United Nations Development Programme
Government of Nigeria

Project Document

Project Title	Assessment of Good Urban Governance in Nigeria
UNDAF Outcome(s): A.1	Resource mobilisation and public expenditure management at Federal level and in 8 States meet statutory standards of fiscal responsibility and requirements for achieving national development targets, consistent with the 7-Point Agenda and the MD/MDGs.
Expected CP Outcome(s): *(Those linked to the project and extracted from the CP)*	Progressive availability and accessibility of timely, relevant and disaggregated data by 2012 at Federal level and in 8 States.

Expected Output(s):
(Those that will result from the project)

(i)   An inventory of existing governance indicators and the associated information base in Nigeria in place.
(ii) A framework for assessment of urban governance exists in Nigeria, including identification of appropriate indicators, methodologies and sources.
(iii) Reliable data on urban governance assessment for a sample of small, medium and large urban cities exists in Nigeria.
(iv) 'Urban Governance Information Resource Centres' sited in each of the 8 cities and FCT.
(v)   One or more major policy advocacy initiatives aimed at reaching key target groups developed

Executing Entity:	UN-HABITAT
Implementing Agency:	National Bureau of Statistics (NBS) Abuja

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Brief Description

The project aims to strengthen national capacity in the assessment of urban governance challenges in Nigeria as a prime step towards determining programmatic and policy responses to achieving sustainable urbanization and good urban governance.

Programme Period:	Feb. 2009 – Dec 2010
Key Result Area (Strategic Plan)	_____
Atlas Award ID:	_____
Start date:	_____
End Date	_____
PAC Meeting Date	12 February 2009
Management Arrangements	_____

Total resources required		
Total allocated resources:		360,000
• Regular		55,000
• Other:		
○ OSLO		300,000
○ UN-HABITAT		5,000
○ Donor		_____
○ Government		_____
Unfunded budget:		_____
In-kind Contributions		_____

Agreed by Government

Agreed by (UNDP):

1. Situation Analysis

Since 1999 when democratic governance began, Nigeria has made advances in national economic management and deepening democratic process. This resulted in the adoption of the National Economic Empowerment and Development Strategy (NEEDS1) (2004-2007) in 2003, the State level Economic Empowerment and Development Strategies (SEEDS) in 2005 and the Local Economic Empowerment and Development Strategies (LEEDS) in 2007. The new democratic regime also ushered in the Seven-Point Agenda of the President which include infrastructure, food security, human capital development, land tenure and home ownership, national security and intelligence, the Niger Delta and wealth creation. Nigeria has also adopted a long-term development plan, the Vision 2020 that focuses on Nigeria becoming one of the leading twenty economies in the world by the year 2020. The NEEDS2 and the Seven Point Agenda are being integrated into a National Development Plan to be the first medium term plan to implement the Vision 2020 agenda of the government. Positive impacts of this reform include modest growth in the economy which has averaged about 6% per annum during the period, attainment of budget balances, sharp decline in inflation to a single digit, stability in exchange rate, and growth in external reserves to about $60 billion, which is the largest in Sub-Saharan Africa.

Nigeria has a population of 140 million people, which is the highest for any African country. The country has continued to experience rapid population growth and urbanization, thereby increasing the development challenges arising from the rapid urbanization. Nigeria's urban population rose from 3.2 million (or 10.6% of the population) in 1953 to a staggering 70 million in 2007 (50% of the total population). Based on the threshold population of 20,000 inhabitants defined for urban centres in Nigeria, the number of cities in the country rose by fifteen-fold from 56 in 1953 to 843 in 2004 with about 19 cities having the populations of a million or more. As can be expected, the rapid growth of urban areas has far exceeded the coping capacity of the country, exacerbating problems of rising urban poverty, housing shortages, inadequate economic infrastructure, poor basic social services, and crime and insecurity. To take just a few cases in point, between 52% and 70% of the urban population are living in poverty using nationally defined poverty lines whilst a staggering 70% lives in slum conditions. The implications are profound not just for the people living in cities and towns but more broadly for Nigerian economy and, indeed, for the peaceful development of its young democracy. Cities in Nigeria, as elsewhere, are major engines of growth and centres of political activity. The challenge of urban governance is, therefore, central to the political economy of Nigeria.

Indeed, while Nigeria continues to experience rapid urban population growth, this has not been matched with adequate human settlement planning and management. Many Nigerian cities do not have up-to-date city development strategies due to the lack of capacity and resources to plan, ineffective development control and inadequate institutional and legal frameworks for promoting good urban governance. The challenge is complicated by Nigeria's unfinished federal system of government based on the administrative boundaries of local governments, States and the Federal Government: there is currently no provision for municipal administrations. This arrangement makes it particularly difficult to governing large metropolitan cities like Lagos, Ibadan and Kano as the administrative boundaries of these cities include multiple local government councils. This arrangement makes joint planning and management of cities difficult if not impossible and compounds the problem of collecting, aggregating and analysing data on a city-by-city basis.

UNDP-Nigeria is acutely aware of this phenomenon but has hitherto been engaged far more in local governance in rural areas, for instance, through a Local Development Programme (LDP) in the Niger Delta region. The scope, however, needs to be expanded to reflect national needs and priorities. It is generally believed that an assessment of the urban governance challenges in Nigeria should be the first step towards determining how it should respond to the challenges of urbanisation in Nigeria.

Among other UN agencies, UN-Habitat was selected to launch in Nigeria, the Good Urban Governance (GUG) campaign in 2001. At the end of this campaign, seven norms of governance were adopted by the country including decentralization, subsidiarity, efficiency, effectiveness, transparency and accountability, civic engagement, participation and security.

