

Nike Lake Resort, Enugu, 24–25 May 2012

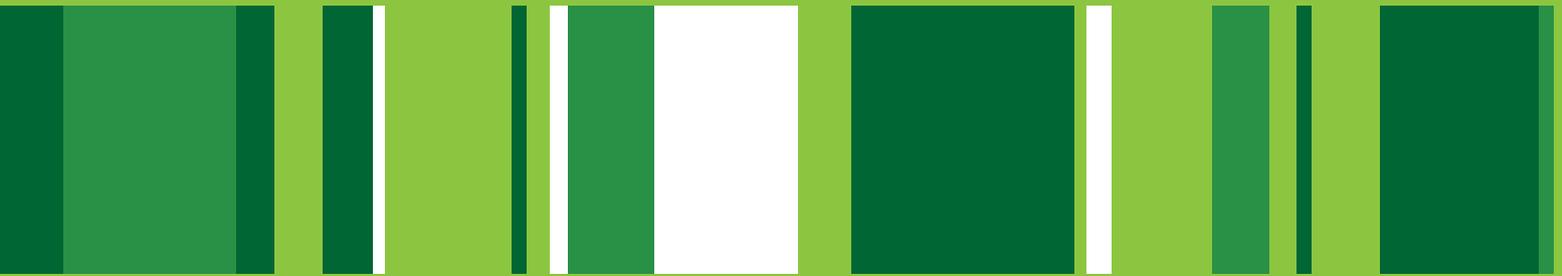


## Governance Share Fair South East States, Nigeria

**NIGERIA  
GOVERNORS'  
FORUM**



Booklet describing the Share Fair held for four south-eastern states: Abia, Anambra, Enugu, Imo; with input from Jigawa State on best practice in pension reforms. The accompanying CD contains further resources generated from the event.



This booklet was produced for wide distribution within the four south-eastern states of Nigeria (and beyond) and contains a summary of the Governance Share Fair. Further information generated at the event can be found on the accompanying CD.

## Contents

Opening session .....	4
Governance Share Fair addresses and presentations .....	7
Abia State – Community and social development reform .....	7
Anambra State – Roads as a tool for economic growth and poverty reduction .....	8
Enugu State – The Enugu State Agricultural Programme: The Songhai Initiative .....	10
Imo State – Community government .....	12
Guest presentations/special sessions .....	13
Presentation on the State Peer Review Mechanism .....	13
Jigawa State – Pension reform in Jigawa State .....	14
Key lessons from the Permanent Secretaries .....	15
Lessons and challenges from the Directors/Deputy Directors .....	16
Take home ideas .....	17
Concluding remarks .....	18

## CD contents

Governance Share Fair programme

List of participants

Pen sketches

Pictures of the event

Presentations

- Welcome speech by A. B. Okauru (Director General, NGF)
- Governance matters by Joe Abah
- Governance Share Fair objectives and logistics by Myani Bukar
- Abia – Transforming into the 21st century and beyond
- Anambra – Roads as a tool for economic growth and poverty reduction
- Enugu – Enugu State Agricultural Programme
- Imo – Community development governance architecture
- State Peer Review Mechanism by Mohammed Sani
- Jigawa – Pension reform in Jigawa
- Making connections by Tim Donaldson
- Governance matters by Mark Walker

NGF Issue briefs

## Opening session

### Welcome remarks – Hon. Commissioner for Information, Mr Chuks Ugwoke

The Commissioner thanked the organisers of the forum, welcomed participants and hoped that at the end of the programme, the knowledge shared and practical experiences showcased will benefit the people of the South East. He referred to similar events which he believed helped Enugu State to pursue some reform and policy successes that have been integrated into policy documents. He also referred to the South-East Economic Forum, which was organised to showcase best practices and combine efforts for better governance. The communiqué released from that event recommended that the south-eastern states replicate the Songhai Initiative of Enugu State.

### Opening address – Governor of Enugu State represented by the Deputy Governor of Enugu State

Speaking on behalf of the Governor and the people of Enugu, the Deputy Governor welcomed the participants to the state and commended the NGF for coming up with the initiative. He urged the participants to take seriously the gathering of knowledge available at the programme and to take full advantage of it for the benefit of the people. He commended the development partners for supporting the programme, thanked all for coming and hoped all would avail themselves of the opportunity to look round Enugu and enjoy the hospitality of the people. He then formally declared the gathering open.

### Overview of NGF Secretariat – Director General, NGF, A. B. Okauru

The 'Governance Share Fair' is a collaborative effort designed to create a friendly market place for states to showcase their achievements and learn from each other. The focus of the NGF over time has become more on policy priorities to reduce poverty, enhance development and create a better connection between government and citizenry. Governors meet under this forum to deliberate and reach consensus on matters of national interest. The Director General encouraged government officials to imbibe new



**DG of NGF, A. B. Okauru**

approaches of sharing knowledge to enable states achieve their development objectives. The forum recently launched a knowledge management system, envisaged to strengthen the capacity of the NGF Secretariat as a knowledge-disseminating organisation. The forum also set up the State Peer Review Mechanism (SPRM), a tool for states to review themselves. Anambra State, which had its validation exercise this May, has shown leadership and much promise while Niger and Ekiti are in the process of doing so. The intent is to trigger and institutionalise a new culture of peer learning and knowledge sharing. He urged all to take full advantage of the fair and use the opportunity to learn from each other. Finally, he reminded all that the NGF does not serve only the Governors but also their administrators and asked all to give back feedback on how the NGF can better serve them.

### Goodwill messages

#### **Governor of Abia State represented by Deputy Governor of Abia State**

Speaking on behalf of the Governor, the Deputy Governor stated that the purpose of the event was to share knowledge and borrow ideas from those who are better off. Cooperation, he stated, was key to the success of the event. He thanked and commended the initiators for what he described as a worthy initiative. He apologised for the Governor's absence.

#### **Imo State – Permanent Secretary, Ministry of Budget and Economic Development, Mr Callistus Ekente**

Mr Ekente stated that economic development is a shared responsibility and one to which we all have to make our own contribution so that the entire society will improve. Imo State is currently guided by the 'Rescue Mantra' which is the mission statement of the Governor – it affects all aspect of life: health,

education, justice. He explained that Imo State is carrying the government directly to the grassroots and that their purpose at the fair is to sell and buy ideas and products – "We are all here to sell our good products and also to buy good products from our neighbouring states". He apologised for the Governor's absence and thanked all.

