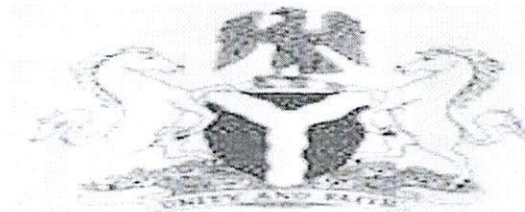




NIGERIA GOVERNORS' FORUM

PEER REVIEW REPORT

ON

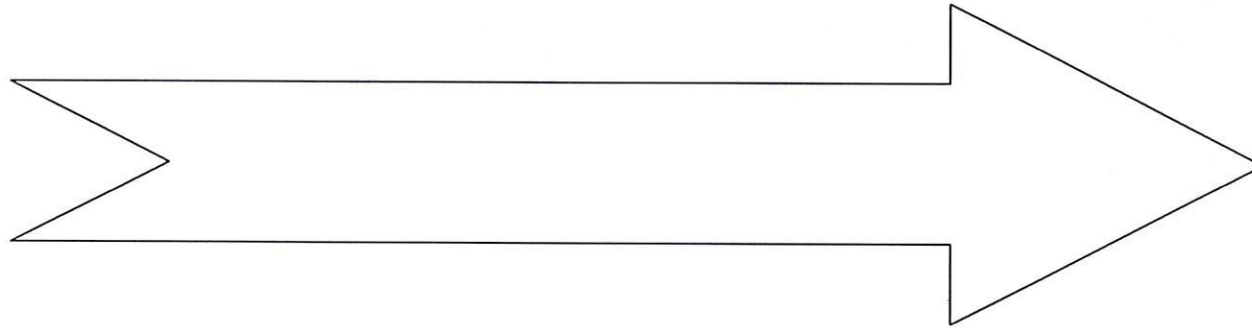


KWARA STATE

December, 2010

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PART 1: PREAMBLE

- ❖ Acknowledgements
- ❖ Political Map of the State
- ❖ State Fact Sheet
- ❖ Historical Background

ACKNOWLEDGEMENTS

I wish to most sincerely thank His Excellency, Dr. Bukola Saraki, CON, Chairman of the Nigeria Governors' Forum and Executive Governor of Kwara State, for his excellent leadership of the Governors' Forum and the support he accorded to the State Peer Review Exercise in Nigeria. I am equally thankful to all the 36 State Governors for their invaluable contribution to the success of the review and facilitating the State Peer Review Tours.

Again our unalloyed gratitude goes to, His Excellency Bukola Saraki, the Executive Governor of Kwara State, and the good people of Kwara State for their hospitality and warm reception of members of the Review Mission during the exercise.

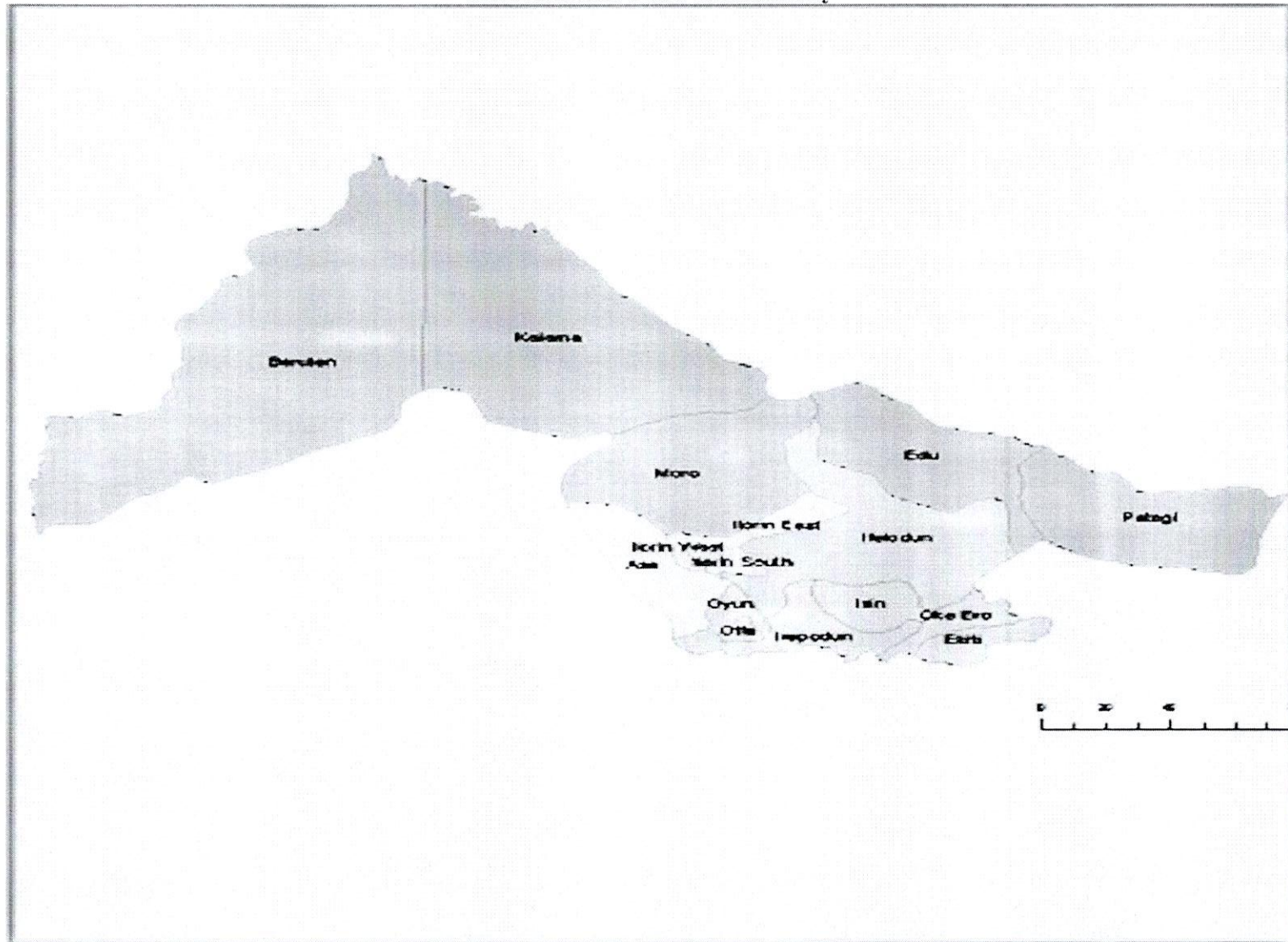
The mandate of the Peer Review Exercise is drawn from the National Economic Council's decision of January, 1999 where it was decided that all thirty-six states of the federation should review themselves; modelled after the African Union (AU) Peer Review Exercise. The key objective is to benchmark best practices across states; develop learning-points; and create comparative indices within the sub-national governments. Pursuant to these objectives therefore, the NGF Secretariat identified the following core areas of focus: **Health; Education; Infrastructure; Agriculture & Water; Economy, Budget and Internally Generated Revenue (IGR)**. These areas of focus emerged from serious thought-provoking intellectual processes, and general consensus amongst the Governors.

I wish to thank our development partners, especially the Department For International Development (DFID), State Partnership for Accountability, Responsiveness and Capability for funding the development of tools for a comprehensive State Peer Review Mechanism (SPRM) which is expected to lay the framework that would be used across all thirty-six states of the Federation.