Among other development partners, World Bank is implementing a major project called the Lagos Metropolitan Development and Governance Project (LMDGP) and has already identified the absence of a framework for the governance of metropolitan cities as a major shortcoming in urban and regional planning. In addition, the Cities Alliance, in collaboration with the Government of Nigeria, UN-HABITAT and

USAID, has approved a technical assistance project for Nigeria to carry out an assessment of the contribution of the large metropolitan cities to economic growth of the country. These initiatives are helping to gradually bring urban issues to the fore of development agenda in the country. The UN-HABITAT, in furtherance of the implementation of the first Habitat Country Programme for Nigeria (2008-9), extended technical assistance to Anambra and Nasarawa States in the preparation and adoption of city development strategies, which have been a major gap in urban cities' governance.

This particular proposal is the result of collaboration between UNDP and UN-HABITAT to consolidate on the new UNDAF (2009-12) and UNDP CPD. Both agencies feel that their complementary strengths (mission, competencies and resources) provide a good foundation for pursuing the assessment work contained in this proposal.

1.1 RATIONALE

1.1.1 Problems/Issues to be addressed

Urban governance is the sum total of the ways in which individuals and institutions, both public and private, plan and manage the common affairs of the city. Proper management of urban areas and the provision of essential services border on key aspects of governance such as putting in place effective institutional framework for efficient service delivery, resource mobilization, security, transparency and accountability as well as promoting inclusive city through civic participation and engagement among others. The various issues that confront good urban governance include the following:

(i) Lack of effective framework for urban governance:

The institutional framework for urban governance is extremely complex and cumbersome, involving the state, local government and the community. Nigeria operates a three-tier government system, comprising the Federal, State and Local Government, with their functions clearly spelt out in the Constitution. The Constitution places town and country planning as a reserved role of the State and Local Government and both played dominant role in urban governance.

(ii) Lack of devolution of power to LGs

Generally, Local government activities in the country are overseen by the State's Head of Service (HOS) as appointed by the State Government or the Ministry of Chieftaincy and Local Government Affairs. The Secretary to the Local Government, Departmental and Sectional Heads and all support staff of LGs are appointed by the State Government. The State Government also approves and disburses the central grant to Local Governments. With the State government's dominant role, there is less decentralization of power and resources to Local governments

(iii) Non-adoption of Inclusive Decision Making

Traditional system of governance has built in participatory approach to governance, fusing this with the formal system to engage the citizenry has been problematic, a situation which dates back to the military era in which government was run by autocratic system. However, the available evidence suggests that representatives of the citizenry were involved in the preparation of Nnewi North and South Local Economic Empowerment and Development Strategy document (LEEDS). This practice is commendable and should be sustained and mainstreamed into other development efforts including urban planning and management.

(iv) Lack of Transparency and Accountability

There is high level of corruption in local governments (LGs) in the country as noted in the various LEEDS documents. The processes of revenue collection and procurement have been corrupted as they are not transparent and accountable. Annual reports are not submitted for verification. It is worse in that sanctions are not enforced.

The high level of corruption in local governments has remained unchecked by the governed populace, who through default of not paying taxes, unable to make demand on local governments to fulfil their statutory obligations of providing essential infrastructure and services. This problem also arose partly from the alienation of local governments from the governed. The years of alienation and corruption have led people to become nonchalant and unwilling to be involved in either the planning, allocation or monitoring of the use of funds for local government activities. There is the need for public enlightenment and value-re-orientation for people to make demand on LGs to discharge their statutory functions.

(v)   Insecurity

Security of lives and property are safeguarded by the police and local neighbourhood watchers which are organized along traditional guidelines. Unfortunately, the citizens have a very low opinion of the police and do not rely on their support. People have resorted to self-policing and engaging their own security agents. For self-protection, individual families have engaged their own security guards and built in their domain outlook towers where employed security personnel keep night vigils for security of homes, lives and properties.

(vi) Lack of data for planning and monitoring of urban development programmes

There is generally dearth of data in Nigeria for urban planning. For Example, the National Population and Housing Census recently concluded did not provide for disaggregated data on urban basis.

(vii) Gender bias in urban governance

Several gender bias issues that hinder good urban governance will be addressed in this project.

viii)   Inadequate shelter for all

One of the greatest challenges of rapid urbanization is the inability to provide the required and adequate housing stock to match the massive growth in urban population. This has given rise to overcrowding and the proliferation of slums; and inadequately developed peri-urban areas, with poor infrastructures and urban service provisions.

ix)   Lack of essential urban infrastructures

Challenges like overcrowding, inadequate sanitation, polluted air and water, inefficient liquid and solid waste management, lack of recreational facilities and poor health are partly caused by rapid urbanization. A second factor responsible for these problems is the inability of local authorities to provide basic social services and facilities needed for an adequate human existence. This can be improved by building the cities' capacities to develop structure, plans and design urban management strategies.

x)   Poor urban governance

Absence of a city-wide/municipal-wide governance structures and a lack of political administrative boundaries have led to poor urban governance. Currently, the administration of cities falls under the Local Governments (LGs), which boundaries do not match with that of the towns. This increases the difficulties of effective urban planning and management which is essential to cope with the numerous urban challenges. Therefore, it is necessary to bring the LGs in each city and the local stakeholders together to start a joint planning process for the whole city.

