit from further editing to ‘standardize’ them without losing their ‘originality’. • Many strategies are stated in a ‘general’ manner making it impossible to know their resource implication. • The documents are generally weak on growth and revenue generation strategies. • They are also weak in the larger aspect of reform – cutting cost, growing the private sector and greater transparency in the conduct of government business.



Lagos State LEEDS		
<p><i>Rationale for Developing LEEDS</i></p> <ul style="list-style-type: none"> • Consultative forums held with stakeholders identified sectors as priority. • LASEEDS Ten Point Agenda 	<p><i>Strengths</i></p> <ul style="list-style-type: none"> • Documents are presented in a standard and logical manner. • There is strong link between situation analysis, targets and strategies. • Statistical information, which supports the situation analysis, is provided. • A comprehensive profile of each local government – from economy to geology is presented. • Gender and HIV/AIDS have been properly mainstreamed in the documents. • Adequate implementation arrangement has been made. • Budget estimates are realistic and consistent with actual – which is not the case in most other LEEDS documents. • Total resources envelop and distribution to priority sectors has been indicated. 	<p><i>Weaknesses</i></p> <ul style="list-style-type: none"> • Focus on 8 priority sectors is tasking and ambitious even for resourceful local council areas of Lagos State. • Documents ‘written by consultants’ – the ‘cut and paste’ job puts doubts on credibility and intent. • In some areas, such as education, targets and strategies are mixed up.

Annex 4

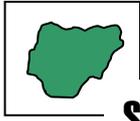
List of People Met

1. Obi Ugochuku, SEEDS Adviser, SLGP
2. Dele Thomas, Lesson Learning and Dissemination Officer, SLGP
3. Anthea Dickie, Program Director, Support to Reforming Institutions Program (SRIP) *Program Management Unit*,
4. Gabriella Spirli, Program Specialist, Poverty Unit, UNDP.
5. Engineer Adigun, Coordinating Director, National Plans Development Department
6. C N Ikpechukwu, (Mrs.) Coordinating Director, National Strategic Analysis Department, NPC.
7. Quindaline Eneh, National SEEDS Coordinator, NPC.
8. Lev Freinkman, Senior Economist, World Bank, Nigeria Country Office.
9. O Aguda, Assistant Secretary, LEEDS Framework Drafting Committee, Ministry of Inter Governmental Affairs.
10. Zainab Lukat, (Mrs) Program Officer, SLGP, Kano.
11. Mark Walker, SPM, SLGP, Dutse, Jigawa State
12. David Morley, SPM, SLGP, Kano
13. Shedrack Nkoro, Program Officer, SLGP, Enugu.
14. Tolu Adedeji, Program Officer, SLGP, Lagos.
15. Richard Butterworth, Governance Adviser, DFID
16. Chukuma Agu, African Institute for Applied Economics, Enugu

Annex 5

List of Workshop Participants

1	Chris Umebese	SLGP Kaduna
2	Mark Walker	SLGP Jigawa
3	Sam Umesie	Economic Planning Commission Enugu
4	Nwanze Agu	Min. of Local Govt & Political Matters Enugu
5	Njoku Wilson N	Economic Planning Commission Enugu
6	Orchardson Neil	SLGP Abuja
7	John Barker	SLGP Lagos
8	Dele Thomas	SLGP Abuja
9	I.A Garba	FCTA
10	Alhassaan Aliyu Gamagir	MLG Kaduna
11	Mike Bawa	MLG Kaduna
12	Bilaminu H.A	Lagos State, Ikoyi Obalende
13	Oshinibi A. A	Min of Local Govt Lagos State
14	Adekanla Majekodumi	Water Aid
15	Kare Spuening	GTZ
16	Veronique Stolz	GTZ
17	Davwet I.P	NPC
18	Jonathan Burton	Water Aid
19	Chichi Okoye	SRIP
20	Ode Ojowu	University of Jos
21	Dan Rogger	OSSAP-MDGs
22	Chinedu Nwoko	CIDA
23	Dr Thot J.D	Local Government
24	Zaynab Iukat	SLGP Kano
25	Olumide Olaniyan	IDASA NIG
26	Halima Mihammed	FPSR/DFID
27	Asuni Kemi	SLGP Abuja
28	Gabriella Spirli	UNDP
29	Edward Mugabi	UNDP
30	Mary Symmonds	UNDP
31	Adamu Egoche	USAID
32	Quandaline Eneh	NPC
33	Mary Anneke Oke	SRIP/NPC
34	Richard Butterworth	DFID
35	Umar Lawal	Min Of Planning and Budget Kano
36	Isa Sule Abdullahi	Min for Local Government Kano
37	Mohammed Yusuf	Min Of Local Government Jigawa
38	Rilwany Kubarachi	Min of Local Govt Kano
39	Abdulrazak Nakore	Min for Local Government
40	David Morley	SLGP Kano
41	M.A Ibrahim	Min of Budget and Planning Bauchi
42	Obi Ugochuku	SLGP Abuja



