



National Development Plans and Effective Strategies for the Linkage with Sectoral and Sub-National Plans

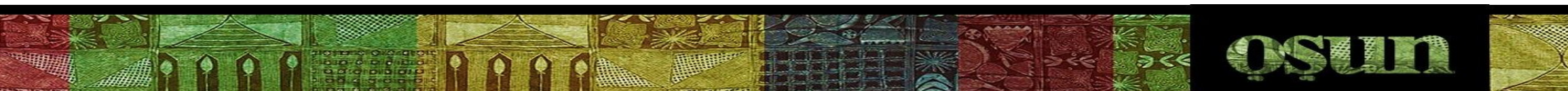
Dalekan Yinusa, PhD

**Professor of Development Economics & The Honourable Commissioner,
Ministry of Economic Planning & Budget
State of Osun, Nigeria.**

Email: hc.planning@osun.gov.ng

Outline of Presentation

- Background
- National Development Plan: Some Definitions
- Importance of National Development Plan
- Levels of Government Interactions
- Approaches to Collaboration
- Structure for effective linkage of Sectoral and Subnational plans with NDF
- Some Concluding Remarks



Background

- ❖ The number of countries with a national development plan (NDP) has increased dramatically from 62 in 2006 to about 134 in 2018.
- ❖ More 80% of the world population now lives in a country with NDP of one form or another (Chimhowu, Hulme and Munro, 2019).
- ❖ A stunning recovery of a practice that had been discredited in the 1980s and 1990s, a relic of directed economies and state-led development.
- ❖ In contrast to 20th-century NDPs, the 21st century plans are often underpinned by theories of collaborative rationality rather than by linear rationality.
- ❖ The assignment before me is to suggest effective strategies for ensuring collaborative rationality (linkage of NDP with sectoral and subnational plans) in a plural country like Nigeria.



National Development Plan: Some Definitions

- ❖ A National Development Plan (NDP) is a well-researched and properly reasoned policy document for the allocation of a nation's scarce resources.
- ❖ NDP defines a desired destination and strategies to get there
- ❖ It relates the scope and timetable of programmes and projects to the resources available and the benefits which will accrue.
- ❖ It Identifies the role different sectors and components of the country need to play in reaching that goal.



National Development Plan: Some Definitions...*contd*

- ❖ A National Development Plan (NDP) can be classified in terms of number of years for which the plan is expected to run
 - ❖ Short-term plan - One year (Annual Budget)
 - ❖ Medium term plan - 3 to 5 years (A rolling plan often delivered through a multiyear budget framework)
 - ❖ Long term plan - 6 to 10 years
 - ❖ Perspective Plan - More than 10 years (often implemented using a rolling plan)

- ❖ The ultimate goal of a National Development plan, irrespective of the time horizon of the plan, is to promote sustainable and stable development of a country and to improve the people's quality of life.



Importance of National Development Plan

- ❖ Hence, the importance of a NDP as a strategic tool for accelerating national development can not be overemphasised.
- ❖ However, the process of developing a NDP guaranteeing effective linkage of NDP with sectoral and subnational plans in a diverse federation like ours is as important as the final NDP itself if not more important.
- ❖ This is because, outcomes from the implementation of National Development Plan are a function of the process (inclusive or elite-driven) of developing the NDP (Chimhowu, Hulme and Munro, 2019).
- ❖ In an analysis of 107 National Development Plans, Chimhowu, Hulme and Munro (2019) found that plans vary in terms of the evidence used, degree of internal consistency of different parts of the same plan, the process of developing the plan and clarity of funding mechanism for the plan.