In addition, the institutions in charge of urban planning and city management lack sufficient capacities to carry out relevant reforms that provoke good urban governance. Even though Nigeria adopted a new Urban and Regional Planning law in 1992 seeking to promote orderly development of land use in cities to achieve sustainable development, the reality is that all states are characterized by absence of up-to-date city development strategies and State-wide planning legislation. These result in numerous urban management problems such as the lack of capacity and resources to plan and guide development. This makes it

imperative to build the required capacities for local authorities. Lack of framework for guiding future growth and development is a major problem in many fast growing and complex urban centres. Framework is an important tool that enables key stakeholders to make informed and strategic decisions.

From the assessment, the following capacity building initiatives are required in the area of governance:

(i) Building the capacity of State and Local Governments to discharge their responsibilities in critical areas including Information Communication and Technology (ICT) skill, management and resource mobilization, transparency and accountability, participatory budgeting, participatory approach to general development and in particular, to implement LEEDS and city development strategies.

(ii) Establishing transparent and accountable procedures for contract award, resource mobilization, budgeting and expenditure control at the local level.

(iii) Mainstreaming gender concerns into governance and provision of essential public services such as access to water, education, and quality health services among others.

(iv) Promoting partnerships among State, Local Governments, NGOs, CBOs and private sector.

(v) Establishing and updating urban information system.

1.1.2 Rationale

The challenges confronting urban governance are daunting, being more structural in nature. Addressing some of these challenges will require responses from the tiers of government - federal, state as well as local government. To effectively tackle the problem might necessitate legislative and policy responses from the three tiers of government. Consensus building among the stakeholders around the subject matter might require providing evidenced based advocacy technical reports and communication materials that are likely to emanate from the output of this project.

In terms of urban governance, there is little information on quantitative impact of good urban governance and how this impact on the lives of the urban dwellers to achieve sustainable development in Nigeria. Factual data on these aspects can be used to improve planning and implementation to promote good urban governance.

This particular proposal results from the collaboration between UNDP and UN-HABITAT, as an off-shoot of the new UNDAF (2009-12) and UNDP CPD to respond to the observable urban governance challenges. Both agencies feel that their complementary strengths (mission, competencies and resources) provide a good foundation to achieve the main objective of this project.

1.1.3 Stakeholders and Target Beneficiaries

Stakeholders of this project will be the different actors involved in urban governance at the three-tier government levels as well as the CSOs/CBOs.

The direct beneficiaries of the project will be local government, policy makers, legislators, producers and users of data for planning, monitoring and evaluation of development programmes. The indirect beneficiaries are all development partners, Civil Society Organisations, (CSOs), urban dwellers (male and female) who would be involved in all aspects of the project implementation.

2. Strategy

The strategy is hinged on adopting a participatory approach and contemporary methodology and tools for the assessment of the challenges of good urban governance in Nigeria drawing on relevant experiences and best practices. Since there have been several studies undertaken in the area of assessing challenges to good governance in Nigeria, with merits and demerits, special precaution will be taken to ensure that a robust approach is adopted to overcome all known demerits. Thus, the first starting point is to agree on the framework to be applied, which will be the product of a well research methodology and comprehensive literature review. The study will utilise sound participatory and local led governance assessment methodology focusing on key issues of good governance. The goal will be to ensure that the methodology

adopted recognizes, validate and further strengthen the inherent capacity of communities for collective learning, knowledge creation and sound communal practices and support for good urban governance

The key elements of the strategy include a thorough-going process of community engagement, a robust facilitation process, skills building and identification and leveraging social capital to ensure sustainability. The community engagement process will entail a series of inclusive and participatory dialogic encounters. This will build and nurture relationship between community members and interveners and among community members leading to identification, exploration, adaptation and acceptance of viable and technically sound assessment and solutions.

The process will be anchored on multidisciplinary teams of trained and skilled facilitators who will mobilize participants, coordinate community discussion activities, guide and document the process. To ensure an effective process, there will be capacity building workshops at three-tier government levels.

Under the framework of the project and in consultation with the relevant authorities, UN-HABITAT as the specialized agency for urban issues and in partnership with the UNDP, will review and assess the existing coordination mechanisms for urban governance at Federal, State and LG levels and recommend strategies for improvement.

To achieve the objectives of the project, 8 cities are selected from the six geo-political zones, viz, Lagos, Benue, Kaduna, Gombe, Imo, Akwa-Ibom, Ondo and Anambra and FCT.

2.1 Past and Related Work

In 2001, UN-Habitat launched the Good Urban Governance (GUG) campaign in Nigeria. At the end of this campaign, seven norms of governance were adopted by the country including decentralization, subsidiarity, efficiency, effectiveness, transparency and accountability, civic engagement, participation and security. The UN-HABITAT has further developed an urban governance monitoring index. The UN-HABITAT is involved in the promotion of slum-upgrading of Lungwa and Gwarangdok in Jos, under the water and sanitation programme, providing technical assistance for water and sanitation extension to peri-urban communities. At the global level, several works have been undertaken on governance assessment in the African and Latin American contexts, by UN-HABITAT

The World Bank funded a major project called the Lagos Metropolitan Development and Governance Project (LMDGP) focusing on provision of infrastructure, slum upgrading and city beautification. In addition, the Cities Alliance, in collaboration with the Government of Nigeria, UN-HABITAT and USAID, approved a technical assistance project for Nigeria to carry out an assessment of the contributions of the large metropolitan cities to economic growth of the country. These initiatives are helping to gradually bring urban issues to the fore of development agenda in the country.

At the global level several works have been undertaken on governance assessment in the African and Latin American contexts by UN-HABITAT.

2.2 PROJECT FRAMEWORK

2.2.1 Impact

This project will strengthen the capacity of LGs to mobilize resources and provide a veritable stock of data that could be utilised for planning and monitoring.

