

States Peer Review Mechanism

PROCESS GUIDE

NIGERIA
GOVERNORS'
FORUM



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Foreword

Peer review has increasingly become a widely accepted and veritable tool for improving the transparency of governance in Africa since its adoption by the African Union (AU) which established the African Peer Review Mechanism to see to its implementation. The successful cascading of peer review to the sub-national level of governance (i. e. the States) in the Nigerian federal system has been recognized internationally as a bold and innovative step. The Nigeria Governors' Forum (NGF) is proud to have been in the driving seat of this bold initiative.

Pioneering the implementation of a peer review mechanism at the sub-national level in Nigeria ipso facto requires a culture and practice of good knowledge management in order to promote its further adoption and adaptation in other States yet to implement the process. So far, some useful experiences and lessons have been acquired from the implementation of State the Peer Review Mechanism (SPRM) in the pilot States and it was on the basis of these lessons that the SPRM process and methodology were recently revised. This informed the subsequent revision of the SPRM Process Guide to present the newly revised SPRM process which is a more efficient, cost-effective and nimble process that States can easily engage with.

Through its activities, the NGF has shown commitment to the promotion of good governance in all the States of the federation. The publication of this SPRM Process Guide is a further demonstration of the commitment to serve the citizens of Nigeria better. This Guide is therefore meant to improve the efficiency of the SPRM process. The NGF is very optimistic that if properly used, the Guide will help States to fast-track the processes involved in the implementation of their SPRM.

The Steering Committee of the SPRM is, therefore, delighted to recommend this Guide to the various State governments in order for them to effectively carry out the process of institutionalizing good governance in Nigeria.

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Chairman Steering Committee, State Peer Review Mechanism

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Abbreviations

CBOs	Community-Based Organizations
CSOs	Civil Society Organizations
ExCo	Executive Council
FBOs	Faith-Based Organizations
KM	Knowledge Management
MDAs	Ministries, Departments and Agencies
M & E	Monitoring and Evaluation
MoU	Memorandum of Understanding
NGF	Nigeria Governors' Forum
SC	Steering Committee
SHoA	State House of Assembly
SPRM	State Peer Review Mechanism
SPRR	State Peer Review Report
SPoA	State Plan of Action
SSAR	State Self-Assessment Report
SST	Sector Strategy Team
TRM	Technical Review Mission
TRP	Technical Review Panel
TT	Technical Team

Introduction

The Nigeria Governors' Forum (NGF) is a coalition of the elected Governors of the 36 States in Nigeria. Its mission is to provide a platform for collaboration among all the Governors, irrespective of party affiliations, to share experiences, promote cooperation among States, and serve as a mechanism for conflict resolution between the States, and between States and the Federal Government respectively.

Founded in 1999 and fashioned after the American National Governors Association, the Governors' Forum has become a major platform for accelerating governance and socio-economic development in the States.

The NGF launched the State Peer Review Mechanism (SPRM) in April 2011. It is a mechanism designed to assist States to accelerate the pace of their development through periodic reviews of progress in the implementation of their development policies, plans and programmes. This would be achieved through the sharing of experiences among States and reinforcement of commendable and innovative practices unveiled in the process. The process is designed to be participatory, gender-sensitive, socially inclusive, credible, politically non-threatening and professionally competent.

A light review of the SPRM process was carried out in 2013 preceding the more comprehensive review in late 2015 which produced a Revised Base Document taking cognisance of the lessons learned since its inception in May 2011. It currently comprises four stages briefly described as follows. The first stage is **the meeting with the expanded State Executive Council and Civil Society Actors** to sensitize State stakeholders on the methodology, objectives, questions and indicators of the assessment instrument. The second stage is the preparation of the **State Self-Assessment Report (SSAR)** and its submission to the NGF Secretariat. This second stage is the most critical part of the SPRM process and it is here that a State assesses itself and reflects on its developmental strides. Given that it is at this stage that States experience the most delays, the NGF recommends that this process be expedited to enable completion within three months. The Technical Review Mission (TRM) will begin at the end of the three months, either on the basis of a completed SSAR, or on such parts of the SSAR as have been completed when the specified period for this stage of the process has elapsed.

The third stage is the **Technical Review Visit and Validation of the SSAR**. In order to carry out the visit, the Secretariat constitutes a Technical Review Panel (TRP) of experts with relevant mixture of professional and institutional background approved by the Steering Committee through its members leading the mission. The aim of the mission is to validate the perspectives of different stakeholders on governance and socio-economic development as expressed in the SSAR. This will involve extensive consultations and interaction with the stakeholders including inspection of projects commissioned by the State and will endeavour to cover the entire State. The TRP will also work with the State officials to produce a State Programme of Action (SPoA) to address the shortcomings identified in the process. The SPoA should be a maximum of two to five pages without costing of activities and should be based exclusively on the findings of the SPRM focusing on governance issues. As much as possible, it should not replicate what can best be handled through other State development processes so as to avoid duplication and cut cost.

The TRP will produce a State Peer Review Report (SPRR) with the SPoA as an appendix to the report on the basis of its findings from the State-wide consultations and interactions. This report will be forwarded by the NGFS to the concerned State for its comments and reactions as well as to correct and resolve any factual errors before the report is finalised. The final report should highlight key achievements, commendable practices, challenges, shortcomings and recommendations. Also, at this stage, the preliminary SPoA would be updated to incorporate the findings in the SPRR that were not accounted for in the SSAR.

The fourth stage is the **Tabling of the SPRR and SPoA before the NGF**. This is usually carried out in a closed-door meeting of State Governors and the most senior official supervising the SPRM process in the reviewed State only. This is to ensure candid discussions on the SPRR. Following the outcome of the discussion of the NGF on the SPRR and SPoA, the report will be revised (if necessary) and prepared for publication. The whole process of tabling, discussing, preparing, publishing and presenting the SPRR constitutes the fourth and final stage of the SPRM.