Slgp

43 Mohammed Aliyu

SLGP Abuja

Annex 6

SLGP Jigawa State Challenge Fund Structure

Introduction

Nine Local Government Areas (LGAs) in Jigawa State are piloting the development of Local Economic Empowerment Development Strategies (LEEDS). The Jigawa State Government LEEDS Technical Committee has developed a framework for LEEDS that requires each LGA to include an Issue Based Project (IBP) to champion LEEDS implementation, demonstrate reform and serve as a 'quick win'.

SLGP will allocate £50,000 to a Challenge Fund. Criteria will be applied, and the three best LGA IBP proposals (one from each Senatorial District) will be co-funded. There will therefore be three competitions – one for Jigawa North-West (between Kazaure, Babura and Gagarawa), one for Jigawa North-East (between Hadejia, Malam Madori and Guri) and one for Jigawa South-West (between Dutse, Buji and Kiyawa).

Purpose

The purpose of the Challenge Fund is to:

“Encourage all nine LGAs to prepare LEEDS which take account of the Millennium Development Goals, reward best performance in LEEDS preparation, and support implementation of three best practice LGA IBP proposals which will lead to quick wins on the ground, champion LEEDS implementation and serve as a demonstration of local government reform”

Selection Criteria

Thirteen 'best practice' selection criteria have been prepared to assist in selecting the best three IBP proposals. The first of these is that the LGA IBP proposal is clearly aligned behind at least one of the Millennium Development Goals (all MDGs are listed in Annex A). All criteria are provided in Table 1.

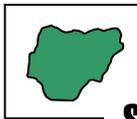


Table 1: Challenge Fund Criteria

Criteria	Marks (0-10)
1. Does the IBP have an objective related to at least one of the MDGs?	
2. Is the IBP related to a strategic issue identified in the situation analysis?	
3. Does the IBP address a key obstacle to improved LGA governance?	
4. Can the IBP be implemented within the January 2007 – August 2007 timescale?	
5. Is there a clear strategy/methodology appropriate for achieving the objective of the IBP?	
6. Does the IBP represent a new way of local government doing business?	
7. Will a service be offered to citizens within the local government area?	
8. Is the end-user of the service clearly identified, and have they been involved in defining the IBP proposal?	
9. Is the budget appropriate for the methodology/strategy proposed?	
10. Does the IBP contribute to building and strengthening coalitions of agents cutting across civil society, the public sector and the private sector?	
11. Is government committing funds (from any source) to the project? Will government be prepared to fund a minimum of 50% of the cost of the IBP?	
12. Is government committed to allocating funds for all operation and maintenance required after the end of the project in order to ensure sustainability?	
13. Is the IBP linked with an MDG sector and local government department who accept responsibility for management, and will be accountable for performance?	

Selection Process and Timetable

All nine Local Government Areas have drafted their LEEDS documents in anticipation of the presentation workshop to be held in Dutse on November 14th and 15th. All nine have included an IBP proposal as part of their LEEDS document. The following sections present the next steps, the selection process, the timetable and rules.

Submission Guideline

Local Government Areas are to **separate** the IBP proposal from their LEEDS documents, and present copies each to the LEEDS Secretariat in the Ministry of Local Government (2 hard copies, **plus electronic copy**) and the office of the State and Local Government Programme (2 hard copies, **plus electronic copy**) no later than **12 noon on Friday 24th November**. Local Governments must also present one hard copy and an electronic copy of their **final LEEDS document** and budget to the SLGP office by the same time. Local Governments that do not submit copies by this time will be **excluded** from the Challenge Fund.

Local Governments are encouraged to ensure that their submissions comply with the criteria, and that a budget is presented. **Proposals without a budget breakdown will not be considered.**

Evaluation Procedure

A LEEDS Technical Committee has already been established by Jigawa State Government. The membership is:

- 1 Permanent Secretary, Ministry of Local Government (Chairman)
- 2 Permanent Secretary, Road Maintenance and Public Works Agency
- 3 Permanent Secretary, Establishment, Office of the Head of Service
- 4 Permanent Secretary, Ministry for Budget and Planning
- 5 LEEDS Desk Officer
- 6 SEEDS Desk Officer

The LEEDS Technical Committee shall make the final decision regarding the selection of the three best practice IBP proposals – at least four members must be present for a quorum. State Government representatives of the Steering Committee may also participate. The decision shall be informed by an **independent panel**. The process will be mediated by the SLGP Programme Manager, and the SLGP Programme Officer.