The results of this project will feed into the local version of the poverty reduction strategies (NEEDS, SEEDS and LEEDS) at the state level and therefore capable of influencing allocation of funds and public investments, thus ensuring a long-term perspective for financing urban development.

Furthermore, adequate consideration will be give to threats related to environmental degradation by introducing Environmental Planning and Management (EPM) process to reduce the enormous costs expended on environmental degradation, therefore saving fund for other urban development priorities.

2.2.2 Outcomes

(i)   Reinforcement of stakeholders-driven policy dialogue on good urban governance in Nigeria.
(ii) Development, internalisation and application of assessment indicators, methodologies and data collection instruments on good urban governance.
(iii) An expanded and up-to-date knowledge and data base on urban governance.
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2.3 Outputs and Activities

Pre-programme implementation activities:

(i)   Set-up Programme Implementation committee and identify stakeholders at the three-tiers government structure
(ii)   Convene a multi-stakeholder forum on assessment of urban governance in Nigeria.
(iii) Recruit experts and set-up programme implementation committee and offices

Budget: USD$55,000

2.3.1   An inventory of existing governance indicators and the associated information base in Nigeria in place.

Activities:

(i)   Map indicators and sources of information on urban governance
(ii)   Conduct a comprehensive literature search and compile a bibliography and short summaries on assessment of governance and participatory approaches.
(iii) Prepare technical publication on sources and abstract of literature on Urban governance assessment in Nigeria

Budget: USD$20,000

2.3.2.   A framework for assessment of urban governance exists in Nigeria, including identification of appropriate indicators, methodologies and sources conducted.

Activities:

(i)   Review existing literature to identify relevant indicators, methodologies, analytical tools, process management, and policy advocacy.
(ii)   Prepare a framework subject to review and agreement for conduct of governance assessment.
(iii) Develop a broad agreement on methodology, analytical framework for assessment of urban governance, drawing from international norms, technical standards and experience in the field

Budget: USD$25,000

2.3.3 Reliable data on urban governance assessments for a sample of small, medium and large urban areas exists in Nigeria (data collection, analysis and reporting).

Activities:

(i)   Organize training of trainers on the use of the Framework for governance assessment.
(ii)   Conduct urban governance assessments using a network of national and sub-national academic, civil society and policy advocacy institutions.
(iii) Analyze data
(iv)   Prepare technical reports subject to technical review
(v)   Organize stakeholders consultation on the Technical report

      (vi)   Finalize report for publication and dissemination

Budget: **USD$175,000**

2.3.4 'Urban Governance Information Resource Centres' sited in each of the 8 cities and FCT.

Activities:
      (i)   Identify and strengthen existing institutions suitable within the cities to house the Urban Governance Resource Centre.
      (ii)   Institutionalise the framework into the statistical framework of the country to ensure regular collection and updating of data on urban governance.

Budget: **USD$45,000**

2.3.5.   One or more major policy advocacy initiatives aimed at reaching key target groups developed.

Activities:
      (i)   Prepare a communication strategy
      (ii)   Prepare advocacy materials around issues of urban governance.
      (iii)   Organize stakeholders-led 'Urban Dialogues' to disseminate the findings of the assessment and review issues, challenges and responses to the governance of urban areas in Nigeria.

Budget: **USD$40,000**

2.4 Sustainability

- The programme is designed to ensure that the Federal government and the benefiting States and Local governments make commitments to sustain the project beyond its lifespan. The selected states and LGA authorities will ensure continuity through provision of incentives to the statistical offices and support the urban resource centre in their domain.
- Institutionalization of governance framework in the respective LGs/cities is a key strategy to achieving sustainability of the project.
- Lessons learned will be documented, shared and made accessible for use and replication as appropriate.
- Post project Institutional capacity building and learning will be ensured through the close interaction of UN-HABITAT with the beneficiaries and partners organisation.

2.5 Risks and Assumptions

2.5.1 The risks are presented in table 1

Table 1: Risk Matrix

Risk	Impact	Probability	Mitigation
1. Reluctance of urban LGAs to participate in the project activities	Delay in project implementation	High	Early advocacy and sensitization visits to the selected states and LGAs.
2. Poor participation at community level	Poor sense of ownership and loss of participatory approach at community level	Low	Participatory needs assessment at community level. Advocacy visit to LGAs Chairmen and Community Leaders in the selected communities to emphasize the goals and benefits of the project. Engage in multi-stakeholder consensus-building dialogue to reach

			endogenous identification of problems and solutions guaranteeing more ownership over change process to increase the likelihood of sustainability.

3. IMPLEMENTATION AND MANAGEMENT ARRANGEMENTS

3.1 Institutional Framework and Coordination

The will be executed under the National Execution (NEX) modality with National Bureau of Statistics as key partner. A Project Management Committee (PMC) will be appointed for overall management of the project. The PMC will comprise key stakeholders and will include National Planning Commission, UNDP, UN-HABITAT, NBS, ALGON, FMWH, civil society organisations and Academia. The National Planning Commission or UNDP will chair the PMC while UN-HABITAT will serve as a secretary for the Committee. The key functions of the Committee are attached as **Annex 3.**

The National Project Co-ordinator who will be responsible for the day-to-day management of the project will ensure that there is coherent project organization structure and logical set of plans. S/he will monitor and control the progress of the project at a strategic level; effectively track and mitigate project risks; brief the PMC about the project's progress and organize quarterly PMC meetings. The National Co-ordinator will oversee the activities of the project and conduct regular meetings with the aim of achieving the project objectives. S/he will ensure that the project produces the results specified in the project document to the required standard and quality. Terms of reference is attached as **Annex 4.**

At the state level, the Ministry responsible for local government matters will be involved in the implementation of this project, with the assistance of the National Co-ordinator, shall establish a Project Implementation Committee with membership from the supervising ministry for Local Government Affairs, State Planning Commission, representative of benefiting LGAs, a representative NGOS and CSOs. The supervising department shall have the responsibility of overseeing the day-to-day management of the project. It will make routine decisions on behalf of the State Implementation Committee and consult with the National Co-ordinator on policy and technical issues before taking any action.