Finally, my sincere appreciation goes to the NGF Secretariat Peer Review Mission: the Secretariat's principal officers; policy consultants/advisors; researchers; the press; and the documentary team for the professionalism and dedication demonstrated during the visits.

A.B. Okauru, Esq.
Director-General
Nigeria Governors' Forum

Kwara State: State of Harmony



Kwara State: Fact Sheet

COUNTRY	NIGERIA
STATE	KWARA
DATE CREATED	27 th MAY 1967
CAPITAL	ILORIN
GOVERNOR	HIS EXCELLENCY BUKOLA SARAКИ
TOTAL AREA	36,825km ²
AREA RANK	9 TH /36
LGAs	16
POPULATION ESTIMATE (2006)	2,365,353
POPULATION RANK	31 ST /36
DENSITY	42.5/km ²
GDP (2007)	\$3.84 BILLION
GDP PER CAPITA (2007)	\$1,585

Acronyms and Abbreviations

APRM	Africa Peer Review Mechanism
Arc.	Architecture
AU	African Union
CBWM	Community-Based Water Management Committees
DFID	Department for International Development
DG	Director-General
ECA	Excess Crude Account
E-Payment	Electronic Payment
FCT	Federal Capital Territory
FGN	Federal Government of Nigeria
FRA	Fiscal Responsibility Act
GDP	Gross Domestic Product
HDI	Human Development Index
HIV	Human Immune Deficiency Virus
ICT	Information and Communication Technology
IDB	Islamic Development Bank
IGR	Internally Generated Revenue
ILO	International Labour Organisation
IRS	Internal Revenue Service
IT	Information Technology
JVCs	Joint Venture Contracts
KW	Kwara
KWSG	Kwara State Government
LGAs	Local Government Areas
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MOU	Memorandum of Understanding
MVAO	Motor Vehicle Administration Office
NEC	National Economic Council
NECO	National Examination Council
NEEDS	National Economic Empowerment and Development Strategy

NEPAD	New Partnership for African Development
NGA	National Governors Association
NGF	Nigeria Governors' Forum
NPC	National Planning Commission
NRC	Nigerian Railway Corporation
NURTW	National Union of Road Transport Workers
PFM	Public Financial Management
PHC	Primary Health Care
PPB	Public Procurement Bill
PPP	Public-Private Partnership
PRNS	Peer Review of Nigeria States
SA	Special Assistant
SCAC	State Cash Allocation Committee
SCIP	Strategic Community Involvement Partnership
SCR	Standard Control Reports
SEEDS	State Economic Empowerment and Development Strategy
SLL	Statements of Lessons Learnt
SMDAs	State Ministries, Departments and Agencies
SOPs	Standard Operations Procedures
SPRM	State Peer Review Mechanism
SPV	Special Purpose Vehicle
SSG	Secretary to the State Government
TB	Tuberculosis
TWG	Technical Working Group
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/ AIDS
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
USA	United States of America
VVF	Vesico - Vaginal Fistula
WUA	Water Users Association

Slogan: State of Harmony

Capital: Ilorin

Historical Background

Kwara State is located in North-Central Nigeria. It was created on the 27th of May 1967 when the Federal Military Government then led by General Yakubu Gowon converted the four regions that then constituted the Federation of Nigeria into twelve states. At its creation, the state was made up of the former Ilorin and Kabba Provinces of the then Northern Region and was initially named the West Central State but later changed to Kwara, a local name for the River Niger. Kwara State shares common boundaries with Niger, Kebbi, Oyo, Osun, Ekiti and Kogi States. It maintains an international boundary with the Republic of Benin to the West. Kwara state is currently governed by His Excellency, Bukola Saraki of the PDP.

Geography

Kwara state has an area of 36,825 km² and co-ordinates of 8°30'N 5°00'E. The vegetation of the state comprises of rainforest in the southern parts and wooded savannah, covering the larger part of the state. The soil is alluvium and the state is well watered by the various tributaries of the Niger River which run through hills and valleys, none of which rise to any great height. The western part of the state is at a slightly higher altitude than the eastern. The annual rainfall ranges between 1000mm and 1500mm. The months of December and January coincide with the cold and dry harmattan period. Average maximum temperatures vary between 30°C and 35°C.

Local Government Areas

The state has 16 local government areas: Asa, Baruten, Edu, Ekiti, Ifelodun, Ilorin East, Ilorin South, Ilorin West, Irepodun, Isin, Kaiama, Moro, Offa, Oke-Ero, Oyun, Pategi.

Demography

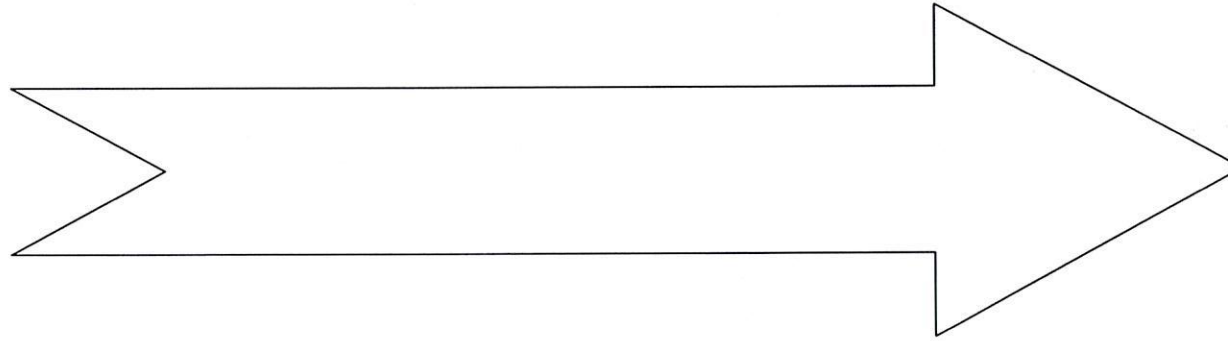
According to the population census of 2006, the state had 1,193,783 males and 1,171,570 females making a total of 2,365,353.

Ethnic Composition and Culture

The principal ethnic groups in Kwara State are: Yoruba, Nupe, Bariba and Fulani.

Natural and Mineral Resources

Mineral resources in the state are limestone, marble, feldspar, clay, kaolin, quartz and granite rocks.



PART 2: PEER REVIEW REPORT HIGHLIGHTS

- ❖ **The Nigeria Governors' Forum (NGF)**
- ❖ **Purpose and Objectives**
- ❖ **Specific Key Areas of Focus**
- ❖ **The NGF Secretariat Peer Review Mission**
- ❖ **Methodology of the Peer Review**
- ❖ **Limitations of the Peer Review Methodology**

The Nigeria Governors' Forum (NGF)

The Nigeria Governors' Forum (NGF) was established in 1999 following a multi-party conference of all the thirty-six (36) democratically elected state governors. The conference which was held in Abuja, Nigeria can be rightly described as the inaugural meeting of the Forum. This meeting came in the wake of the general elections of 1999 and was supported by the National Democratic Institute (NDI), a US-based organization and the Canadian-based Forum of Federations (FF).

The NGF brings governors together to share experiences, promote cooperation among States, serving as a mechanism for conflict resolution between states and federal government on the other.

