Nigeria's Road to SDGs
Country Transition Strategy

October 2015

THE GLOBAL GOALS
For Sustainable Development

MISSION STATEMENT

To rigorously integrate SDGs to ensure that goals inspire commitment

CONTENTS

ABBREVIATIONS AND ACRONYMS

CCT	Conditional Cash Transfers
CGS	Conditional Grants Scheme
CSOs	Civil Society Organisations
DFID	Department for International Development
DRG	Debt Relief Gains
DHIS	District Health Information Software
EMIS	Education Management Information System
EU	European Union
FEC	Federal Executive Council
IGR	Internally Generated Revenue
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MoI	Ministry of Information
NACA	National Agency for the Control of HIV/AIDS
NASS	National Assembly
NBS	National Bureau of Statistics
NEC	National Executive Council
NGF	Nigeria Governors' Forum
NGOs	Non-Governmental Organisations
NMIS	Nigeria Millennium Development Goals Information System
NOA	National Orientation Agency
NPC	National Planning Commission
NPC	National Population Commission
NPHCA	National Public Health Care Agency
NYSC	National Youth Service Corps
OSSAP-MDGs	Office of the Senior Special Advisor to the President on MDGs
PCAMMDGs	Presidential Committee on the Assessment and Monitoring of the Millennium Development Goals
PMU	Project Management Unit
PPP	Public Private Partnership
SACA	State Agency for the Control of HIV/AIDS
SDGs	Sustainable Development Goals
SOP, OSSAP-MDGs	Secretary of Programmes, Office of the Senior Special Advisor to the President on MDGs
SPARC	State Partnership for Accountability, Responsiveness and Capability
ToRs	Terms of Reference
UBE	Universal Basic Education
UBEC	Universal Basic Education Commission
UN	United Nations
UNDP	United Nations Development Programme
WB	World Bank

SECTION 1 – INTRODUCTION

Nigeria was among the 189 countries worldwide that endorsed the United Nations Millennium Declaration in New York in September 2000, which led to the adoption of the eight time-bound Millennium Development Goals (MDGs) with several targets and indicators to be achieved by 2015.

In 2005, Nigeria successfully negotiated debt relief from the Paris Club which enabled the country to increase and target public investments in pro-poor programmes and projects towards achieving the MDGs. The Presidential Committee on the Assessment and Monitoring of the Millennium Development Goals (MDGs) and the Office of the Senior Special Assistant to the President on MDGs were subsequently established to guide the use of the Debt Relief Gains (DRGs) in the execution of pro-poor programmes and projects and coordinate progress towards the MDGs.

In September 2015, world leaders converged at the United Nations Headquarters in New York to consider and adopt a new comprehensive, ambitious and transformational development agenda. The Outcome Document adopted during the summit outlines a set of 17 Sustainable Development Goals (SDGs) and 169 targets aimed at eradicating poverty in all its forms and shifting the world onto a sustainable and resilient development pathway while ensuring that 'no one is left behind'. The SDGs seek to build on and complete the unfinished business of the MDGs; realize the human rights of all; achieve gender equality in all sectors and spheres of life; and importantly, strike a balance between economic, social and environmental dimensions of development.

> The Outcome Document *inter alia*, calls on member states to **"develop as soon as practicable, ambitious national responses to the overall implementation of this [new] Agenda … in order to support the transition to the SDGs and build on existing planning instruments, such as national development and sustainable development strategies"**.

In this regard, the Document also calls on national governments to draw on the contributions of the UN system, parliaments, indigenous peoples, civil society, the private sector and other stakeholders.

A review of the MDGs implementation in Nigeria reveals that the country has registered mixed results across the goals, geographic areas and gender groups. Despite progress on some indicators, many of the goals and targets have not been met. The slow pace of progress notwithstanding, the country has registered multiple success stories such as reaching the threshold of eradicating polio, the implementatation of a largely successful Conditional Grants Scheme (CGS) and mobilizing community utilisation of health facilities through the village health workers scheme. Nigeria has in fact provided leadership on the MDGs within Africa and globally. Institutions, innovations and policies introduced in Nigeria were admired and replicated by other countries. Showing the same leadership on the SDGs and delivering results across all of the goals will require pro-active planning and thinking. That is the purpose of this strategy – to

identify in advance the actions that need to be taken to capitalize on Nigeria's MDGs successes, learn from its weaknesses and to position the country to take the fastest and most reliable trajectory possible to achieving the SDGs.

Strikingly, the jump from the MDGs to the SDGs is not simply a question of extending the timeline and the ambition of the goals. New goals have been added, entirely new sectors have been introduced and the number of indicators has more than doubled. The breadth and depth of the endeavour will now involve a substantial multiplication of activities and an expansion of partnerships and institutions. Moreover, a number of the SDGs do not simply specify outcome goals, but also the means by which these goals should be achieved. An emphasis on rights, justice, social inclusion, sustainability, access to technology and reducing inequality will place new constraints and demands on policy at all stages – in planning, implementation and monitoring. Preparing for these complex policy issues over a time horizon of fifteen years will depend on laying a solid foundation. Luckily, Nigeria does not need to start from scratch. The experience of the MDGs, if properly leveraged, should provide the foundation for achieving the SDGs.

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[1] See United Nations (2015):'Transforming Our World: The 2030 Agenda for Sustainable Development' [Online] Available at www. www.un.org/sustainabledevelopment/.../transforming-our-world-docume...
[2] Ibid (para 78, page 28)

Nigeria's Journey to the SDGs

GLOBAL VISION
- To improve livelihoods and protect the planet for future generations
- Realizing the future we want

NIGERIA'S VISION
- Leave no Nigerian Behind
- Integrate the SDGs in an inclusive and people-centered manner
- Focus on institutional and policy strengthening

GLOBAL PROCESS
- UN Task Team on the Post-2015 Development Agenda
- High-Level Panel of Eminent Persons on the Post-2015 Development Agenda
- UN Sustainable Development Solutions Network
- UN High Level Political Forum on the Post-2015 Development Agenda
- United Nations Open Working Group
- Series of "global conversations" – thematic and 88 national consultations, and door-to-door surveys

NIGERIA'S PROCESS

LEAVE NO NIGERIAN BEHIND

MDGs to SDGs Transitioning Strategy

"global conversations"

Presidential Summit on the MDGs

MY World Survey

National consultations to Common African Position

Moving House

The transition from the MDGs to the SDGs can be thought of as analogous to the process of moving house. There are many things in our old house (the MDGs) that worked well, but upgrading to a larger, more intimidating house (the SDGs) is not simply a question of continuing our lives as if nothing changed. Most obviously, we need new furniture to fill the new space in the house – the new sectors and goals in the SDGs will require new policies and new institutional mechanisms to ensure action on the ground. In addition, our costs for running the house will increase and the financing of our bills and investments will have to be sound. The process of moving house itself also has to be carefully planned for – are the supporting legal and financial structures in place, has the transport of the furniture been organised, who is responsible for the many small tasks of unpacking. Similarly for the SDGs, even if we are clear on the changes that need to be made, implementing them is a hazardous and complex process that requires careful political and organisational guidance.
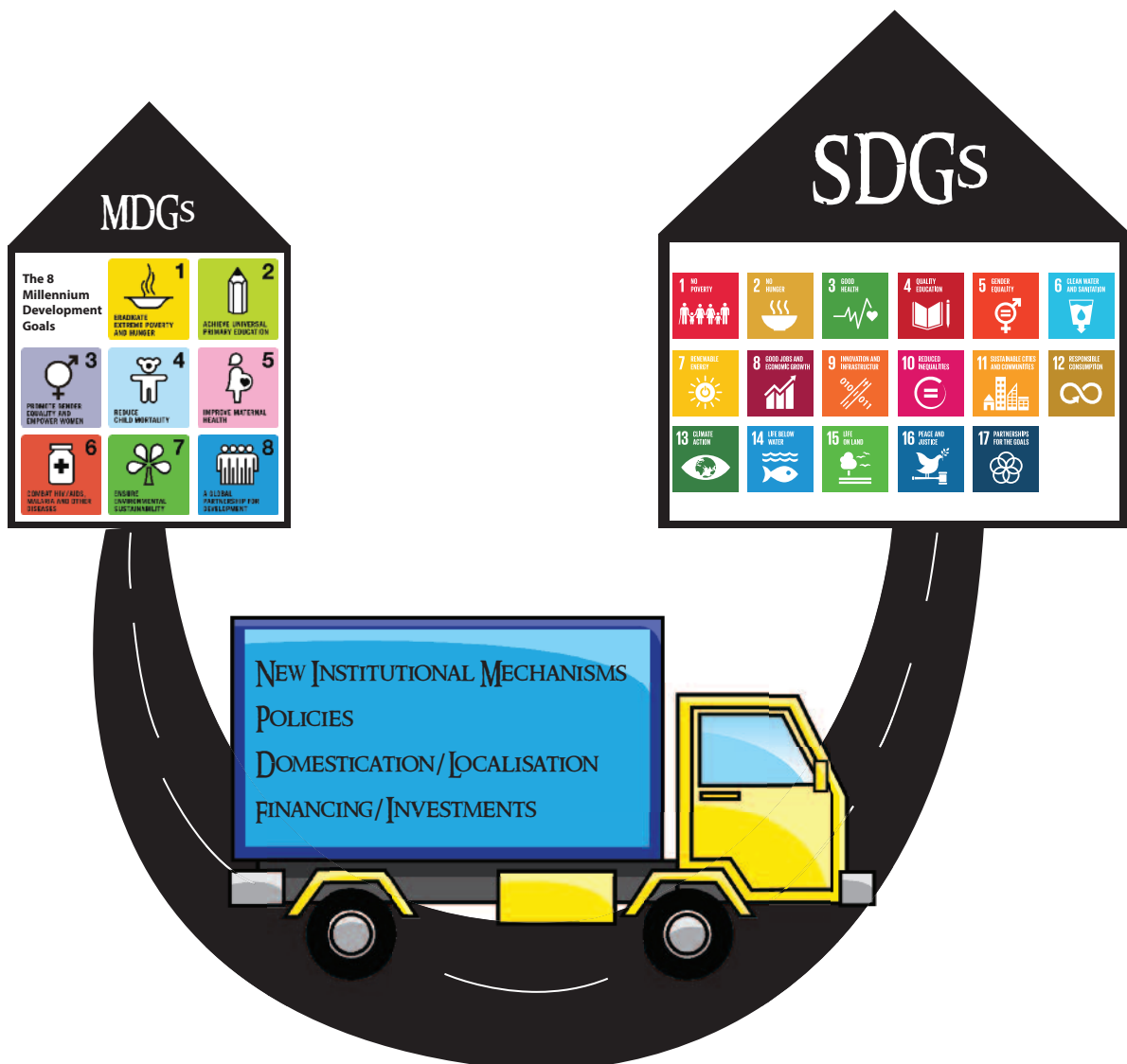
The objectives of this strategy are to diagnose core lessons, successes and challenges from the experience of implementing the MDGs, to identify key elements of Nigeria's MDGs experience that have performed well and are fit-for-purpose for the SDGs, and to propose additional key strategic options that will best support the transition to the SDGs. These should respond to both weaknesses in the experience of implementing the MDGs and the new demands of the SDGs; and to specify concrete actions that will enable the effective transitioning from the current MDGs arrangements to the implementation of the SDGs.

The strategy is structured around seven thematic issues that are at the heart of the transition to the SDGs. These are:

i. Institutional Framework;
ii. Policy and Legal Framework;
iii. Partnerships;
iv. Data, Monitoring and Reporting;
v. Human Resources;
vi. Communications Framework;
vii. Financing Framework.

Each thematic area is structured around the same set of four issues corresponding to the four objectives identified above.

Transition Planning

Achieving the SDGs will depend on completing the unfinished business of the MDGs, broadening the focus of the MDGs to new activities and sectors, and deepening these successes to ensure that the achievement of the SDGs is truly universal and no-one is left behind (as described, for example, in Goal 1 to eradicate poverty). The phasing of these activities must reflect the need to achieve both breadth and depth. The timing of the transitional activities to be recommended in this strategy must be sufficiently comprehensive to ensure ownership, planning and a coherent framework for measuring and sustaining progress while leaving the maximum amount of time for actual implementation against the SDGs. As the gears of transition are turning, they must also mesh with the political process to ensure political buy-in and integration of the SDGs into national and sectoral policy frameworks. As Figure [1] depicts, the final years of the SDGs will need to focus on ensuring full coverage in the most challenging areas, ensuring "no person is left behind". The majority of the time period will focus on scale-up and implementation. The initial stage that will determine the ultimate trajectory is the foundation that is laid, establishing effective institutions and innovative policies, and ensuring political buy-in. This foundation emerges from the transition strategy presented here.