Local Government Councils are not only strategic for fostering local ownership of the assessment, but also for securing a commitment to use governance indicators and assessment results in local policymaking (the use of governance data can greatly empower the local councils). At the local level, the anchor institution will be identified, namely the academia that will mobilize key stakeholders and help establish the "Steering Committee" with a representative membership (by age, gender, indigenous status, party, governmental and non-governmental, etc). The anchor institution will coordinate assessment activities; support the convening of local/national conferences on the good urban governance assessment, etc. The anchor institution will be a major convener of a multi-stakeholder dialogue and act as a lead advisor on technical questions. The anchor institution will coordinate the activities of the various local governments that made-up the urban centre

3.2 Methodology

The assessment of good urban governance will focus on the 8 selected cities of Lagos, Kaduna, Makurdi, Port Harcourt, Onitsha, Uyo, Akure, Gombe, and Abuja.

This project will be implemented as a country-led governance assessment process and therefore, it will employ a framework that will be owned and driven by local actors. The framework to be adopted will probe governance issues beyond the formal existence of democratic institutions, and focus more importantly, on their performance. It will also link assessment to reform to enable government/parliaments to draw from the data generated to make informed policy/legislative decisions. It will benefit from the methodology already developed by IDEA[1], which aptly documented achievements and challenges linking assessment to reform, as well as the lessons learned from previous assessment experiences.

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[1] See IDEA (2008): *Assessing the Quality of Democracy: An Overview of the International IDEA Framework*. The full version of the Guide is also available at: http://www.idea.int/publications/aqd/index.cfm

Since corruption is a major issue in local and urban governance, the design of the framework will draw from valuable lessons and tools contained in the OGC publication on assessment methodologies for governance assessment in Africa undertaken for 42 countries to embrace the collection of qualitative and quantitative data, using both subjective and objective indicators[2]. Literature is replete with some of these tools and methodologies that have been used for assessing governance in Nigeria. The project intends to improve on this methodology.

Due diligence will be taken to disseminate the result of the assessment base on the strategy contained in the OGC publication on how to use the data generated by national measurement tools to inform real-life policy formulation and empower nationally-driven anti-corruption reform agendas[3].

Special attention will be devoted to guarantee participatory approach to the assessment and to ensure an inclusive process in developing and implementing the assessment framework. This is to guarantee that the concerns, rights and interests of vulnerable groups are reflected in the assessment and to ensure that the assessment is rigorous so that the data generated is seen by local stakeholders as valid and credible evidence to inform policy decisions. Among others indicators to be selected for investigation are issues related to transparency and accountability, corruption, genders issues, poverty, security, decentralization, development planning etc. Therefore it will draw from UN-HABITAT[4] rich framework on urban governance indicators, tools for promoting transparency, pro-poor approach to access land. It will also draw on the OGC guidelines on measuring democratic governance using pro-poor and gender sensitive indicators**.**

3.2.1 Communication

Training workshops will be organized for the core team members and recruited enumerators to familiarize them with the detailed questionnaires that are going to be administered during the study. The core team members will be assigned as deemed necessary to the various zones as the study progresses to ensure adequate collection of data and compliance with laid down rules. All collected information and data will be collated, 'cleaned', classified, analyzed and tabulated as necessary. Trends and deductions will be derived from the computed indices for appropriate or logical conclusions and recommendation of workable strategies. Further analysis as described later in this section will be carried out to arrive at the output.

3.3 Technical support and project staff

Within the aforementioned organizational set-up, technical support will be provided by the following expertise:
- One National Project Coordinator: 12 months (TOR in **Annex 4**);
- 2 National Consultants on Urban Planning, Local Governance, Gender and Local Economics (TOR in **Annex 5**)
- 4 National Consultants/Consulting firms with bias in Urban Planning, Environment, Governance, Statistics, Gender and Community Mobilization (TOR in **Annex 6**).
- UN-HABITAT headquarters staff from the operational and technical divisions who will ensure adequate operational and technical backstopping to the project;
- OGC Staff who will ensure adequate operational and technical backstopping to the project;
- Local Institution/NGOs sub-contracted to mobilize local participation from the selected cities comprising the local institutions and NGOs
- 1 National Consultant to develop Data Capture and Analysis Instrument: 1 month
- One International Consultant on Good Urban Governance Assessment/Local Governance Assessment: 1.5 months

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[2] See OGC publication on *Mapping of Corruption and Governance Measurement Tools in Sub-Saharan Africa*

[3] See OGC Publication on *User's Guide to Measuring Corruption*. See also *User's Guide to Measuring Decentralized Local Governance.*

[4] See UN-HABITAT publications on key strategies/tools to promote transparency at the local level; Urban Governance Indicators, and

3.4 Operational Modalities (procurement, contracts, training, etc.)

1. Procurement

The procurement of inputs and equipment will be executed according to UNDP rules and regulations. Wherever possible, local contractors and suppliers will be utilized to provide basic services and supplies. This would expedite procurement and delivery of inputs for all the components of this project.