A major challenge confronting the SPRM is the delay in completing the State Self-Assessment Report by States that have advanced in the process. This is reflected in the long interval between the time a State commences the preparation of its SSAR i.e. immediately after the initiation and sensitization workshop, and the time it eventually submits the Report to the Secretariat, despite the three months duration prescribed by the SPRM Base Document. This was a recurring trend in the pilot States which resulted in loss of valuable time thus negating the core objective of the SPRM, which is to help States accelerate their level of development. Based on feedback from stakeholders and lessons learnt from the pilot States, this delay could be attributed to a number of things including the large number of indicators which made the Process unwieldy. Other reasons centred on difficulties States face in choosing a workable approach to implement the SSAR process. These issues necessitated the revision of the SPRM process which is now a more efficient, cost-effective and nimble process which States can easily grapple with.

The preparation of this Guide Book is intended to assist States make a quick start in the process and shorten considerably the SPRM horizon so that the Report can be utilized by an incumbent administration to initiate reforms especially in areas where the State is deemed to be lagging behind.

Although the Revised Base Document lays out the processes of the SPRM, it provides little guidance on its actual execution, especially how a State should conduct its Self-Assessment Process. During the pilot phase, different States chose different approaches and obtained different results. It is however believed that this delay can be reduced or totally eliminated if States acceding to the process are provided with a guide drawn from experiences of the pilot States. This will help States avoid the initial teething problems. The main aim of preparing this Guide Book, therefore, is to assist States joining the process, to speedily complete their SSAR, i.e. within the stipulated three months after the meeting with the expanded State Executive Council.

Consequently, the objectives of this Guide Book are to:

- Provide a roadmap and standard approach for the initiation and completion of the SPRM process by prospective States;
- Present the relevant cost effective institutional structures needed for speedy execution of the SPRM process by States;
- Outline the roles and responsibilities of key functionaries administering the SPRM process and, thereby, minimize role conflicts among State officials involved in the implementation of the review process;
- Enable States to appreciate the human capacity and financial requirements involved in executing an SPRM process; and,
- Assist States to shorten the turn-around time involved in the initiation and completion of the SSAR and improve the efficiency of the SPRM process based on lessons learnt from other States that have successfully completed the process.

An eclectic approach was adopted in preparing the SPRM Guide Book. This comprises a desk review of relevant SPRM documents, including the recently revised SPRM Base Document, meetings with both staff of DFID-SPARC and SPRM Secretariat, visits to two pilot States, namely, Niger and Jigawa, and a detailed study of the State Self-Assessment Reports as well as the State Peer Review Reports of two other pilot States (Anambra and Ekiti). Lastly, the report of the Knowledge Management (KM) review of the SPRM process was also consulted.

Consequently, the main sources of data for preparing this Guide Book were (a) the Revised SPRM Base Document, SSARs and SPRRs of pilot States and (b) interviews of critical informants who were participants in the preparation of the SSARs and SPRRs.

Details of the SPRM Guide

This Guide provides details of the procedures and activities involved in the four stages of the SPRM process outlined above. It covers issues such as the appointment of the State Coordinator of the SPRM and establishment of the SPRM Unit, appointment of the Steering Committee, selection of the SPRM Technical Team, sourcing and engagement of consultants, organization of the meeting with the expanded State Executive Council (ExCo), methodology of the SSAR, writing of the SSAR, validation of the SSAR, development of the SPoA, visit of the Technical Review Mission, recommended period of time for completing a review process, and, finally, the public presentation and dissemination of the SPRR.

The details of these procedures are presented in the following sections.

1. Appointment of State Coordinator of the SPRM and Establishment of the SPRM Unit

- 1.1 The Governor provides political leadership for all SPRM activities in the State while the Secretary to the Government provides overall guidance to the process.
- 1.2 An SPRM unit will be located in each State within the Ministry of Budget, Planning and Economic Development with the Commissioner as the State SPRM coordinator. This is to ensure, among other reasons, that the SPoA emanating from the process is properly integrated into the State Planning processes.
- 1.3 A director should be appointed to head the Unit which will serve to coordinate all of the administrative and technical activities (including knowledge management) relating to the SSAR and other SPRM activities at the State level. The Unit liaises with State Ministries, Departments and Agencies (MDAs) through members of the Technical Team (TT) to collate data/information needed for the assessment.
- 1.4 The State Coordinator of the SPRM is to immediately take charge of SPRM activities by developing an implementation roadmap to guide the planning of the meeting with the expanded State ExCo in the State and the eventual preparation of the SSAR within the stipulated three months period.
- 1.5 The State Coordinator of the SPRM serves as the link between the State and the SPRM National Secretariat as well as other State Coordinators and ensures a detailed documentation of the entire SPRM process in the State.
- 1.6 The State Coordinator of the SPRM reserves the authority to appoint the SPRM Focal Person who handles the day-to-day activities of the Unit. It is the responsibility of the SPRM Focal Person to gather documents on the State and send them to the SPRM National Secretariat.
- 1.7 The Director who is to head the SPRM Unit will be trained by the NGF Secretariat on how to handle all aspects of knowledge management including among others things, uploading all relevant SPRM State documents unto the NGF Content Management System.

2. Selection and Composition of the SPRM Steering Committee (SC)

- 2.1 Members of the SC are to be appointed by the Governor at the same time the State Coordinator of the SPRM is appointed, so as to facilitate the preparation of the SSAR within the stipulated three months period.
- 2.2 While the exact number of members will depend on the peculiarities of each State, the SC should include representatives of the Judiciary and State House of Assembly (SHoA), reputable former government officials and senior independent individuals from the academia, civil society organizations, the private sector, media and trade unions. Membership will also take into cognizance gender balancing to include no less than 35 per cent of either gender.