The Nigeria Governors' Forum is registered under Part C of the Companies and Allied Matters Act (CAMA) 1990. Since inception, the NGF has been chaired by:

- Alhaji (Dr) Abdullahi Adamu (Former Governor, Nasarawa State): 1999-2004
- Arc. (Obong) Victor Attah (Former Governor, Akwa Ibom State): 2004-2006
- Mr. Lucky Igbinedion (Former Governor, Edo State): 2006-2007
- Dr. Abubakar Bukola Saraki (Governor of Kwara State): 2007-Date.

In 2007, the NGF headed by Dr. Abubakar Bukola Saraki was restructured for the enormous challenges of governance and development. The first of the efforts to revitalize the Forum was the establishment of a new Secretariat headed by a Director-General and supported by two (2) Executive Directors. Further attempts at institutionalizing the Forum culminated in the appointment of His Excellency, Mr Peter Obi, Executive Governor of Anambra State as Vice-Chairman.

Benchmarking State Governments: Lessons from Previous Efforts

Following the articulation of the National Economic Empowerment and Development Strategy (NEEDS), the National Planning Commission (NPC) in collaboration with development partners developed a set of benchmarks for measuring four areas of state governments' performance in 2005: policy, budget and fiscal management, service delivery, and communication and transparency. The four areas were those highlighted in the State Economic Empowerment and Development Strategy (SEEDS) developed by States in 2004. SEEDS drew on the federal government's National Economic Empowerment and Development Strategy (NEEDS) adopted in early 2004 that articulated national programmes for economic growth, public sector reforms and poverty reduction. A second SEEDS benchmarking exercise was carried out in 2006 and a report on the achievements and weaknesses of States as revealed by the exercise were published. Since several States reacted negatively to the ranking in the benchmarking report of 2005, the 2006 benchmarking report was not ranked and subsequent rounds beyond 2006 were discontinued.

Mandate of the States' Peer Review Exercise

At the onset of debates regarding the best way to optimize the utilization of the Excess Crude Account (ECA), the National Economic Council, (NEC), in 2007, concluded that there was the need for the States throughout the federation to peer review themselves. Consequently, the NEC, which also has all the 36 (thirty-six) States Governors as members, agreed and mandated its Secretariat to carry out a peer review exercise across the 36 States

of the Federation. As a follow-up to the NEC decision, NGF mandated its Secretariat to engage a pool of Policy Consultants/Advisors across key sectors that would carry out the exercise.

It is important to note that, the Secretariat of the NGF toured the 36 states of the federation as part of a preliminary effort to gather general information, develop a set of benchmarks, identify unique practices and document challenges to development efforts at the state level. The NGF Secretariat now has a robust library of information on all the states in addition to reaching out to the networks of officials, persons and institutions around our principals.

Purpose and Objectives

The objective of this initial peer review tour is to assist States to improve their development performance through periodic reviews of progress in the implementation of their development policies, plans and programmes.

The exercise is also expected to achieve the following key objectives:

- a. Evaluate the existing capacity around the State Chief Executive, the Governor.*
- b. Benchmark commendable and innovative practices by the State that could be of mutual or exclusive benefit to other states and promote cooperation among states; and encourage experience sharing through peer pressure.*

- c. *Assess the states' strengths and challenges within the identified thematic areas on the basis of which a state's Programme of Action will be drawn up to redress the identified challenges as part of the review process.*
- d. *Make appropriate value-based recommendation(s) for the Government's optimal performance within the thematic areas of: agriculture and water resources, economy and budget, education, health, infrastructure and finance, and internally generated revenue.*
- e. *Promote good governance through enhancement of transparency, accountability, participation and communication; achieving better service delivery (timeliness, quality and public access) nation-wide through the progressive improvement of policies, planning, budgeting and public service reform on the one hand, and core sectors such as education, health, roads, and agriculture on the other.*

Specific Key Areas of Focus

The State Peer Review Exercise focused on some key thematic areas critical to the fulfilment of the constitutional responsibility of state governments. The functions assigned to State Governments under the constitution are partly shared concurrently with the Federal Government, and partly with local governments. All the non-enumerated or residual functions are the exclusive responsibility of the State Governments. There are however, jurisdictional overlaps, which sometimes made it difficult to precisely determine and assess the performance of each tier of government in the delivery of certain services.

The scope of the Peer Review essentially covered only a select set of core sectors common to all state governments: health, education, agriculture, environment, economy and budget, internally generated revenue, and infrastructure (i.e. roads and physical construction in core sectors and public financial management). These sectors were assessed taking into account the following:

- **Governance and Strategy:** *Existence of evidence-based policies; reflection of state priorities; existence of strategies that would actualize policies; and existence of targets to measure policy actualization.*
- **Financial Resource Management:** *Prudence in fiscal and budget management; linkage of budget to policies and strategies in the core sectors; existence of realistic budget; timelines for budget implementation with expected deliverables; mechanisms that support better public service delivery; use of State resources to support economic development and growth.*

- **Service Quality Assurance:** *Access to service, quality of service, efficiency (timeliness) of service and customer satisfaction in the core sectors.*
- **Citizens' Engagement:** *Participatory inclusiveness of policy and planning process, budgeting process; role of civil society in policy process; existence of feedback mechanism for citizens to report on service dissatisfaction.*
- **Monitoring and Evaluation:** *Existence of performance monitoring and evaluation system in the areas of plans, budget, programmes and projects; use of findings to improve performance; data quality; data presentation and availability to end-users.*

Kwara State was, however, assessed against general good practice on each indicator and not against other states as part of the guiding principles adopted by the technical panel.

Methodology of the Peer Review

The Assessment Instrument for the Peer Review of Kwara State subsumed the entire state's executive, legislative and judicial arms of government into one entity which was further divided into 6 (six) key thematic policy areas thus: agriculture and water resources, economy and budget, education, health, infrastructure and finance, and internally generated revenue. The thematic areas were delineated along the line of what is considered as fully representative of the various critical sectors of the economy. Thus, the assessment instruments were developed by the Policy Consultants/Advisors to cover three core issues: (i) the objectives of the assessment for each

thematic/sectoral area to be assessed; (ii) the relevant standards, codes and conventions and best practices; and (iii) the questions that the assessment will seek answers to and their specific indicators and benchmarks. Meanwhile, the guiding principles ensured that the peer review assessment process was participatory and inclusive, credible, politically non-threatening, and professionally competent. The following were key steps adopted that defined the methodology:

- a. The data and evidence reviews were managed through three principal layers: MDAs' Interactive Sessions in plenary, Technical Sessions with designated State Officials, and a debriefing with the Governor. The MDAs' Interactive Session in plenary was followed up with physical confirmatory and observatory and guided inspection visits to designated projects and activity areas.
- b. Two major sources of data constitute the evidence base for this assessment; data from primary and secondary sources. These were instrumented through a randomly domesticated questionnaire which was complemented by desk research for reviewing relevant documentation on the thematic areas. There were also elite/decision-maker interviews and focused group inspection of project sites, operational documents, work decision tools and focused group discussions.
- c. The General Session was conducted to provide opportunity for the State Officials to present their programmes, achievements and challenges in plenary.
- d. Technical Interactive Session was conducted to assist the Peer Review Team to weigh the balance of reliability of the information and related matters contained in the substantive submissions and presentations

by the State. Thus, the technical session provided a good opportunity for comprehensive discussions on all issues that would have been otherwise considered too ‘sensitive’ to be discussed openly in plenary; or those other matters that may have been considered boring to non-related technical persons.