Independent Panel and Scoring Process

The independent panel shall comprise:

- 1 Deputy Head, Department for International Development: North (DFID:N)
- 2 SLGP Programme Manager
- 3 SLGP Programme Officer
- 4 Three SLGP LEEDS Consultants

All members of the independent panel shall score all nine IBP proposals, except the consultants. The SLGP Programme Manager, SLGP Programme Officer and Deputy Head DFID:N will independently score the nine proposals against the list of criteria, from a score of 0 (complete failure against the criteria) to 10 (perfect compliance).



SLGP has provided three consultants to support the LEEDS process:

- 1 Ali Garba, who has supported Hadeja, Malam Madori and Guri Local Governments (North-East Zone)
- 2 Dr. Ummu Jalingo, who has supported Dutse, Buji and Kiyawa Local Governments (South-West Zone)
- 3 Y.Z. Ya'u, who has supported Babura, Kazaure and Gagarawa Local Governments (North-West Zone)

Each consultant will be provided with one copy of each of the six IBP proposals that they were **not involved** in supporting. Each consultant will independently score the proposals against the list of criteria, from a score of 0 (complete failure against the criteria) to 10 (perfect compliance).

Each Local Government IBP Proposal shall therefore be scored **five times**. Therefore the maximum score available when independent individual scores are added will be **50** for each criterion, providing an overall total of **650** when the 13 criteria are added.

Should no other conditions prevail the advice of the mediators (SLGP Programme Manager and Programme Officer) to the LEEDS Technical Committee will be to select the **highest scoring** proposal from each zone.

Evaluation Timetable and Rules

Rule 1: Local Governments must present copies of their IBP proposal to the LEEDS Secretariat in the Ministry of Local Government (2 hard copies, plus electronic copy) and the office of the State and Local Government Programme (2 hard copies, plus electronic copy) no later than **12 noon on Friday 24th November**. Local Governments must also present one hard copy and an electronic copy of their **final LEEDS document** and budget¹⁴ to the SLGP office by the same time. Local Governments that do not submit copies by this time will be **excluded** from the Challenge Fund. Local Governments that do not submit a **budget breakdown** will be **excluded**.

Rule 2: SLGP will provide members of the independent panel with copies of proposals to be scored, along with the Scoring Format, by **12 noon on Monday 27th November**,

Rule 3: Independent panel members will submit scores to the SLGP Office Manager by **12 noon on Thursday 30th November**. Panel members are encouraged to provide brief **comments** to accompany their scores. Electronic communication is preferred.

Rule 4: Independent panel members may **not communicate** with one another on the substance of scoring at any time prior to 12 noon on 30th November. Should communication other than this be discovered, the process will be deemed to be in **default**, and independent panel membership will be reviewed.

¹⁴ This is so that SLGP may provide copies of the full LEEDS document to independent panel members so that they may refer to the context (e.g. situation analysis) when assessing and scoring the IBP proposals.



Rule 5: Local Governments or members of the LEEDS Technical Committee may **not communicate** with independent panel members at any time prior to 12 noon on 30th November regarding any aspect of scoring. Should communication be discovered, the process will be deemed to be in **default**, and independent panel membership will be reviewed.

Rule 6: Should communication contrary to Rule 4 and Rule 5 above be discovered subsequent to the award of the Challenge Fund, an investigation will be conducted, and the award will be reviewed.

Rule 7: The SLGP Office Manager will complete the **Final Score Sheets** (shown in Annex C) by **5pm on Thursday 30th November**. The SLGP Office Manager will allocate each scorer a number, and names will not be inserted into the Final Score Sheets to ensure anonymity in respect of scoring particular Local Governments. The SLGP Office Manager will also prepare **collated comments** from independent panel members. Score sheets submitted by independent panel members will be **confidential** – only the SLGP Programme Manager may access these from the Office Manager in the event of a need to mediate.

Rule 8: The LEEDS Technical Committee shall meet during the week of **December 4th to December 8th**, at a date and time to be decided by the chairman. The SLGP Office Manager shall make available sufficient copies of the Final Score Sheets and collated comments for the meeting when the date is finalized.