- 2.3 The Chairman of the SC should be a non-State functionary of the State renowned for integrity and professionalism.
- 2.4 The SC provides policy guidance and direction for the SPRM operational activities as well as ensures the quality and integrity of the SPRM process.
- 2.5 The SC is required to produce a work plan of how it intends to drive the process alongside a realistic budget to implement the plan. This should be cleared by State Coordinator and submitted to the State Governor. A copy of the approved budget should also be submitted to the SPRM National Secretariat for the purpose of experience sharing.
- 2.6 Membership of the SC should be on a part-time basis.
- 2.7 In order to ensure continuity in the SPRM activities and insulate them from political vagaries, the SC should continue its work even after the State Peer Review Report has been disseminated, since it has a role to play in the implementation of the SPoA and in the M&E process.

3. Selection and Composition of the SPRM Technical Team

- 3.1 The State Coordinator of the SPRM under the leadership of the SSG, has the authority to constitute the SPRM TT after due consultations with the relevant MDAs covered under the thematic/sectoral areas of the SPRM process.
- 3.2 The State Coordinator of the SPRM chairs the TT and provides the needed leadership for effective discharge of its functions.
- 3.3 The membership of the TT should include Permanent Secretaries, Planning/Technical Officers and Programme Coordinators across the relevant MDAs in the assessment areas.
- 3.4 The SPRM national team may be invited to conduct capacity building workshops and, where applicable, assist members of the TT in the technical areas if the State deems it necessary.
- 3.5 Members of the TT will serve as the focal persons in their MDAs.

The Revised Base Document and Indicators are such that they can easily be handled by Directors in the State. However, if a State decides to recruit a consultant who will provide technical backstopping for the SSAR preparation, the consultant should be a professional with considerable experience in the assessment areas and independent of State governments. The consultant should be appointed soon after the appointment of a State Coordinator of the SPRM and the setting up of the SPRM Unit.

The State Steering Committee should ensure that the consultant appreciates the urgency of preparing the SSAR within three months; otherwise the essence of hiring a consultant would be defeated. A consultant should, therefore, be appointed before the organization of the Sensitization Workshop to enable him/her follow through the whole process and be able to complete the task of producing the SSAR within three months after the Sensitization Workshop.

The appointment and functions of a consultant should be guided by the following considerations:

4. Sourcing and Appointment of SPRM Consultant(s)

- 4.1 The consultant provides the lead technical expertise in the execution of the SPRM process. He/she complements and builds on internal expertise and capacity of the TT.
- 4.2 Consultants are to be identified and engaged by the State government through (a) detailed scrutiny of the profiles of competent professionals with good track record in consultancy and/or (b) through newspaper advertisements.

4.3 Key competencies that should be considered in hiring a Consultant are:

- Proven record of accomplishments in the consultant's professional field and SPRM focus areas;
- Possession of technical competence to conduct inter-disciplinary and multi-disciplinary research;
- Demonstrated knowledge of facilitation skills;
- Possession of good inter-personal skills;
- Familiarity with the workings of States in Nigeria;
- Ability to present information in a positive, constructive and non-judgemental way;
- Neutrality and independence from the policy process.

4.4 The functions of the Consultant are as follows:

- Serves as the lead technical person in the SPRM process;
- Assists the State Coordinator of the SPRM in managing the activities of the TT from the various MDAs;
- Helps the State Coordinator of the SPRM coordinate the consultations with all relevant stakeholders throughout the State;
- Oversees the conduct of the State-wide Citizen Perception Survey which might be conducted by an appropriate agency of the State (i.e. State Statistical Agency);
- Collaborates with the TT to produce a draft State Self-Assessment Report and the State Programme of Action for the Steering Committee in accordance with the SPRM guidelines and methodology, using the indicators provided in the SPRM Base Document;
- Assists the State Coordinator in providing monthly progress reports on the SPRM implementation in the State for the National SPRM Steering Committee.

4.5 The Consultant should be given a contract specifying:

- Three months' duration of the assignment;
- The main functions as detailed in 4.4;
- Scope of the assignment;
- Rights, privileges, and obligations;
- Urgency of producing the SSAR within three months;
- Protection of information generated in the course of the assignment;
- Deliverables with timelines following the SPRM work plan;
- Expected code of conduct;
- Conditions for terminating the contract if deemed necessary;
- Other issues considered relevant.

5. Organization of the Sensitization workshop with the expanded ExCo



A cross section of stakeholders during the Sensitization Workshop in Anambra State

- 5.1 The starting point of an SPRM inclusive process is the meeting between the National Steering Committee, SPRM Secretariat of the NGF and the Governor of a State immediately after the Memorandum of Understanding (MoU) is signed, to ensure the Governor is sufficiently briefed about the Process. This preparatory meeting, which is to be held during the maiden visit of the SPRM Secretariat of the NGF to the State, will finalize arrangements for the commencement of the process in the State.

The objectives of this visit are four-fold:

- To provide a detailed briefing of the SPRM Process to the Governor to ensure that he/she fully understands it. To commit the Governor to constitute a small SPRM Unit in the State headed by the Commissioner of Budget and Planning who will anchor the technical aspects of SPRM process in the State and lead the preparation of the State Self-Assessment Report and the State Programme of Action through an inclusive process within three months after the meeting with the expanded ExCo;
- To agree on a date for the Sensitization Workshop with the expanded Executive Council which would officially commence the process in the State; and,
- To discuss how to fund the initiative.