The scheduled visit to Kwara State took place between Sunday, 26th July and Thursday, 29th July, 2009. The NGF Secretariat Mission comprised of its Principal officers, Policy Consultants/Advisors, Researchers and Media Team; each of the six (6) thematic areas were anchored by a dedicated Policy Consultant/Advisor i.e. those of agriculture and water resources, economy and budget, education, health, infrastructure and finance, and internally generated revenue.

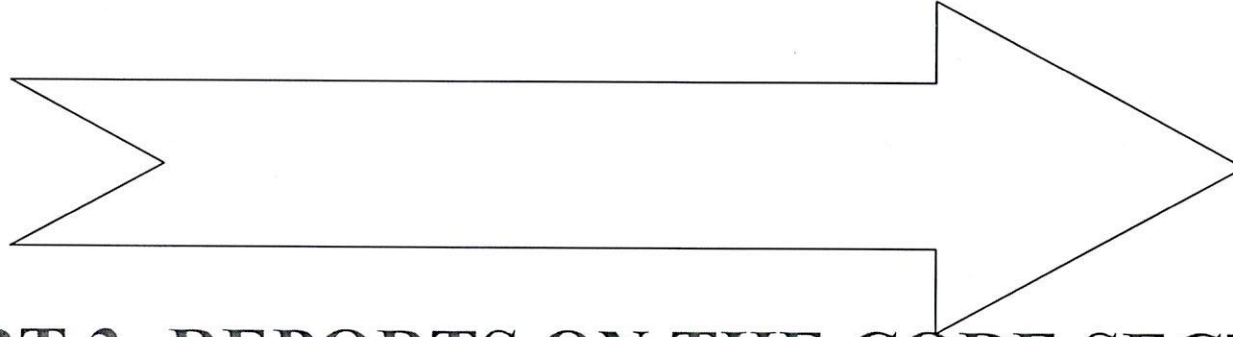
The team arrived in Ilorin on Sunday, the 26th of July, to begin a four-day inspection of projects executed by the administration of His Excellency, Dr. Bukola Saraki. The team, however, could not immediately set out on its mission in Kwara State, due to the one-day working visit of His Excellency, the President of the Federal Republic of Nigeria, Alhaji Umar Musa Yar’Adua to Ilorin the capital of Kwara State on Monday, 27th July, 2009.

Thereafter, the team commenced its tour of Kwara State and was taken round to see some key and very important projects embarked upon by Saraki administration, most important of which are his initiatives at the Shonga Agriculture project and the Ganmo Electrification project. The President of the Federal Republic of Nigeria, His Excellency, Alhaji Umar Musa Yar’Adua had commissioned these projects the previous day. Those inspectors were concluded with an interactive session with the executive members of Kwara State government, the meeting was presided by His Excellency, Dr. Abubakar Bukola Saraki, the governor of Kwara State and the Chairman, Nigeria Governor’s Forum.

Limitations of the Peer Review Methodology

The methodology adopted was, however, limited by the inability of the Policy Consultants/Advisors to access operational source documents in some cases. It was evident that the State officials were not briefed beforehand on the format and extent of technical information that would be required of them. It is noted that the initiative of Peer Review by NGF Secretariat is novel, so this limitation is normal and expected. Thus, the following limitation was observed particularly in Kwara:

- i. It was not possible to access the Audit Working Paper of the Government External Auditors. As well as examine the Minutes of Meeting of the State's Tenders Board and the Auditors' Report thereon.



PART 3: REPORTS ON THE CORE SECTOR

- ❖ **Agriculture and Water Resources**
- ❖ **Education**
- ❖ **Economy/Fiscal Policy**
- ❖ **Health**
- ❖ **Infrastructure**
- ❖ **Internally Generated Revenue (IGR)**

AGRICULTURE AND WATER RESOURCES

A) Assessment Indicators: Water

- ✓ Water Treatment Plants (with potentials of meeting the water needs of the century)
- ✓ UN standard of 100 litres /person with running capacity of at least 12 hours per day
- ✓ Availability of solar-based plants
- ✓ Maximal reticulation within the state
- ✓ A buffer stock of treatment chemicals
- ✓ Quality of manpower
- ✓ Presence of WUA (Water Users Association) and CBWM (Community-Based Water Management Committees)
- ✓ Installed storage tank of 1 million litres
- ✓ Absence of water hawkers on major streets

B) Assessment Indicators: Agriculture

- ✓ Comprehensive Agricultural Policy
- ✓ Effective and efficient fertilizer distribution system
- ✓ Effective tractor hiring unit (at least 100 units)
- ✓ Micro-credit facilities to farmers
- ✓ Rapid pest control mechanism squad for pest control
- ✓ Well trained extension delivery system
- ✓ Presence of post-harvest processing and storage facilities
- ✓ Co-operatives, farm centres, agricultural, vocational and skill acquisition centres
- ✓ Specialized livestock units

Benchmarks

- ❖ Kwara State's niche area is agriculture. The Kwara State Commercial Agriculture Initiative in Shonga, otherwise known as the 'Zimbabwean Farmers Project' is the flagship agriculture project of the State. The project currently employs 2600 men and women. This is considered the best commercial agricultural project in Nigeria.
- ❖ The Back-To-Farm programme, the pilot agriculture programme started in June 2003, only one month after the inauguration of the Dr. Bukola Saraki administration has been extremely successful. It serves as a channel for primarily needy farmers with seedlings, chemicals and land for cultivation. From the initial 100 farmers that participated in the inaugural phase in 2003, the number of participating farmers has grown to 1,361, bringing about 1600 hectares of land under cultivation across the 16 local government areas of the state with rice, cassava and maize being the dominant crops.

Key Observations

Agriculture

- ❖ The poultry and the dairy sector of the farm project are already into full scale packaging of their products for sale to the public. The poultry farmers are now processing on daily basis 10,000 broilers in their abattoir while the dairy sector is now producing for sale 50,000 litres of milk on daily basis.

- ❖ Bee-keeping is another agricultural activity that has been quite popular with a large number of Kwara youths. The increased demand for natural honey both nationally and internationally, provides a major inspiration for these youths seeking opportunities. Through the Youth Employment Office, 400 young men and women enrolled for training in bee-keeping. Each of them was set up with 10 bee-hive boxes. The results began to emerge when the first set of natural honey produced by the trainee bee-keepers was presented to the public. The honey is currently widely sold in the open market and through the state ministry of commerce.
- ❖ The farmers in the poultry sector, who aside from owning their different poultry farm are into partnering with other poultry syndicates to establish a feed mill plant, capable of producing 10,000 bags of feed per day, expresses the challenges facing them as poor variety of Soya bean seeds, poor research facility and exorbitant exercise duty at 27% paid on imported machineries.
- ❖ Fish farming has also provided another vista of opportunities for youths. 70 youths have been trained on the skills for managing small-scale fish ponds with a start-up capital of about N60, 000. With opportunities for 2 harvests per year, these youths could easily double their investment in a year with opportunities for expansion.
- ❖ Kwara State ultra-modern cashew processing factory located in Ogbondoroko in Asa Local Government Area is another major avenue for employment generation. The processing unit has an

annual processing capacity of 300 metric tonnes of raw cashew and employs up to 500 workers at take-off and over 1000 at full capacity.

