

Resource Centre for Human Rights & Civic Education (CHRICED)

# ENHANCING ACCOUNTABILITY IN LOCAL GOVERNANCE

Project Effectiveness Assessment

## **Encouraging a Culture of Political Accountability in Nigeria**











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Resource Centre for Human Rights & Civic Education (CHRICED)

# ENHANCING ACCOUNTABILITY IN LOCAL GOVERNANCE

Project Effectiveness Assessment

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#### **Table of Contents**

- \* Introduction: Assessment Purpose, Method, and Parameters 4
- \* Objective 1: Train 20 (twenty) elected local government officials and community leaders and activists in the basic principles of accountable governance 6
- \* Objective 2: Have 20 (twenty) elected local government officials and community leaders and activists adopt and ratify a voluntary code of accountable governance 8
- \* Objective 3: Establish a sustainable practice of regular public exchanges between these local government officials and their constituencies, conducting 3 (three) such exchanges in the selected local government in the project period 8
- \* Recommendation 10
- \* Appendix 1: Test Questions -12
- \* Section A: Basic Principles of Accountable Governance 12
- Section B: Importance of these Principles in the Development of Democracy and in Meeting the needs of the Citizenry - 12
- \* Section C: Application of the Principles as Standards of Assessment in Local Government - 13
- \* Omnibus Question 13
- \* Appendix 2: Common Pledges and Principles of Policy and Practice for Accountable Local Governance 14
- \* Section 1: Local Government Reform 14
- \* Section 2: Popular Participation 15
- \* Section 3: Obligation to Account 17
- \* Section 4: Popular Power of Censure 18
- \* About CHRICED 15



# Introduction: Assessment Purpose, Method, and Parameters

## **ENHANCING ACCOUNTABILITY IN LOCAL GOVERNANCE**

**Project Effectiveness Assessment** 

his document reports the effectiveness assessment of the project titled Enhancing Accountability in Local Governance that was run by the Resource Centre for Human Rights and Civic Education (CHRICED) from August 2009 to July 2010. Its purpose is to measure the effectiveness of the project (i.e., its success in achieving its purpose and objectives) by reference to the specifications defined in its objectives.

Under the general purpose of strengthening democratic local governance by encouraging a culture of political accountability, the project's specific objectives were to:

1. Train 20 (twenty) elected local government officials and community leaders and activists in the basic principles of accountable governance

2. Have 20 (twenty) elected local government officials and community leaders and activists adopt and ratify a voluntary code of accountable governance

3. Establish a sustainable practice of regular public exchanges between these local government officials and their

constituencies, conducting 3 (three) such exchanges in the selected local government in the project period

This assessment of the project was conducted in line with the evaluation objectives and parameters defined in the project description for the project objectives stated above:

- 1. For the **first project objective**, the project was assessed based on the results of a test of participant in the workshop activity held to achieve that objective, with a 70% success rate by the participants as an indication of the project's success in that respect
- 2. For the **second objective**, the test was the rate of ratification of the voluntary of accountable governance by the elected local government officials and community leaders participating in the workshop referred to above. Again, a 70% rate was taken as the measurement standard for success in this regard
- 3. For the **third objective**, the test was two-pronged: first, the level of participation by the target group, and second, the proportion of this group expressing commitment to continuing the report-back sessions initiated by the project. The standard of success was again 70%

Page 8 of the project description.

Objective 1: Train 20 (twenty) elected local government officials and community leaders and activists in the basic principles of accountable governance

he project was assessed in respect of this objective by an ability test of the participants in the workshop activity held to achieve it. These participants comprised the elected officials of the Gwale Local Government, community leaders, and activists. The purpose of the test was to determine their ability to:

- 1. Identify and describe the basic principles of accountable governance
- 2. Explain the importance of these principles in the development of democracy and in meeting the needs of the citizenry
- 3. Apply them as standards of assessment in respect of their local government

The test required them to choose from a list of alternative answers to a set of questions. The initial conception of the

test had required them to write narrative answers to these questions. However, it became apparent in the course of interacting with the local government officials and the community leaders while organising for the workshop that the average level of literacy in the English language among them was not adequate to make that format feasible or productive. In contrast, the chosen format only required the test participants to understand each question and the alternative answers available from which they could choose one. While being adequate to determine their knowledge, it avoided the difficulties they would otherwise have in properly articulating and expressing that knowledge in written English. It also facilitated the objective assessment of each test participant.