**DFID Representative – Mrs Olachi Chuks**

Mrs Chuks gave an overview of DFID and its work in Nigeria. She explained that at DFID's inception in Nigeria most of its activities were project based, but it then adopted an integrated approach to projects (programme interventions) to build enduring systems. New programmes look at reforms across different sectors. She stated that the fair is not a competition but an opportunity to share best practices and how the knowledge acquired could be replicated in other states. DFID very much identifies with this and that is why SPARC supported the event.

**National Programme Manager, SPARC – Joe Abah**

Mr Abah defined governance using the World Bank definition: "Governance consists of the traditions and institutions by which authority is exercised. It includes the capacity of the government to formulate and implement sound policies, manage scarce resources, and deliver, or ensure the delivery of, services to its citizens" (World Bank, 2010). He stated that no Governor could single-handedly carry out these functions and hence the need for the instrument of the public service and private sector. He further stated that the components of governance: Citizenry, the Institution and public/private providers are enhanced through three fundamental elements – accountability, responsiveness and capability. SPARC is the state partnership that supports this process. He listed the benefits of good governance as improvements in health, education (DFID-British Council Gender Report 2012 – 70% of women in northern Nigeria cannot write; only 4% of enrolled girls in the north graduate), and infrastructure, and a reduction in conflict and unemployment. This gives the government legitimacy and popularity, resonates with citizens and gives votes. Good governance can be achieved by improving technical competence and institutional capacity and through more effective and efficient systems, processes and procedures. There is a need to reform across government, not just in the sectors but also in the machinery of government (Heads of Service, Ministries of Finance, Ministries of Budget and Economic Planning) with a clear strategy. He concluded by reiterating that governance matters, there is a clear correlation between bad governance and illiteracy, ill health, unemployment, high crime levels and conflict. Better

governance is not easy but around the room, they have all achieved some successes (Abia – security and reduction in incidences of kidnapping; Imo – Education; Anambra – SPRM).

**Objectives and logistics – Knowledge Management Adviser, NGF, Myani Bukar**

The point of the fair is to improve what is done in the states in order to ensure that governance is improved. Mr Bukar encouraged all to ask questions as they manoeuvred through the market place because equally important to the what, is the how and why of knowledge. He stated that the objectives of the Governance Share Fair are to:

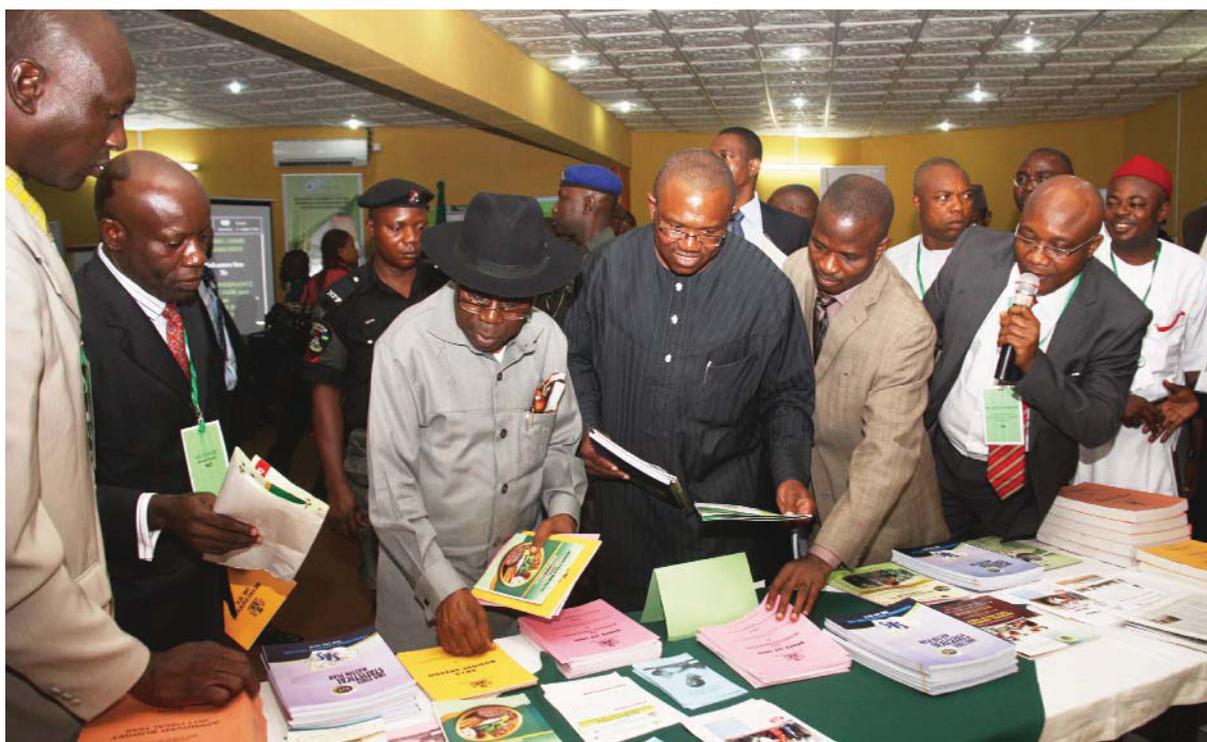
- Provide opportunities for State Governments to broadcast achievements, exhibit products and reforms
- Facilitate face-to-face networking and promote state-to-state exchange on common agendas
- Benefit from others' experiences
- Stimulate interest in future collaboration (important to ask the possibilities for future collaboration).

**Keynote address – Governor of Anambra, H. E. Peter Obi**



**Gov. Peter Obi, Vice Chairman of NGF and Executive Governor, Anambra State delivering the keynote address**

The Governor began by thanking the NGF and its partners. He emphasised that everything being done is to secure the future, and the need for change through innovations like this. Using Anambra State as an example, he explained that when he came into office in 2006, he insisted that the state have a vision and a way of implementing this vision. He highlighted



Dignitaries at the Share Fair Knowledge Market Place

that for a state to grow, there must be a vision and a process to achieve that vision – a state strategy that is demand driven. In talking about reasons for his impeachment, he used the analogy of being a bus driver carrying passengers who had long passed their destination. He said, "There is no way to bring about change and be popular".