2. Coordination and complementarities with other interventions

The project has been designed and will be conducted as part of the national strategy to promote good governance in the country. It is complementary to existing UNDP supported projects on local governance as well as UN-HABITAT supported programmes on the preparation of city development strategies in Anambra and Nasarawa States.

3.5 Work plan

(Annex 1)

3.6 Government Inputs

The Government of Nigeria will provide counterpart staff at federal, state and local government levels to participate in the implementation of the project activities. The government will also collect and disseminate crucial information and chair all necessary meetings to ensure effective coordination under the framework of this project. Government facilitates the process by making its contribution in cash and kind through provision of technical staff, provision of offices and other logistic supports required for the successful implementing of this project.

3.7 Donor Inputs

UNDP will provide USD355,000 (details in annex 2) for the execution of the project. The funds would be administered under NEX modality subject to existing UNDP financial regulations. Further funds will be mobilized from other sources.

3.8 Legal Context

This Programme Support Document shall be the instrument referred to as such in Article 1 of the Standard Basic Agreement between the Government of Nigeria and the United Nations Development Programme, signed by the parties on 12 April, 1988.

The host country, executing and implementing agencies shall, for the purpose of the Standard Basic Assistance Agreement, refer to the Government cooperating Agency described in that Agreement.

The following types of revisions may be made to the project document with the signature of the UNDP Resident Representative only, provided that he is assured that the other signatories of the project document have no objections to the proposed changes:

(a)   Revisions in, or additions to, any of the annexes of the project document;
(b)   Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the re-arrangement of inputs already agreed to or by cost increases due to inflation; and
(c)   Mandatory annual revisions, which will rephase the delivery of agreed, project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility.

Technical Support Services

This is to cover the technical expertise provided by UNDP, OGC and UN-HABITAT to ensure proper implementation, monitoring, evaluation and reporting of the project implementation. It provides for

technical backstopping (site visits) and expert technical support from UNDP Headquarters and UN-HABITAT, including participation in programme formulation meeting.

4. OVERSIGHT, MONITORING, MANAGEMENT INFORMATION & REPORTING

4.1 Oversight and Reviews

The UNDP in collaboration with UN-HABITAT will carry out quarterly review of progress of the project workplan and budget review.

The National Project Coordinator will regularly assess project progress and alert on the problems encountered and recommend solutions to the Project Management Committee.

4.2 Monitoring and Knowledge Sharing

The Project monitoring will be conducted in accordance with the established UNDP procedures and jointly with other stakeholders', which include representatives of UNDP, UN-HABITAT, NPC, NBS, State, LG and other partners including the Academia, NGOs and CSOs/CBOs.

4.3 Monitoring Framework and Evaluation

In accordance with the programming policies and procedures outlined in the UNDP Programme and Operations Policies and Procedures (POPP), the project will be monitored through the following:

Within the annual cycle

- ➢ On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table.

- ➢ An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.

- ➢ Based on the initial risk analysis identified, a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.

- ➢ Based on the above information recorded in Atlas, a Quarterly Progress Reports (QPR) shall be submitted by the Project Manager to the Project Management Committee through Project Assurance, using the standard report format available in the Executive Snapshot.

- ➢ a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project

- ➢ a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- ➢ **Annual Review Report**. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.

Annual Project Review: Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Management Committee and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

The reporting on the achievements will be integrated into the overall national governance programme and urban management policies and legislations. The monitoring will be based on the objectives, results and activities in the project document and the workplan. The monitoring and evaluation will track progress against the expected results and workplan. It will also comprise quarterly progress and final reports and the documenting lessons learned and best practices. Regular documentation on specific issues in relation to strategy, systems, procedures, results achieved as well as constraints will be recorded by the office of the National Co-ordinator and disseminated to UNDP and other relevant stakeholders. The National Project Co-ordinator shall forward two copies of the quarterly monitoring report to UNDP, UN-Habitat and NBS for information and appropriate action.

A mid-term review shall be conducted at the end of the 6 months to analyse design and effectiveness of the project approach. The mid-term review report shall be forwarded to the Project Management Committee for review, input and ratification The project evaluation will be carried out in the last quarter of the project implementation. Two copies of the final report shall be forwarded to UNDP, UN-Habitat and government for information and appropriate action.

At the end of project activities, government will present the project achievements and suggestions for possible follow-up/development interventions, to the UN system and donor community and other stakeholders.

4.3 Communication and Visibility

Government in conjunction with UN-HABITAT will ensure the preparation of the necessary documentation and publications on the process, achievements, and best practices for effective communication and advocacy. Government shall ensure the visibility of UNDP, UN-Habitat and other donors contributing to the project.

4.4 Reporting Schedule

The inception report will be prepared by the National Coordinator with a detailed workplan of the project execution in consultation with and clearance by the UNDP, UN-Habitat and the government.

Quarterly reports will be written to assess the extent to which the project's scheduled activities have been carried out, the outputs produced and the progress towards objectives realized with suggestions for any corrective actions where necessary.

The National Coordinator in collaboration with the UN-HABITAT will prepare a draft final report towards the end of the project in accordance with UNDP PPOP. This report will contain a complete review of activities undertaken, major results achieved, problems encountered and the impact on the beneficiaries. A section on recommendations and lessons learned, presenting guiding principles for future interventions, will also be included.

The reports shall be forwarded to the Project Management Committee for review and input before final reports are prepared. Two copies of all reports (inception, quarterly, mid-term and end of project) shall be made available to UNDP, UN-Habitat and government for information and appropriate action.