The meeting between the SPRM National Team and the Governor prepares the groundwork for the meeting with the expanded Executive Council, which will involve participants from the leadership of the legislature, judiciary and civil society actors.

- 5.2 The meeting with the expanded ExCo marks the formal commencement of the SPRM process in a State. Anchored by the National Steering Committee, it is a one-day event during which the methodology of the SPRM will be formally presented to all stakeholders, including non-State actors. The workshop will highlight the objectives, indicators and methodology of the assessment process and solicit active participation and engagement of all stakeholders.
- 5.3 All strata of society, including representatives of the three arms of Government, other State and non-State actors, as well as all stakeholders and consultants engaged in the SPRM process, should be mobilized to participate actively in the sensitization workshop since they will partake in the preparation and validation of the SSAR. The civil society actors should include community-based organizations (CBOs), faith-based organizations (FBOs), women's groups, the organized private sector, the press, the academia, vulnerable groups (i.e. the physically challenged), and the youth, among other people. A sample list of stakeholders to be invited to the Sensitization Workshop is provided in Annex 1. Also, a sample programme of events for the workshop is contained in Annex 2, while Annex 3 presents a sample of budget items for the Sensitization Workshop.

6. Methodology of the State Self-Assessment Report

- 6.1 The Revised Base Document of the SPRM is the reference point for preparing the State Self-Assessment Report.
- 6.2 As the SPRM process is designed to be participatory, gender-sensitive and socially-inclusive, its methodology also must be participatory and multifaceted.
- 6.3 An eclectic methodology involving elements of both qualitative and quantitative approaches capturing official evidence (documentary and statistical) as well as perception of non-State actors is highly recommended. A combination of desk research, household surveys, Focus Group Discussions, expert panels, public hearings, citizens perception survey, written submissions and participatory appraisal, all of which are generally used to assess governance worldwide, should be adopted.
- 6.4 A snapshot of recommended methodological procedures for preparing the SSAR and SPoA is presented in Box 1.

Box 1: Snapshot of SPRM Multifaceted Methodology and Suggested Time-frame

- Initial meeting between the SPRM national team and the Executive Governor of a State
- Organization of a Sensitization Workshop with the expanded ExCo (this is a major activity following the appointment of the SPRM Coordinator and establishment of the SPRM Unit)
- Desk Review of State Documents on history, geography, people, governance structure and politics, and the economy (to be carried out within the first month after the sensitization workshop and can be fast-tracked by a commissioned consultant versed in the knowledge of the State)
- Relevant workshops and meetings (to run concurrently within the first month)
- Administration of the Framework of Indicators in MDAs and other thematic areas of focus (to be carried out within a month but not later than the second month of commencement of SSAR preparation)
- In-depth Interviews of critical informants in MDAs involved in the review process (to run concurrently within the second month)
- Focus Group Discussions (to be carried out within the second month)
- Administration of the Citizens Perception Survey (i.e. Governance and Development Perception Questionnaires in State-wide opinion survey to be carried out in the first month at the same time that the Framework of Indicators is being administered)
- Data Analysis and Content Analysis (to be carried out during the third month)
- Conclusion of the SSAR and its validation (to be carried out within the third month)
- State Self-Assessment Report submitted to the NGF Secretariat
- Revision of the SSAR (where necessary)

- 6.5 The administration of the SPRM Framework of Indicators contained in the Base Document is the most critical part of the SSAR. States are expected to assess themselves based on all the indicators which constitute a minimum requirement. States can, however, include other specific issues reflecting unique dimensions of their development.
- 6.6 MDAs are required to provide answers to the SPRM Framework of Indicators to be coordinated by the member of the TT who is the MDA's Focal Person.
- 6.7 Each MDA Focal Person is expected to return the completed Framework of Indicators to the State Coordinator of the SPRM.
- 6.8 The lessons from pilot States suggest that in organizing the State-wide opinion survey, the consultant is advised to work in collaboration with the State Agency responsible for Planning (State Planning Commission) to fast-track the process.
- 6.9 The SPRM National Secretariat has developed a Citizen Perception Survey tool to be used for the State-wide opinion survey.
- 6.10 All in all, the adopted methodology should be able to fast-track the production of the SSAR within three months after the sensitization workshop.
- 6.11 For details of various methodologies adopted by various pilot States, see Annex 4 (a-c).

7. Writing the State Self-Assessment Report

- 7.1 The drafting and production of the SSAR after data collection and administration of the Framework of Indicators should not take more than one month so as to meet the target of preparing the SSAR within three months after the Sensitization Workshop with the expanded ExCo.
- 7.2 The SSAR should be presented according to the template contained in the Base Document which outlines the structure of the SSAR. Briefly, the structure has the following sub-headings: (a) Introduction which should not be more than a page; (b) Background information on the State such as (i) historical context, (ii) location, population and governance structure, (iii) ruling party, key functionaries of the State, number of members of House of Assembly and number from each party and (iv) key economic activities and performance; (c) Findings on each of the indicators in the sectors/thematic areas. The last part of the Report is the Annex, which contains all materials deemed necessary to support evidence presented in the body of the report such as list of members of the Steering Committee, members of the Technical Team, list of key government officials in the three arms of the government, etc.
- 7.3 The SSAR, as a factual document should concentrate on findings on the indicators in all areas of assessment rather than an evaluation of the current regime. The narrative should highlight achievements, commendable practices, challenges and recommendations. Findings need not be lengthy but should contain sufficient information for the Technical Review Panel to ascertain the facts behind the conclusions reached by the State.
- 7.4 In writing the SSAR, it is advisable for members of the TT who are also the sector team leaders to lead the preparation of the drafts in their thematic areas.
- 7.5 A major objective of the SPRM is to distil commendable practices to be shared with other States. In this regards, what constitutes a commendable practice in a State should be guided by two main criteria identified by the SPRM National Steering Committee, namely, (a) that the initiative has substantially met its objectives over a period of two years or longer; and (b) the lessons learned from implementing the initiative could assist other States through peer learning and even the Federal Government.