The test paper included three questions concerning each of the abilities to be tested and one omnibus question, making ten questions in all. Each had the same score value of 10 and had three or four alternative answers. Please see Appendix 1 for the test questions. The standards set were:

- 1. 0-19% (i.e. answering up to two questions correctly) = Revisit your training documents
  - 2. 20-49% = Fair, but pay more attention to your training documents
  - 3. 50-79% = Good.
  - 4. 80-100% = Excellent

Twenty persons took the test. They comprised 10 elected members of the Gwale Local Government and 10 community leaders and activists. The test results were as follows:

According to the score table above, an average of 2.34 (i.e., 11.7%) of test participants scored between 0 and 19% in the test, another average of 2.34 (11.7%) scored between 20 and 49%, 13.66 (68.3%) scored between 50 and 79%, and 1.66 (8.3%) scored between 80 and 100%.

By this score, only 68.3% of test participants passed the test. This fell below the 70% mark set for the project. However, a fair assessment of the project must take into consideration the fact that the level of literacy is much lower in the northern parts of Nigeria than in the southern. In light of this extenuating circumstance, a score of 68.3% should be considered a good performance by the project in respect of its first objective.

TESTED ABILITY	PARTICIPANTS SCORING:				
	Revisit 0-19%	Fair 20-49%	Good 50-79%	Excellent 80-100%	
Identify and describe the basic principles of accountable governance	1	2	15	2	
Explain the importance of these principles in the development of democracy and in meeting the needs of the citizenry		3	12	1	
Apply them as standards of assessment in respect of their local government	2	2	14	2	
AVERAGES	2.34	2.34	13.66	1.66	
PERCENTAGES	11.7%	11.7%	68.3%	8.3%	

Objective 2: Have 20 (twenty) elected local government officials and community leaders and activists adopt and ratify a voluntary code of accountable governance

The effectiveness assessment of the project in respect of this objective was by the simple test of determining the rate of ratification of the voluntary code of accountable governance. A standard of 70% of ratification by the 20 local government officials, community leaders, and activists was set as the indicator of success.

The code recorded 100% ratification by these participants. The project thus succeeded completely in this objective. Please see the attached signature sheet for the names and signatures of participants ratifying the code. See Appendix 2 for the text of the code.

Objective 3: Establish a sustainable practice of regular public exchanges between these local government officials and their constituencies, conducting 3 (three) such exchanges in the selected local government in the project period. The project was assessed in respect of its third objective by a combination of two criteria:

- 1. The level of **participation** by the target groups in the report-back session, and
  - The number of these participants expressing commitment to sustaining these public exchanges between constituents and their elected representatives

The standard of success was set at 70% in each of these cases.

In respect of the level of participation, assessment was based on the attendance register at the report-back community session held on June 15, June 28, and July 8, 2010. The registration shows an attendance of 831 persons, including the elected members of the Gwale Local Government, traditional, religious and community leaders, local activists, and members of the general public. That is by itself a respectable attendance as it recorded 38.5% above the projected figure of 600 participants. However, the assessor's personal observation at the event suggests that the actual attendance was about twice the number of participants registered. A very large number of participants did not register their attendance, probably because the gatherings became increasingly rowdy

as the proceedings got underway. A large number of persons joined the gatherings after the report-back session had commenced, and most just looked for a place to sit or stand, without bothering to register.

Going by the attendance at the event, there is no doubt that it was a great success. Nevertheless, accessing the project in respect of participation remains a Both the attendance problematic task. register and the assessor's observation indicate that all the elected members of the Gwale Local Government council were in attendance, representing a 100% rate in respect of this target group. Assessment becomes impossible however in respect of community leaders, activists, and members of the general public. As has been reported, a large number of them were in attendance: but it was not possible to assess what proportion of their total group those in attendance represented. This is because it was not known in the first place how many such persons were in the local government area and fell into CHRICED's purview in planning the project.

Having entered this observation, however, the registered and observed attendance at the report-back session comfortably supports an evaluation that the project succeeded in this respect.