- ❖ The success achieved by the 'New Nigerian Farmers' in Shonga has led to the establishment of the Integrated Youth Training Farm (IYTF) at Malete. The institution is focused on teaching students modern agriculture techniques. There is also a strong focus on the business side of running a profitable commercial farming operation. After graduating, each participant is given five hectares of cleared farmland and a loan to help them resettle as commercial farmers.

Water

- ❖ With acute shortage of potable water distribution to the over 2 million people in Kwara State, and to tackle this problem, the government, has procured three borehole rig for the purpose of providing borehole water for the people in the rural areas.
- ❖ The government has also initiated the rehabilitation of ninety-three semi-urban water works. Only eight of that number are said to be functioning when Dr, Bukola Saraki assumed office as governor. Now, His Excellency, has rehabilitated seventy-eight of those water works thus far, remaining fifteen to be completed.
- ❖ The major turn-around maintenance of water supply in Ilorin is at the Asa Dam which was built in 1979 and has since been denied attention. The dam, which was constructed to supply 12.5 million gallons of water per day, was by the year 2003 only

capable of distributing less than 4 million gallons per day thus necessitating the N1.2bn rehabilitation work at the dam which now generates 13.5 million gallons per day. The government also awarded for construction for another treatment plant which generates 12 million gallons of water per day. Now, Asa dam is generating 25.5 million gallons of water per day.

- ❖ In order to fully utilize the capacity of water being generated and treated at Asa Dam, there arises need to construct another high and low lift pump station at N2.2bn while the reticulation pipes, which have been laid since 1978, are awarded to CGC Construction for replacement at N6.5bn. These projects are being financed with the fund from the bond taken by the government, according to the Commissioner for Water and Natural Resources.

Recommendations

- ✓ Extreme measures should be sought to increase the production of livestock, crops and fish.
- ✓ The state government should consider investing in land irrigation as a means to sustain its agriculture.
- ✓ Poultry should be considered for large scale commercial farming.
- ✓ Sustainable measures for financial large-scale agricultural production needs to be implemented especially via the capital markets.
- ✓ Small scale farmers need additional incentives for motivation especially in the areas of farm inputs, such as; fertilizers, improved seedlings and extension services.
- ✓ Establish agro-allied industries to process the products of the large scale commercial farming.
- ✓ Develop a robust preservation technique and build reserves for excess production.

- ✓ Financial schemes targeted towards small scale farmers via micro finance banks and other semi-informal financing should be implemented.

EDUCATION

Assessment Indicators

- ✓ Policy Document on Standards.
- ✓ Education database.
- ✓ Percentage of annual budget for education.
- ✓ Existence of Special Education (From special need to the exceptional).
- ✓ Extent of IT infusion in curriculum and institution.
- ✓ Curricular Focus, Alignment and Registration, Numeracy and Literacy and extend Maths, Science and Technology.
- ✓ Existence and scope of Vocational / Technical skills, Training for adults and school dropouts.
- ✓ Quality of learning environment.
- ✓ Educational support facilities (Libraries, media centre, laboratories).
- ✓ Functional Educational Inspectorate Infrastructure.
- ✓ Existence of effective professional learning programmes.
- ✓ Existence of teacher resource facilities.
- ✓ Teacher remuneration / welfare package.
- ✓ Students' feeding programmes.
- ✓ Functional Performance evaluation instruments.
- ✓ Standard of sanitary services (custodial).
- ✓ Student support services (Guidance / Counselling, parenting classes, social work).

Benchmarks

- ❖ The state’s vision for Education is driven by the caption: “Every child counts”, is galvanized by the fact that less than 10% of the children in Kwara are privileged to go to private schools. Thus only children of the privileged few attend private schools. The educational charter of Kwara State is geared towards providing quality basic education for all children regardless of their background in the following ways:
 - Reform of primary school curriculum to improve teaching of literacy and numeracy skills.
 - Improving the quality of teaching in schools.
 - Provision of textbooks.
 - Improved teacher quality.
 - Better school inspection
 - Greater accountability
 - Stronger institutions
- ❖ A robust education charter was developed for the state.
- ❖ A Teacher Needs Assessment survey conducted in 2008 has served as a valuable benchmark for structured improvement in the years that followed. Agencies such as the World Bank routinely engage in education support interventions in Kwara State, a sign that the policies of the state government are trusted to deliver. The College of Education at Oro has been the subject of reform initiatives, ongoing teacher training has been conducted and improved monitoring of performance has been achieved by the establishment of a Quality Assurance Bureau.

Key Observations

- ❖ The “Every Child Counts” project of the government, according to the submission of the government, “... is a bid vision which sets out four key goals designed to form the basis for better delivery of education across the state.”
- ❖ The team assesses the level of government’s commitment to infrastructural development of schools in the state, particularly at the rural areas like Dumagi, where a secondary school, Bata-Kinti Comprehensive High School, is discovered to have only five small classrooms to accommodate three hundred and fifty-four students.
- ❖ A major step forward for the children of Kwara was achieved with the delivery in 2009 of at least five free textbooks to each primary school pupil in the state.
- ❖ In support of growing the culture of reading, a three-day book fair was inaugurated by the Kwara State Ministry of Education, Science and technology in collaboration with the Nigeria Educational Research and Development Council (NERDC). This is held in September and gives book publishers an opportunity to showcase their products.
- ❖ While primary education has been a key focus for several years, the state has not neglected the tertiary sectors. The strategy for tertiary education is based on the premise that no society can compete on a global

level without human resources that exhibit market relevant skills. The administration's commitment to this philosophy is evident in the establishment of the Kwara State University, the International Aviation College and the planned International Vocation Centre.

- ❖ The new Kwara State University (KSU) is a key component of the state's plan to boost economic growth. It is envisaged that a larger number of skilled professionals in the state will lead to an increase in investment from companies that require an educated workforce. It is therefore not just about providing education, but about developing the state's human resources on a very targeted level. KSU was established because in the next few years the existing University of Ilorin will no longer be able to cope with the amount of students that the secondary schools are rolling out.
- ❖ The Kwara State Government is currently in the process of establishing an International Vocation Centre (IVC), based on the Dubai Knowledge Village. The administration is holding talks with United Kingdom-based TTE Technical Training Group, the company that established the Dubai facility, to run a similar project in Kwara State. The idea is to develop people's technical skills to enable them to work in industries such as oil and gas, manufacturing, tourism, etc. The major areas of expertise to be trained at the IVC are mechanical engineering, electrical engineering, industrial engineering.

Recommendations

- ❖ To ensure the state can meet the demands for pupil spaces, they should focus on where necessary the expansion of current teaching facilities and construction of new schools.
- ❖ The state should also continue to source trade skilled training and acquisition centres.
- ❖ In order to incorporate equality education for all children regardless of their background. The state should devise a policy framework around “Every Child Counts”, which includes the areas of learning development such as communication and language and numeracy.
- ❖ For the state to meet the goal of improved teaching and to sustain this, the teachers should have access to continued training to guarantee they fulfil their teaching
- ❖ Additional vocational training centres and special education schools need to be built.
- ❖ Teacher Resource Centre needs to be established at least in every senatorial district.