Figure [1]:
Phasing for the SDGs
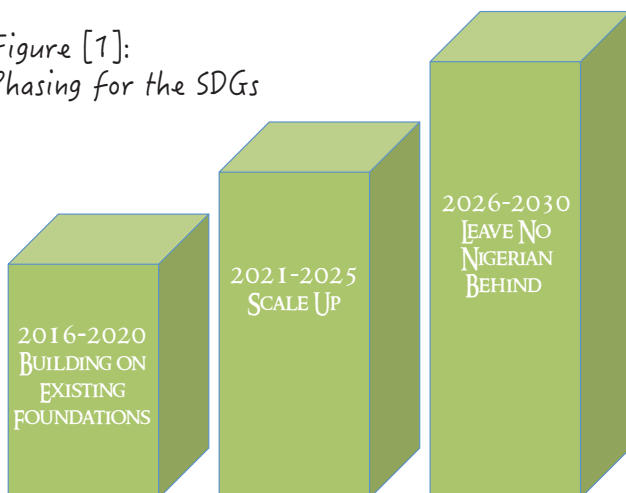
Planning for a complex mix of continuity and ambitious change is particularly challenging. Three major risks are apparent: First, if existing institutions and personnel with vested interests in existing practices are not challenged, business-as-usual may persist. This will not permit a rapid expansion to new sectors and a fundamental change in approaches to incorporate the `means' specified by the SDGs. Second, if there is a wholesale change in institutions and personnel there is a serious risk of losing the in-

stitutional knowledge and learning that has accompanied the country's improving trajectory over the past decade. If new approaches start from scratch and have to re-learn implementation lessons, the timeline of the SDGs will not be met. Third, the new SDGs strategy must fit into the overall development framework of the new administration without threatening or conflicting with the institutional structures and mandates of this larger agenda. Given the breadth and depth of the SDGs, which encompass a large proportion of government activities, the risks of conflict are much greater than with the MDGs and the tensions will be most exposed during the transitional period when the SDGs are being integrated into new sectors, organizations and practices.

The transition can also capitalize on a number of opportunities. The first of these is of course Nigeria's past leadership and institutional capacity on the MDGs. These invaluable assets are the key to a rapid and effective transition. A second opportunity is the consistency of the SDGs with Nigeria's own domestic political agenda and priorities.
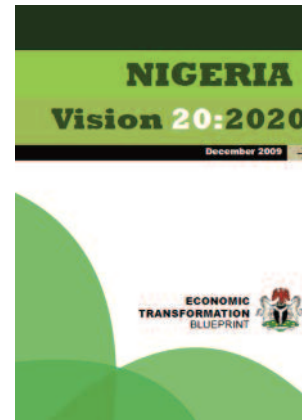
The development discussion in Nigeria is already focused on the poverty-reduction, social inclusion, justice and environmental sustainability issues - the SDGs should provide more impetus rather than necessitating a wholesale shift. A third opportunity is that the timing of the SDGs coincides with a new government. This should provide a unique opportunity to ensure political buy-in, clear lines of accountability and integration with the new administration's broader agenda and development framework.

The recommendations detailed in this strategy are tuned to respond to these timelines, risks and opportunities. The most crucial window of opportunity will be the next six months from November 2015, as new Ministers assume office, learn about their sectors, and new policy frameworks are developed, this is when the opportunities can be grasped and the risks minimized. Engaging the new Ministers at the earliest opportunity will be crucial, and this strategy is designed to enable them to rapidly consider the options for rapidly making progress towards the SDGs. Some transitional activities – such as the drafting of legislation – will likely take a number of years given the complex drafting and consultation procedures. Others can be executed almost immediately – since many institutions are recommended to be retained, the priority actions are to simply ensure that these institutions convene, and allow for slight tweaks in membership or mandate. Given the urgency of the government's agenda, the ability to deploy the vast majority of these recommendations within the first few months is a great asset of this strategy.

ELEMENTS OF TRANSITIONS

Looking at the enormous amount to institutional, political, social and economic change needed to transit from the MDGs to the SDGs, some key areas of focus have been identified as crucial to the successful take off of the new goals. These are essentially the strategies that have to be implemented in order to ensure an effective transition from the MDGs programme period to the SDGs.

It should be noted that a good number of the transition actions that appear below are interrelated. Therefore, they will need to be considered holistically at the point of implementation.

Thematic areas

Institutional Framework
1. Strengthen NPC and OSSAP relationship
2. Make permanent inter-governmental collaboration
3. Reposition Local Government as the SDGs tier of government
4. Improve coordination of private sector activities through NEC
5. Establish rolling committee membership for NCCGS and PCM
6. Consolidate institutional platform for M&E

Policy and Legal Framework
1. Establish/create Sustainable Development Goals legislation
2. Establish appropriate legislation for:
   a. Setting minimum expenditures for SDGs
   b. Conditional Cash Transfers
3. Coordinate multiple grants between tiers of government into overarching conditional grants framework
4. Sensitise new Ministers and NASS members on the Conditional Grants Scheme

Partnerships Framework
1. Develop an inter-agency compact
2. Establish a Partners' Coordination Framework
3. Establish Citizen Feedback Mechanism
4. Establish Community Consultative Partnerships
5. Establish Private sector Partnerships
6. Strengthen relations between government and all other stakeholders

Data, Monitoring & Evaluation
1. Realign National Statistical system with the SDGs
2. Prioritise administrative data improvements
3. Establish an SDGs-wide M&E platform
4. Encourage data utilisation

Human Resources Framework
1. Conduct institutional review and skills capacity assessment
2. Implement training and capacity building programmes for programme staff
3. Secure additional funding for technical posts

Communications Framework
1. Strengthen and reposition the Communications/Press Unit of the SDGs PMU
2. Develop countrywide and sectoral strategic communications blueprint and use appropriate communications materials to support the strategy
3. Develop appropriate branding for the SDGs
4. Develop ICT-based communications platform
5. Strengthen relations between government and all other stakeholders
6. Develop Communications Strategy for Partnership Framework
7. Carry out advocacy and sensitisation of stakeholders in respect of the SDGs:
   a. Private sector
   b. Communities and traditional leaders

Financing Framework
1. Develop and increase private sector financing of the SDGs
2. Strengthen budgetary systems at Federal and State government levels
3. Strengthen NASS Appropriation Committee for budgetary funding of the SDGs

Section 2 – Institutional Framework

The institutions that lead on the implementation of the SDGs will be central to the rate of progress. By selecting the institutions, mandates and relationships that are tasked with coordinating, implementing and monitoring actions towards the SDGs, ensuring a strong institutional framework will be critical.

Nigeria's proliferation of agencies, departments and committees suggests that quantity is not the challenge here. Rather, the specific mandates, resources and accountability relationships that translate this network of institutions into action on the ground are what will make the difference between success and failure. In particular, the complexity of federal relationships, with national policy leadership on the SDGs but local responsibility for implementing key actions, means that innovative institutional relationships that both empower and incentivise performance will be required. The demands of the SDGs, covering new sectors and specifying the means of implementation, will require new modes of institutional collaboration.

Reflections and review of MDGs performance in terms of institutional frameworks

The institutional framework for the MDGs in Nigeria involved multiple layers of institutions with distinct mandates and representation. While many of these institutions have proven to be much more effective than other institutions operating in the Nigerian governance environment, a number have also displayed important weaknesses which should be rectified.

The Presidential Committee on the MDGs, combining representatives from MDAs, states, civil society and the private sector, has proved an effective convening and accountability institution and would be an equally effective platform for moving forward with the SDGs. The OSSAP-MDGs, as the secretariat of the Presidential Committee, has also been effective at expressing and actualizing the political mandate and will to drive performance on the MDGs on a day-to-day basis. The two National Assembly Committees on the MDGs have also proven to be vital platforms for ensuring legislative understanding, ownership and oversight of MDGs-related activities.

The National Committee on the Conditional Grants Scheme has served an important role in institutionalizing

this scheme beyond the OSSAP-MDGs office, but the irregularity of meetings in recent years has compromised its role as a coordinating and accountability institution. Project Support Units for the CGS at the state level have proven their value and the feasibility of making state-level investments in the social sector, achieving implementation rates and achievements that far exceed the performance of some Federal MDAs. The prospects for institutionalizing these gains are greatest where those Project Support Units are domiciled within state planning organisations rather than as ad hoc appendages to the Governor's office.

A number of specific institutional relationships were highlighted as weak. At the Local Government level, capacity remains low and makes engagement difficult. Local Government Committees have not met or have not been able to coordinate MDG-related activities beyond the narrow entry point of the CGS to LGAs technical assistant. At the federal level, the relationship with the National Planning Commission (NPC) proved challenging. While the MDGs have received high-level policy attention alongside other development frameworks, there has been limited integration of the roles of these institutions in coordinating and monitoring progress. One area in which this has been evident is in the consistency of data produced by the NBS and in coordination over M&E, which is currently fragmented across OSSAP-MDGs, NPC, the Ministry of Finance and MDAs themselves. Finally, one area of weakness that lacked a specific institutional platform was coordination with the private sector. While playing a major part in the implementation and monitoring stages, engagement with the private sector has been ad hoc and fragmented.

MDGs arrangements to be continued and improved

In light of the broad achievements of many of the institutions established to drive progress towards the MDGs, there is an argument for continuity of many of these structures. In particular, the Presidential Committee on the MDGs, suitably adapted, would be well-placed to continue to provide the focal point for the coordination of national efforts towards the SDGs. Given the dearth of collaboration between the federal, state and local govern-

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[3] While at the federal level the activities coordinated by the NPC go beyond the SDGs, at the state and local level almost all the constitutional responsibilities are linked directly to the SDGs. Hence, the separation of planning and SDGs is more difficult to justify at the state and local level and would be more likely to introduce overlap and poor coordination.

ment levels, there is also a case to be made for the continuity of the institutions of the CGS, particularly the state-level project support units. The OSSAP-MDGs, suitably adapted and expanded to incorporate all relevant sectors under the SDGs, can also play an important role in coordinating the daily activities that will ensure their achievement.

OPTIONS FOR TRANSITIONING TO THE SDGS

To a large extent, the formal institutions are already in place to support the SDGs. Adjustments reflect the need to: a) strengthen key relationships which proved to be weak under the MDGs, and b) to incorporate the broader scope of the SDGs.

Strengthen NPC and OSSAP relationship – The relationship between the OSSAP-MDGs and the National Planning Commission should be strengthened. An important opportunity to achieve increased harmony would be during the development of any new national development framework by the new administration. This will be particularly important given the broader scope of the SDGs, which will have an even larger overlap with the overall national development plan. By embedding the SDGs clearly in the national development agenda, the points of interaction and division of labour between the two organisations can be clearly specified.

Make Permanent Intergovernmental Collaboration – Ensuring coordination towards the SDGs will depend more than ever on the joint actions of federal and state governments. To ensure continuity in this relationship, there must be a permanent mechanism of interaction between the federal and state governments to coordinate and monitor progress against the SDGs. To achieve this, state-level Project Support Units should be institutionalized as the coordinating offices for the SDGs within state planning organisations, as reaffirmed by the Strategic Options for the Post-2015 CGS report.

Repositioning Local Government as the SDGs tier of government –

> Local Government is pivotal to the achievement of the SDGs because it is the only tier of government that can feasibly understand, monitor and react to the millions of activities that will collectively add up to the SDGs.

To re-energise Local Governments they should be repositioned solely around the SDGs. All of their activities contribute directly to the SDGs. Thus, the Office of the Chairman of the Local Government should be provided with the mandate and responsibility for pursuing and coordinating progress towards the SDGs within their LGA. Not only will this make available the full local resources and knowledge of the LGA for SDGs implementation, it will also place a new layer of accountability on the actions of the Local Governments, catalysing improvements in performance.

Private Sector Coordination through NEC - The relationship with the private sector needs to be strengthened and made more systematic. One valuable mechanism would be increased collaboration with the National Economic Council to ensure that the broader economic growth agenda is reconciled with the required social and environmental investments. The regulatory, incentive and coordination mechanisms needed to ensure that the private sector expands in a trajectory consistent with the social and environmental responsibilities of the SDGs will require active development and endorsement by the NEC.

Rolling Committee Membership – The broader scope of the SDGs creates a number of challenges for ensuring that institutions can continue to provide their coordinating function without becoming bloated with additional representation. One innovative proposal to balance these imperatives would be to have rolling membership in key institutions. For example, the National Committee on the Conditional Grants Scheme could be restricted at any point in time to MDA representation from only those sectors for which grants are being distributed in that year, or for which discussions are being held or government prioritisation for that year. Complementing this, to ensure the OSSAP-MDGs could manage a broader set of sectoral relationships, it will be important for the office to establish sector desk officers and institutional relationships for new sectors that are highlighted by the SDGs such as the environment, energy, technology, justice and reducing inequality.

Consolidate Institutional Platform for M&E – A final issue of particular importance was the institutional arrangements for monitoring and evaluation. The current fragmentation of M&E responsibilities and capabilities across MDAs prevents coherent reporting and will need to be considerably expanded to encompass all of the dimensions of the SDGs. The appropriate location of institutional responsibility for M&E will depend on the details of other institutional arrangements, but will likely be best met by coordination within any new M&E platform established by the NPC for the new administration's development framework.

In sum, the proposed institutional framework for the SDGs would resemble an upgraded version of the current MDGs institutional framework, and is depicted in Figure 2.