He stated that to achieve good governance, we must open ourselves to scrutiny. Any system that does not allow itself be subjected to proper monitoring and evaluation cannot succeed. There are always opportunities to learn, and he urged everyone to avail themselves to the process of learning because we are here to build better systems.

**"We are here to solve the problems of the people. We are failing the people. We need correcting. We are here to learn not about the things we are doing right but the things we are not doing right. It is for improvement that we are here."**

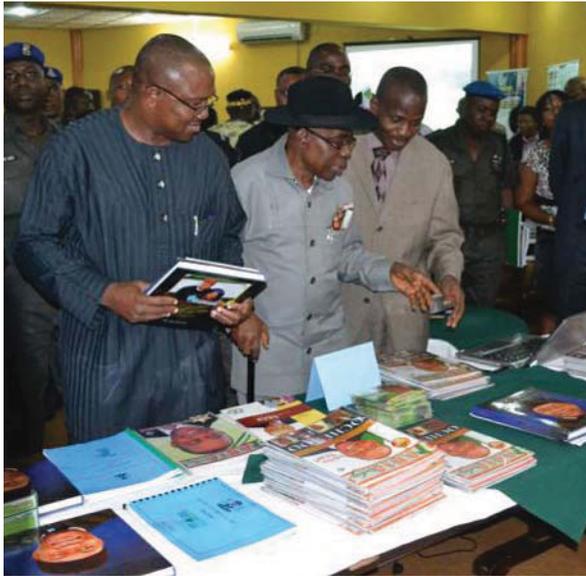
He thanked DFID for their support and work and reminded participants of the need to adapt models to suit their respective needs because models can never be exactly replicated. He stated that it is important to review innovations from time to time; the same applies to this event.

### Vote of thanks – Executive Director (Research and Strategy), NGF, L. O. T. Shittu

In his address, the Executive Director described the Governance Share Fair as a deliberate strategy by the NGF to domesticate the governance experience within each zone that shares similar activities in economic integration and regional cooperation. It is hoped that, at the end of the exercise, a compendium of best practices can be put together which will serve as a reference material and technical framework for the replication of best practices across the country. The ultimate goal is to promote good governance in the country. On behalf of the NGF, he expressed their sincere appreciation to all for honouring their invitation. As part of the project, they were just in Rivers State to kick-start the SPRM process and the Governor was excited about the Anambra experience and achievements. He commended Anambra for being the only reference state for this process in the country. He congratulated the Governor for showing leadership and setting the tone of the project. The SPRM and Governance Share Fair is the first of its kind in the whole world and it is happening in Nigeria. It is a new initiative in governance. The Secretariat has been receiving enquiries about both initiatives from other countries in Africa and Eastern Europe. On behalf of the NGF, he thanked all for coming and the Governors for showing great interest in the project.

## Governance Share Fair addresses and presentations

### Abia State presentation – Community and social development reform



#### Main points from the presentation

The Honourable Commissioner for Information presented a case study titled *Community and social development in Abia State Government*. He began his presentation by describing the situation previously in Abia State where most projects embarked upon were abandoned, not completed or not maintained. Projects were usually abandoned midway to the detriment of the poor. Fundamentally, the problem lay with sustainability/completion of projects as well as relevance of projects to beneficiaries.

To bridge the gap between the people in government and the communities in the state, a shift in approach was necessary. Alongside development partners, Abia State began a community and social development programme, a strategy anchored on public engagement. The programme which is adapted from the World Bank Community and Social Development Programme (CSDP) examined the tenets of the CSDP and it has been made the basis on which government awards projects.

This model involves the creation of socially inclusive projects across the various sectors. Abia State has

adopted this as a strategy to engineer sustainable reforms and have the people take ownership of the projects in their communities. Community projects undertaken by the state emanate from the community and Local Governments so as to address the specific needs of communities. This aims to foster a bottom-up approach as opposed to the top-down method previously employed. This involves partnering with the members of the community to achieve projects, this is to enable them to take ownership of the projects in their different Local Governments. To give it legal backing it was enacted into Abia State Law (2) of 2008. The project has the following objectives:

- Support community and Local Government authorities on achieving a sustainable increase in services and making services available to its communities
- Empowering communities to plan/implement projects that have a direct effect on the people to improve community life
- Community partnership with human development
- Promote community participation in governance
- Promoting transparency through community participation in implementation, monitoring and evaluation to improve sustainability of the project and to mitigate the effects of inadequate use of funds in development.

#### Fundable projects

- Social infrastructure – health facilities, access to clean water, electricity, etc.
- Safety net support – this takes care of vulnerable groups like widows, physically challenged and others; these groups are also allowed to participate in the reform process in the state
- Environmental and natural resource management – soil conversion/erosion/flood control, agro-forestry, water catchment system
- Physical infrastructure (roads, bridges) – focus on the strategic areas of economic interest to the community.

#### Achievements and successes

- Over 600 applications have been made for assistance from communities; 81 have been approved and 65 completed and are being put to use
- Public engagement has brought government closer to people and makes communities its complete partner in the development process
- Community cohesion and ownership of projects (because they decide) – quality of service delivery has been scored high because of the high level of involvement of the community in initiating the project, which then helps the community/Local Government gain full ownership of the project
- The projects are completed, well monitored and evaluated and communities do this themselves



**Cross-section of participants at a break-out session**

- The scheme has reduced the cost of governance, and communities are receiving services that are value for money (reduction in administrative costs and use of direct labour) as a result of a decrease in abandoned projects and increased maintenance of completed projects
- Reduction in poverty and unemployment levels in the state.

### Challenges faced in Abia State

- Delay in ratification of by-laws by some LGAs
- Inability of some communities to pay counterpart funding.

### Next steps

Because the model is working for Abia State, government would like to adopt this model for all the Local Government Areas. By so doing, the people in the community take ownership of the projects and their own development.