States should avoid the temptation of tagging a policy, programme or an achievement as a 'commendable practice' unless the activity is deemed to be highly innovative or of superior nature (e.g. high impact projects on beneficiaries), and are thus useful for peer learning. For each commendable practice identified, the TRP will work with the State to document the 'how' of the initiative i.e. the process and lessons learnt, in a manner that will foster quick replication in other States. The National Steering Committee of the SPRM has the final say on what constitutes a commendable practice.

8. Validation of the State Self-Assessment Report

- 8.1 Validation involves taking the draft SSAR back to the stakeholders to confirm that its contents reflect the reality on the ground and that it is a fair reflection of the opinions of people surveyed as well as events in the State.
- 8.2 The draft copy of the SSAR must therefore be validated by key stakeholders in the State, before it is submitted to the SPRM National Secretariat. It should be presented to the State House of Assembly and tabled before the State Executive Council.
- 8.3 The final copy of the SSAR should have a Validation Page duly signed by the Governor, the Secretary to the State Government, the State Coordinator of the SPRM and the Chairperson of the State Steering Committee. The foreword should also be written by the Governor.

9. Validation of the State Programme of Action

- 9.1 The State Programme of Action is a major component of the Peer Review Process to be delivered by the State undergoing review. The draft SPoA is produced as part of the SSAR and derives strictly from the findings of the SSAR. While the SSAR reports the findings on the indicators and thematic areas, the SPoA documents the remedies and /or proposals to address the identified shortcomings in the thematic areas.
- 9.2 It should be based exclusively on the findings of the SPRM and focus on governance issues. As much as possible, it should not replicate what can best be handled through other State development processes so as to avoid duplication. The document, which should be a maximum of two to five pages, should not include the cost of activities and should be finalised with the assistance of the TRP during the technical review mission. It will constitute an appendix in the SPRR.
- 9.3 Finally, for easy reporting of implementation progress to the NGF, the SPRM M&E process should be used to track the implementation of the SPoA (see samples M&E tracking templates in the Annex 5 a-c).

10. Technical Review Mission

- 10.1 The TRM is a critical component of the SPRM process, as it is a major instrument for enhancing the quality and credibility of SSAR. The TRM is led by members of the National SPRM Steering Committee and conducted by members of the Technical Review Panel constituted by the SPRM National Secretariat. The TRP is external to the State and is different from any internal 'TRP' constituted by the State for internal quality check and validation before the commencement of the TRM.
- 10.2 The TRM is a week-long engagement with series of activities involving participation by the government, stakeholders, consultants and members of the TRP. Box 3 presents a snapshot of activities during the TRM.



Meeting of the Technical Review Panel with the Ekiti State Executive Council led by members of the SPRM National Steering Committee



Members of the TRP engaging with traditional rulers during the Technical Review Mission in Ekiti State.

Box 2. Snapshot of Activities during the TRM

- Arrival of members of TRP
- Field inspection of projects by members of the TRP in all the senatorial districts of the State, including meeting with all stakeholders in the State divided into their senatorial districts
- Launch of the Technical Review Mission in the State
- Meeting with Governor
- Meetings with the Executive Council, the Judiciary and SHoA
- Scheduled meetings between individual members of the TRP and State commissioners and/or their representatives and with heads of other sectors under review
- Scheduled meetings between individual members of the TRP, CSOs and other stakeholders
- Visit by the TRM to all Senatorial Districts to interact with major stakeholders
- Scheduled meetings between members of the TT and the State steering committee and individual members of the TRP to finalize the SSAR and the SPoA
- Debriefing meeting with the Governor

10.3 Members of the TRP would meet with the Governor on arrival to secure the high level political support needed for the success of the validation process. This meeting is critical as it sets a high tempo of activities and sends the right message about the seriousness of the entire process.

10.4 An important next step is the launch of the Technical Review Mission which involves the participation of government officials, members of the TRP, the consultant(s) and other key stakeholders (CSOs, CBOs, FBOs, the private sector, the press, women's organization, the physically challenged group, etc.). This is necessary to produce a credible SSAR. The stakeholders should essentially not be different from those who participated in the sensitization workshop with the expanded ExCo as shown in Annex 1.

10.5 In order to have a credible validation process, adequate logistic support and security should be provided for members of the TRP to carry out unhindered physical inspection of projects and meet with all major stakeholders in all the senatorial districts of the State.

10.6 MDAs and each sector under review are expected to prepare well in advance for the visit of the TRP and make the documents used for preparing the SSAR available to members of the TRP covering specific thematic areas or sectors. These documents should be assembled well in advance of the visit and made readily available to the TRP.

10.7 Scheduled meetings between TRP members and the judiciary, the SHoA, MDAs, CBOs and CSOs, market women, people with disabilities, youth, local government official, etc., are necessary for gaining deeper insight into governance and the socio-economic development trajectory in the State.

10.8 Meetings should also be scheduled between TRP members and the TT together with the State Steering Committee on the SPoA.

10.9 On completion of the Mission, members of the TRP would hold a debriefing session with the Governor.

- 10.10 At the end of the Mission, the members of the TRP are expected to submit the State Peer Review Report (SPRR) that will be thoroughly deliberated upon and owned by the National Steering Committee before it is forwarded to the State for comments over a two-week period. Comments from the State should be of two types - factual errors which should be corrected, and substantive comments which will be appended to the Report if the need arises.
- 10.11 For a sample Programme of the TRM visit, see Annex 6. See also Annex 7 for a sample budget items used for the TRM field trip in one of the pilot States.