Concerning expressions of commitment to sustaining the report-back sessions, assessment of the project was based on an on-the-spot survey conducted at the report-back sessions. The survey tool was a questionnaire of four questions. It was served on 60 randomly selected participants. Forty-three persons returned their questionnaires having answered the questions, of which five were invalidated for various reasons, including the marking of mutually exclusive responses. There were therefore 38 valid respondents. The characteristics of these respondents are:

Sex: Female = 13; Male = 18; N/A = 7

Age: 18-25 = 15; 26-45 = 13; 46 and above = 10

Occupation: Student = 9; Trader/Artisan = 18; Worker = 10; Other = 1

TARGET GROUP: LG leader = 7; Community leader = 6; Activist = 10; Other = 15

The survey questions and the responses to them were:

The survey questions and the responses to them were:

QUESTION	RESPONSES					
	YES	%	NO	%	NOT SURE	%
Has this report-back session been useful?	35	92.11%	0	0%	3	7.89%
Would you like to have more sessions like this?	37	97.37%	0	0%	1	2.63%
Do you commit yourself to initiating or participating in future efforts to organise other sessions like the present one?	36	94.74%	0	0%	2	5.26%
AVERAGES	36	94.74%	0	0%	2	5.26%

According to these results, 94.74% of respondents committed themselves to initiating or participating in future efforts to organise other report-back sessions, 24.74% above the standard of 70% set for the project. The project therefore succeeded in this criterion.

No separate survey was taken of the target group (elected local government officers, community leaders, and local activists) since the 100% ratification of the voluntary code under the second project objective (see page 7) establishes their commitment to continue the report-back sessions. This commitment is to be found in Section 3.3.c of the voluntary code (see page 13 of this report).

#### Recommendation

The opinion of the assessor is that, by the evaluation parameters defined in the project description, the project titled Enhancing Accountability in Local Governance by the Resource Centre for Human Rights and Civic Education (CHRICED) has achieved its objectives. The pilot project has demonstrated both the desirability and feasibility of the enterprise of strengthening democratic local governance by encouraging a culture of political accountability. The project was welcomed enthusiastically by the local government officers and members of the public in Gwale Local Government Area, indicating significant

potential to contribute to the development of a democratic culture in Nigeria.

However, the fact that this is a pilot project only allows it to create immediate and transient effects, such as has been assessed in this report. To create truly significant outcomes that will contribute to achieving the defined project purpose, CHRICED would need to run the project for a more extended period. This would allow time for its impact to grow and ramify in the project locations, giving time for the project outcomes to mature for detailed evaluation. The assessor therefore recommend that the pilot project should be followed by a more extended and detailed project in pursuit of the defined purpose.

Jam Ogers

Osaze Lanre Nosaze<sup>2</sup> Project Assessor

<sup>2</sup>Mr. Nosaze was until August 2010 the Executive Director of the Civil Liberties Organisation (CLO), Nigeria's premier human rights organisation. He has twenty years of experience in NGO project management and strategic planning, having served in various management and project capacities in the CLO and as consultant to numerous NGOs in Nigeria. He is at present the CEO of XtriMedia Ltd, a publishing and media content company.

# Section A: Basic Principles of Accountable Governance

- 1. In democracy, sovereignty and power belong to:
- a. Democrats
- b. The people
- c. Political leaders
- 2. The power and position of political office holders derive their legitimacy from:
- a. Support and sponsorship by political godfathers
- b. Ability to force opponents to submit to the ruler
- c. Consent of the people
- d. None of the above
- 3. Political office holders are under obligation to account to the people for their use of their powers and public resources because:
- a. The power and resources belong to the people
- b. It is good to be good
- c. Otherwise, opponents will accuse them of corruption
- d. The people cannot understand public matters

Section B: Importance of these Principles in the Development of Democracy and in

#### Meeting the needs of the Citizenry

- 1. Political accounting by elected leaders enables the citizens:
- a. Know which of them to demand more money from
- b. Know which of them is using public resources in the best way
- c. Know how best to plan their personal finances
- d. All of the above
- Choosing political leaders through free and fair elections is
- a. The best means by which citizens exercise their sovereignty
- b. A way of ensuring that leaders from your ethnic group continue to rule
- c. A way of helping contractors make big profits
- d. None of the above
- 3. Saying that sovereignty belongs to the people means
- a. They are allowed to take irresponsible decisions in public matters
- b. No persons can take and exercise political power except with their consent
- c. Politicians have to bribe the people to allow them rule
- d. They have the privilege of appointing traditional rulers