### Governance challenges

- Leadership dispute in communities
- Level of participation of the community is low
- Inadequate budget provision/funding
- No counterpart funding – counterpart funds are paid by communities therefore there is sometimes no funds for projects
- Delay in interventions in communities
- Extension of projects to other communities in need
- Policy is subject to political manipulation
- Challenges in institutionalising legal framework
- Sustainability
- Lack of awareness.

### Governance opportunities

- Massive rural/community development
- Increased political/civic participation in governance – community engagement and development can foster sustainability
- Enabling legislation passed by State House of Assembly

- Getting all Local Governments to adopt the model
- Employment opportunities/generation – reduction of youth restlessness
- Reduction in the cost of governance/value of implementing projects reduced
- Improvement in quality of service delivery – this has reduced poverty and created employment opportunities
- Better public management
- Less abandonment of projects
- Security opportunities.

## Anambra State presentation – Roads as a tool for economic growth and poverty reduction



**Prof. Chinyere Stella Okunna, Honourable Commissioner for Economic Planning and Budget**

### Main points from the presentation

The Honourable Commissioner MEPB presented a case study titled *Roads as a tool for economic growth and poverty reduction*. She said that the initiative to reform the sectors in Anambra State began when Governor H.E. Peter Obi was elected into office in 2006. Under the Anambra Integrated Development Strategy (ANIDS), the state has adopted the MDGs as their objectives. To achieve the eight goals, 21 targets and 60 indicators, they also had to implement a multi-sectorial approach because all the sectors were weak. To achieve this vision, the state adopted a unified approach known as the Anambra Integrated Development Strategy (ANIDS) as its vehicle for achieving their goals. ANIDS is basically a planning and budgeting strategy, enabling the state to plan carefully and budget meticulously, to achieve verifiable results in all sectors simultaneously, particularly in the road sector.

Anambra State is relatively poor when compared to other states. The state's share of Federal Government Allocation is about N3 billion monthly and its Internally Generated Revenue (IGR) is N500 million. Yet it is financially stable, does not borrow and uses its limited resources to achieve verifiable results such as poverty mapping, which has been done. Poverty mapping enables the state to identify and therefore reach the most poor in communities; it cuts across different sectors on what needs to be done. Because of limited funds, careful planning and budgeting, as well as being as accountable as possible, have become crucial for development in all sectors. Each ministry is given a budget envelope which they cannot exceed. The budget is demand driven.

Anambra State has also taken the initiative to reform its financial system by adopting Public Financial Management reforms and adopting best practices, which has helped to maintain financial stability and achieve the following:

- Establish their State Bureau of Statistics (SBS) which has been one of the focuses of the reform and domestication of the Statistical Master Plan (the 1st in Nigeria)
- Enactment of Fiscal Responsibility Law/Public Procurement Law. This has given latitude to manage resources better/award contracts transparently
- Introduction of a biometrics data system to improve IGR
- Use of e-payment (pay direct system) for revenue collection
- Introduction of a modern system of accounting – Budget Classification Codes and Charts of Accounts (BCC & CoA)
- Definite budget cycle with fixed budget calendar
- Annual Stakeholders' Participatory Budget Forum to generate citizens' input into the budget through their self-identified needs – consequently, Anambra State Budget is now demand driven. Communities voice their demand through town unions, traditional rulers and other community-based forums.

Through investment in infrastructure, there have been significant improvements in road networks across the state down to the communities. All communities in Anambra are interconnected. Between 2007 and 2011 over N60 billion has been spent on road construction, rehabilitation and maintenance, about 600 km of roads have been worked on and about 20 bridges are completed or ongoing. Development of roads has been able to help the state tie all the other sectors together and has helped in implementing our strategy. They have linked the development of good road networks to development of other sectors.

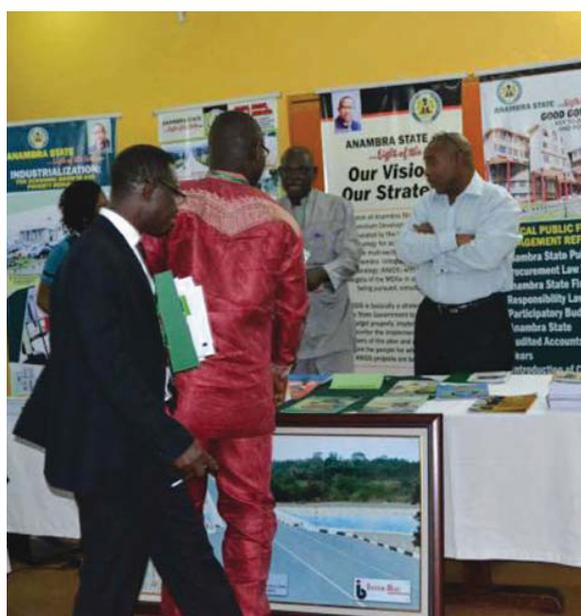
### Inter-sectorial linkages

Improved economic activities:

- Agricultural activities – food producing areas have been deliberately opened up through road networks and there is easy evacuation/ transportation of agricultural produce to markets
- Onitsha is one of the five fastest growing cities in the world and has the largest market in West Africa so people are always travelling in
- Nnewi – industrialised with huge amount of production
- New industries constantly springing up – results in poverty reduction and employment generation are remarkable. Road networks have also been constructed to service new and existing industries.

Improved health delivery:

- There are primary health centres in all communities (177), general hospitals in all LGAs (21), a referral hospital/teaching hospital that is fully equipped and accredited
- Anambra health indicators are one of the best in the country
- Anambra has remained polio free since 2006
- 85% immunisation coverage
- 280 per 100,000 maternal mortality ratio (MMR)
- 78 per 1000 infant mortality rate
- Inter-facility linkages and movement of patients between hospitals (movement of patients and personnel) is now improved because of good road network – emergency/ambulance services enhanced
- Improvements in education – Anambra is an educationally advantaged state; there are vast improvements with increased infrastructure.