Figure [2]:
Proposed SDGs Institutional Framework
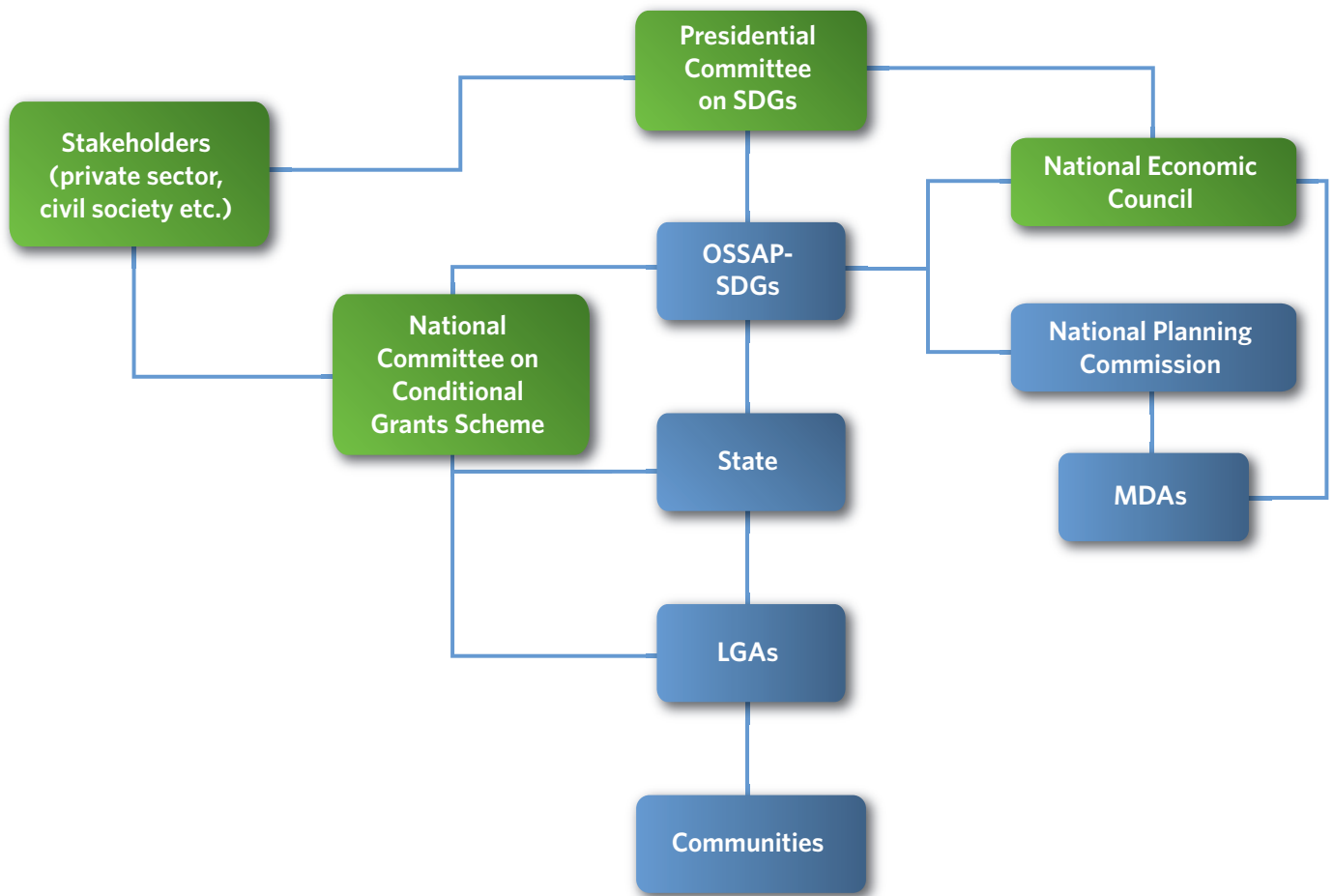
Key strategies and activities for Institutional frame work transiting from MDGs to SDGs

Strategies/Tactics	Activities	Timeframe	M&E indicator(s)	Responsibility
Constitute Presidential Committee on SDGs	Select members of the committee from core agencies and development partners needed for Pillar 1	30 Nov 2015	President constitutes committee with clear responsibilities	HE President OSSAP MDGs
Strengthen NPC and OSSAP relationship	Clarify institutional relationship between NPC and OSSAP	30 Nov 2015	• Institutional review meetings held • Draft report with recommendations on institutional relationship between NPC and OSSAP-MDGs	• NPC-OSSAP-MDGs joint Committee • HE President
	Secure the centrality of the SDGs in any new NPC development planning documents	30 Dec 2015	SDGs fully integrated into draft NPC development planning documents	• NPC-OSSAP-MDGs joint Committee • Hon Minister, NPC • SSA to the President, OSSAP-MDGs
	Implement new modalities of collaboration	30 Dec 2015	Approved report on joint NPC-OSSAP-MDGs working arrangements	• Hon Minister, NPC • SSA to the President, OSSAP-MDGs
Make Permanent Intergovernmental Collaboration	Adjust CGS implementation manual to encourage MDGs focal officers to be based in planning organisations	30 Dec 2015	Revised CGS implementation manual	SOP, OSSAP-MDGs
	Build online platform for collaboration between federal, state and local organizations mandated to coordinate SDGs	30 Dec 2015	Online platform for federal and state governments SDGs PSUs Number and range of materials posted to platform	• Presidential Committee on SDGs • OSSAP-MDGs
Repositioning Local Government as the SDGs tier of government	Clarify in any new legislation or policy framework Local Governments' central role in implementing the SDGs	30 May 2016	LGAs reflected as central to SDGs delivery in draft implementation strategy document	• NPC-OSSAP-MDGs joint Committee • Hon Minister, NPC
	Agree which officers (possibly the Chairman or Director Planning) at the LG level will be responsible for coordinating the SDGs with higher tiers of government	30 May 2016	LGAs reflected as central to SDGs delivery in draft implementation strategy document	• NPC-OSSAP-MDGs joint Committee • Hon Minister, NPC

Private Sector Coordination through NEC	Secure representation on the NEC for OSSAP	30 Nov 2015	Memo approval by FEC	· OSSAP-MDGs
	Increase awareness of the SDGs in NEC through regular presentations	Ongoing	Number and regularity of SDGs briefing meetings held with NEC	· OSSAP-MDGs
	Establish action plan for achieving growth consistent with the SDGs, to be adopted by NEC	30 May 2016	Sustainable economic growth SDGs action plan developed	· NEC
Rolling Committee Membership	Determine relevant members based on any adjusted role for OSSAP and the CGS	30 Nov 2015	Final draft ToRs document specifying the role of OSSAP-SDGs and CGS	· OSSAP-MDGs · Inter-governmental Committee on SDGs
	Adjust the mandate of the PCM and NCCGS to accommodate rolling membership	30 Nov 2015	Final draft ToRs document specifying the updated mandates and membership of NCCGS and PCM	· OSSAP-MDGs · Presidential Committee on SDGs · National Committee on Conditional Grants Scheme
Consolidate Institutional Platform for M&E	Review existing M&E platforms, challenges and successes	30 Nov 2015	Draft report on the review of M&E frameworks for the SDGs	· OSSAP-MDGs · NPC · NBS
	Share and advocate for improved OPEN M&E experience with any new development plan and M&E systems	30 Nov 2015 and ongoing	Draft report on the review of M&E frameworks	· OSSAP-MDGs · NPC · NBS
	Develop expanded M&E platform to cover new sectors	30 Nov 2015	Draft report on the review of M&E frameworks	· NPC-OSSAP-MDGs joint Committee · Hon Minister, NPC

Section 3 – Policy and Legal Framework

> "Reflecting on the [Millennium Development Goals] and looking ahead to the next 15 years, there is no question that we can deliver on our shared responsibility to put an end to poverty, leave no one behind, and create a world of dignity for all."
>
> Ban Ki-moon
> UN Secretary-General

The final years of the MDGs witnessed a whirlwind of activity designed to promote rapid progress on the MDGs. Some of these activities were not formally institutionalized in a policy or legal framework but represented ad hoc efforts to meet the MDGs timeline. This poses a risk to maintaining momentum on the SDGs, particularly when changes in administration happen after general elections, with recent momentum and experience likely to be easily lost.

To counteract this risk, and to build a platform that will support long-term achievement across multiple administrations and Pillars up to the 2030 deadline, there is a strong justification for institutionalizing practices in law and in formal policy, adopted and endorsed by national and sectoral Councils. A policy and legal framework can provide the continuity, accountability and direction to both kick start and sustain the necessary actions for the achievement of the SDGs.

Reflections and review of MDGs performance in terms of policy and legal frameworks

Strikingly, the MDGs have been pursued in Nigeria without any comprehensive legal or policy framework. No law was passed mandating additional responsibilities to MDAs, states or local governments, and the coordinating OSSAP-MDGs office and all other institutions were established by Presidential fiat. To some extent, this made the arrangements flexible and light-footed and reflected the fact that responsibilities for specific activities under the MDGs were already allocated to organisations. As such, the policy and legal framework comprised of a number of sector-specific arrangements which only rarely make direct reference to the MDGs as goals themselves. These include, among others, the Universal Basic Education Act 2004, the Child Rights Act 2003, the National Health Act 2014, the National Healthcare Policy, the National Policy on Education and the Fiscal Responsibility Law.

Two weaknesses in this `light-touch' policy/legal framework were identified. First, these legal frameworks are imperfect – for example, there are huge overlaps in federal, state and local activity with regard to primary education and healthcare. Second, the SDGs require much greater coherence than the MDGs since they indicate the appro-

priate means of achieving the goals. In particular, requirements for sustainability, justice, inclusion and reduced inequality, particularly in Goals 8-17, will place new obligations on government organisations at all levels. Coordinating, implementing and monitoring these may demand not only new institutional arrangements, but new legal tools and policy frameworks which define common standards for how to go about achieving the SDGs in every sector. Achieving sustainable and equitable growth, for example, will require a fundamental reorientation of existing policy instruments to ensure they are directed towards these new principles.

MDGs arrangements to be continued and improved

Existing legislation and policy frameworks remain relevant and will stay in force. For example, the Basic Health Care Provision Fund established by the National Health Act 2014 provides funding of at least one percent of the consolidated revenue fund to be dedicated to a package of minimum healthcare for all Nigerians. This is an important step towards coordinating and financing progress towards the SDGs and can provide an appropriate platform for additional efforts. Nothing in this Act – and many other existing Acts – is likely to contradict any arrangements for the SDGs.

Options for transitioning to the SDGs

Sustainable Development Goals Act – In order to ensure the achievement of the SDGs, nothing can be left to chance.

> Rather than hope for sustained improvements in coordination between the MDAs, states and local governments over the next fifteen years, there is a strong case for inscribing in legislation any changes in institutions and policy frameworks.

This should be targeted at improving intergovernmental coordination between the three tiers of government, mobilizing additional resources, and ensuring that policy implementation is consistent with the means of implementation specified in the SDGs. In short there is a strong case for a `Sustainable Development Goals Act'. Nigeria's federal constitution places limits on what can be mandated at the subnational level, but there is scope to clarify key institutional responsibilities (including the role of Local Governments as SDGs implementers), institutionalize the CGS, specify citizens' rights delineated in the SDGs[4], and concretise the key policy instruments as inescapable obligations of government (see examples below). Of course, the content of the SDGs needs to be fully domesticated before conversion into legislation.

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[4] Note that this would both consolidate and reaffirm existing rights – such as the right to education, reproductive rights and labour rights – and make explicit any additional rights in the SDGs not covered fully by existing legislation, including gender rights.

Legislating Expenditure Floors/Incentives – One use of legislation is the use of expenditure floors to ensure adequate investment in the priority and neglected sectors of the SDGs. Nigeria has already signed up to a large number of expenditure targets – for example the 23% UNESCO education target, the Abuja Declaration target of 15% on healthcare and the 10% agricultural target in the Maputo Declaration - but poor implementation, opaque budgets and differential responsibilities across the three tiers have hampered progress in scaling-up investments. An effective way to translate these targets into reality would be to encode them as statutory obligations in legislation. In Brazil, this has been extended to municipal governments, which are required to spend at least 15% of their budget on healthcare and 20% on education. While there may be limited scope to impose such floors on Nigeria's states or local governments, amendments to the revenue allocation formula should be considered to provide resource allocations and incentives in line with the SDGs, for example by rewarding progress against key expenditure and performance indicators.

Legislating Conditional Cash Transfers and other flagship policies – One policy tool Nigeria has experimented with is conditional cash transfers. The results of these policies have been mixed because of a proliferation of frameworks, political interference and limited monitoring. To the extent that conditional cash transfers – or other key policies – are an effective instrument in the pursuit of the SDGs, a coherent legal or policy framework will be essential to delivering on their effectiveness. This will be particularly true given the SDGs – and the new administration's – emphasis on the rule of law as the mechanism for delivering results (target 16.3).

Sharpen the Conditional Grants Scheme – The Strategic Options for the Post-2015 CGS Report details a number of improvements to the CGS policy framework that may be considered, for example the introduction of a `Programme for Results' component that allocates funds once states make progress against SDGs indicators, and a heightened role for the NEC in oversight. A shift in focus to emphasise economic investments in agriculture and industry was also presented as an option.

Overarching Conditional Grants Platform – The success of policy tools that use conditional fiscal transfers from the federal to the state and local government levels has led to their proliferation. They now include the Universal Basic Education (UBE) fund, the Basic Healthcare Provision Fund, the Ecological Fund and the CGS itself. In order to coordinate all of these mechanisms and reduce the administrative burden on subnational governments, these grant

mechanisms should be coordinated under a common `fiscal federalism' platform by the NPC and the NEC. This may not involve a full merger of the schemes but should ensure they address distinct and complementary goals, draw on performance information from all schemes, and use common application processes and requirements.

New Momentum to the National Assembly Committees – The National Assembly Committees have proven their value in obtaining buy-in and oversight to the MDGs activities. New National Assembly members with a strong expertise and interest in these sectors should be incorporated into the Committee. Momentum can be sustained by rolling-over the experience and institutional basis of the existing committees into new NASS Committees on the SDGs. These committees should also interact with other key committees on, for example, health, education and the environment, and encourage similar committees in State Houses of Assembly.

Cascading Policy Frameworks to the Local Level –

With much responsibility for implementation of the SDGs lying at the subnational level, policy and legal frameworks at the national level will also need to be cascaded down to ensure responsiveness at the local level.