Work plan

Activities / Months	1	2	3	4	5	6	7	8	9	10	11	12
Set-up Programme Implementation committee and identify stakeholders at the three-tier government structure	■											
Convene a multi-stakeholder forum on assessment of urban governance in Nigeria.	■											
Recruit expert and set-up programme implementation committee and office	■	■										
Output 1 – An inventory of existing governance indicators and the associated information base in Nigeria in place.												
1.1 Map indicators and sources of information on urban governance			■	■								
1.2 Conduct a comprehensive literature search and compile a bibliography and short summaries on assessment of governance and participatory approaches.			■	■								
1.3 Prepare technical publication on sources and abstract of literature on Urban governance assessment in Nigeria					■							
Out put 2: A framework for assessment of urban governance developed and tested exists in Nigeria, including identification of appropriate indicators, methodologies and sources.												
2.1 Review existing literature to identify relevant indicators, methodologies, analytical tools, process management, and policy advocacy.	■	■	■	■	■	■						
2.2 Prepare a framework subject to review and agreement for conduct of governance assessment.	■	■	■	■	■	■						
2.3 Develop a broad agreement on methodology, analytical framework for assessment of urban governance, drawing from international norms, technical standards and experience in the field	■	■	■	■	■	■						
Output 3: Urban governance assessments for a sample of small, medium and large urban areas in Nigeria (data collection, analysis and reporting) conducted.												
3.1 Organize training of trainers on the use of the Framework for governance assessment.							■	■	■	■		
3.2 Conduct urban governance assessments using a network of national and sub-national academic, civil society and policy advocacy institutions.							■	■	■	■		
3.3 Analyze data collected							■	■	■	■		
3.4 Prepare technical reports subject to technical review							■	■	■	■		
3.5 Organize stakeholders consultation on the Technical report							■	■	■	■		
3.6 Finalize report for publication and dissemination							■	■	■	■		
Output 4: 'Urban Governance Information Resource Centres' sited in each of the 8 selected cities and FCT.												
4.1 Undertake a Rapid Assessment of national institutions and determine the specific institution(s) that could house the Urban Governance Resource Centre.	■											
4.2 Institutionalise the framework into the statistical framework of the country to ensure regular collection												■

and updating of data on urban governance.				
Output 5: One or more major policy advocacy initiatives aimed at reaching key target groups developed.				
5.1 Prepare a communication strategy				
5.2 Prepare advocacy materials around issues of urban governance.				
5.3 Organize stakeholders-led 'Urban Dialogues' to disseminate the findings of the assessment and review issues, challenges and responses to the governance of urban areas in Nigeria.				

Project Budget

Activity 1	Pre-programme Implementation	
Code	**Description**	**Amount**
71600	Travel	5,000
71400	Service Contract – Individuals	35,000
72100	Service Contract – Companies	10,000
74500	Miscellaneous	5,000
	Sub- Total	**55,000**
Activity 2	An Inventory of Existing Governance Indicators	
71600	Travel	5.000
71400	Service Contract – Individuals	10,000
74500	Miscellaneous	5,000
	Sub-Total	**20,000**
Activity 3	A Framework for Assessment of Urban Governance	
71600	Travel	10,000
71400	Service Contract – Individuals	10,000
74500	Miscellaneous	5,000
	Sub-Total	**25,000**
Activity 4	Completed Urban Governance Assessment	
71600	Travel	15,000
72100	Service Contract – Companies	150,000
74500	Miscellaneous	10,000
	Sub-Total	**175,000**
Activity 5	Urban Governance Information Resource Centre	
71600	Travel	5,000
74100	Equipment	35,000
74500	Miscellaneous	5,000
	Sub-Total	**45,000**
Activity 6	Policy Advocacy Initiatives	
71600	Travel	10,000
71400	Service Contract – Individuals	10,000
72100	Service Contract – Companies	15,000
74500	Miscellaneous	5,000
	Sub-Total	**40,000**
Grand Total		**360,000**

Annex 3

Project Management Committee Specific Responsibilities

During the period of implementation of the project, the Project Management Committee will;

- Provide overall guidance and direction to the project, ensuring it remains within any specified constraints;
- Address project issues as raised by the Focal person(s);
- Provide guidance and agree on possible counter measures /management actions to address specific risks;
- Agree on Project tolerances in the Annual Work Plan and quarterly plans when required;
- Conduct regular meetings to review the Project Quarterly Progress Report and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans;
- Review Combined Delivery Reports (CDR) prior to certification by the Implementing Partner;
- Appraise the Project Annual Review Report, make recommendations for the next AWP, and inform the Outcome Committee about the results of the review;
- Review and approve end project report, make recommendations for follow-on actions;
- Assess and decide on project changes through revisions.

At the time of project closure, the Project Management Committee will:

- Assure that all project deliverables have been produced satisfactorily;
- Review and approve the Final Project Review Report, including Lessons-learned;
- Make recommendations for follow-on actions to be submitted to the Project Management Committee;
- Commission project evaluation (only when required by partnership agreement);
- Notify operational completion of the project.

Terms of Reference
National Project Co-ordinator

Overall responsibilities: The Project will be overseen by a National Project Co-ordinator who has the authority to run the project on a day-to-day basis on behalf of the Project Management Committee within the constraints laid down by it. The National Project Co-ordinator is responsible for management and decision-making for the project. The National Project Co-ordinator prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost. The project coordinator will be technically supervised by the UN-HABITAT.