Participants at the Anambra market stall

### Governance challenges

- Low IGR – there are leakages and incompleteness of revenue collected therefore poor funding
- High cost of road construction as a result of environmental degradation/ecological problems (erosion prone)
- Functioning road maintenance agency/high maintenance costs
- Low budget allocation to other critical sectors (implementation of concurrent projects)
- Human capital development, particularly the boy-child education
- Sustainability of reform strategy
- Paucity of data/inability to access data is an impediment to planning – effective institutional arrangement for data management.

### Governance opportunities

- Strong political will
- Poverty reduction, employment generation and economic development – potential to achieve the MDGs
- Capacity to implement projects will increase as poverty reduces
- Road networks will lead to economic development/increased economic and commercial activities
- Open rural community for development – improved living standards
- Mitigation of rural-urban migration – good network of roads will assist in decongestion of major cities
- Industrialisation of big commercial centres (Nnewi and Onitsha) – high commercial/industrial disposition
- Human capital resource/untapped natural resources
- Potential to increase the IGR of the state.

## Enugu State – The Enugu State Agricultural Programme: The Songhai Initiative

### Main points from the presentation

The Honourable Commissioner for Agriculture and Natural Resources presented the Enugu State Agricultural Programme, the Songhai Initiative, which was adopted by the state in 2009. It is a knowledge-based agricultural system intended to engage the large number of unemployed youth for training, capacity building and setting up of large-scale farms alongside PPP in the agricultural sector. The 2011 South-East Economic Summit received the initiative with great enthusiasm and requested the adoption of its agro-business approach to commercial agriculture across the south-eastern states.



**Prof. Martin Anekwe, Honourable Commissioner for Agriculture and Natural Resources**

The Songhai Initiative is the major driver of the State Government's policy and coordinates agricultural projects within the state. Through this model, Enugu State aims to achieve self-sufficiency in food production and agro-allied products by 2015 and 80% export capacity by 2020 by increasing its production of Grade A crops (crops that are up to export standard). Its goals include not only youth/graduate employment and food security but also in turn poverty reduction. The system functions as a multi-dimension partnership between the State Government, Local Governments, agricultural development consultants and the farmers (youth/graduates who are the owners of the farms). Through the scheme, coordinated, self-sufficient agricultural output in the state is produced. The state is moving towards making agriculture a viable business that will create employment opportunities for citizens and boost its agro-allied industries.

The scheme coordinated by the Enugu State Agricultural Development Authority (ENSADA) provides improved seedlings, pesticides, subsidised tractors and other modern farm equipment as well as offering technical advice given by agricultural extension workers at reduced costs. It supports capacity building in the form of training of extension officers and farmers offering opportunities for skills development. In addition, it has established a micro-credit fund for small and medium-scale farmers in the state.

The Songhai Initiative is a comprehensive and integrated system that employs the use of the following techniques:

- Value chain approach
- Cooperative societies
- Multidimensional approach – partnership between different stakeholders
- Provision of technical assistance, and extension services in the different areas of agriculture
- Strengthening the Enugu State Marketing Company and its capacity for price determination, creating markets for produce and marketing of produce
- Provision of a revolving loan and overdraft facility
- Promotion of capacity building and human resource development – retrained/re-oriented current Ministry of Agriculture (MoA) and a College of Agriculture to ensure steady supply of skilled hands.

The project aims to establish one green city in each Local Government Area of the state. It is also in the process of developing 14 fishponds and there are plans to establish a feed mill to support fisheries. The project headed by a Board Director who is the Commissioner for Agriculture has units for planning, statistics, finance and administration, as well as a legal framework that works alongside the fund-managing bank as well as the different communities, commercial and cooperative farms. The beneficiaries of the scheme are drawn from each Local Government Area and one must belong to a cooperative society before qualifying for the scheme. Local Governments have the duty to both request graduates and select those to be trained on different aspects of agriculture according to their choice. Those trained are trained so as to train others.

An initial pilot study was carried out using the Adani Green City and the Enugu State College of Agriculture and Agro-Entrepreneurship's Commercial Farm Project, a centre also used for its training and research. The project is now in the implementation phase and has already seen some early results: rice production has increased by up to ten times and the area of land cultivated has increased hugely over the last 24 months. The government has acquired 5,000 ha of land in each of the 17 LGAs for the development of green cities and has already established the Adarice Green City and Heneke Lake Green City as models. A total of 172 graduates intended to be the drivers of the project have been trained in the state at Songhai Regional Centre, Porto Novo, and a tanning and demonstration centre has been created at the Enugu State College of Agriculture and Agro-Entrepreneurship in Iwollo. The Songhai Initiative adopted the Commodity Interest Group (CIG) approach in the pilot farms and the MoA have assured

of the willingness of cooperative societies and CIGs to partner with us and to align their operations and activities in accordance with the Songhai integrated farming approach. They have been segmented into value chains, based on their areas of specialisation, interest and comparative advantages.

### Governance challenges

- Inadequate funding in spite of the state providing funds at the initial stage of the programme/ sustainable funding and budget release
- Sustainability and maintenance of the initiative in the event of changes in policy direction of new administrators – no mid/long-term plans or goals
- Lack of availability and efficient management of farm inputs (fish feed, fertilisers)
- Challenges with land tenure system/land availability and titles (cultural/land use laws)
- Lack of public/rural infrastructure (roads, public power supply, etc.)
- Imbalance in selection and participation/entry into the scheme
- Comparative advantages of different product
- Distribution problems – will goods reach the people on time, some of the goods will be perishable
- Lack of good storage facilities/handling infrastructure – preservation of produce will affect the business
- Loan recovery – giving out loans without recovering them
- Challenges with monitoring data and transparency
- Problems with the acceptance of agriculture as a business by the community.

### Governance opportunities

- Increase in revenue for the state and communities, as well as building the capacity of individuals to generate income for themselves
- Industrial growth/industrialisation (agro-allied industries/agro-economy) of the state – diversification and expansion of the economy
- Potential for food security and improvement of the quality of life
- Opportunity to export products
- Sustainability – business model – more commercial sustainability
- Re-orientation of people to agricultural values to address the decline in the number of farmers
- Rural development
- Mitigation of rural–urban migration in the state and the country at large
- Create employment opportunities for the youth, particularly recent graduates
- Offers opportunities for skills development through training in agriculture for graduates
- Reduces social crime in the state.