A group photograph of the TRP members with the Governor and the State Technical Team in Anambra State

11. Peer Review by the Forum

- 11.1 The tabling of the SPRR and SPoA before the NGF and eventual publication/dissemination constitutes the fourth and final stage of the review process. It is important to underscore that the peer review is the climax of a long process with engagement of other stakeholders provided for, along the way, and therefore deserves serious attention. Attendance at the NGF meeting at which the SPRR and SPoA will be discussed, would be restricted to the Governors and the most senior official that supervises the State Peer Review Unit/Office only. This will facilitate frank and candid discussion of the contents of the SPRR.
- 11.2 The Peer Review Meetings have two components. The first part is dedicated to the presentation of the Review Reports by the Steering Committee and the response by the Governor of the State undergoing review. Thereafter, the Chairman of the Forum will guide other Governors to conduct in-depth discussion of the Reports. It is necessary to have an intense debate on the cross-cutting issues identified so far. Recognizing the diversity of States in Nigeria, it is expected that such discussions will culminate in the adoption of a State's Action Plan on some issues.
- 11.3 The time allotted to reviews is very crucial; hence this should be taken into consideration when scheduling peer review meetings. Documents for the Meeting should be prepared well ahead of time and distributed at least two weeks in advance.
- 11.4 As part of sharing experiences and reinforcing commendable practices unveiled in the process, it is necessary to take the peer review beyond the Forum to a fully open national process that would encourage robust public debate and involve the broadest array of stakeholders, including the civil society. Also, State actors need to be fully integrated into the post-review process on the basis of a mix of formal and informal engagements and dialogue.

12. Public Presentation and Dissemination of the SPRR

- 12.1 The publication and presentation of the SPRR technically marks the end of the SPRM process and the beginning of implementation of the SPoA.
- 12.2 The recommendations made by the TRP and the NGF during the Review may lead to the revision of the SPoA and when that is done to the satisfaction of both the State and the SPRM National Secretariat, the SPRR would then be published, launched and disseminated.
- 12.3 The publication of the SPRR should be undertaken not later than six months after the Peer Review Process.

13. Recommended Period of Time for Completing the Entire Review Process

- 13.1 The recommended period for completing a review process (i.e. from the inception stage of signing an MoU to the public launch of the SPRR) should not be more than six months. It is also advisable that the Governor under whose tenure a review is carried out also implements the SPoA.
- 13.2 For States to fast-track the SPRM process, they are advised to pay special attention to the critical success factors elucidated upon in Boxes 3 and 4.

Box 3: Success Factors Underpinning a Shorter Turn-Around Time Based on Lessons from Pilot States

- High-level political commitment. The process should be owned by the Governor
- Appointment of the State SPRM coordinator immediately after the meeting with the Governor
- Setting up the SPRM unit and constituting the State SPRM Steering Committee even before the sensitization workshop with the expanded Executive Council
- Adequate provision of appropriate technocrats to execute the process
- Adequate funding of the exercise
- Early engagement of a lead consultant if required to drive the process
- Cooperative attitude of members of the Technical Team
- Cooperation of MDAs involved in the review process

Box 4: Critical Factors Determining Longer Turn-around Time Based on Lessons from Pilot States

- Lack of clear understanding by the political leadership of the SPRM process
- Decline or loss of tempo in political commitment
- Cabinet reshuffle affecting the State SPRM Coordinator
- Delay in inauguration of Steering Committee
- Non-use of consultant to midwife the process
- Delay in appointment of consultant
- Lack of close supervision of consultant and/or poor synergy between consultant and members of TT
- Over-burdening of civil servants with SPRM activities
- Non-provision of adequate human and financial resources for the exercise

ANNEXURES

Annex 1: Sample List of Stakeholders to participate in the Sensitization and Validation Workshops based on the Experience of Pilot States

- I. Representative of Women's Groups
- II. Representative of Market Women
- III. Representative of Religious Associations
- IV. National Association of Nigerian Students
- V. Representative of Children's Parliament
- VI. Representative of the Physically Challenged and other Vulnerable Groups in the State
- VII. Representative of the Transport Unions
- VIII. Farmers Congress
- IX. Representative of the Association of Local Government Chairmen
- X. Representative of the State Chapter of the Nigerian Bar Association
- XI. Representative of the State Branch of the Nigerian Medical Association
- XII. Representative of the Labour Unions in the State
- XIII. Representative of civil society and other non-governmental organizations
- XIV. Representative of all political parties in the State
- XV. Opinion Leaders
- XVI. Representative of the State Chapter of the National Youth Council
- XVII. Traditional Rulers
- XVIII. The Academia
- XIX. Press/Media Associations in the State
- XX. Community-Based Organizations
- XXI. The Private Sector

Annex 2: Sample Programme for the Sensitization Workshop with the expanded Executive Council

Opening Ceremony/Sensitization Workshop

9.30 a.m-2.00pm

1. Welcome Address by the State Commissioner for Planning
2. Opening Remarks by Chairman Steering Committee
3. Address by the State SPRM Steering Committee
4. Goodwill Messages by DFID, United Nations Development Programme, World Bank and NEPAD/APRM Nigeria
5. Brief Presentation on the SPRM Process by a member of the SPRM National Team
6. Methodology of conducting the SPRM by the SPRM Team
7. Messages from the State Major Stakeholders
 - Speaker, State House of Assembly
 - Chief Judge of the State
 - Representative of Local Governments
 - Representative of Traditional Rulers
 - Representative of the Physically Challenged
 - Representative of Youth Groups
 - Representative of the Women
 - Representative of the Private Sector
8. Remarks by His Excellency, the Governor of the State
9. Vote of thanks by the Head of the SPRM National Team

3.00-5.00 p.m.