This will be crucial to ensuring that politicians are able to observe and respond to the political opportunities inherent in the SDGs – the socioeconomic and environmental improvements the SDGs aspire to are precisely what citizens value and so there is considerable political capital that can be mobilized towards their achievement. Policy and legal frameworks which enable politicians to translate efforts towards the SDGs into political reward can therefore be a valuable tool.

Establishing a legislative and policy transformation will no doubt take time. In the interim, there is considerable work to be done ensuring that sectoral policy frameworks are strengthened and fully implemented.

Key strategies and activities for Policy and Legal framework transiting from MDGs to SDGs

Strategies/Tactics	Activities	Timeframe	M&E indicator(s)	Responsibility
Sustainable Development Goals Act	Review existing legislation against SDGs requirements	Dec 2015 — May 2016	Draft report on reviewed legislations	• OSSAP-MDGs Legal Unit
	Consult with stakeholders on appropriate legal content	31 Jul 2016	Number of consultative meetings held	• OSSAP-MDGs
	Draft Bill	30 Sep 2016	Draft legislation	• OSSAP-MDGs Legal unit • Ministry of Justice • NPC
	Mobilize advocacy to ensure passage of Bill	30 Nov 2016	Number of advocacy meetings held	• OSSAP-MDGs
Legislating Expenditure Floors/Incentives	Assessment of expenditure requirements at each tier of government	30 Dec 2015	Assessment report	• OSSAP-MDGs
	Consultation with stakeholders, e.g. NASS, RMAFC, NGF, ALGON	28 Feb 2016	Outcome report on consultative meetings held	• OSSAP-MDGs
	Drafting of revised legal framework	30 Sep 2016	Draft legislation	• OSSAP-MDGs • Ministry of Justice
	Advocate for passage of legislation	30 Nov 2016	Number of advocacy meetings held	• OSSAP-MDGs
Legislating Conditional Cash Transfers	Review conditional cash transfer successes, challenges and priorities	30 Nov 2015	Report on the review of CCT	• OSSAP-MDGs • NPC
	Develop new national policy framework for CCTs, including responsibilities, rights and conditionalities	30 Dec 2015	Draft policy framework on CCT	• OSSAP-MDGs legal Unit • NPC
	Draft white paper	30 May 2016	Draft legislation	• Presidential Committee • OSSAP-MDGs legal unit
	Advocate for passage of legislation	30 Aug 2016	Number of advocacy meetings held	• OSSAP-MDGs

Sharpen the Conditional Grants Scheme	Sensitise new Ministers to recommendations of the Strategic Options report	30 Nov 2015	Proportion of stakeholders fully sensitised	• OSSAP-MDGs • Relevant MDAs
	Integrate recommendations of Strategic Options report	30 Dec 2015	Draft report on strategic options produced	• OSSAP-MDGs • Relevant MDAs
Overarching Conditional Grants Platform	Document details of all conditional grants operational and planned under new administration	30 Nov 2015	Draft report on conditional grants	• OSSAP-MDGs • NPC
	Assess best practices	30 Nov 2015	Draft report on conditional grants	• OSSAP-MDGs • NPC
	Secure mandate for oversight of conditional grants for NEC and NPC	30 Dec 2015	Approved strategy on conditional grants	• OSSAP-MDGs • NPC
	Present background and integration options for conditional grants to NPC/NEC	30 Dec 2015	Approved strategy on conditional grants	• OSSAP-MDGs • NPC
New Momentum to the National Assembly Committees	Advocacy to new NASS members	30 Nov 2015	Advocacy meetings held	• OSSAP-MDGs
	Work with NASS to convert MDGs Committees to SDGs Committees	30 Dec 2015	SDGs Committees created	• OSSAP-MDGs • NASS
	Encourage adoption of SDGs committees in State Houses of Assembly	30 Mar 2016	Number of states establishing SDGs Committees	• OSSAP-MDGs • State MDGs Focal Persons
Cascading Policy Frameworks to the Local Level	Advocate for incorporation of subnational component in new policy frameworks	30 Nov 2015	Number of advocacy meetings held	• OSSAP-MDGs • NPC
	Sensitise State and Local Governments on SDGs policy frameworks	30 Dec 2015	Number of sensitisation meetings held	• State MSGs Focal Persons • NPC
	Encourage adoption of SDGs-compliant policies at state and local government level, through CGS incentives	30 Mar 2016	Number of states adopting SDGs-compliant policies	• State MDGs Focal Persons • NPC

SECTION 4 – PARTNERSHIPS

"One of the main lessons I have learned during my five years as Secretary-General is that broad partnerships are the key to solving broad challenges. When governments, the United Nations, businesses, philanthropies and civil society work hand-in-hand, we can achieve great things"

Ban Ki-moon
UN Secretary-General

Given that the nature of the MDGs, and the SDGs, require multi-sectoral approaches for effective delivery, partnerships are an essential ingredient of the MDGs/SDGs delivery infrastructure. This is more so where Nigeria operates a federal system of government with the Federal, State and Local governments having autonomy. Consequently, vertical partnerships which include all three tiers of government become critical for the successful implementation of the MDG programmes as well as the delivery of results.

Partnerships are important for the successful delivery of the MDGs as they: a) create and support the right policy and operational environment in which MDGs programmes are delivered; b) support effective project design and implementation; c) support effective programme/project monitoring and evaluation; and d) enable the effective coordination of operational delivery of programmes and projects in a way that ensures best use of resources.

In the course of delivering the MDGs, several partnerships were successfully established which supported the implementation of MDGs programmes and projects.

The partnerships ranged from those that are internal – between the Federal, State and Local governments; between the Executive and the National Assembly (NASS); between MDAs; between government, civil society organisations and communities – to external partnerships – between the Nigerian government and international aid agencies, private firms and foreign governments.

REFLECTIONS AND REVIEW OF MDGs PERFORMANCE IN TERMS OF PARTNERSHIPS

MDGs implementation in Nigeria recorded some successes in the area of partnerships. The government's main delivery and coordination institution, OSSAP-MDGs, forged successful partnerships with key donors (bilateral and multilateral agencies) operating in Nigeria, including UK-DFID, UNDP/UNMC, Water Aid amongst others, which helped to design, coordinate and manage the delivery of MDGs programmes/projects. A Donor Technical Working Group which included members from all the aforementioned agencies was the key instrument that was used in this partnership. This partnership is largely responsible for the successes that were achieved in the health, education and water sectors.

On the local front, a Presidential Committee for the Assessment and Monitoring of the MDGs (PCAMMDGs) was established with the President as Chair, and with members consisting of representatives of State Governors, the National Planning Commission (NPC), Ministers of implementing agencies of Debt Relief Gains (DRG) programmes and projects, and local and international Non-Governmental Organisations and Development Partners. The office of OSSAP-MDGs served as secretariat for the PCAMMDGs. This body assessed the level and quality of implementation of MDG programmes and projects and gave strategic direction to MDGs programme and project design as well as providing the political impetus for implementation.

Another partnership was established between the Federal, State and Local governments across Nigeria through the successful implementation of the Conditional Grants Scheme (CGS). This ensured that the various tiers of government committed to, and made resources available for the execution of projects in the health, education and water sectors. The nature of the CGS and the requirements of its projects meant that the partnership was extended to include community representatives. This also provided some assurance for the long-term management and sustainability of the projects.

Several inter-agency partnerships were also established to drive the implementation of projects in specific sectors. Notable among these is the partnership between the Federal and State Ministries of Health, National Primary Health Care Development Agency (NPHCA), State Primary Health Care Development Agencies (SPHCDAs) and National Agency for the Control of HIV/AIDS (NACA) and State Agencies for the control of HIV/AIDS (SACAs) in Nigeria's response to HIV/AIDS and other health-related MDGs. This ensured that the programmatic response in the country had geographical spread across all states.

Other partnership arrangements that have worked during the MDGs implementation period have included a partnership between multi-disciplinary consulting firms and civil society organisations (CSOs) for carrying out independent monitoring and evaluation of Debt Relief Gains (DRG) expenditure in 2006. This entailed these partners independently assessing how well or not MDGs programmes and projects funded through DRG resources were being delivered. It also promoted accountability in the use of resources towards programme and project implementation. Another partnership of note was the one with Columbia University, USA, which established the Nigeria MDGs Information System (NMIS). The NMIS provided support for planning, programme selection and design, as well as a platform for evidence-based performance measurement.

While all of the above point to Nigeria having built and sustained strong partnerships for the purposes of delivering the MDGs, it has to be stated that some partnerships were not as strong as could have been expected, and in some instances were not established at all with some other key partners. Engagement with the European Union (EU), the World Bank (WB), CSOs and some MDAs were either non-existent, or weak and in need of considerable strengthening. With the expanded requirement of the SDGs, another crucial stakeholder that has not been engaged during the implementation of the MDGs but will need to be drafted in as a partner in the SDGs era is the organised private sector. They will be essential for the successful delivery of the sustainable economic growth elements of the SDGs.

MDGs ARRANGEMENTS TO BE CONTINUED AND IMPROVED

The assessment above has shown that in the area of partnerships, Nigeria made some significant progress during the period of MDGs implementation. With the impending transition from the MDGs to SDGs in 2016, it is necessary to look at what worked well and contributed to the successful delivery of MDG programmes and projects and to see how best such arrangements can be transferred to the SDGs regime.

First amongst the partnership arrangements that should be considered for retention and strengthening during the phase of SDGs implementation is the PCAMMDGs or something akin to it. This will not only provide strategic oversight on SDGs programme design and implementation but will ensure that political impetus is given to the programme, at the same time as making it possible for quick decisions to be made on strategic programme choices. The presence of representatives of State Governors also ensures that agreed programming decisions are implemented by state governments.

Another partnership arrangement that should transit from the MDGs programming environment to the SDGs is the Donors Technical Working Group. This is the technical team that designs the appropriate interventions that deliver results against targets. They also offer advice on the appropriate technical measures by which performance is monitored and measured. With an expanded remit for the SDGs, membership of this group will be expected to be increased to include representatives of the WB, EU, African Development Bank (AfDB), USAID and other bilateral agencies. Representatives of the organised private sector and appropriate CSOs could also be drafted in as members of the Technical Working Group.

Partnerships with foreign governments, both regional and farther afield, will need to be retained and strengthened during the implementation phase of the SDGs. This is even more important as the remit of the SDGs includes security and climate change which can only be successfully addressed through global cooperation. Clear examples for why this is necessary can be seen in the terrorist threat of Boko Haram being a regional security threat, and desertification and its attendant problems of displaced persons and pressures on limited economic resources (land) also being a regional threat.
The other two key partnership arrangements that need to be transited from the MDGs programming period to that of the SDGs are the partnership relations between the Federal, State and Local Governments through the CGS and other mechanisms, and inter-departmental partnerships between sector MDAs. These relationships have been critical to the successful implementation of the MDGs.

OPTIONS FOR TRANSITIONING TO THE SDGs

Apart from recommending that the partnership arrangements above that have existed during the MDGs programming period be transited to the SDGs programming period, other partnership relationships are now being recommended as key instruments that will support the effective delivery of the SDGs. These include the following arrangements:

Inter-agency Coordination Compact – this will be a forum for MDAs responsible for delivering specific elements/goals of the SDGs to meet and agree a coordinated and seamless delivery schedule of programmes that ensure efficient programme implementation. Given the boost to progress that can be achieved through coordinated and complementary investments, this will be a framework that clarifies the various responsibilities of the MDAs, establishes continuous lines of communication and enables synchronized commitments by multiple MDAs. Some of the important clauses in the framework will include a commitment to share information and resources where that is necessary.

Partners Coordination Framework – a forum where all donors supporting the implementation of SDGs programmes and projects meet to agree a coordinated and seamless delivery of programmes and projects. This will help reduce instances of duplication of effort and will lead to effective utilisation of resources. The partners will also have to commit to sharing crucial programme information and planning data. Given that most partners are oriented to supporting the SDGs and existing mandates, the NPC is the appropriate convening agency.

Citizens Public Service Feedback Mechanism – a citizens panel that will offer feedback on the quality of public services as well as a panel of technical experts that will offer feedback and advice on changes that may be required to make service delivery more effective and efficient. Appropriate measures need to be put in place at service delivery points to capture feedback on the experience of service users.

Community Consultative Partnerships – this will enable local communities to contribute to the SDGs project selection process, and project implementation and management. This will also enhance the prospects of the projects' long-term sustainability as local communities take greater ownership of schemes that serve their local communities. The Community Consultative Partnerships will also offer a platform through which local community members' capacity is built for managing the delivery of schemes at community level.

Partnership with the organised private sector – with the SDGs containing a significant element of economic growth-related goals, the organised private sector needs to be engaged, both as partners that will help deliver results against targets as well as partners to provide additional financing for programme implementation. Appropriate large local corporations, foundations, and think tanks need to be identified and engaged in the partnership with the organised private sector.

Other stakeholders with whom relationships need to be established and strengthened include the NASS, aid donors, traditional and religious institutions. These would support robust programme design; financing of programme and project implementation; and delivery of services.

