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Legislative Strengthening Program for Nigeria (LSPN) Phase II:
Enhancing the Capacity of State Legislatures and Executive Branches of Governments

REPORT OF THE NEEDS ASSESSMENT TEAM

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A

"There must be power in the States and Nation to remould, through experimentation, our economic practices and institutions to meet changing social and economic needs.... Denial of the right to experiment may be fraught with serious consequences to the Nation. It is one of the happy incidents of the federal system that a single courageous State may, if its citizens choose, serve as a laboratory; and try novel social and economic experiments without risk to the rest of the country."

Supreme Court Justice Louis Brandeis

New State Ice Co. v. Liebmann,

Dissenting Opinion, 1932

(as quoted in Laboratories of Democracy, cover page, by David Osborne)

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Chairs of the LSPN State Working Committees
(as of August, 2002)

Adamawa State

Mr. Peter T. T. Audu
Chairman, LSPN/SWC
Executive Chairman
Adamawa State Planning Commission
Executive Governor's Office, State Secretariat

Benue State

Engr. B. O. Oche
Chairman, LSPN/SWC
Secretary to State Government (SSG)
Office of the SSG

Edo State

Honorable Matthew E. Egbadon
Chairman, LSPN/SWC
Speaker of the House of Assembly
Edo State House of Assembly

Enugu State

(Position Vacant)
Enugu State House of Assembly

Katsina State

Honorable Alhaji Sani Sa'Idu Fago
Chairman, LSPN/SWC
Speaker of the House of Assembly
Katsina State House of Assembly

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Special Adviser
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Niger State

Honorable Comrade Mohammed Adams Erena
Secretary to the State Government
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Rivers State

Honorable Chibuike Rotimi Amaechi
Chairman, LSPN/SWC
Speaker of the House of the Assembly
Rivers State House of Assembly

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REPORT OF THE NEEDS ASSESSMENT TEAM

Written and Prepared by:
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August 20, 2002

INTRODUCTION

Background

With the realization that Nigeria needed assistance in addressing the problem of democratization within its various states, USAID/Nigeria awarded MCID a cooperative agreement (No. 620-CA-00-99-00303) to implement the pilot program, "*Legislative Strengthening Program for Nigeria: Enhancing the Capacity of State Legislatures and Executive Branches*" on September 24, 1999. Six states were originally selected for the pilot program: Adamawa, Benue, Enugu, Lagos, Katsina and Rivers. Edo and Niger states were subsequently added to the program in September 2000.

The specific goals of this project were to: (1) enhance state legislators, executive branch officials and staffers' knowledge of the lawmaking process to enable them to effectively and efficiently execute their duties and responsibilities; (2) improve technical capacity so the lawmaking process could be improved; and (3) support and sustain accountable, transparent and participatory democratic governance in Nigeria. This two-year pilot program, which was implemented in collaboration with Development Consultants Network (DCN) and the Nigerian Institute of Social and Economic Research (NISER) in Ibadan, Nigeria, enabled Nigerian lawmakers to become more knowledgeable of their responsibilities and thereby increase their legislative effectiveness.

MCID's cooperative agreement has now been extended to cover an additional two-year period. This extension will enable MCID to continue to work with the original states and explore the feasibility of expanding program participation to additional states. More importantly, it will provide strategic support at the state level as a means of promoting stability and continuity in anticipation of the 2003 Nigeria elections. Phase II will consist of the following program components:

- In-Country Workshops;
- Legislative Attachments;
- Information Technology and Training;
- Orientation/Study Tours;
- Legislative Internships; and
- Establishment of a Nigerian Association of State Legislators.

In this second phase, MCID will collaborate with NISER and the National Black Caucus of State Legislatures (NBCSL). In order to have a stronger presence in Nigeria, MCID will also establish an office in Abuja to ensure that all aspects of the project are fully implemented and monitored. An in-country office will also facilitate on-going improvements in communications between partners as well as overall program coordination.

Defining Features of the Political Context

There are two defining features of the political context within which LSPN II must be implemented:

- First, the 2003 elections, will generate profound instability in the political system. One consequence of this, among others, is that radical turnovers may occur within legislative bodies across the country.
- Second, while an ethos of democratic governance is emerging, it is not yet solidified in the attitudes, habits and behaviors of elected and appointed officials, including the civil service.

One implication of the above stated realities is that NGOs, multilateral institutions, foreign development entities, e.g., USAID, can and must play critical stabilizing roles. This means that LSPN II must be implemented with an eye toward maintaining the level of focus and direction that will enable program achievements during Phase I to reach a stage of consolidation notwithstanding high levels of unpredictability in the external environment.

Why the Legislative Strengthening Program Can Make a Critical Difference

Nigeria achieved its independence in 1960; yet, for most of its period of nationhood, military rule was the predominant order of the day. It would be profoundly naïve to assume that this legacy can easily be reversed in a matter of just a few years. Nevertheless, strategically framed interventions can play a critical role in establishing new directions that will build and consolidate the momentum for a democratic system of governance that is accountable to the citizens of this country.

Peter Audu, Chair of the Adamawa State Working Committee, spoke to the heart of the issue when he noted that the legislative branch of government is the ‘most visible sign, symbol of democracy’ and that, historically, this is the branch that was quickly absolved under military regimes. This is a statement that was echoed throughout the many discussions that took place during the Phase II Needs Assessment process.