Levels of Government Interactions

- ❖ The Local Governments within a State form the basis for State Administration
- ❖ Combinations of States provide platform for Federal Government to Operate
- ❖ All the Structures are created as people Centered arrangement for development
- ❖ Realistic National Development Plan (NDP) document should seamlessly collate information from grassroots in a realistic manner for all inclusive and full participatory development process



Approaches to Collaboration among NDP, Sectoral and Sub-National Plans

- ❖ In the preparation of National Development Plans, four different approaches to collaboration are documented in the literature.
- ❖ The approaches are the outcome of critical research into Development Plans of 107 countries by Chimhowu, Hulme & Munro (2019)
- ❖ The results of the findings are presented in the figure below;



Approaches to Collaboration between the National and Sub-National Governments...*Contd*

Type A (26%)

Largely top-down process
Rational blue print
Strong evidence base
Limited social embeddedness

Type B (42%)

Largely bottom-up process
Communicative Rationality
Strong evidence base
Socially embedded

Type C (12%)

Largely top-down process
Disjointed blue print
Weak evidence base
Limited social embeddedness

Type D (20%)

Largely bottom-up process
Communicative Rationality
Weak evidence base
Socially embedded

Source: Adopted from Chimhowu, Hulme & Munro (2019)



Approaches to Collaboration.....Type A

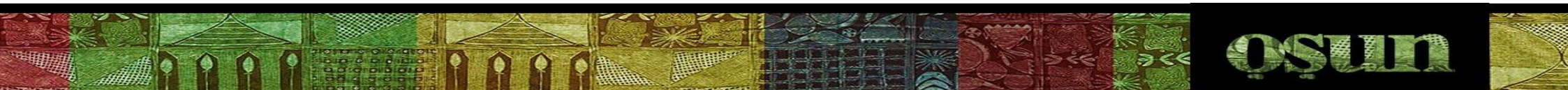
- ◆ Type A: Top-down, expert-led, strong evidence base but limited social embeddedness
- ◆ Features
 - ❖ Just over a quarter of the 107 plans are Type A.
 - ❖ National plans produced in this way are usually led by technical teams in economic and finance ministries or, in the case of many countries, by global consulting companies.
 - ❖ The content of such plans is tailored to a technically and economically literate audience.
 - ❖ Sometimes, simpler, less technical summaries are published for the lay citizenry.
 - ❖ It shows limited social embeddedness, in terms of being inclusive of views and ideas from all social groups, but are shaped by the thinking of selected political, bureaucratic and corporate elites



Approaches to CollaborationType A

♦ Limitations

- ❖ A major limitation is lack of shared vision alongside its effect on accountability and confidence in both political and economic governance processes.
 - ❖ It has limited social embeddedness, as there is little or no evidence that national-level processes have recognized or engaged the wider society about the plan's values and vision (beyond opaque public consultation exercises).
 - ❖ Also, some plans would state that all stakeholders were 'consulted', but it is not apparent what mechanisms have been used
- ♦ Examples of countries with Type A Plan include Togo, China and Saudi Arabia among others



Approaches to CollaborationType B

- ❖ Type B: Bottom-up, collaborative plans with a strong evidence base and high social embeddedness
- ❖ Features
 - ❖ About 42% of the 107 plans fall into this group.
 - ❖ These plans involve creating a broad-based social consensus about values and actions towards a defined and shared future
 - ❖ The NDP is therefore seen as a set of agreed values, actions and pathways for achieving this common future, and the process of building national consensus is as important as the content of the plan itself.
 - ❖ It is characterized by communicative rationality which has become the default modus operandi for those working towards achieving the SDGs.



Approaches to CollaborationType B

- ❖ The plans have evidence of the participation or involvement of groups other than just the bureaucratic, political and corporate elites.
- ❖ There is evidence of wider social consultation on what constitutes national values and priorities.
- ❖ Reading such plans gives an impression that the NDP is a document for communication and negotiation with multiple stakeholders, both internal and external.
- ❖ Type B plans are usually publicly available and in forms that are easily accessible to a lay audience.



Approaches to CollaborationType B

- ❖ Plans tending towards Type B show a balancing of economic and social content, being couched in the language of 'inclusive growth' and often identifying specific social groups (women, young people and the elderly) for attention.
- ❖ Such plans have relatively strong evidence bases (including economic modelling and/or scenario building) but are written in a language accessible to both lay and professional audiences.
- ❖ Type B plans are bottom-up collaborative plans with a strong evidence base and high social embeddedness