## Imo State – Community government



**Nick Opara-Ndudu, Honourable Commissioner for Planning and Economic Development and Economic Adviser**

### Main points from the presentation

The Economic Adviser/Honourable Commissioner for Planning and Economic Development presented a governance model pioneered by the Okorocho administration of Imo State titled *Community government*. Community government, the fourth tier of government, was formed to provide essential services to the rural communities and create the environment necessary for rural transformation and economic empowerment. The community government architecture, though 'ground-breaking' is encountering some resistance. It intends to bring development and governance across all sectors (agriculture, health, etc.) as well as to bring planning back to the rural dwellers.

### Goals

- Enhance rural transformation
- Address challenges of poverty alleviation and economic empowerment
- Land reform – there are titles to land or a single/recognised land registry that will enable people to use land as collateral. Land reform is needed; rural dwellers are unable to do the requisite town planning/have registered titles. 'Debt capital' – which is of no use to the people – gives proper titles to owners of the land
- Security – empowering communities to establish their own security systems, latching on to this governance model will be useful in intelligence gathering/gathering information within the state
- Food self-sufficiency – KMR = Kobo Must Return – every community in Imo within a 12 month period is expected to have farms; to challenge

communities in terms of agriculture/unleash strong competitive spirit of rural communities; encourage communities to engage in activities that are fruitful

- Transparency and accountability – appropriate local resources provided to the community to carry out their projects. A system whereby funds are disbursed (monthly/quarterly allocations) directly to communities. A system whereby resources are applied in a more transparent/accountable manner – in this dispensation LG funds are not tampered with.

### Qualifying criteria of a community government

- Must have a population of at least 5,000
- Should have a primary school, a secondary school, a health centre, a church and a market.

### Structure of community government

Two basic administrative units:

- The Community Government Council (CGC) – policy-making arm of the government
  - The Traditional Ruler who is Chairman of the Council and head of the community
  - President General who is Secretary of the Council
  - Woman Leader (elected by the community)
  - Youth Leader (elected by the community)
  - Community Speaker (appointed by the Governor)
  - Executive/Legislative Secretary (Senior Civil Servant – GL 10-12).  
Local Government staff are moved to the community government to assist in education, health, infrastructure, etc.
- The Community Government Administration (CGA)
  - Executive Secretary
  - H.O.D. – Works, Town Planning and Infrastructure
  - H.O.D. – Agriculture
  - H.O.D. – Health
  - H.O.D. – Education
  - H.O.D. – Finance and Administration
  - H.O.D. – Security
  - H.O.D. – Youth and Talent Development
  - H.O.D. – Culture and Tourism.

### Governance challenges

- Balance of participation
- Monitoring data and transparency – that is, accessible in the public domain
- Replication – from one place to the other. How/what are the governance issues that help replication and how can adoption be achieved
- Localisation – resources being applied at the bottom not the top; fund demand and proper appropriation

- Political interference
- Funding – generating funds from the community
- Resource allocation to various sizes of communities
- Huge recurrent costs – capital funds
- Hierarchy of authority – who is the head of the community?
- Sustainability
- Harmonisation of laws/constitutionally (in terms of laws establishing town unions development groups) amongst legal institutions of the state/LGAs/community to make sure they are not conflicting
- Duplicity of functions between LG and CG
- Conflict in management structure between the two committees – the CGC and the CGA.

### Governance opportunities

- To align community structure of administration to Igbo culture of self-help
- Grassroots governance
- Foster accountability and transparency – prudence in public funds; it gives voice and accountability to communities
- Sustainability – sense of project ownership; reduction of abandoned projects (also by incoming government; legal framework)
- Rural development
- Mobilisation of untapped resources
- Tax the community to contribute
- Increased security for communities.



**PS, Ministry of Budget and Economic Development, Mr Callistus Ekenze and other participants at the Imo market stall**

## Guest presentations/ special sessions

### Presentation on the State Peer Review Mechanism

The SPRM is one of the flagship programmes of the NGF officially launched in 2011. Informed by the African Peer Review Mechanism because of the



successes it demonstrated, it gives states the opportunity to highlight areas of governance where they are doing well, highlight areas where there are a few gaps and initiate a process of filling in those gaps. It is envisioned as a process that will:

- Assist states in accelerating the pace of their development through periodic reviews of their development policies, plans and programmes and implementation across the sectors
- Enhance collaboration among states
- Promote good governance through enhancement of transparency, accountability, participation and communication
- Achieve better service delivery
- Enhance federal-state cooperation and collaboration.

Ownership and leadership by the state being reviewed are essential factors underpinning the SPRM process as states assess themselves and external consultants only do the validation. The process is managed by the NGF who provide leadership, a Steering Committee which oversees the process, a Secretariat that administrates the various activities and a Technical Review Panel that validates the self-assessment reports. The process covers the following areas: Policy and Strategy, Resource Management, Service Delivery, Citizen Engagement and Participation, and Monitoring and Evaluation. It comprises six stages:

- Initiation and sensitisation
- Preparation of the State Self-Assessment Report (SSAR) and the State Plan of Action (SPoA)
- Technical review and validation
- State Peer Review Report (SPRR)
- Tabling of the SPRR and SPoA before the NGF
- Publication and dissemination.

Assessment of the process is based on the existence and application of law, regulation and policy framework, State Government performance, properly costed and relevant goals for efficiency and effectiveness, and sustainability. There are ten areas of assessment with over 200 indicators. The process

has been completed in Anambra State and has commenced in Ekiti and Niger States. Lagos State is set to start in the following week, subsequent states will then follow.

### Key points from the discussion

- Being emphatic about Key Performance Indicators (KPIs) is very important but target setting is good before KPIs; you need to know what KPIs are to measure; KPIs are useless without targets
- There is no ranking – what the SPRM does is share knowledge and experience, learning from each other. The SPRM base document is very simple and user friendly so everyone can relate to it
- States can get the full experience of the process only by going through it. There is a Technical Review Panel that validates the self-assessment. It ensures that states are moving in the right direction; it assesses the process. MDGs, Medium Term Sector Strategies – there are different plans which are benchmarks for the state to use because the goal is to improve the state
- The essence of indicators is to measure development progress and performance of states within the unique context of each
- Honourable Commissioner for Economic Planning and Budget – Anambra State, speaking on the SPRM in Anambra, stated that "it is a rigorous exercise that needs courage. You must examine yourselves as honestly as possible, you need to show evidence/openness. It was tough". The process challenged them to do the following: ask themselves what they were doing right or wrong, be honest and work hard – not only claiming things but showing evidence.