Meeting of Non-State Actors on the SPRM

1. Synergies between government and non-State actors in the State
2. Purposes and Expectations of the SPRM
3. Modalities for participation

Annex 3: Sample of Budgeted Items for a Sensitization Workshop

S/NO.	DESCRIPTION	QUANTITY	DAYS	UNITY PRICE	TOTAL
1	Hall Rental				
2	Decoration one day				
3	Tea Break I				
4	Lunch				
5	Tea Break II				
6	Bottled Water				
7	Transportation for Participants				
8	Production of Invitation Cards				
9	Production of Programmes				
10	Banners				
11	Stationeries:				
	i Laptop				
	ii Projector				
	iii Projector Screen				
	iv Flip Chart				
	v Card Board				
	vi Rims of A-4 Paper				
	vii Printer Toner				
	viii Giant Stapler				
	ix Markers				
12	Publicity:				
	i Production of Radio & TV Jingles				
	ii Broadcast of the Jingle State radio station				
	(a) State FM Station				
	(b) State Television				
	(c) NTA				
	iii Radio & TV coverage of the events (news and spotlight)				
13	Master of Ceremonies				
14	Sound System				
15	Souvenirs:				
	i Bags				
	ii Jotters				
	iii Biro				
	Sub Total				
	Contingencies 10%				-
	Total				
	Tax/Vat (12%)				
	Grand Total:				-

Annex4: SPRM Methodologies adopted by various Pilot States

Annex 4(a) SPRM Methodology adopted by Anambra State

❖ **Organization of SPRM Inception Workshop**

- Aim of workshop was to officially launch the SPRM and to sensitize all Anambra indigenes on the benefits of the SPRM;
- Target audience comprised of civil servants and non-State actors;
- Workshop content/focus was on the SPRM process as contained in the Base Document;
- Facilitators were from the SPRM Secretariat at the NGF and DFID, Abuja.

❖ **Formation of Anambra SPRM Technical Unit**

- Appointment of a team of consultants provided with office accommodation and vehicles among other logistics;
- Technical team was domiciled in the Ministry of Economic Planning and Budget which served as the coordinating Ministry of the SPRM;
- Technical Unit prepared work plan to drive the implementation process.

❖ **Composition of Steering Committee (SC)**

- SC was made up of 12 members;
- It was chaired by the Governor;
- It was made up of top policy makers and non-State actors.

❖ **Composition of Sector Strategy Team* (SST)**

- Members were drawn from MDAs representing the SPRM thematic areas;
- Members played critical role in the preparation of the SSAR and SPoA.

❖ **Composition of Technical Review Panel (TRP)****

- This was an internal quality assurance mechanism different from the TRP emanating from the SPRM Secretariat, Abuja;
- These were made up of nine knowledgeable and experienced members drawn from MDAs in each of thematic areas of the review;
- Members' major role was to ensure adequate content, quality and adherence to the indicators specified in the Base Document.

❖ **Additional Measures adopted to Ensure Quality Assurance**

- Capacity building workshop for SSTs by members of Technical Unit;
- Provision of technical backstopping for SSTs by members of Technical Unit;
- Review of 1st draft submissions from SSTs;
- Review of 2nd draft submissions from SSTs;
- Review of 2nd draft submissions by external consultants;
- Review of 2nd draft submissions by members of TRP;
- Production of final draft of SSAR and SPoA.

*Note: Sector Strategy Team in Anambra is the equivalent of Technical Team (TT) in this Guide.

** This TRP is internal and different from the one constituted by the SRPM Secretariat in NGF, Abuja

Annex 4(b) SPRM Methodology adopted by Ekiti State

- Appointment of a Lead consultant to facilitate and coordinate the preparation of the SSAR and SPoA;
- Constitution of the SPRM Core Team* with membership drawn from MDAs in line with thematic areas;
- Appointment of Assessment and thematic Areas Consultants by the Lead Consultant to work with the Core Team;
- Meetings, workshops, and interactive sessions for members of the Core Team for clarifications of methodologies;
- Capacity-building for members of the Core Team in data-gathering;
- Desk research, interviews, and training of Enumerators to conduct State-wide survey and Elite survey,
- Coding and analysis of data;
- Writing of Report.

Ekiti State SPRM Positions and Structures to facilitate the SPRM Process and Enhance Quality Assurance

- SPRM Coordinator;
- SPRM Unit;
- Steering Committee Members;
- SPRM Focal Person;
- SPRM Core Team*,
- SPRM Technical Team made up of Consultants;
- SPRM Validation Team;
- SPRM Survey Team;
- Survey Senatorial Coordinators;
- External (within State) Peer Reviewer

*Note: SPRM Core Team in Ekiti is the equivalent of Technical Team (TT) in this Guide.

Annex 4 (c) SPRM Methodology Adopted by Niger State

Data Gathering Tools and Techniques used are:

- Workshops and Meetings;
- Content Analysis – Documents and Statistics on key variables;
- Survey of MDAs and OPS (Organized Private Sector) through Sector Questionnaires;
- In-Depth Interviews by Sector;
- Governance and Development Perception Questionnaires;
- Focus Group Discussions.

Positions and Structures Established, and Measures taken by Niger State to Facilitate the SPRM Process and Enhance Quality Assurance

- SPRM Coordinator;
- SPRM Focal Person & Chairman of Steering Committee
- SPRM Unit;
- Steering Committee;
- Lead Consultant and his team;
- SPRM Sector Strategy Team;
- Use of State Planning Commission to carry out the State-wide survey.
- Series of Training workshops for Members of Sector Strategy Team and Enumerators;
- Inclusive Sensitization and Validation Workshops to broaden ownership of SPRM;
- Establishment of multi-level Quality Assurance Mechanisms.