Specific Responsibilities*:*

- Manage the realization of project outputs through activities;
- Provide direction and guidance to project team(s)/ responsible party(ies);
- Liaise with the Project Management Committee or its appointed Project Assurance roles to assure the overall direction and integrity of the project;
- Identify and obtain any support and advice required for the management, planning and control of the project;
- Responsible for project administration;
- Liaise with any suppliers;

During the running of the project the Project Co-ordinator will:

- Plan the activities of the project and monitor progress against the initial quality criteria;
- Mobilize goods and services to initiative activities, including drafting TOR and work specifications;
- Monitor events as determined in the Monitoring & Communication Plan, and update the plan as required;
- Manage requests for the provision of financial resources by UNDP;
- Monitor financial resources and accounting to ensure accuracy and reliability of financial reports;
- Manage and monitor the project risks as initially identified in the Project Brief appraised by the LPAC, submit new risks to the Project Management Committee for consideration and decision on possible actions if required; update the status of these risks by maintaining the Project Risks Log;
- Be responsible for managing issues and requests for change by maintaining an Issues Log;
- Prepare the Project Quarterly Progress Report (progress against planned activities, update on Risks and Issues, expenditures) and submit the report to the Project Management Committee and Project Assurance;
- Prepare the required Project Reports, including the Annual Review Report, and submit them to the Project Management Committee;
- Based on the review, prepare the Annual Work Plan for the following year, as well as Quarterly Plans if required.

At project closure the National Project Co-ordinator is required to:

- Prepare Final Project Review Reports to be submitted to the Project Management Committee;
- Identify follow-up actions and submit to Project Management Committee for consideration
- Manage the transfer of project deliverables, documents, files, equipment and materials to national beneficiaries and prepare financial reports for signature by UNDP.

Qualification: S/he should possess advance University Degree in any of the following disciplines, Urban and Regional Planning, Governance and Development Management, Environmental Governance or Environmental Economics with a minimum 15 years experience

Duty station   : Abuja with travel to the project sites

Duration   **:** 12 months

Terms of Reference

**National Consultant on Urban planning Local Governance,
Gender and Local Economics**

Overall responsibilities:

This project will be implemented as a country-led governance assessment process and therefore, it will employ a framework that will be owned and driven by local actors. It will require extensive literature review to identify key indicators that will be suitable urban governance in Nigeria. The framework to be adopted will probe into governance issues beyond the formal existence of democratic institutions, and focus more importantly, on their performance. It will also link assessment to reform to enable government/parliaments to draw from the data generated to make informed policies/legislations). It will benefit from the methodology already developed by IDEA, OGC, UN-HABITAT and others which have aptly documented achievements and challenges on linking assessment to reform, as well as the lessons learned from previous assessment experiences.

Specific Tasks:

- Carry out extensive literature surveys and reviews on good governance generally and in particular on Nigeria.
- Ensure an inclusive process in developing and implementing the assessment framework
- Ensure that the assessment is rigorous analytical approach to produce acceptable data that can inform policy decisions.
- Synthesis the information and develop an inventory of existing governance indicators.
- Prepare a report on inventory of existing governance indicators
- Design a framework for assessment of urban good governance.
- Conduct one-day workshop for stakeholders to review the report on the inventory and the designed framework for input and fine-tuning.
- Conduct TOT for selected consultants/firms on good urban governance indicators.
- Finalize the framework incorporating the suggestions from the stakeholders' workshop.
- Prepare final report on the inventory and the framework for governance assessment.

Deliverables:
1) Report on inventory of existing governance indicators:
2) Framework for assessment of good governance
3) Final report on the inventory and the framework for governance assessment

Qualification: S/he should possess advance University Degree in any of the following disciplines, Urban and Regional Planning, Governance and Development Management, Environmental Governance or Environmental Economics with a minimum 15 years experience

Duty station : Abuja

Duration: 3 months

Terms of Reference

National consultants/consulting firms with bias in urban planning, environment, governance, statistics, gender and community mobilization

Overall responsibilities:

This project will be implemented as a country-led governance assessment process and therefore, it will employ a framework that will be owned and driven by local actors. It will require extensive literature review to identify key indicators that will be suitable urban governance in Nigeria. The framework to be adopted will probe into governance issues beyond the formal existence of democratic institutions, and focus more importantly, on their performance. It will also link assessment to reform to enable government/parliaments to draw from the data generated to make informed policies/legislations). It will benefit from the methodology already developed by IDEA, OGC, UN-HABITAT and others which have aptly documented achievements and challenges on linking assessment to reform, as well as the lessons learned from previous assessment experiences. The selected cities are: Lagos, Abuja, Kaduna, Onitsha, Akure, Gombe, Makurdi, Port Harcourt and Uyo.

To carry out the assessment in the field, the services of 4 national consultants/firms will be required. The consultants/firms will carry out the following specific tasks.

- Keep abreast with all background documents on the project especially the report on the inventory of existing good governance indicators and framework for assessment.
- Participate in the TOT on framework for assessment.
- Organize a sensitization workshop for key stakeholders in each of the cities assigned and prepare report.
- Identify, recruit and train field assistants in the use of the agreed framework for the assessment of good urban governance in the cities assigned.
- Collect, collate and analyze the data collected using agreed data capture and analysis tool.
- Prepare draft report.
- Organize workshop for key stakeholders in each of the assigned cities to present the draft report.
- Prepare final report incorporating the input from the stakeholders' workshop.
- Submit 5 hard copies and soft copies of the report and of the data.

Qualification: The consultants/firms should specialize in conducting surveys including data collection, analysis and reporting on general development and socio-political issues. The prospective consultants should possess advance University Degree in any of the following disciplines, Urban and Regional Planning, Governance and Development Management, Environmental Governance or Environmental Economics with a minimum 15 years experience. The prospective firms should have not less than 5 years experience in similar field.

Duty station: Assigned cities

Duration: 3 months