KEY STRATEGIES AND ACTIVITIES FOR PARTNERSHIPS TRANSITING FROM MDGs TO SDGs

Strategies/Tactics	Activities	Timeframe	M&E indicator(s)	Responsibility
Develop Inter-agency compact	Review and identify key MDAs responsible for delivering SDGs goals and submit to HE President	30 Nov 2015	Number of MDAs identified to deliver SDGs	• OSSAP MDGs
	Establish an Inter-agency Coordination Group	30 Nov 2015	HE President give directive at FEC for Compact to be signed Inter-agency Coordination Group established	• HE President • OSSAP-MDGs
	Conduct mapping to establish interrelationships between key MDAs	30 Nov 2015	Mapping report produced	• OSSAP-MDGs • NPC • NBS
	Draft inter-agency coordination Compact	30 Nov 2015	Draft inter-agency compact developed	• Inter-Agency Coordination Group
	Validate and sign Compact and get approval for its implementation from HE	30 Nov 2015	Validation meeting held and compact revised and signed HE ratifies at FEC	• Inter-Agency Coordination Group Key stakeholders • HE President
Repositioning Local Government as the SDGs tier of government	Review and identify key partners/donors with interests in delivering the SDGs	30 Dec 2015	List of partners/donors developed	• OSSAP-MDGs • NPC
	Conduct mapping of the interrelationships between the partners	30 Dec 2015	Mapping report on donor partners	• OSSAP-MDGs • NPC
	Establish the Partners Coordination Group	30 Jan 2015	Partners Coordination Group established	• OSSAP-MDGs • NPC
	Draft the Partners Coordination Framework	30 Jan 2015	Draft coordination framework document developed	• Partners Coordination Group
	Consult on the draft Partners Coordination Framework	15 Dec 2015	Consultation meeting held	• OSSAP-MDGs • NPC • Donors
	Finalize the Partners Coordination Framework and get approval for its implementation	30 Dec 2015	Partners Coordination Framework finalized and approved	• OSSAP • Partners Coordination Group
Establish Citizens Public Service Feedback Mechanism	Review, identify and agree which key services are to be evaluated	30 Nov 2015	Review of services report produced	• OSSAP-MDGs
	Develop appropriate post-service evaluation tools	30 Nov 2015	Coverage of service evaluation tools developed	• OSSAP-MDGs • NPC

	Develop budget for implementing the mechanism and select service sites	30 Nov 2015	Number of sites identified and draft budget	• OSSAP-MDGs • NPC
	Review mechanism with stakeholders before obtaining approval to deploy and use	30 Dec 2015	Service review mechanism agreed	• OSSAP-MDGs • NPC
	Select pilot sites and pilot mechanism for 6 months	30 Jan 2016	Service review mechanism piloted	• OSSAP-MDGs
	Assess pilot phase results and modify methodology before rolling out the mechanism across the country	30 Jul 2016	Post pilot implementation review report produced	• OSSAP-MDGs
	Use feedback results to adjust the means of service delivery	30 Aug 2016	Number of service delivery improvement plans reflecting review report recommendations developed	• OSSAP-MDGs
Establish Community Consultative Partnerships	Map and agree key communities to establish Community Consultative Partnerships	15 Nov 2015	Mapping report on Community Consultative Partnerships produced	• OSSAP-MDGs • State/LG
	Develop Terms of Reference for the Community Consultative Partnerships	15 Nov 2015	Community Consultative Partnerships ToRs developed	• OSSAP-MDGs • State/LG
	Engage community leaders and traditional leaders	15 Dec 2015	Number of communities visited	• OSSAP-MDGs
Establish Private Sector Partnerships	Conduct mapping of private sector organisations to determine organisations to invite to the partnership — liaise with the NESG	30 Nov 2015	Mapping report on pivotal private sector organisations produced	• OSSAP-MDGs • NESG
	Invite private sector organisations and establish the Private Sector Partnership	30 Dec 2015	Private Sector partnership forum established	• OSSAP-MDGs • NESG • NEC
	Draft a Private Sector Partnership Framework and agree with the private sector organisations	15 Dec 2015	Number of communities visited	• OSSAP-MDGs
Strengthen relationships with other stakeholders — NASS, State Governments, LGAs	Develop appropriate communications material for engaging with stakeholders	30 Nov 2015	Number of IEC materials developed	• OSSAP-MDGs
	Engage stakeholders to communicate the transition from MDGs to SDGs	30 Dec 2015 and ongoing	Number of stakeholder sensitisation events organised	• OSSAP-MDGs

Section 5 – Data, Monitoring and Reporting

"INVEST IN and STRENGTHEN national statistical capacities and geospatial information systems for the collection, analysis, production and dissemination of disaggregated data to measure and evaluate policy effectiveness; and PROMOTE a culture of evidence-based decision making"
COMMON AFRICAN POSITION (CAP) ON THE POST-2015 DEVELOPMENT AGENDA

Assessing progress towards the SDGs will rely on an even more elaborate system of measurement, covering more sectors and more indicators. There is an urgent need, therefore, for an increase in both the quantity and quality of data.

Moreover, the role of data cannot be limited to simply measuring aggregate national progress towards the goals.

As research and experience with the MDGs attests to, real-time feedback from policies on how they are performing, how public services are operating, and localized differences in impact will be fundamental to achieving the responsive governance needed to calibrate and drive progress.

Reflections and review of MDGs performance in terms of monitoring and evaluation

In many ways the MDGs already provided the platform for a step-change in the quantity and quality of data being collected in Nigeria. The emphasis on explicit targets ensured that a number of new activities were introduced to fill an enormous data gap.

The Nigeria MDGs Information System gathered unprecedented data on the location, condition and performance of schools, clinics and water points that has been made fully public for use by other MDAs, tiers of government and the public. This has provided an important cross-check on other sources of data such as the Annual School Census and reoriented governments focus to understand its own facility entry points for improving public service delivery. While this exercise represents one of the largest and most comprehensive data collection activities in the developing world, the utilisation of this data has been disappointing and its impact on improving services remains to be proven.

The OPEN M&E framework provided an innovative mechanism for involving independent private sector and civil society actors in providing feedback to government.

This proved invaluable in incentivising the delivery of projects to standard by contractors and governments who knew their work would be assessed. However, the quality of reporting was patchy and the scope of the exercise was restricted to the debt-relief gains. Most fundamentally, the country has yet to establish a real-time M&E system that can assess ongoing service delivery over many years (for example, the quality of healthcare and teaching) rather than simply the completion of construction and supply projects.

Strong collaboration with the NBS enabled OSSAP to produce critical data through surveys on MDGs to progress. However, these surveys were embarked on in the twilight years of the MDGs and did not provide sufficient trend data.

Finally, aggregate data on the country's progress towards the MDGs has always been a point of contention. While the number of sources for relevant data has increased in recent years, including dedicated MDGs surveys in 2012 and 2014, measurement and credibility difficulties have meant that there has been limited agreement between distinct data sources and stakeholders. For example, the apparently rapid progress on maternal mortality indicators has coincided with deteriorating performance in primary school net enrolment. It remains unclear to what extent this represents genuine differences in policy performance that should guide future policy prioritisation, or simply reflects wide confidence intervals and changes in methodology over time. Of particular concern is the difficulty in verifying the quality of administrative data and using this as a cross-check against survey data – despite the existence of the Education Management Information System and the District Health Information System, which are often incomplete or underused

MDGs arrangements to be continued and improved

There are a number of assets that can be taken forward from the MDGs era to support performance under the SDGs.

The OPEN M&E platform remains the most rigorous and credible source of assessment; if expanded beyond the debt-relief gains and to cover ongoing service performance, it could prove a pillar of the future M&E of the SDGs.

Similarly, the NMIS system, provides high-quality verified data that will be most valuable where it is regularly updated. This will permit a conversation to be started with other data providers (e.g. the annual school census) that will help reconcile inconsistencies and calibrate other measures of performance.

OPTIONS FOR TRANSITIONING TO THE SDGs

Re-aligning the National Statistical System with the SDGs – Of primary importance to making and measuring progress against the SDGs will be the more systematic, consistent and judicious collection and use of data. This will likely begin with improved institutional coordination between MDAs, OSSAP, the NPC and the NBS.

> The National Statistical System should be re-assessed to ensure that it is able to deliver the full range of data required for the SDGs, which will include closer integration of administrative data systems with survey data.

This has been facilitated by the recent SDGs indicator mapping exercise undertaken by the NBS. The disaggregation of data to the local level will also be crucial to support evidence-based planning.

Prioritising Administrative Data – In the longer-term, efforts should be made to replace survey methodologies with reliable administrative data. For example, accurate death records would greatly increase our knowledge of the rate of maternal mortality. Birth registration is itself an SDG target (16.9). Achieving this will require a deep strengthening of data collection systems at the state and local government levels, in turn dependent on close intergovernmental collaboration and capacity building. Improvements in key administrative datasets such as the District Health Information Software (DHIS) and Education Management Information System(EMIS) would also provide important cross-checks on survey data and valuable real-time data to policymakers.

SDGs-wide Monitoring & Evaluation Platform –

> For monitoring and evaluation activities, there is an urgent need for an M&E mechanism that encompasses all activities that contribute towards the SDGs and not simply the debt-relief gains.

This would entail a broader platform – most likely under the auspices of the National Planning Commission – that would build on the experiences and achievements of the OPEN M&E. The scope of the M&E should also be expanded to assess not simply capital projects, but the quality of public services that are provided on an ongoing basis and the impact these have on local communities.

Encouraging Data Utilisation – Perhaps the dimension in which the most rapid progress can be made is in the utilisation of data for planning and monitoring purposes. Even the limited data currently available is not regularly used to drive progress towards the SDGs by the full range of interested stakeholders. In particular, state and local government agencies are often unfamiliar with existing data sources, are not provided access to them, or do not have the basic skills to interpret and analyse the data. Low-hanging fruit to improve the impact of data would include making all data open access, accessible online and fully documented, and providing practical training beyond MDA headquarters on the use of key data systems such as NMIS, DHIS and EMIS etc.

Leveraging Research Resources – One opportunity for improving the quality of data is to engage national and international research institutions to assist in the process. In particular, Nigerian universities and international organisations will be valuable partners in collecting and analysing the torrent of data that will need to be collected.

KEY STRATEGIES AND ACTIVITIES FOR DATA, MONITORING AND REPORTING

Strategies/Tactics	Activities	Timeframe	M&E indicator(s)	Responsibility
Re-aligning National Statistical System with the SDGs	Conclude NBS SDGs Indicator Mapping and keep updated as UN confirms indicators	15 Dec 2015	NBS SDGs indicator mapping report produced	• OSSAP-MDGs • NBS
	Review National Statistical System in light of SDGs	15 Dec 2015	Revised National Statistical System produced	• OSSAP-MDGs • NBS • NPC
	Assign responsibilities for collecting new required data	30 Jan 2016	Roles and responsibilities in data management specified	• OSSAP-MDGs • NBS • State Bureaus of Statistics
	Action Plan to improve data quality on existing indicators	28 Feb 2016	Action plan developed	• OSSAP-MDGs • NBS
Prioritising Administrative Data	Diagnose challenges with existing administrative data systems	15 Dec 2015	Report on National Statistical System produced	• OSSAP-MDGs • NBS • MDAs
	Develop sensitisation plan for MDAs	30 Dec 2015	Plan produced and implementation commenced	• OSSAP • NBS
	Develop action plan to strengthen administrative data	28 Feb 2016	Action plan developed	• OSSAP-MDGs • NBS • MDAs
	Support National Population Commission (NPoPC) to strengthen vital registration statistics	30 Apr 2016	Improved systems deployed in NPC for recording administrative information	• NPoPC • OSSAP-MDGs • NBS • State Bureaus of Statistics • NPoPC
	Support Federal Ministry of Health and NPHCDA to improve routine data collection	30 Apr 2016	Improved systems deployed for improving routine data collection	• OSSAP-MDGs • NBS • State Bureaus of Statistics • FMH, NPHCDA
	Support Federal Ministry of Education and Universal Basic Education Commission (UBEC) to improve routine data collection	30 Apr 2016	Improved systems deployed for improving routine data collection	• OSSAP-MDGs • NBS • State Bureaus of Statistics • FME, UBEC
SDGs-wide Monitoring & Evaluation Platform	Review existing M&E platforms, challenges and successes	15 Dec 2015	Report on National Statistical System produced	• OSSAP-MDGs • NBS • NPC
	Share and advocate for OPEN M&E experience with any new development plan and M&E systems	30 Jan 2016	OPEN M&E inputs to new national development and M&E process	• OSSAP-MDGs • NBS • NPC
	Develop expanded M&E platform to cover new sectors	28 Feb 2016	Action plan developed for expanded M&E platform to cover new sectors	• OSSAP-MDGs • NBS • NPC

Encouraging Data Utilisation	Require all SDGs-relevant data to be online and open access	30 Apr 2016	Open online MIS systems deployed and publicized for enhanced access to data	• OSSAP-MDGs • NBS • State Bureaus of Statistics • MDAs
	Training for State and Local Government officials to support use of key data systems	30 Mar — 30 Apr 2016 and ongoing	Proportion of personnel using data systems	• OSSAP-MDGs • NBS • State Bureaus of Statistics
	Catalyze utilisation of data by demanding evidence-based justifications in conditional grants platforms	30 Jan — 30 Dec 2016	Conditional grants applications display evidence of data use	• OSSAP-MDGs • NBS • State Bureaus of Statistics
Leveraging Research Resources	Identify additional SDG-relevant data sources held in the international domain	30 Jan — 30 Dec 2016	Number of new data sources identified	• OSSAP-MDGs • NBS
	Establish research and data partnerships with international research institutions	30 Jan — 30 Dec 2016	Number of international partnerships established and data quality improvements	• OSSAP-MDGs • NBS
	Establish data collection and analysis partnerships with Nigerian universities	30 Jan — 30 Dec 2016	Number of partnerships established with Nigerian universities for data collection and analysis, and data quality improvements	• OSSAP-MDGs • NBS

Section 6 – Human Resources Framework

A crucial ingredient for the successful implementation of any programme is people –

the human resources that are used in delivering the programme. For this to be effective, the human resources that are used on the programme have to be both of sufficient numbers and have the appropriate skills set that are needed for executing the job.