## Jigawa State – Pension reform in Jigawa State



**Abdulaziz Abdulhamid, SA, Salaries and Pensions, Jigawa**

### Main points from the presentation

The pension reform in Jigawa State began in 2000 when the Federal Government approved the increase of wages in the civil service by 142%. Payments of retirement benefits of civil servants are computed by combining final salaries and years of service. These were paid solely from government revenues. The increment in wage challenged not only the government's ability to pay the new salary but also the resulting increase in retirement benefits. The government proposed two conditions to the unions as terms for the acceptance of the increment:

- Civil servants accept to contribute to their pensions
- Civil servants accept to be redeployed to state rehabilitation programmes.

Final agreement was that workers would contribute 8% of their basic salary while the State Government contributes 17%. When funds were mature consultants were employed to give training on actuarial valuation and conduct the necessary assessment, it was after this that the government settled at the agreed contribution rates.

In the previous Pension Decree of 1979 pension was non-contributory but with the 1999 Constitution empowering states to legislate on pension, Jigawa State legalised its contributory pension scheme. The fund managed by a licensed pension fund administrator appointed by the government has a minimum maturity period of five years from commencement. Due to lack of awareness, there was some resistance from our civil servants used to the defined system. Today the net asset value is at N12,159,141,863.78 and there are currently no arrears. The old non-contributory pension scheme is still operational to serve those that retired under it and those exempted from participation in the contributory pension by the Constitution. However to make the old pension system more efficient there has been some reform of the system.

### Challenges

- Employee suspicion
- Replacement of fund managers
- Delay in remittance
- External consultants were employed
- Corruption.

### Reasons for success

- Political backing at the highest level
- Cooperation given by the State House of Assembly
- Full cooperation of trade unions with State Government
- Cooperation from civil servants
- Donor support.

## Key lessons from the Permanent Secretaries

### The Songhai Initiative

- Value chain will enhance value for money (combining marketing and production – value chain approach)
- Start early to involve young people by using existing institutions instead of waiting for graduates to be out of university, this can be extended to National Youth Service Corps (NYSC) level. The initiative could
  - Tackle graduate unemployment
  - Set out a mandate to make agricultural departments of universities across the country more business oriented – Songhai Initiative was intended to train the trainers, PS Abia was talking about cooperatives, and PS Anambra was talking about individuals
  - It has provision for training farmers all year round – the programme should be designed to be more practical – you must form cooperative societies
- Questions of retention of young graduates were raised. In response to this, it was stated that those trained had not been engaged so the stage for discussing retention had not been reached (one challenge is that many of those who went for training are yet to be engaged)
  - On the issue of how to retain trainees provision of incentives through soft loans could be made
- Combined marketing: extraction/storage; give those who cultivate cash for crops, so that there is no loss on their part (buy off the farmer). Also strengthening the value chain (for value for money); complete structure of marketing process: producing – processing – marketing
  - Fear of timeline/putting the right institutions in place
- Sustainability and continuity: core civil servants not always being at the forefront of reforms therefore there were gaps at some point – issue of involving career civil servants
  - Proper bureaus are being put in place
  - Carry civil service along in development and implementation of initiatives
  - Carry along LG and other stakeholders
- Deployed trained Ministry personnel to Local Government (linked to sustainability)
- Getting Local Government chairmen involved (LG Chairmen initially did not buy into the process until a presentation was made to them by the Commissioner).



### Community government (4th tier of government)

- Fourth tier that is not backed by the Constitution but is backed by local and state laws – there is a need for it to be relooked at so that it is sustainable
- In Igbo land, community rule is more consolidated. Rule at the community level is not a new thing; there have been town unions since after the war and hospitals and schools have been constructed by unions; this initiative is building on what currently exists
- Critical issue is where does responsibility lie? With the Igwe or president/chairman who is the leader in the community (hierarchy of authority)? Precedent of appointing Igwes does not follow – issues of competence/qualification, etc.
- Hierarchy must be well defined – what proportion should go to the community and what should the LG retain?
- What proportion of Federal Government Allocation should go to each Local Government?
  - Four issues – delineation of authority/hierarchy of authority; funding management/mechanisms for funding communities; traditional rulerships/leadership; constitutionality of a 4th tier of government
- Community government brings about financial accountability because it is the people's resources – brings it closer to home (Community Development Councils – Lagos State)
- Joint funding – part State/part Local Government
- 637 communities – Census of unemployed graduates is needed
- Overhead
- As of now, the staff are from respective communities but in the future perhaps they should be from other communities to accommodate migration.

## Lessons and challenges from the Directors/ Deputy Directors

### Abia State

#### Lessons

- Today's process was participatory. The forum has provided an opportunity to share ideas and experiences – we should learn from the organisers in terms of the process
- Enugu's presentation on the Songhai Agricultural Initiative was an appeal to citizens to go back to farming and to curb unemployment
- Need for improved agricultural productivity
- From Enugu's presentation – agriculture is the answer to our socio-economic development problems, as it will provide security, etc.
- Challenged by the level of organisation of the event
- Appreciates the level of documentation exhibited by some of the states.

#### Challenges

- Enugu – top-bottom rather than bottom-up approach of the Enugu Songhai programme
- Inadequate funding is a major challenge to socio-economic development
- Level of participation is low – inadequate voice and participation of communities in government projects and programmes
- Sustainability – legal framework to institutionalise initiatives.

### Anambra State

#### Lessons

- There is need for proper documentation of reforms for progress in states – so that people coming after will be able to sustain the projects



- There is need for synergy between implementing institutions in each state – need to harmonise institutions pioneering each programme to avoid confusion that can break down the system.

#### Challenges

- Storage and mitigation of heavy losses in the Songhai Initiative
- Availability/distribution of inputs in the Songhai Initiative
- Top-bottom approach of Songhai Initiative
- No investment plan to support the Songhai Initiative
- No legislative backing to the initiative/legislative framework
- Loan recovery to be disbursed to the cooperative societies in Songhai Initiative not redeemed
- No medium or long-term plan.