## Section C: Application of the Principles as Standards of Assessment in Local Government

- 1. The principles of responsible and accountable governance require local governments to:
- a. Consult with the people in making their budgets
- b. Copy the procedure of governance in European countries
- c. Provide the personal needs of citizens
- d. All of the above
- 2. A local government that allows the public know how much money it has
- a. Exposes itself to armed robbery attacks
- b. Understands that the money actually belongs to the people
- c. Is encouraging the people to make unreasonable demands of the government
- d. Is in violation of the Official Secrets Act
- 3. A local government that shares money and gifts to people freely should be
- a. Rewarded by the electorate at the next elections
- b. Removed from office
- c. Ignored by the people because the

money belong to the government

d. Petitioned to adopt a more inclusive and egalitarian method of distributing the gifts

## **Omnibus Question**

- 1. Responsible and accountable governance
- a. Should be rejected because it is a foreign principle and is alien to our political culture
- Should be embraced because it is what Nigeria's development partners and civil society are demanding
- c. Is necessary for the development of democracy in Nigeria, which will facilitate the increase of peace and general prosperity in the country
- d. Is a nice, pleasant but unrealistic goal

## **Appendix 2:**

# Common Pledges and Principles of Policy and Practice for Accountable Local Governance

#### **Preamble**

Whereas sovereignty belongs to the people and the legitimacy of political power flows only from their mandate given in free and fair elections whose results are a true and faithful expression of the popular will,

Whereas all holders of public office are servants of the people and public office is an instrument to serve the people by applying public resources to public needs in accordance with the best interests of the public,

Whereas public office holders are therefore under obligation to use public resources (including political power, financial resources, and all the administrative, moral, and other social authority vested in them) with responsibility and in the best interests of the public, and to account to the people for their use of these resources,

Whereas such political accountability is essential for the proper development of democracy in Nigeria and for the elimination of corruption and such malpractices from our body politic, and

Whereas local governance is closest to the people and is best placed to practice political

accountability to the people in the most direct and transparent manner,

Now, therefore,

We, the signatories to this document, voluntarily adopt it as a body of common principles of policy and practice for ourselves, as holders of elective public office at the local level, towards the realisation of our obligation of political accountability to our constituencies, with the full and unfettered participation of the people and the civil society in efforts to apply these principles and, thus, advance the democratisation of governance in Nigeria.

# **Section 1: Local Government Reform**

- 1. Effective popular participation in governance, including but not limited to membership of political associations and voting at elections, is a necessary precondition for meaningful political accountability by holders of public office to the people
- 2. Such participation, involving the people's

- active involvement in policy formulation and implementation as well as in the monitoring of government performance, is most feasible at the level of local governance, which could therefore serve as a foundation for the development of a democratic political culture in Nigeria
- 3. The present system of local governance however makes little provision for effective popular participation and contains several features that hamper it. These have their roots primarily in the subsumption of local governments under the power of state governments by Section 7.1 and a number of other sections of the 1999 Constitution. Section 7.1 removes sovereignty over the local government from the local community and vests it in the state government. This undermines the local government as the instrument by which the local community governs itself democratically in respect of local matters, and turns it into an instrument of the authoritarian administration of the local community by the state government. Under the present system, therefore, the primary accountability obligation of local government officers is to the state government and not to the

people of the local community

4. In view of the foregoing, the achievement of meaningful political accountability by local government officers to their local communities requires reform of the local government system to enhance the autonomy and democratic content of local governance units as the third tier of democratic government in Nigeria. This calls especially for the abrogation of Section 7.1 and various other sections of the constitution that subordinate the local government to the legal, political, financial, and administrative authority of the state government

### Section 2: Popular Participation

1. Effective popular participation in governance is essential to democratic local governance and to meaningful political accountability by local government officers to the local community. We therefore pledge ourselves to pursue governance policies and practices that create room for, encourage, and facilitate active participation by the local community in

local governance processes to the utmost feasible extent and in every possible way

- 2. Enhancing the integrity of local elections so that they faithfully express the will of the local community is the bedrock of popular participation in governance and therefore of democratic local governance. We therefore pledge ourselves to work for electoral policies, laws, and practices that enhance the integrity of local elections. This pledge commits us to refrain from and to expose and actively oppose policies and practices that distort the expression of the popular will in local elections, including but not limited to the following:
- a. The use of violence or any other means of coercion, intimidation, or incapacitation against electoral opponents (or their agents or supporters), voters, electoral officers, election observers, or media practitioners on election duties
- b. The use of bribes or other inducements to influence voters, electoral officers, party agents, or members of election tribunals in the exercise of their electoral rights and duties
- c. The buying, seizure, falsification or otherwise illegal possession or use of electoral materials, including voter's cards,