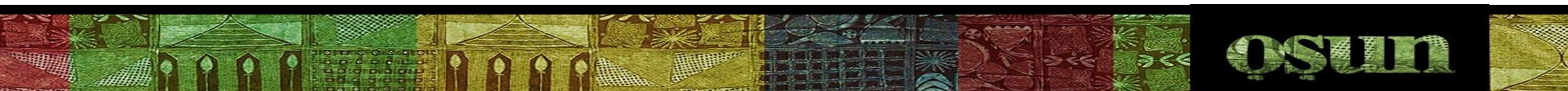
Approaches to CollaborationType B

- ❖ About half the countries in group are former HIPCs, appear on the DAC list of aid-eligible countries and, in some cases, are still significantly dependent on aid donors.
 - ❖ The Choice of the Type B therefore could be informed by;
 - ❖ Domestic choice
 - ❖ Donor preferences (especially for the HIPC countries. The case of Uganda and Togo suggests a combination of both).
- ❖ Limitations
 - ❖ An obvious limitation is that it may take a very long time to establish a consistent set of preferences for the country!
- ❖ Examples of countries with Type B Plan include the current National Development Plans of Uganda and Ghana



Approaches to CollaborationType C

- ❖ Type C: Top-down plans, disjointed and with a weak evidence base and limited social embeddedness
- ❖ Features
 - ❖ only 10 plans of the 107 plans are Type C.
 - ❖ Type C are premised on the linear rationality that underpins Type A plans but they lack competence, are disjointed and use evidence poorly.
 - ❖ Type C plans are produced in a context of degraded state capacity.
 - ❖ Such plans are driven from the top and, rather than being evidence-led, they attempt to mimic elements of plans from successful countries.
 - ❖ There is often little coherent examination and justification for the key priorities listed or of how they relate to each other.



Approaches to Collaboration...Type C

- ❖ Although key terms such as sustainability, climate change and SDGs appear in Type C plans, it is clear that these are used as sound-bites and are only superficially engaged and deployed.
- ❖ Type C documents do not have a clear owner and monitoring mechanisms are not clearly articulated.
- ❖ There is no evidence of the plan being socially embedded, although in some of them there is mention of 'consultations' with societies.
- ❖ Examples of countries with Type C Plan is Zimbabwe (Zimbabwe's original ZIMASSET 2013–18 plan is a typical example of Type C plans)



Approaches to CollaborationType D

- ❖ Type D: Bottom-up plans with a weak evidence base and limited social embeddedness
- ❖ Features:
 - ❖ Some 20% of the 107 plans fell into this category.
 - ❖ When NDPs reflect broad-based and participatory processes but produce a vision that is poorly translated, they tend towards Type D
 - ❖ There is evidence that a bottom-up process is attempted but there is a lack of credible and coherent analysis justifying the decisions and priorities reached.
 - ❖ Plans tending towards Type D are produced in a participatory manner and are usually publicly available.
 - ❖ In terms of the content, Type D plans engage with global issues such as the SDGs and climate change but in a superficial way.