Implementation of the MDGs programmes and projects required a mixture of human resources arrangements for successful delivery. This ranged from a) staff of the OSSAP-MDGs office undertaking programme planning and monitoring activities; b) staff of implementing MDAs delivering specific projects to achieve the MDGs; c) Civil Servants in State and Local Government delivering crucial services and local management; d) Zonal Technical Officers and Technical Assistants supporting capacity and governance at LGA-level; and e) staff of third party organisations (contractor agencies) delivering specific activities of the programme.

The transition from the MDGs to the SDGs programming requires an assessment of the human capital that is available to implement the SDGs programme.

Reflections and review of MDGs performance in terms of a human resources framework

Assessment of the human resource capacity and capabilities that have been deployed to implement the MDGs is adjudged as being inadequate. This is in terms of both the collective skills set needed to successfully coordinate the programme, as well as deficits in the numbers of technical experts available to execute projects in specific sectors.

Whilst the OSSAP-MDGs office has had a good complement of staff in terms of numbers, the majority of the staff are administrative staff who do not possess the technical knowledge and skills that are needed for designing or executing specific sector programmes and projects of the MDGs. Given that much of the MDGs programmes and projects implementation is often carried out by other agencies, the key technical capacity that staff of OSSAP-MDGs office needs to have is one of management. This technical capacity has not been readily available during the MDGs programming period.

In many organizations it is felt that the professional attitude of has been lacking, and this, in part, accounts for the low levels of productivity amongst some staff of the OSSAP-MDGs office. The same issues exist in a good number of the implementing agencies across the government.

Considerable support for the implementation of the MDGs programmes and projects has been received from the staff of various donor agencies as well as consultants contracted

by the same donors. The human resources of sector MDAs at Federal and State level have also been used to execute MDGs programmes and projects, along with the private sector and the staff of CSOs.

Adequate human resource planning and management has been absent under the MDGs programme period. Transitioning to the SDGs programming regime will require for these deficiencies to be addressed.

MDGs arrangements to be continued and improved

While it is clear that, in numerical terms, the human resources that are needed for implementing the SDGs across Nigeria are adequate, there are significant deficits in the level of technical skills that are immediately available to deploy for new initiatives to meet the SDGs. In addition, the existing knowledge and experience of personnel who have learned from the implementation of initiatives for the MDGs is exceptionally valuable and must be preserved in order to ensure institutional and policy continuity and sustainability. Accordingly, human resources from the MDGs framework should be transferred to the SDGs programming period starting in January 2016.

Training and capacity building of staff involved in the delivery of the MDGs needs to continue during the SDGs programming period.

At the moment, training is offered in generic administrative processes. Capacity building in the post-MDGs period will need to incorporate and address the technical skills needed for delivering the SDGs, with such capacity building programmes preceded by a robust skills capacity assessment.

Consideration needs to be given to the establishment of technical units within OSSAP-SDGs or the organisation that is established to replace it. Staff recruited into the units need to have the necessary technical competencies to plan for and monitor sector specific programmes and projects. Consequently, lawyers, healthcare practitioners, engineers, educationists, environmentalists, business development professionals, M&E specialists, and procurement specialists include the range of technical specialists that need to be recruited. Existing staff of the OSSAP-MDGs that can be developed to acquire some the mentioned technical skills should be trained to do so

Donor partners have organised and supported capacity building programmes for staff of OSSAP-MDGs and MDAs over the course of the MDGs programme period. This needs to be taken forward, and improved upon, in the SDGs programme period. The production and dissemination of knowledge management products and information needs to be enhanced under the SDGs programme period as a means of supplementing the capacity building programmes that are on offer. Learning-by-doing will also be an important source of skill acquisition and retention.

Strong political will to make resources available for the recruitment and retention of competent personnel is also needed if the human resources that are to be used for delivering the SDGs are to be made available. Innovative financing for some technical posts will have to be considered, including secondments from donor agencies.

OPTIONS FOR TRANSITIONING TO THE SDGS

Some critical actions will need to be taken to enable the current human resource arrangements of the MDGs programme period to successfully transition to the SDGs programming regime. The activities that follow below offer some detail on the human resource development options.

Institutional review and skills capacity assessment – a comprehensive review needs to be conducted on the key institutions, organisations and personnel responsible for delivering the MDGs and SDGs. This will include OSSAP-MDGs and key delivery MDAs, with the assessment clarifying the mandates and objectives of each of the organisations.

A determination needs to be made about the skill sets that are needed in each organisation to make them effective implementers of the SDGs.

Once known, a skills gap analysis needs to be conducted to establish the extent of the skills gap that exists between what is needed and what already exists. This will inform the nature of future recruitment and capacity building that is instituted for the SDGs programme regime. These activities will need to be closely coordinated with the Head of Service, the Bureau for Public Service Reform and the Civil Service Commission.

Where existing staff skills do not match with the required skill sets, the tough decision needs to be made on whether to make them redundant, or to invest in training, re-training and redeploying them to other posts and duties.

The OSSAP-MDGs also needs to work with the Nigerian Governors' Forum and the Association of Local Governments of Nigeria to develop a human resources management framework which will promote skill development at the state and local government level.

Training, re-training and capacity building of staff – appropriate training and capacity building programmes need to be developed and delivered to staff to enhance their productivity and efficiency in implementing SDGs programmes and projects. The Office of the Head of Service of the Federal Government and international aid agencies will need to be engaged to support the design and funding of such capacity building programmes. Training tools and knowledge management materials also need to be produced with which trained staff can use to internally train other staff. Of particular importance for achieving the SDGs will be providing a deep understanding among staff of the new implementation standards embedded in the SDGs, such as concepts of social inclusion, justice, equity and sustainability.

Provision of equipment and conducive working environment – an inadequacy of the MDGs programming has been the lack of appropriate equipment (computer hardware and software) and tools for effective working of staff involved in delivering the MDGs. These will have to be provided for under the SDGs programme period.

Innovative funding of some technical posts – given the interests of particular donors in specific sectors, negotiations need to be conducted with donors to fund some specialized and technical posts, through secondments for substantial periods of time (at least 12-24 months). This will allow the capacity of internal staff to be built gradually without the quality of delivery against targets being compromised.

Other aspects of human resource management that need to be strengthened include the review of the terms and conditions of employment of staff to see how public service can be made attractive for specialist professionals; and carrying a value reorientation exercise to improve staff attitude towards work

Key strategies and activities for Human Resources framework transiting from MDGs to SDGs

The table below represents the strategies and actions that need to be taken during the transition from the MDGs programming period to the SDGs.

Strategies/Tactics	Activities	Timeframe	M&E indicator(s)	Responsibility
Institutional review and skills capacity assessment	Review and establish the mandates of the SDGs Management Unit	15 Nov 2015	ToRs of the SDGs Programme Management Unit developed	• OSSAP-MDGs
	Review and identify key MDAs responsible for delivering SDG goals	30 Nov 2015	Mapping report on MDAs versus SDGs produced	• OSSAP-MDGs • NPC • IDPs
	Determine the collective key skills sets required for delivering the SDGs	30 Nov 2015	List of critical skills sets needed for delivering SDGs developed	• OSSAP-MDGs • NPC/MDAs • IDPs
	Conduct skills capacity assessment to establish existing skills gap	30 Jan 2015	Skills capacity assessment report produced	• OSSAP-MDGs • Head of Service • Bureau for Public Service Reform • Civil Service Commission
	Develop and implement an action plan for effectively staffing the agencies that will deliver the SDGs	30 Jan 2016	Action plan developed and funding secured	• OSSAP-MDGs • Head of Service • Bureau for Public Service Reform • Civil Service Commission
Training, retraining and capacity building of staff	Develop a comprehensive staff training plan after the skills capacity assessment	15 Jan 2015	Staff training plan developed	• OSSAP-MDGs • MDAs
	Implement ongoing training and capacity building programme	30 Jan 2015 and ongoing	Proportion of staff acquiring new skills and capabilities	• OSSAP-MDGs • Head of Service • Bureau for Public Service Reform • Civil Service Commission
Procure office equipment for use	Conduct inventory assessment to determine what equipment is currently available and what needs to be procured	15 Nov 2015	Inventory assessment report produced	• OSSAP-MDGs
	Secure funding for the procurement of equipment	30 Dec 2015	Budgetary provision made for the purchase of equipment	• OSSAP-MDGs
	Procure and distribute equipment for use	30 Mar2016	Number of equipment purchased	• OSSAP-MDGs
	Develop capacity of staff to use the equipment	30 Jan 2016 and ongoing	Number of training sessions held	• OSSAP-MDGs
Secure funding for technical posts	Define and agree the nature of technical posts required	15 Dec 2015	Detailed list of technical posts, including numbers produced	• OSSAP-MDGs • NPC • MDAs • IDPs
	Identify donor agencies with interests in specific sectors and engage them to request funding for technical posts, including through secondments	30 Dec 2015	List of donors interested in specific sectors developed, and commitments made	• OSSAP-MDGs • NPC • MDAs

Section 7 – Communications

During the transition timeframe from MDGs to SDGs, Nigeria will seek to build on existing foundations, employing innovative techniques to improve understanding of the SDGs, communicating effectively across all levels of government, and permeating across all echelons of society, with a focus on inspiring every community to innovate, motivating Nigerians to implement the goals.

SDGs communications will respond to stakeholder/actor engagement and participation, focus on both short and long-term goals and objectives, and will be reviewed strategically on a regular basis to respond to information on SDG performance and implementation. In this section, multiple stakeholders/actors have been identified who will be involved in the decision-making/participation process. The Communication Objectives of the transition strategy are to:

- Continue communicating on the 'unfinished business' of the MDGs;
- Provide reliable, up-to-date, adequate, timely and reasonably complete information for SDGs implementers at all levels, for partners in the private sector and the development community, and for all Nigerians;
- Provide at periodic intervals data that will show the general performance of the SDGs across all levels of the Nigerian society during the transition.

Reflections and review of MDGs performance in terms of Communications

OSSAP-MDGs has been responsible for communicating around the implementation of the MDGs, as well as motivating uptake in key activities. This has primarily been carried out by the Communications/Press Unit of the MDGs office. Knowledge management and documentation of MDGs reports and information was carried out with variant degrees of success. The office also carried out a successful branding campaign, which began with the creation of the Nigerian MDGs logo, subsequently affixed on all communication and informational materials produced. A range of platforms were used for disseminating information, for example contracted projects were required to be advertised in national newspapers, radio was used for be-

havioural change messages, the "Eye on MDGs" television programme documented the steps government was taking, and a series of children's books communicated the message behind the MDGs to young people. Projects such as the Conditional Grants Scheme, Conditional Cash Transfer, Midwives Service Scheme, etc. were also branded, so that communities were aware of MDGs-related projects, incidentally improving the ability to monitor and evaluate successes and failures.

The OSSAP-MDGs office, through the institutionalized Communications Unit as supported through the Federal Ministry of Information, used national media to conduct periodic briefings and update the general public on programme successes. The MDGs programme also had a slogan, "putting people first," which was widely recognised and associated with the MDGs. As a result, a number of successes were recorded, notably the CGS scheme. The MDGs office had a functional website, and also used the Nigeria Millennium Development Goals Information System (NMIS) to communicate on data monitoring. Once NMIS became open access, data became more readily available to use for planning, monitoring and advocacy purposes.

Traditional modes of communications, such as inter-sectoral meetings among the political heads and civil servants in federal Ministries such as health, education, agriculture, etc., and with the National Assembly committees, were carried out on a regular basis to share information.

MDGs Arrangements to be Continued and Improved

As stable platforms of engagement, the website and the NMIS should be continued. However,

the website should become more interactive, and other social media outlets should also be more actively used to disseminate information to the wider public.

The NMIS should be expanded to include SDGs projects, and communication activities should be used to increase awareness of the database's existence.

The Press/Communications unit supporting the SDGs is an institution with a key role to play in coordinating future initiatives. The unit will need to be repositioned to guarantee that it is 'fit for purpose' by ensuring that the offices are properly equipped, and more importantly, professionally strengthened by seasoned individuals who have the necessary technical skills to formulate communication and stakeholder engagement strategies, develop the right communication materials and messages to reach the right audiences, as well as maintain the website and engage in social media. The unit relied heavily on external consultants during implementation of the MDGs, and little knowledge transfer took place between those consultants and the civil servants who staffed the unit.

The unit must also have all the necessary skills to create a

network using existing Nigerian infrastructure through the Ministry of Information and the National Orientation Agency (NOA). Closer collaboration with the NOA will provide additional avenues for communications, especially at grassroots level; ensuring that information, key messages and motivation to engage in activities to implement the SDGs and participate in the innovation process gets passed on. The absence of sufficient and successful communications and advocacy at the community level was detrimental to the uptake of MDG-related projects in Nigeria. The most effective pillar of local advocacy was arguably the collaboration with the National Youth Service Corps (NYSC). This partnership should be deepened and leveraged to increase community awareness, as the youth are posted throughout Nigeria while serving in key SDGs activities such as teaching.