Rule 9: During the meeting of the LEEDS Technical Committee, a final decision regarding the selection of the three best practice Local Government IBP proposals shall be made. SLGP representatives and the Deputy Head, DFID:N shall be invited to observe, facilitate and mediate within the meeting. The SLGP Programme Manager will present **Final Score Sheets** and **collated comments** to guide decision making.

Rule 10: The LEEDS Technical Committee will inform Local Governments of the award of the Challenge Fund in each of the three Senatorial Districts, but will not disseminate Final Score Sheets or collated comments. The decision of the committee is final.

Annex 7

Checklist of 'Good' LEEDS Document

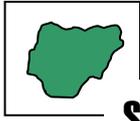
1. Evidence of sound preparation: This should show –
 - a. Commitment of political leadership;
 - b. Provision of time and resources for LEEDS process;
 - c. Setting up of technical committees;
 - d. Appointment of consultant to facilitate process;
 - e. Capacity building for 'drivers' of the process;
 - f. Sensitizing/mobilizing people about LEEDS.

2. Local government profile: This is concerned with –
 - a. Historical development of LGA;
 - b. Location within state;
 - c. Demographics;
 - d. Major economic activities of people in the LG;
 - e. Revenue profile of the LG;
 - f. Major opportunities for and constraints to development in the LG.

3. Choosing and setting policy priorities: There will be evidence of –
 - a. Commitment and participation of high level, visible leaders in the process;
 - b. Sensitization and mobilization for LEEDS in the LG;
 - c. Representation of all groups and interests to achieve consensus;
 - d. Support of 'established' authorities or power for the process
 - e. A well structured, organized and conducted consultative forum;
 - f. Availability of adequate and reliable Information and statistics;
 - g. Disclosure/sharing of such information during the consultative forum;
 - h. Transparency in the process to achieve and ensure genuine consensus on issues and priorities;

4. LEEDS policy formulation: This means –
 - a. Articulating a vision and mission
 - b. Identifying and stating sectoral policy priorities as identified during the consultative forum;
 - c. Conduct a situation analysis on each sector indicating its constraints and opportunities;
 - d. Stating overall policy objective(s) in each sector;
 - e. Setting 'key' targets to address 'key' constraints and opportunities;
 - f. Ensuring that targets set are few and focused to avoid 'dilution' of resources;
 - g. Identifying and selecting best options to achieve targets within time, resource and performance constraints;
 - h. Stakeholder validation of sectors, targets and strategies.

5. LEEDS policy implementation: This should indicate –
 - a. What administrative reforms and changes will be made to implement LEEDS;
 - b. The source and adequacy of funds to execute the projects in the chosen options;



- c. Realistic costing and annual budgets (including the processes followed) for the period of the plan;
 - d. The role of private sector in the plan and how this role will be carried out;
 - e. Mechanism for monitoring and evaluation of LEEDS execution;
 - f. Budget and expenditure tracking plans.
6. Pilot project: This is as a policy 'learning', validation 'testing' case and is, therefore concerned with –
- a. Stating the process and criteria for selecting the project as 'pilot';
 - b. Selecting and executing ONE project in one of the priority sectors as an illustrative case;
 - c. Indicating a time schedule of three to six months for implementing the project;
 - d. Providing a realistic budget for the project;
 - e. Indicating source of financing the project;
 - f. Identifying who is responsible for the project and expected outcomes once the project is completed;
 - g. (In some cases it may be necessary or desirable to) indicate how the project relates to the MDGs.

Annex 8

MDG CGS and LEEDS Synergy

1. CGS to target LEEDS states (states where LGAs have developed LEEDS)
2. CGS should provide publicity on this program
3. LEEDS state should show evidence that a LEEDS technical committee has been in place and a primary contact identified.
4. LEEDS states should show evidence that at least one person in LEEDS technical teams has attended a course on setting targets & deciding strategies and costing and funding targets. Alternative is a member of the committee has experience and background in preparing and costing policy documents
5. CGS should adopt LEEDS checklist to determine quality of the states LEEDS.
6. LEEDS document should identify singular pilot project that is expected to be funded through CGS.
7. Identified pilot project in the LEEDS should have budget provision and comply with CGS normal guidelines for consideration
8. Criteria for selection of projects should be based on ranking from checklist and available funding for that state.
9. CGS should propose funding one project in each LEEDS that scores full points from the check list. If funding is available after all projects from cleared LEEDS have been financed, then a second project could be considered for funding starting from the top.