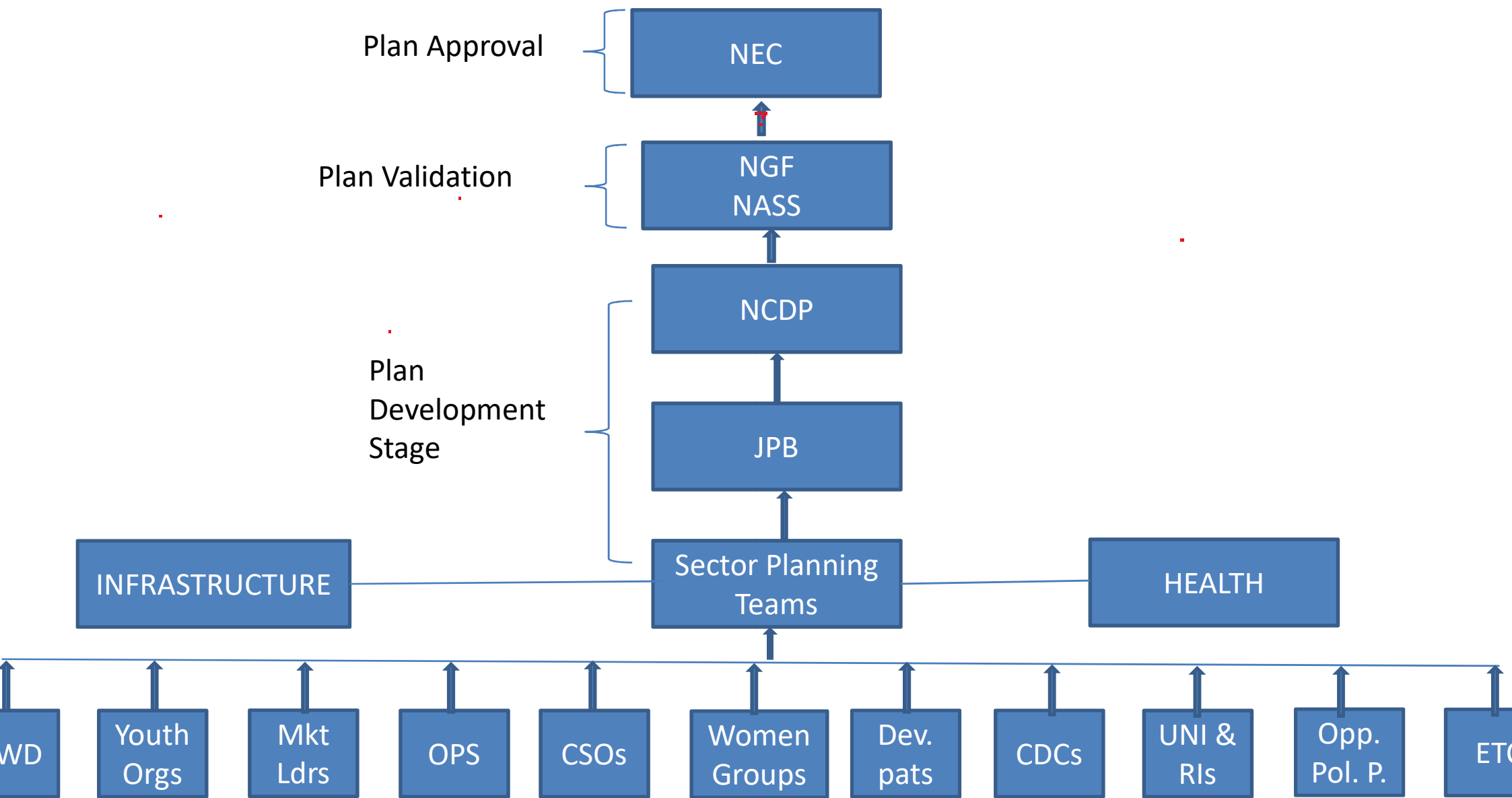


Approaches to CollaborationType D

- ❖ The national–global links to these issues is not clearly enunciated and evidence is weak or inconsistent
- ❖ the scale of the issues and challenges identified is not matched by the scale of response proposed and there are usually unrealistic expectations about the availability of resources for plan execution.
- ❖ Examples of countries with Type D Plan include Peru and Venezuela



Structure for effective linkage of Sectoral and Subnational plans with N



Some Concluding Remarks

- ❖ Options for Nigeria?
- ❖ Implicit assumption that subnational and sectoral plans exists
- ❖ Local Governments should have LGDPs
- ❖ ALGON Chairmen should be incorporated into NCDP
- ❖ JPB/NCDP should meet regularly in periods of Plan development
- ❖ NCDP should set up different sectoral Councils e.g Health Council
- ❖ The choice of option would determine outcome of the Plan in terms of delivery
- ❖ Changing the structure of production depends on the type of option selected
- ❖ Option B truly implemented has the potential of altering the structure of production beyond rhetoric



Some Concluding Remarks...*Contd*

- ❖ Subnational governments should have both sectoral and development plans
- ❖ Make use of existing institutional structure as a vehicle for ensuring effective linkage of sectoral and subnational development plans with NDP
- ❖ A collaboratively developed NDP is a veritable tool for altering, creating and sustaining institutions of production and institutions of exchange.
- ❖ In conclusion, evidence based sub-national level inclusiveness and participatory process in crafting NDP is the sure way to effective delivery on national priorities.



THANK YOU

Olalekan Yinusa, PhD

Professor of Development Economics & The Honourable Commissioner,

Ministry of Economic Planning & Budget

State of Osun

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