Annex 5(a): SPoA Activity and Outcome Matrix

Activity	Required actions	Outcome	Key Performance Indicator	Baseline (year)	Ongoing initiatives	Target			Responsible Agency	Estimated Cost
						Year 1	Year 2	Year 3		
List of remedial activities	List of actions required to implement each remedial activity	The expected outcome from implementing the activity	Measurable variables that will show that the outcomes are being achieved	The existing situation in relation to the specific activity	Existing initiatives in relation to the planned activity	The key milestones to be achieved annually from the baseline year; that will ensure that outcome is being achieved in relation to the specific programme of action			States the agency that is responsible for delivering the outcome	States the estimated cost for delivering each required action

Annex 5(b) Monitoring Framework (Tool for Implementing the SPoA Outcome Matrix)

Key Performance Indicator	Data sources	Frequency of data collection	Verification methods (what to do)	Type of analysis	Who is responsible	Estimated cost of collecting data
Define the key performance indicator (what the indicator seeks to achieve) <i>Note that this is the indicator from the activity matrix</i>	State the sources of data (could be from existing or independent research report)	Determine when data collection will take place (Quarterly, Biannually or Annually)	Determine how the data would be collected and put together (could be review of existing documents or physical observations or ascertaining that a training has been conducted or that an equipment has been purchased)	Determine the type of analysis that would be carried out on the KPI data (a trend analysis; comparative analysis; content analysis)	State who in the organization would be responsible for collecting and analysing the data	

Annex 5(c) Performance Reporting Matrix (Summary of Progress against the SPoA, by Sector)

Key performance indicator	Analysis of performance against x year target		
	Progress Rating (None=0, Low=1, Medium=2, High=3)	Evidence of progress (based on progress rating)	Challenges (based on progress rating)

Annex 6: Sample of Programme for the Technical Review Mission Visit

Date and Time	Activity	Place	Observation
Day 1			
	Arrival of Members of the Technical Review Team Internal Working Session 1. Overview of the SPRM Process 2. Code of Conduct for the Team 3. Logistics for the Mission 4. Finalization of Issues Paper 5. Formulation of Essential Questions 6. Review of the Programme of the Mission	A suitable venue, preferably a Hotel Conference Hall	
14h30 – 16h30			
16h30pm-17h30	Lunch/Dinner		
DAY 2			
8h00-14h00	Guided Tour of Some Projects Commissioned by the State		
14h00-15h00	Lunch		
	Meeting with the Lead Consultant/State Steering Committee Members		
	Meeting with Officials of the host SPRM Unit Arrival of Members of the Steering Committee		
Day 3			
9h00-13h00	Official launch of the Technical Review Mission and Press Conference		
13h30–14h30	Courtesy call on the Governor	Governor's Office	
13h30pm-14h30	Lunch		
15h00-18h00	Meeting with Civil Society Actors (Youths, Women, Physically Challenged Persons and other related CSOs)		
Day 4			
9h00-19h00	Visit to Local Governments	Headquarters of the three Senatorial Districts	Meetings to be arranged such that representatives of all the LGAs in the State are met
Day 5			
9h30-11h30	Interactive Session with members of the State House of Assembly	House of Assembly Complex	
12h00-14h30	Meeting with the State Executive Council	Executive Chamber	
14h30-16h00	Lunch		
16h00-18h00	Meeting with the Private Sector		
19h00pm	Internal Working Session		
Day 6			
10h00-12h30	Meeting with the Judiciary	Judiciary Complex	
12h30-13h30	Lunch		
13h30-18h30	Meeting with Commissioners/Permanent Secretaries/Heads of MDAs		Meeting by Thematic Areas
19h30	Internal Working session		
Day 7			
9h00-13h00	Internal Working Session		
13h00-14h00	Lunch		
14h30-15h30	Meeting with the State Steering Committee on the State Programme of Action		
17h00-19h00	Debriefing Meeting/ Dinner with the Governor		
20h00	Internal Working Session		
Day 8			
10h00-11h00	Departure		

Annex 7: Sample of Budgeted Items for the TRM Field Trip based on Experience of a Pilot State

SPRM Budget fore TRM Field Trip					
					TOTAL
Item	Unit	No. of units	Unit cost	Total cost	Sum total
Day 1					
Transport	Litres				
Day 2					
Venue	Hall @ Hotel				
Lunch + Water	Persons				
Accommodation	State Officials				
Day 3					
Venue					
Decoration					
Tea break	Persons				
Press Conference	Journalists				
Press Conference	Head of Media				
Moderator/MC	Persons				
PA System	Equipment				
Projector & Screen	Equipment				
Transport Allowance	Bishops				
Transport Allowance	Traditional Rulers				
Transport Allowance	Traditional Rulers				
Transport Allowance	Male Presidents				
Transport Allowance	Female Presidents				
Transport Allowance	Non-State Actors/Part				
Day 4					
Venue	Hall @ Hotel				
Lunch + Water	Persons				
PA System	Equipment				
Projector & Screen	Equipment				
Transport Allowance	Persons				
Day 5					
Vehicle Hire tour of Projects	Vehicles				
Lunch + Water	Persons				
Day 6					
Vehicle Hire tour of LGAs	Vehicles				
PA System	Equipment				
Day 7					
Venue	Hall @ Hotel				
Lunch + Water	Persons				
PA System	Equipment				
Projector & Screen	Equipment				
Dinner + Water + Drinks	Persons				
Day 8					
Transport	Litres				

NOTES

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