- the voter register, and official documentation of election results
- 3. We pledge to create room for, encourage, and facilitate the participation of the people in local governance processes, especially in planning and implementing projects, programmes, budgets, and laws. We shall endeavour to take every possible measure to realise this commitment, including but not limited to the following:
- a. Promulgating or enforcing laws that expand the scope and degree of popular participation in local governance
- b. Holding consultative meetings with genuine community-based organisations, civil society organisations, professional, artisanal, and labour organisations, and traders and market people organisations
- c. Including representatives of these organisations in committees, panels, and other organs of local governance to every extent possible and to the full extent allowed by law
- d. Submitting for popular decision issues that are controversial or have serious and farreaching implications and consequences, such decision being sought by extensive public debates or referenda financed by the local government

#### **Section 3: Obligation to Account**

- 1. As servants of the people, elected local government officers are under obligation to account to the people for their stewardship of the powers and authority vested in them and the public resources placed in their possession to enable them fulfil the mandate given them by the people. Such officers are also under obligation to submit themselves and their performance and conduct to public scrutiny
- 2. In line with our obligation to give account of our stewardship, we pledge to take measures to enhance the transparency of local governance, enhance public access to public information in the possession of our local government, and to hold a regular forum for interaction and report-back between us and our local communities
- 3. In fulfilment of our pledge in Section 3.2 above, we commit ourselves to:
- a. Take measures to enhance the transparency of local governance, including but not limited to the following:
- i. Declaration of any potential or actual

conflict of interest arising from business, financial, or political relations that may affect our performance and accountability and to take action to resolve such a conflict in the favour of the public interest

- ii. Clear, definite, and public statement of the rules, principles, and regulations governing the procurement and use of public resources, including human, material, and financial resources
- b. Take measures that allow, encourage, and facilitate public access to all information in the possession of our local government to the fullest extent compatible with the best interests of the public, the validity of any restriction of this access on any ground being subject to determination by the law courts. Such measures shall include but shall not be limited to the following:
- i. Publishing in widely read newspapers the yearly budget of the local government, the yearly records of receipts and expenditure, policy documents of public interest, and other documents containing information of substantial import to local governance

- ii. Simplifying and shortening the length of the process by which members of the public and the mass media can gain access to or obtain public documents
- Iii. Educating the public on the process of obtaining or gaining access to documents in possession of the local government
- c. To take measures to facilitate regular interaction between our local constituencies (including the CBOs, CSOs, labour, professional, and artisanal organisations, and market and traders organisations active in the communities) and ourselves to enable us report to them on our work in pursuit of our mandate and to submit ourselves and our performance to their scrutiny. Such measures shall include but shall not be limited to the following:
- i. Town hall meetings held regularly in the local communities
- ii. Television and radio programmes with room for audience participation through phone-in

## Section 4: Popular Power of Censure

- 1. The people being the sovereign from who legitimate political power and authority flows, they retain the prerogative to censure public officials failing in their duty to fulfil their mandate, whether by omission, commission, or ineptitude and incompetence.
- 2. In line with this principle in Section 4.1 above, we pledge to submit ourselves to the power of the people to censure us for our performance, conduct, or attitude. We therefore commit ourselves to developing, with the participation of the public, effective mechanisms of censure by the local electorate, such mechanisms including but not being limited to the following:
- a. Confidence referenda on the local government
- Free and fair electoral processes to allow the removal of poorly performing local officers
- c. Town hall meetings at which the public can freely comment on the performance, conduct, and attitude of local officers
- Television and radio programmes with room for audience participation through phone-in

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# **CHRICED**

hopes at all times
to be guided by best practices
and core values.
This is our own notion
of internal democracy,
accountability
and transparency.



#### Resource Centre for Human Rights & Civic Education

he Resource Centre for Human Rights and Civic Education (CHRICED) is a young and dynamic organisation founded and registered in October 2006 under the law of the Federal Republic of Nigeria as an independent, non-profit and non-partisan, Non-Governmental Organization (NGO).

The mandate of CHRICED is the promotion of rights, and the advancement of a democratic, representative, and inclusive political culture in Nigeria in accordance with the United Nations' Universal Declaration of Human Rights, the African Charter on Human and People's Rights, the Nigerian Constitution, and other international human rights instruments. It does this through research and publications, education, advocacy, information sharing, grassroots organizing and networking with other human rights bodies both within and outside Nigeria. The key vehicle of CHRICED's philosophy is that civic education dissemination is cardinal to the empowerment of the citizens.