ECONOMY AND BUDGET

Assessment Indicators

- ✓ Gross Domestic Product (GDP)
- ✓ Per Capita Income
- ✓ Natural Resource Endowment/Exploitation
- ✓ Index of Economic Activities
- ✓ Poverty Level
- ✓ Inequality Measure
- ✓ Human Development Indicator
- ✓ Frameworks for Public-Private Partnership (PPP) Arrangement
- ✓ Documents on Development Plan
- ✓ Data Availability

Assessment Indicator Budget

- ✓ Budget Size
- ✓ Recurrent Expenditure component (as a percentage) of total expenditure
- ✓ Capital Expenditure component (as a percentage) of total expenditure
- ✓ Internally generated revenue component of Total Revenue
- ✓ Budget/project monitoring frameworks
- ✓ Budgeting process
- ✓ Linkage between budget and development plan goals
- ✓ Legislation on Fiscal Responsibility Act (FRA) and Public Procurement Bill (PPB).

Benchmarks

- ❖ To fully realized this objective of alleviating poverty by providing gainful employment in the agricultural sector, the government has established an agricultural training centre at Molete in Ilorin for the training of one hundred youths in practical agriculture after which the youths are assisted to access loan of ₦850,000 each from banks. That loan is to start off the youth in agricultural practice on five hectares of land that is provided each of them in their respective local government areas where they are expected to share the benefits of their training with the local farmers for improved productivity.
- ❖ Micro Finance Banks in the state are to enable small scale business owners to have easy access to soft loans to boost their business, as part of the poverty alleviation programme. Microfinance Banks in the state are established, a project in which the government holds 10% equity while 90% equity belongs to private investors of the bank.
- ❖ Agro allied industries are emerging targeted towards complementing the commercial agriculture.

Key Observations

- ❖ Kwara State currently has numerous sizeable industries, producing essentially consumer goods through the combined efforts of both government and the private sector. Indeed, the fact that they all employ almost

entirely Nigerians, as well as produce some of the basic needs of the people makes them particularly significant in the landscape of Kwara State.

- ❖ There are large number of small-scale establishments in both urban and rural areas, and these include pottery, beads-making and local clay lanterns at Ilorin; black soap and carved stools making at OdoOwa; leather works at Ajasselpo; local soap making at Ilofa; mortar and pestle making at Lafiagi and Patigi; tie and dye at Offa; camp construction at Kaiama; and blacksmithing at Ilorin.
- ❖ Apart from the obvious economic and social benefits that have been well-documented elsewhere, Zimbabwean Farmers Project' this initiative has however become a major employer of labour in the State, especially within the community where it is located. The project currently employs 2600 men and women who earn monthly salaries ranging between N7, 500 and N20, 000. This level of income within the rural community of Shonga has significantly improved the livelihood of the workers and their families. Following the success of the Shonga commercial agriculture project, the Kwara State Government is now looking at attracting a new group of farmers and investors to the Commercial Farming II project.
- ❖ The major enterprises in the state include Kwara Furniture Manufacturing Company Limited, Ilorin; Gateway Insurance Co. Ltd., Ilorin; Kwara Hotels Ltd., Ilorin; Patigi Rice Mill, Patigi; Ijagbo Breweries Ltd, Ijagbo; Kwara Paper Converters Ltd., Erinlie; the Nigerian Sugar Company, Ltd., Bacita; Nigerian Yeast and Alcohol Manufacturing Co., Bacita; Savannah Precast Concrete and Terrazo Co. Ltd., Ilorin; United

Foam Products, Nig. Ltd., Ilorin; Oro Bicycle Industry, Oro; and the Prospect Textile Mill Ltd., Ilorin, amongst others.

- ❖ The State Government also has both small and medium-scale credit schemes for would be investors in these categories, while those interested in big plants can always take advantage of the Kwara Investment Company (KINCO), which is a state-owned development finance institution for industrializing the state. The government also renders special assistance to both local and foreign capital investments, which aim at utilizing the resource endowments of the state. It makes it possible for would-be investors to obtain their certificate of occupancy (C of O) within one month of submission of application to the government.

- ❖ Local Sourcing of Raw Materials: There are no major economically viable minerals in Kwara State today. On the other hand, there are very good prospects in the agricultural sector; hence local sourcing of raw material for industrial purposes will depend on the success of agricultural development. Thus, aside from the agro-allied industries there are other industries which depend heavily on raw materials that are sourced from elsewhere, including the overseas.

STATUS OF THE FISCAL RESPONSIBILITY AND PUBLIC PROCUREMENT BILLS

Kwara State has passed both the Fiscal Responsibility and Public Procurement Bills.

HEALTH

Assessment Indicators

- ✓ Programmes Functionality of Strategic health plan
- ✓ Access to health services through PHC
- ✓ Budget health percentage with performance
- ✓ Implementation of Maternal and Infant mortality programmes
- ✓ Implementation of Immunization Programmes
- ✓ Functionality of Health Financing programmes
- ✓ Development of Health systems
- ✓ Access to Emergency Medical Services
- ✓ Health Training Institutions in the state
- ✓ Special Intervention

Benchmark

- ❖ Noteworthy is the Health System Development Project. The project has recorded tremendous achievements in the promotion of Health Care System in the state. Sequel to the successful extension of the Health System Fund I Project, the state government in collaboration with the World Bank has completed plan for the take off of the second phase of the project now known as the Health System Development Project II.
- ❖ Robust primary health care policy, coupled with sound implementation outcomes.

Key Observations and Other Findings

- ❖ First to receive attention in the health sector was the Vision 2020 programme which was meant to eradicate all causes of avoidable and preventable blindness among the inhabitants of the state. The right of sight is an essential aspect of the fight against poverty because a blind individual is incapable of carrying out any productive venture. The eventual introduction of the Vision 2020 programme brought about the free eye care programme where over two hundred people were operated upon for cataract while over 700 eyeglasses were given out to people free of charge. This gesture went a long way in giving sight to those who would have totally gone blind.
- ❖ A major stride taken in the health sector is the construction of an oxygen plant at Sobi Specialist Hospital to take care of the special needs of hospitals in north-central geographical zone. The plant

became necessary because the basic air of survival for mankind is oxygen. It will not only serve the three States of Kwara, Kogi and Niger, the States co-owners, but will also be available for sale to other hospitals in the north-central geopolitical zone. In fact, oxygen so produced can also be used for industrial purpose like welding.

- ❖ The increasing high rate of accidents on Nigerian roads has also necessitated the decision of the Dr. Bukola Saraki's administration to construct Ambulance Points along the four major highways that enter the state. The four points are equipped with functional new ambulances and other medical facilities that would take care of accident victims and emergencies on the major highways and homes.
- ❖ Arrangement has also been concluded to rehabilitate 36 hospitals in the state. These hospital's status would be enhanced with the provision of the much-needed facilities for their functionality.

Other developments in the health sector include:

- Upgrading, renovation and construction of primary and secondary health facilities.
- Mandatory construction of doctors' quarters by sixteen local government councils.
- Provision of State-of-the-Art Medical equipment and adequate and effective drugs for the aforementioned facilities.
- Yearly free medical week in collaboration with foreign medical personnel.
- Establishment and scale-up of Community Health Insurance Scheme (CHIS) in the state.
- Malaria-free Kwara programme for pregnant women and 0-5 year's old children in the state.