The MDGs logo and slogan played a critical role in raising stakeholder awareness. A new logo as well as a new slogan should be developed which balances continuity with the old branding and conveys the new momentum for the SDGs. New projects should be consistently branded as Nigeria begins SDGs implementation activities. Stakeholder advocacy, particularly at the state level and filtering down to the grassroots/community level was identified as very weak. Limitations included the lack of materials produced in local languages that would have increased awareness and strengthened implementation.

OPTIONS FOR TRANSITIONING TO THE SDGs

In addition to the communications institutional arrangements and activities that have been recommended to be carried over to support the SDGs implementation, a number of new strategies/initiatives will be required to increase awareness, education around the SDGs and improve communications to all stakeholders.

> The means for effective implementation will be centred on capacity building, technology, adequate financing, and multi-stakeholder partnerships.

Stakeholders will engage in dialogue, as well as outreach/promotion in order to build joint initiatives and declarations, particularly across the MDAs responsible for implementation. Coordination with the National Bureau of Statistics will play a pivotal role in ensuring the availability of accurate data and dissemination of information to all stakeholders.

> A comprehensive strategic communications blueprint, along with sector wide MDA communications blueprints that feed into the national strategy is a necessity

to mitigate the lack of cohesiveness that plagued communications during MDGs implementation. The process will need to go beyond design by communications professionals followed by presentations to MDAs. All implementers will need to be consulted and contribute to priorities of the transition era. Sectoral focus will be on key results and milestones achieved during the first 24 months of the SDGs implementation in Nigeria. Following the expiration of the 24-month timeframe, the strategies will be reviewed and adjusted accordingly.

Using Science, Technology and Innovation - to successfully transition MDGs communications to assist in the implementation of the SDGs, it must be recognised that enablers, such as affordable access to technology are already in place. The role of science, technology and innovation in the context of the SDGs has been identified as a crucial milestone to implementation. According to the MDGs end-point report, by 2014, cell phone subscribers increased by over 400% since 2005. Given Nigeria's very young population, uptake in ICT will not only continue, but as innovations in technology take place, the price of access to digital information will also continue to become more affordable. Therefore, traditional communication techniques and strategies will require a radical shift to ICT-based communications.

Social media activities beyond the functional website were critically absent during the MDGs implementation. New social media and information technology have given the world an unprecedented opportunity for inclusive, global-scale problem solving around the main sustainable development challenges. Scientists, technologists, civil society activists and others, are increasingly turning to online networks for collaboration, to create awareness, funding through crowdsourcing, group problem solving, and open-source solutions such as for software and applications. The SDGs office will therefore engage in social media activities, through a regularly updated Facebook page, by establishing a twitter handle **(#NigeriaSDGs)**, establishing a blog where stakeholders can post successes, problems, solutions, and exchange innovative ideas on implementation.

Apps for a wide range of computing platforms will be developed to enable government officials, international and national partners, communities and schools to access information. Strong collaboration with the NBS will be envisaged, particularly as it relates to data uploads. Where appropriate, the use of mass text messaging, at the community level and in local languages will be deployed to disseminate information.

Communicating through the National Bureau of Statistics – the National Bureau of Statistics (NBS) will likely be the central agency in charge of coordinating and monitoring data collection, validation and reporting around the SDGs. Regular collaboration and interaction with the NBS will ensure that critical messaging and communication materials developed are accurate and strategic. Information exchange forums will be established between OSSAP-MDGs and key stakeholders to improve awareness and inform the communication strategy.

Communicating to Government – during the domestication of the SDGs through integration into development plans, policies and legislations at national and sub-national levels, communications will be enhanced between intergovernmental partners. Capacity building in communications shall focus on learning from successful and unsuccessful projects with a view to replicating the successful communication activities. Existing governance structures (multi-level, multi-structural and multi-zonal) will be engaged through multi-stakeholder dialogue, establishing critical links between the international, national and sub-national SDG agendas. The goal is to ensure stronger cross-sectoral intergration of SDGs into policies and budgeting, but also to drive political ownership horizontally and vertically in existing governance structures at all levels.

> At the Federal level, communication strategies will be developed collaboratively through the SDG office and the Ministry of Information, and feed into the national strategic blueprint.

Extensive collaborative work will be undertaken with State Government offices, to ensure that, where possible, funds are spent on the production of consistent (and validated) communication materials. State governments need to work collaboratively with local governments in their states to develop their state-level communications strategies. Strategic communications at the local government level was absent during the MDGs and this was extremely detrimental to achieving the MDGs. The need for better coordination and synergy among federal, state and local governments will be addressed in the cross-sectoral communication strategies that will be monitored on a bi-annual basis.

Professional communications personnel – as mentioned above, the OSSAP-MDGs communications office was hampered in performing its work due to limited technical capacity. Through engagement with private sector professionals, personnel in this office will be trained and strengthened to ensure sustainability of the communications activities. During the MDGs implementation, a number of critical activities were carried out by external consultants who did not succeed in knowledge transfer. Training on SDGs communications will be undertaken collaboratively with the Ministry of Information. This will ensure increased capacity, and SDGs communications should be insulated from the re-deployment of personnel to other ministries. Where possible and financially viable, the same strategy will be deployed at the state level.

Ministry of Information personnel will be taken through training to ensure that advocacy strategies, toolkits and communications material will be developed for use across the government structures of the federation. Some toolkits which include templates and action plans are already available through UN bodies and can be adapted to serve the Nigerian context and produced in local languages where applicable.

> Adequate sensitization of all stakeholders and the publicity of the Sustainable Development Goals through the media, technical workshops, consultative committee meetings, conferences and other public relations platform will be coordinated at the federal level and distilled down to community level.

Improved stakeholder engagement and messaging – sustainable development policies and initiatives require multi-layered decision making, multi-level coordination and cooperation, and a multitude of stakeholders intervening in the process. The need for integration and cooperation is also evident across political institutions and the communication strategy will therefore be hinged on conceptualizing the complexity of Nigeria's SDGs stakeholder map.

> The pathways to sustainable development will therefore not be identified through a top-down approach, but through a highly energized process of networked problem solving

that engages Nigeria's communities, businesses, civil society and non-governmental organizations, universities, research institutions, and traditional and religious institutions, coordinated by the government. Improved stakeholder en-

gagement will solve the increased difficulties of communicating clear messages to a larger audience, particularly as Nigeria's population continues to grow and as the number of goals and indicators has increased. It is recognised that it is difficult to communicate such a huge quantity of goals and targets. SDGs communications will therefore employee a technique of prioritised messaging, disaggregated according to stakeholder groups.

Major stakeholder groups identified as important for effective communications include women, youth and children, local communities, religious and traditional bodies, workers and trade unions, civil society, philanthropists, the organised private sector, business and industry, farmers, the scientific and technical community, federal, state and local authorities, including the political classes, and international development partners. Successful stakeholder engagement will therefore first require an assessment of activities that could be effectively implemented at various levels – from grassroots all the way to the federal government. The activities will be a set of coordinated actions at different levels and within different stakeholder groups (i.e. vertical policy integration).

Civic Engagement and Education – youth civic engagement has been identified as a critical success strategy to SDGs implementation. Focusing on innovative approaches to message delivery (social media, school curriculums, SDGs apps and feedback loops), SDGs civic engagement will be operationalized by engaging local people in programme design, implementation and evaluation, ensuring that citizens are actively participating in the SDGs in order to improve conditions at the community level. Civic engagement will start at primary school level and will require integration within Nigeria's public and private school curriculums. It will further require stakeholder consultations as well as teacher re-training programmes, and messaging to Nigeria's traditional leadership.

Intensified Role of the Media – media, whether traditional or new social media, is an important stakeholder. The role of the media is therefore central to communicating the SDGs, to raising awareness and to improving understanding around sustainable development. The MDGs period did make use of traditional media to communicate information through television, radio and print media houses. This engagement will continue, but will become strengthened through collaboration. Nigerian media will be nurtured through training and feedback to understand the national SDGs implementation and the critical role they have to play in Nigeria's success. The SDGs successor office to the MDGs, through its Communications/Press unit, will proactively engage with the media. Regularly updated forums and roundtables will be organized both online and offline. Materials for engaging with the media will not only be developed locally, but can also be adapted from readily available materials through a number of sources .

[1] http://www.stakeholderforum.org/fileadmin/files/Post2015AdvocacyToolkit.pdf

Key strategies and activities for Communications transiting from MDGs to SDGs

The table below represents the strategies/tactics and activities that need to be taken during the transition era from the MDGs to the SDGs.

Strategies/Tactics	Activities	Timeframe	M&E indicator(s)	Responsibility
SDGs Communications/ Press Unit strengthened/ repositioned	Hire a seasoned Manager with required campaigns experience (with private sector experience if possible)	30 Dec 2015	Comms Manager in place and office functional	• OSSAP-MDGs
	Equip the unit with required office equipment	30 Dec 2015	Number of equipment purchased	• OSSAP-MDGs
	Staff the unit adequately and with right media relations/ communications personnel	30 Jan 2016	Staff in place	• OSSAP-SDGs
	Ensure the unit is connected to the UN SDGs communication network to remain up to speed on branding/ messaging	30 Jan 2016	Attendance of international summits	• OSSAP-SDGs
Strategic Communications Blueprints (national and sectoral)	Design the Communications Blueprint around the SDGs	30 Jan 2016	Clearly laid out documents that are understood by implementers	• Professional Agency • Comms / Press Unit
	Design the Sectoral Communications Blueprints for all coordinating MDAs	30 Jan 2016	Clearly laid out documents that are understood by MDA implementers	• Professional Agency • Comms / Press Units
Branding	Design new SDGs logo localized to Nigeria but following UN/ International branding trends	30 Dec 2015	Documents and new projects funded with new logo	• Professional Agency • Comms / Press Unit
	Design new slogan in line with the SDGs of "leaving no one/ no Nigerian behind"	30 Dec 2015	Documents and new projects funded with new logo	• Professional Agency • Comms / Press Unit
ICT-based communications	Facebook, Twitter, New Website, Apps	30 Jan 2016	Increased online and social media presence	• OSSAP SDGs Comms Manager
National Solidarity and strong connections to Global Solidarity	Attend UN/Pan-African events relevant to the SDG communications to enable peer learning	As soon as the unit is constituted and going forward as conferences and training becomes available	Documentation of attendance and uptake of new ideas internationally developed by domesticated in Nigeria	• OSSAP SDGs Comms / Press Unit
Strengthen relationships with government stakeholders at all levels — NASS, State Governments, LGAs	Develop appropriate communications material for engaging with stakeholders	Dec 2015 and ongoing	PowerPoints & summary briefs, plus regular forums briefings in place	• OSSAP SDGs Comms / Press Unit
	Engage stakeholders to communicate the transition from MDGs to SDGs	Dec 2015 and ongoing	PowerPoints & summary briefs, plus regular forums briefings in place	• OSSAP SDGs Comms / Press Unit

2 http://www.stakeholderforum.org/fileadmin/files/Engagingwiththemedia.pdf

Develop a Communication Strategy for the Partnership Framework	Communicate to the Inter-agency Coordination Group	After establishment	PowerPoints & summary briefs, plus regular forums briefings in place	• SDGs office • Comms / Press Unit
	Communicate to the established Partners Coordination Group and engage in targeted communications	30 Jan 2016	PowerPoints & summary briefs, plus regular forums briefings in place	• SDGs office • Comms / Press Unit
	Catalyze utilisation of data by demanding evidence-based justifications in conditional grants platforms	30 Jan — 30 Dec 2016	Conditional grants applications display evidence of data use	• OSSAP-MDGs • NBS • State Bureaus of Statistics
Civic Engagement	Stakeholder engagement through youth civic education starting at primary level (retain the AMEBO model)	30 Jan 2016 and onwards	New curriculums & new social media products	• SDGs office • Comms / Press Unit
Citizens Feedback Mechanism Communications	Communicate through the established Citizens Feedback Mechanism	After establishment	Varied and depending on platform	• SDGs office Comms / Press Unit
Strengthen grassroots advocacy and community engagement	Engage community leaders and traditional leaders	28 Feb 2016	Flyers, leaflets, stakeholders forums, radio, TV	• SDGs office • Comms / Press Unit
Communicate through Private Sector Partnerships	Develop appropriate communications material for engaging with stakeholders	30 Jan 2016	PowerPoints & summary briefs, plus regular forums briefings in place	• SDGs office • Comms / Press Unit • MDAs

Section 8 – Financing Framework

A key part of the success, or otherwise, of the MDGs has been centred on the availability and management of financial resources in the delivery of programmes and projects. The Federal Government devised and used some effective financial frameworks which led to strong successes in MDGs programme and projects delivery. These need to be taken forward into the programming period of the SDGs.

In addition, with the SDGs being considerably larger in scope than the MDGs it will be necessary to consider other innovative measures through which additional and prompt financing will be obtained for SDGs programming.

Reflections and review of MDGs performance in terms of a financing framework

Various strategies and measures were used to secure and finance the implementation of the MDGs programme, with some proving to be more successful than others. From the onset, the Federal Government had set aside monies that accrued to it as a result of debt cancellation by the Paris Club creditors in the Debt Relief Gains (DRG) fund. This was set aside specifically for the financing of MDGs projects in a Virtual Poverty Funs and proved to be reasonably successful in terms of ensuring that additional funds were made available, although this sometimes did not come through promptly at the time that the funds were needed. This is because the funds, while being set aside for MDGs programmes, passed through the federal government budgetary process.