### Enugu State

#### Lessons

- Development should start from the grassroots
- There is a need for proper planning
- Community-based projects enhance sustainability.

#### Challenges

- Payment of community counterpart contribution to support projects
- Continuity and sustainability of projects from one administration to another
- Strategies and approaches that can facilitate the adoption of best practices by State Governments.

### Imo State

#### Lessons

- Need for sustainability from inception to completion of projects
- Need for legislation to support certain reforms
- Need for consultation with beneficiary communities to enable them to have ownership of projects.

#### Challenges

- Wastage is incurred by farmers especially when farm products are in season as a result of inadequate storage facilities
- Implementation of the Songhai Initiative
- Surplus food production
- Availability of input and distribution of input
- Top-bottom approach
- No legislative/policy framework and no provision for loan recovery.

## Take home ideas

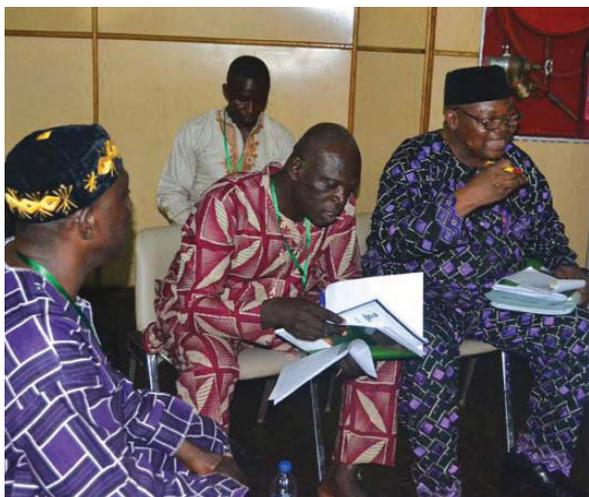
State delegations spent some time discussing and prioritising the most useful things they had come across in the previous one and a half days, and then presented them in plenary as 'take home ideas'.

### Abia State

1. From Enugu – Taking back the need to adopt an integrated approach and integrated cultural enterprise, taking agriculture as a business and seeing an integrated agricultural initiative as a means of diversifying the economy of the state
2. From Imo – Need for civic participation in governance – community government needs to be adopted with an enabling law within the existing framework to back it
3. From Anambra – Roads can be a tool for multi-sectoral development.

### Anambra State

1. Need for adequate legal/constitutional backing and institutional framework for projects and programmes to remove conflict of interest and crisis in projects as well as to help in ensuring sustainability, because once there is an adequate legal framework new governments must carry on projects
2. Finance is the livewire for any plan. Need for a sustainable funding plan and proper itemisation of source of funds for project continuation
3. Need for performance management in the public services – need to draw a strategic framework/ situation analysis of where you are and where you are going. A strategic plan gives vision, mission, goals, targets expected, outputs, outcomes and KPI – then you can measure performance.



**Magnus Nwangwu, Director of Planning, presenting Enugu's take home ideas**

### Enugu State

1. From the Anambra experience – The need for adequate documentation and promotion of government achievements to orient the public towards reform
2. From Imo/Abia – The need for more emphasis on community-based development and community participation. Although more emphasis is needed on institutionalising community-based development, it can be modified to suit the needs of respective states
3. Need for efforts to enhance sustainability for the ongoing Songhai Initiative as well as the need for government achievement across sectors.

### Imo State

1. Pension scheme of Jigawa State
2. SPRM Anambra experience
3. Enugu State Songhai Initiative.

## Concluding remarks

### Managing connections – Senior Knowledge Management Adviser, SPARC, Mr Tim Donaldson

SPARC shares very similar objectives with the NGF in what it is trying to do in terms of extracting lessons from our work, sharing those and trying to promote them. He reflected a little bit on what has happened over the past two days and encouraged all to make connections.

In talking about making connections he spoke of four elements:

- Energy – having noticed a lot of it in the past few days
- Honesty – the need to be honest with ourselves and with others; that builds up trust, once you begin to trust sources of information, finding it, is much more useful
- Be proactive – going out and searching for the information needed
- Adapting ideas – pick out what other states are doing and use it in your work.

He concluded by saying that they would follow up with them after the fair.

### Final address – Deputy National Programme Manager, Mr Mark Walker

He presented some statistics in relation to what Joe Abah said the day before:

- Nigeria – poverty level of 45% (doubled since 1980); 42% of children malnourished
- Kaduna – 86% of teachers could not pass the basic primary school test scoring below 25%
- MMR in some states is as high as 3,200/100,000 (Yobe), in Anambra it is 280/100,000; in comparison in the UK it is 11
- Only 4% of girls in the North complete secondary school
- Taking an example again from the UK to be fair, £12 billion was spent on a NHS computer system that was scrapped and no one has accounted for it.

Self-assessments across Nigeria show that the civil service could perform better. There are no efficient and effective units that provide quality public service. Finance could be managed better, we over-budget, overpromise and under deliver, under perform on IGR

and debt management, we don't plan our policies and strategies or communicate them adequately nor is there data to support this. All of these are because there are political imperatives that do not align with budget priorities and governance. They are common in varying degrees across all states, the continent and the world. In a typical example, recurrent expenditure does not change much but budget keeps getting bigger and bigger in subsequent years. There is a huge difference between the budget and what is actually done.

He reaffirmed what Joe Abah said about governance. It is about transforming systems, institutions and capacity by looking to realistic policies and strategies that are properly budgeted and are delivered effectively by an efficient public service. It is only in that way that we can improve the sectors (health, education and infrastructure) across the board and not just in one project. And it is only in that sense that government can grow to have a social contract with the citizens.

He urged them to take home their 'take home ideas' and apply them; follow up and communicate with each other and maybe even visit each other; get ready for the SPRM; irrespective of the SPRM go back to their states and analyse their own performance, self-assess.



Participants and guests at the South East Governance Share Fair of the NGF

Please find the Governance Share Fair CD attached here:



**NIGERIA  
GOVERNORS'  
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