- Aggressive implementation and adequate coverage of immunization activities in the state with legislative and executive backing.
- Effective HIV/AIDS, TB and other disease control activities in the state.
- Collaboration with international partners and agencies.
- Collaboration with traditional/religious leaders for effective healthcare service delivery in the state.
- Bilateral collaboration with University of Ilorin Teaching Hospital.
- Embracing the implementation of integrated maternal newborn and child health strategy of the federal government.
- Implementation of NHMIS in the state.
- Provision of 32-seater bus for College of Nursing, Ilorin.
- Adequate training of manpower e.g. Life saving skills, modified life saving skills and essential obstetric care.

Recommendations

- ❖ Additional training of health workers for hard to reach areas.
- ❖ Additional funding for health training institutions.
- ❖ Expansion of the drug revolving scheme, especially for essential drugs.

INFRASTRUCTURE AND FINANCE

For the purpose of assessing the State's infrastructure, the indicators used are as follows:

A) Regulatory Framework:

- ✓ Infrastructure Reporting Architecture
- ✓ Project Planning
- ✓ Project Expenditure Appraisal/and Project Costing
- ✓ Value-For-Money Analysis
- ✓ Project Ownership/Concentration Analysis
- ✓ Project Monitoring
- ✓ Post- Project Execution Audit
- ✓ Core Statement of Lessons Learnt
- ✓ Sustainability Indicators (Maintenance, Tracking, Swaption, Cash-flow Management, Contract Risk Analysis)
- ✓ Environmental Impact Appraisal
- ✓ Green Index.

B) Finance:

The quality of infrastructure delivery is directly linked to the State's Public Sector Financial Management system, PFM. The PFM addresses critical questions of finance source optimization, proper valuation, custody and security of Government assets; proper measurement and accounting for Government liabilities. To achieve this, eight key PFM indicators are however specified in this report.

These are as follows:

- ✓ Statutory Framework for PFM
- ✓ Government Accounting Indicators (Timing of Report, Content and Scope of Financial Reports, External Audit, Publications)
- ✓ State Government Asset Register for Assets Custody and Liabilities Measurement
- ✓ Auditor General's Report (Legislative Accountability)
- ✓ Internal Control and Quality Assurance
- ✓ Project Finance (Capital Market, Money Market, Borrowings, Grants/Aids, Special Interventions, Recoveries)
- ✓ MDA's Financial Operations
- ✓ Management of Special Funds and Designated Accounts/Accounts Maintained in Foreign Currencies and Foreign Banks

Benchmarks

- ❖ Great strides have been made to enhance power generation and distribution in Kwara State. The recent completion of the Ganmo substation and the rural electrification programme bears witness to this.
- ❖ One of the state government's most important ongoing projects is to establish Kwara State as a logistics and cargo hub. The construction of the cargo terminal at the Ilorin International Airport and the proposed truck terminal are central to the vision.
- ❖ The cargo shed now 98% completed is a twin-chambered edifice with export and import sections. Each of the two sections is 1,260 cubic meters capacity with cold rooms for cold and wet storage of goods that are time-sensitive. The sufficiently generous spaces of the sheds, especially the cold rooms are anticipated to take care of processed products and materials.
- ❖ Sound public financial management framework has been developed and implemented.

Key Observation

- ❖ New facilities such as Ilorin International Airport have been constructed.
- ❖ The state wants to capitalize on its location in the centre of Nigeria and as a gateway to the north and the south of the country. Investors are currently sought to establish a truck terminal a few kilometres from the airport. An area of 90 hectares has been acquired and the architectural, structural and mechanical engineering designs have been completed. The facility will have space for 1000 trucks, a workshop, a truck wash, two petrol stations and a motel, and will also feature an electronic tractor system. In short, it will cater for all the needs of transport and logistics companies.
- ❖ An unprecedented number of roads have been built in Kwara State and the state government will continue with this initiative until every road in the state is of high standard and traffic congestion is at acceptable levels.

Recommendations

- ❖ The state should implement a strategic plan for continued development for sufficient electricity supply for commercial purposes.
- ❖ Robust public private partnership need to be developed especially for commercial Agriculture to complement the success of the commercial agriculture.

- ❖ The state should encourage and explore other sources of funding, especially via the capital market.
- ❖ Expansion of micro financing support for small scale farmers to compliment large scale production.

INTERNALLY GENERATED REVENUE (IGR)

Assessment Indicators

- ✓ Involvement of Government in IGR matters at the highest level.
- ✓ Autonomy of Internal Revenue Service (IRS) from the main Civil Service Bureaucracy.
- ✓ The Percentage Contribution of Internally Generated Revenue in Funding State Projects.
- ✓ Level of ICT infusion in Tax Administration.
- ✓ Non-Direct Tax Sources of Revenue.
- ✓ Debt Recovery Strategy.
- ✓ Level of Involvement of Internal Revenue Service (IRS) on Tax Payers' Education Campaign (Materials and Programmes).
- ✓ Dispute Resolution and Feedback Mechanism between Tax Payers and Internal Revenue Service (IRS).
- ✓ Extent to which the Informal Sector is integrated into tax system.

Identified Benchmarks

- ❖ Political Will from The Government: Granting of Autonomy to the State IRS – Just as contained in the FIRS Establishment (ACT) 2007.
- ❖ Technical Capability: Application of IRS Performance Score Card: - Details of Financial and Non-financial Operational Matrix
- ❖ Tax Administration Reforms: Deployment of Modern Technology in Revenue Generation by using e-Payment technology; systematic computation of time-taken on tax assessment and compendium of tax assessment forms as well as the implementation of strategic community involvement partnership (SCIP) model for enhancing revenue generation.
- ❖ Operational Efficiency: Revenue congruence across all channels/sources and integration of all revenue sources from Ministries and MDAs and the Tax Management Office within The IRS premises (FRSC, Banks and GICT Desk for TIN)

Key Observations and Other Findings

- ❖ Informal sector activities that operated outside government control or the organized private sector was larger than those under the purview of formal control in Kwara State.
- ❖ There is lack of integration of tax planning, urban planning and urban regeneration

Recommendations

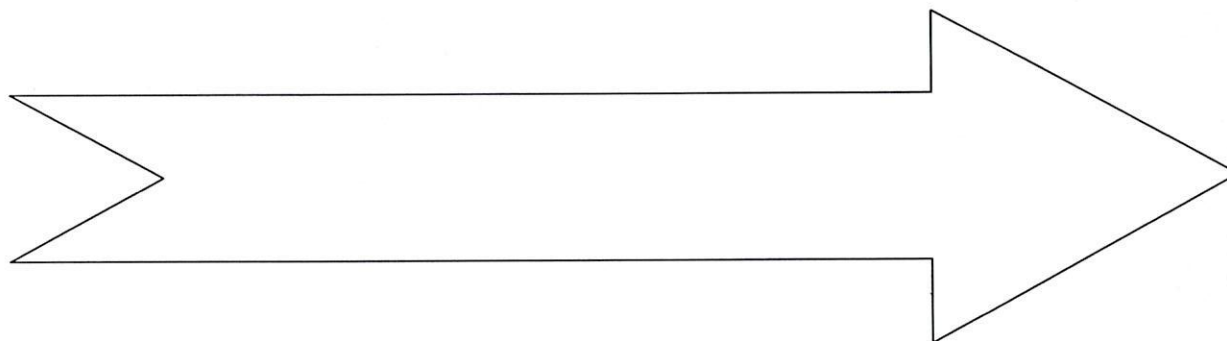
- ❖ Integration of the Informal Sector into the Taxpayers' Data Base: The government of Kwara State needs to immediately deploy proactive measures/interventions built on community/grassroots foundations through Strategic Community Involvement Partnership (SCIP); Formation of Kwara Trade Council; Development of Standard Operations Procedures for the informal sector.
- ❖ Harness the huge untapped IGR potentials from Land; Housing & Urban Development related revenue sources.
- ❖ Introduction of Indirect Taxes/Revenues instead of the application of direct taxes: There is the need to intensify action on indirect taxes. The most common examples are: (1) State Hotel Occupancy, Restaurants and Events Centres Consumption Tax Law, 2009 (as in the Lagos State Consumption Tax). The Law imposes a five percent (5%) tax on all goods and services consumed in Hotels, Restaurants and Events Centres (situated within the territory of Lagos State).
- ❖ Kwara State has the propensity of increasing its ranking amongst African governed entities. The State Gross Domestic Product (GDP), (\$3.84 billion) is greater than that of 17 African countries GDP. These countries are listed on the following table.