Inter-governmental partnerships for funding programmes were another financing instrument that was used during the MDGs programme period. A Conditional Grants Scheme (CGS) was introduced and used by the Federal Government to leverage co-financing for MDGs projects by State Governments. This system allowed States to contribute to the financing and management of projects in their states and made it possible for the scope, scale, and coverage of projects to extend way beyond what central government funding alone could achieve. Local Governments have also been required to make counterpart financial contributions to projects that are delivered in their areas. Despite mobilizing investments by state and local governments for capital investments, these mechanisms were less successful at ensuring ongoing financing for the operations of public services, for example for maintenance, recurrent supplies and regular payment of salaries.

Some funds that were allocated in the broader budget process to sector MDAs, including health and education sectors, were intended for implementing projects that would contribute to the MDGs. However, these funds were not always used for these purposes as they were not sufficiently ring-fenced for delivering MDGs results. As a result such resources were sometimes used for things other than MDGs delivery. International donor agencies supporting specific sectors also provide some funding for very specific sector projects in health and education. However, there is a real risk of some of the projects that have been supported by the donor agencies not being sustained over the long-term if Nigeria does not mobilize additional finances internally for their continuation and scale-up.

Budgeted funds often end up not being available at the time that the project most needs it, and there are few measures in place to track the usage of the funds which often makes it possible for such funds to be used for other purposes.

Other than receipts from the sale of oil and the DRG fund, the finances that the country gets through taxation, and therefore funds available to finance MDGs programmes and projects, is very low and needs to be significantly increased. There will now be added pressure to raise additional funds for the SDGs as the programme's contents and coverage are significantly more than under the MDGs. Increasing internally-generated revenue has the benefit of not only increasing available funding, but also of improving the social contract between tax-paying citizens and government, which should help prompt improved accountability.

There has also been little consideration of the potential for attracting funding for programme activities from the organised private sector, including local and international Foundations and charities.

MDGs Arrangements to be Continued and Improved

Debt Relief Gains (DRGs) funds which have been a key source of funding for the MDGs programmes and projects need to be transitioned to the SDGs programming period in order to guarantee some stability in the funding of the SDGs. These funds are available as they are ring-fenced in perpetuity – the priority will be ensuring they continue to be tagged and tracked in forthcoming budgets. The DRG funds will, however, not be enough as the SDGs has many more goals that have to be addressed than the MDGs have had, and the DRG was anyway only one source of MDGs financing. Wherever possible, funds allocated for the delivery of SDGs projects should be ring-fenced for such purposes thereby reducing the risks of the funds being used for other purposes and of the outcome targets not being achieved.

Arrangements which entail inter-governmental (federal, state and local government) financing of MDGs projects, such as the CGS, need to be carried forward to the SDGs

programme period as it not only ensures that funds are available but increases the sub-national governments' interest in whether the projects offer value for money, thereby raising prospects for accountable governance.

Donor funding for sector projects needs to continue, and possibly be extended to include donors who have not been making contributions during the MDGs regime. The Donors Partnership Coordination Group that was discussed in the section on partnerships can be used to: a) identify the level of additional funding required; b) agree the levels of financial contributions to be made by individual donors; c) agree what the funds will be used for; and d) agree how the funds will be retired and accounted for. Annual recurrent budgets will also have to be increased in line with capital expenditure if the SDGs programmes and projects are to be implemented successfully.

OPTIONS FOR TRANSITIONING TO THE SDGS

The following constitute the key areas that will need to be addressed in order for a robust financing framework to be in place through the transition from MDGs to SDGs.

Develop and increase private sector financing – the organised private sector needs to be engaged and encouraged to contribute to the funds that are available for financing SDGs programmes and projects. Both for the economic development elements of the SDGs as well as the social development elements, considerable financial contributions will be required from the private sector – major corporations, local and international foundations. Private sector financial contributions during the MDGs programme period have been near non-existent. This is perhaps because they have little understanding of the MDGs and what it means for them, or that they have little confidence in the management arrangements of the public sector to effectively deploy their resources to get results. Whatever the reason, the private sector now needs to be engaged for the purposes of making financial contributions for the financing of SDGs projects.

Consideration shall be given to options which make it possible for them to make such financial contributions – they may choose to make in-kind contributions in place of direct cash contributions or to use their Corporate Social Responsibility (CSR) schemes to deliver SDGs projects.

Increase internal revenue (taxes) – the government needs to consider and establish 'non-prohibitive' special taxes like the Petroleum Trust Development Fund of the past with which to finance the development projects of the SDGs. A proportion of the receipts of privatised companies and operating licenses can also be set aside for implementing the SDGs.

The government may, after dialogue with the private sector, agree that a percentage of private sector profits be set aside as matching funds for government's funding for implementing the SDGs. An important principle when generating additional internally-generated revenue is that the tax structure itself should not place an undue burden on the poor and should be structured to support achievement of the SDGs.

Improving the budgetary processes of the federal and state governments –

> MDAs are encouraged to develop realistic budgets that are in line with available resources

so that adequate resources will be available for all the items in the budget. The Ministry of Finance also needs to improve budgetary release and monitoring processes to ensure the on-time release of funds. This will reduce the chances of funds not being readily available in the budget for SDGs programmes and projects.

Strengthen partnership with NASS Appropriation Committee for budgetary funding for the SDGs – appropriate communication needs to be given to the NASS Appropriation Committee on the importance of protecting the funds that are available for SDGs programmes and projects. The point needs to be made that funds allocated for financing SDGs programmes and projects need to be 'first line' and 'intervention' charge that is not subject to mop up at the end of a financial period. This practice has under the MDGs regime posed a threat to the continued availability of funds for development projects.

Shifting donor support towards direct budget support – one medium-term strategy should be for Nigeria to improve its governance and implementation systems to the point at which donor funding is willing to be provided as direct budgetary support, rather than allocated to specific donor-designed projects. This will ensure maximum national ownership and coherence around a single development strategy.

Reorient expenditures around public service delivery – the principal financing challenge for recurrent expenditure is ensuring that it is provided on a regular and adequate basis to front-line public service providers. With a strong political bias towards capital project provision, encouraging a maintenance culture and maximizing the value of existing government assets will rely on appropriately structured financing for recurrent expenditures. One option for achieving this would be to

> reorient budgeting and planning activities around the delivery of key public services,

rather than distinct formulation of capital and recurrent budgets.

# Key strategies and activities for transiting from MDGs to SDGs

The table below represents the strategies and actions that need to be taken during the transition from the MDGs programming period to the SDGs

Strategies/Tactics	Activities	Timeframe	M&E indicator(s)	Responsibility
Develop and increase private sector financing for the SDGs	Conduct mapping of the private sector environment in Nigeria. Use already existing institutions e.g. the Nigeria Economic Summit Group (NESG)	30 Nov 2015	Mapping report on private sector organisations produced	• OSSAP-MDGs • NESG • Investment Promotion Council
	Develop appropriate communication material to engage the private sector	30 Jan 2016	Presentations & summary briefs, plus regular forums briefings in place	• SDGs office • Comms / Press Unit • MDAs
	Organise meeting with the private sector to present the SDGs, and its benefits to Nigerian businesses	30 Dec 2015 and ongoing	Number of organizations sensitized	• OSSAP-MDGs • NESG
	Agree and implement a Business Partnership framework with the private sector	30 Feb 2016	Partnership framework for working with the private sector developed and agreed	• OSSAP-MDGs • NESG
	Agree the level of financial contributions to be made by the private sector and the schedule for when and how the contributions are made	30 Feb 2016	Partnership framework for working with the private sector developed and agreed	• OSSAP-MDGs • NESG
Increase internal revenue (taxes)	Conduct a study to determine where additional tax revenues can be raised in Nigeria or key into existing strategy and strengthen	28 Feb 2016	Study report produced	• OSSAP-MDGs • Ministry of Finance • FIRS
	Develop and implement an action plan that responds to how additional taxes can be raised in Nigeria	30 Mar 2016	Action plan developed	• OSSAP-MDGs • Ministry of Finance • FIRS
Strengthen budgetary processes at federal, state and local government levels	Using the Budget Office, the NGF and ALGON, develop and roll out training on Effective and Realistic Budgets across federal government MDAs, State Governments and Local Governments	30 Mar 2016 and ongoing	Number of capacity building sessions delivered Improvements in budgeting practice	• OSSAP-MDGs • Budget Office • Ministry of Finance • NGF
Strengthen partnership with NASS Appropriation Committee for budgetary funding for the SDGs	Prepare briefing papers for the NASS Appropriation Committee	30 Nov 2015 and ongoing	Papers prepared	• OSSAP-MDGs • Budget Office • Min of Finance
	Present briefing papers to NASS Appropriation Committee	30 Dec 2015 and ongoing	Number of presentations made	• OSSAP-MDGs • Budget Office • Min of Finance

Shifting donor support towards direct budget support	Identify donor requirements to support direct budget support	June 2016	List of requirements	• OSSAP-MDGs • NPC
	Work to meet donor requirements and encourage a shift to direct budget support	2017 onwards	Improvements in governance and implementation	• OSSAP-MDGs • NPC • PCM
Reorient expenditures around public service delivery	Collaborate with Budget Office on identifying improvements to recurrent budgeting practices	2017 Budget Process	Proposed improvements in recurrent budgeting	• OSSAP-MDGs • Budget Office
	Encourage recurrent budgeting improvements at State and Local Government level through conditional grants platforms	From January 2016	Incorporation of additional benchmarks in conditional grants assessments	• OSSAP-MDGs • NPC

SECTION 9 – LOOKING FORWARD

Subsequently, Nigeria will be required to develop in-depth strategies and action plans, and secure and deploy the necessary resources in order to successfully implement not only this transition strategy but also to achieve Pillars 2 and 3 in collaboration with the many stakeholders identified,. If the country is to achieve the target of 'leaving no one behind' it must be done in a systematic and organised manner with the necessary leadership to see the process through.
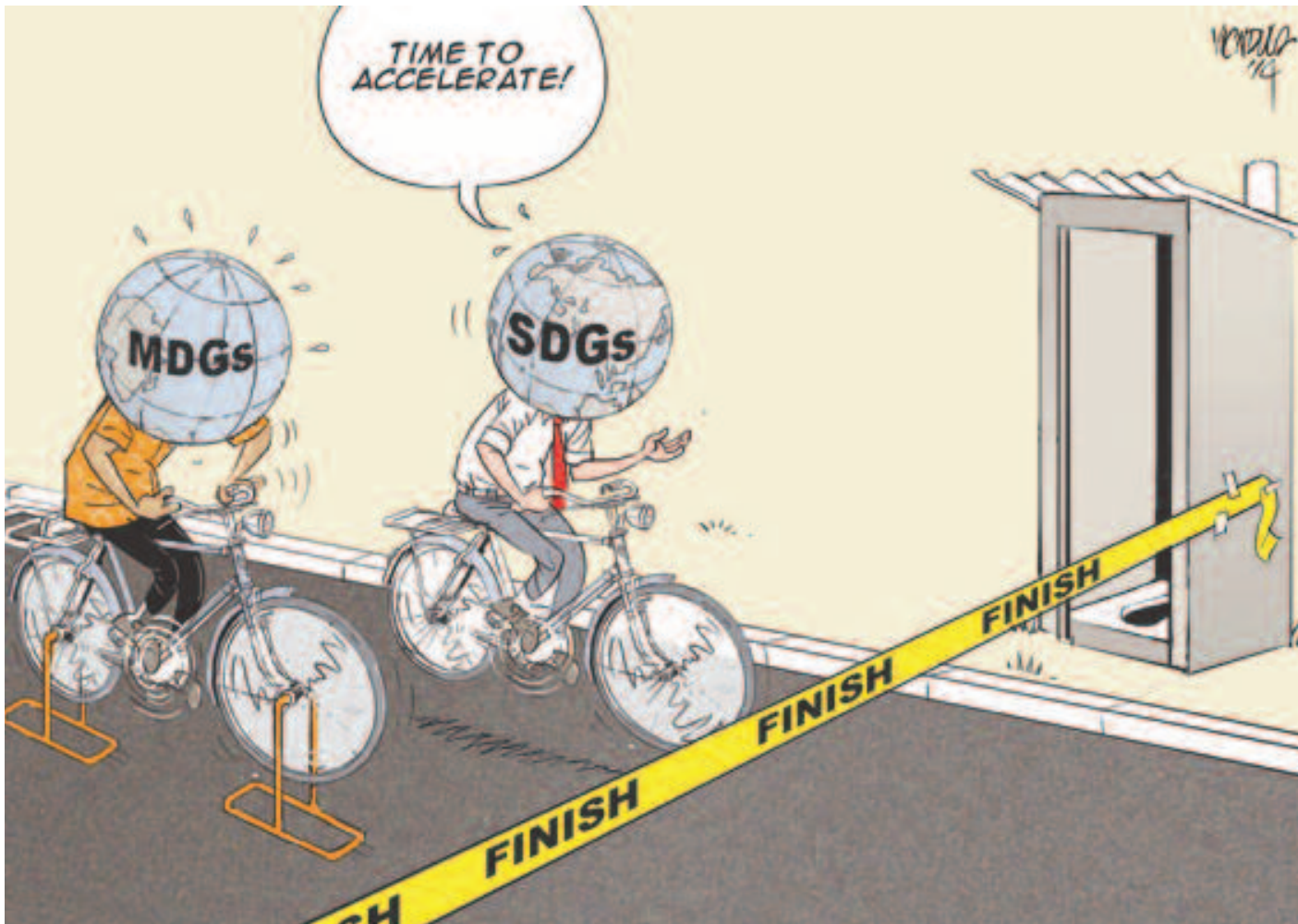
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