KWARA STATE 2007 GDP COMPARED WITH AFRICAN COUNTRIES

Kwara State Gross Domestic Product (GDP), (\$3.84billion) is greater than that of the following 17 African countries' Gross Domestic Product (GDP):

S/N	AFRICA	GDP(\$) BILLION
1	Mauritania	3.16
2	Zimbabwe	3.15
3	Togo	2.89
4	Swaziland	2.84
5	Central African Republic	2.00
6	Sierra Leone	1.95
7	Cape Verde	1.74
8	Lesotho	1.62
9	Eritrea	1.48
10	Burundi	1.10
11	Djibouti	0.98
12	Liberia	0.85
13	Seychelles	0.82
14	The Gambia	0.81
15	Comoros	0.53
16	Guinea Bissau	0.46
17	Sao Tome and Principe	0.18

Source: CANBACK GLOBAL INCOME DISTRIBUTION DATABASE (C-GIDD)



PART 4: TECHNICAL WORKING GROUP (TWG) FOR REPORT IMPLEMENTATION

- ❖ **Policy Consultants/Advisors**
- ❖ **Development Partners**
- ❖ **NGF Secretariat**
- ❖ **Annexure**

Technical Working Group (TWG) for the Report Implementation

❖ Policy Consultants/Advisors

The Technical Working Group (TWG) for the implementation of the findings of this report will be composed of all the Policy Consultants/Advisors that conducted the 1st Peer Review Exercise. Additionally, other subject experts and seasoned practitioners - drawn from academia and private sector – shall also serve as review experts. Accordingly, the Policy Consultants/Advisors through the NGF Secretariat shall be responsible for assisting Kwara State Government in the full implementation of the highlighted policy recommendations as contained in this Report.

❖ Development Partners

A lot of development partners have indicated interest in supporting the Peer Review Exercise. While the first Peer Review Exercise was still ongoing, the Department For International Development (DFID) had already started funding the development of a comprehensive State Peer Review Mechanism (SPRM). Besides, the UN, the World Bank and the entire international community have taken interest in assisting Kwara State especially in those areas of weakness highlighted in this Report. Therefore, the Kwara State Government is expected to leverage this advantage by working with the NGF Secretariat to explore the huge Technical Assistance opportunity that this Peer Review Exercise provides through the Development Partners.

❖ NGF Secretariat

The Chairman NGF, shall provide the overall leadership; this should be supported by all the Governors, especially in ensuring that the highlighted critical observations are noted and the policy recommendations implemented. The Director-General, NGF via the NGF Secretariat shall implement all decisions arising from the Peer Review Report with approval and consultations of His Excellency, The Executive Governor of Kwara State.

ANNEXURE (1)
TECHNICAL PANEL ON PEER REVIEW
NGF SECRETARIAT PEER REVIEW MISSION: PRINCIPAL OFFICERS

S/N	NAME	DESIGNATION
1.	A.B. Okauru	Director-General
2.	L.O.T. Shittu	Executive Director (Strategy and Research)
3.	M.A. Jibia	Executive Director (Administration and Finance)
4.	C.C. Chuku	Head (Legal)
5.	Bode Aiyenimelo	Head (Documentary and Press)

NGF SECRETARIAT PEER REVIEW MISSION: POLICY CONSULTANTS/ADVISORS

S/N	NAME	DESIGNATION
1.	G.U. Owoh B.Sc, M.Sc, Ph.D, FCA	Policy Consultant (Infrastructure and Finance)
2.	A.B. Gambo B.Sc, M.Sc, Ph.D	Policy Consultant (Water and Agriculture)
3.	Olufemi Ayewoh BA, MA, Ph.D	Policy Consultant (Education)
4.	Dale Ogunbayo MBBS, MBA	Policy Consultant (Health)
5.	Prof. Phillips A. Olomola B.Sc, M.Sc, Ph.D	Policy Consultant (Economy and Budget)
6.	I.B. Gashinbaki B.Sc, MLC, CNA, ACTI, CFE, ACSCMP	Policy Consultant (Internally Generated Revenue)

ANNEXURE (2)

LIST OF DEVELOPMENT PARTNERS & DONORS SUPPORTING IMPLEMENTATION OF THE PEER REVIEW REPORTS

- Department For International Development (DFID)
- World Bank
- United Nations Development Programme (UNDP)
- United Nations Children's Fund (UNICEF)
- Bill and Melinda Gates Foundation
- National Governors Association (NGA) USA
- International Labour Organisation (ILO)
- United Nations AIDS (UNAIDS)
- United Nations Educational, Scientific and Cultural Organisation (UNESCO)

ANNEXURE (3)
CONTACT INFORMATION FOR NGF SECRETARIAT PEER REVIEW MISSION

NIGERIA GOVERNORS' FORUM

The Secretariat

1, Deng Xiaoping Street, Off AIT Junction, Asokoro Extension, Abuja

(234)-09-8703926, 09-8703927, 09-8703928

www.nggovernorsforum.org

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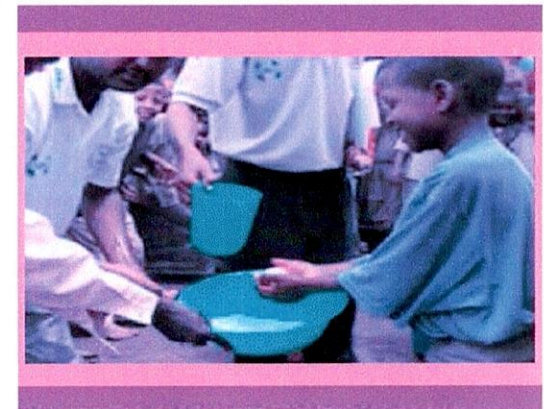
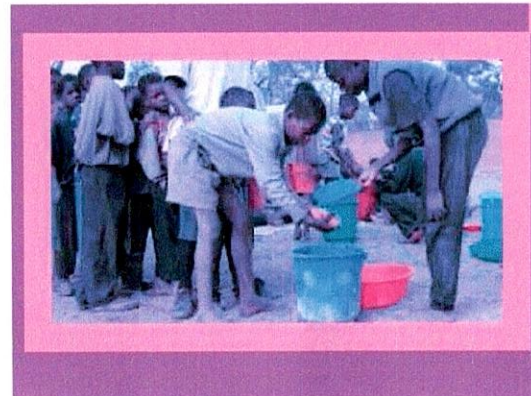
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Dr. Bukola Saraki
Executive Governor, Kwara State

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