Within the context of Nigeria’s long history of military rule, the executive branch of government existed in some form as was the case with the judicial branch. Citizenry, thus, have some conceptualization of the roles served by these two arms of government. The same cannot be said for the third arm of government. Thus, the legacy bequeathed to Nigeria’s newly emerging democracy is a legislative branch of government that is the most vulnerable, least developed, least understood and least empowered. *Yet, it is this branch that serves as the most salient dimension of democracy in Nigeria. And it is this branch of government that will serve as the litmus test for the strength, sustainability and vitality of democratic governance in this country.*

This assessment is not intended to undermine the need for critical investments in the strengthening of political parties, civil society organizations and the rule of law. It is only intended to serve as a statement of political fact, which is that the sustainability of democracy in Nigeria will be heavily influenced by the sustainability of the legislative branch of government. LSPN II is predicated on the assessment that investments in the legislative branch of government are critical to the survival of democracy in Nigeria. Moreover, LSPN II is guided by a recognition that investments at the state level are just as critical as investments at the national level, perhaps even more critical over the long-term.

Laboratories of Democracy: The Program Model for Achieving Results

“There must be power in the States and Nation to remould, through experimentation, our economic practices and institutions to meet changing social and economic needs.... Denial of the right to experiment may be fraught with serious consequences to the Nation. It is one of the happy incidents of the federal system that a single courageous State may, if its citizens choose, serve as a laboratory; and try novel social and economic experiments without risk to the rest of the country.”

*Supreme Court Justice Louis Brandeis
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(as quoted in Laboratories of Democracy, cover page, by David Osborne)*

In the latter 1980s, David Osborne published the book Laboratories of Democracy to demonstrate the important role which state governments can play in reshaping national policy and direction. *Although his book focused primarily on the roles of state governors in implementing new policy and program initiatives, none of these governors would have been successful outside of effective partnerships with the other branches of government, particularly the legislative branch.* The central and underlying premise of his publication was that state governments can play powerful roles in challenging, reshaping and redirecting public policies to maximize the dividends of democracy, so to speak, in ways that prove most beneficial to a nation’s citizenry.¹

LSPN represents a unique opportunity to positively influence the practice of governance in Nigeria in strategic and powerful ways. LSPN is Nigeria’s “laboratory of democracy” at the state level. This innovative, pilot initiative invests in the capacity-building efforts of eight pilot state governments to promote transparency and accountability in public decision-making processes. LSPN also provides a means to identify those policies, practices and programs worthy of replication on a broader scale. To the degree that the lessons, insights and findings that emerge out of this dynamic crucible of change can be used to identify what works and what does not work in the law-making arena, benefits accrue – of an intangible and tangible nature – to the entire nation and citizenry.

Goals of this Report

The purpose of this report is to outline the feedback and input received from various partners and stakeholders during a needs assessment process conducted during the month of May, 2002. The Phase II Needs Assessment process was designed to accomplish three key goals:

¹ David Osborne, Laboratories of Democracy: A New Breed of Governor Creates Models for National Growth (Boston, Massachusetts: Harvard Business School Press, 1988).

1. To engage and stimulate dialogue with state partners and other stakeholders as a means of developing an assessment of the current and future political climate that will define the broader context in which program activities are implemented;
2. To identify the key topics, issues and themes which should guide the design and implementation of various training activities; and
3. To ascertain the degree to which adjustments and modifications will need to be made to the timetable and implementation plan outlined for LSPN II.

With respect to the third goal identified above, the current implementation plan, as originally submitted to USAID, is based upon the following timetable of activities:

Year One

- Establishment of in-country office;
- Recruitment and hiring of in-country staff;
- Series of two in-state workshops;
- One regional workshop: Katsina, Niger and Edo;
- One national workshop;
- Information technology component: assessments and on-site training; and
- Support to attaches; data-gathering activities.

Year Two

- One national workshop;
- One national "train the trainer" technology workshop;
- South Africa study tours;
- U.S. legislative internships;
- Establishment of the Nigeria Association of State Legislators; and
- Continued support to attaches; data-gathering activities.

Description of Needs Assessment Methodology

The Phase II Needs Assessment was conducted during the period of May 1-30, 2002, by a five-member team consisting of Senator Hillman Frazier, Mississippi State Legislature; Mr. Adamu Igoche, USAID Program Manager; Rev. Pamela D. Moore, MCID/Nigeria Country Director; Prof. Eddy C. Ndekwu, Nigerian Institute for Social and Economic Research (NISER); and Dr. Khulekani Sitole, MCID Southern Africa Regional Director. (See Appendix A. for biographical statements.)

The needs assessment process included a five-day orientation period for team members, including a three-day planning session in Abuja (See Appendix B.); site visits to each of the eight pilot states and a post-visit debriefing session with the U.S. Embassy political officer and the manager of the USAID democracy and governance unit.

Visits within each state were designed to minimally accommodate a one-on-one session with the State Working Committee (SWC) Chair, a two-hour session with working committee members and a one-hour session with the legislative attaches. In most states, additional activities were also incorporated into the program. These included press conferences, courtesy calls with designated leaders in the executive and legislative branches, meetings with stakeholder or constituency groups combined with various social and cultural events.

Appendix C. outlines the protocol utilized to conduct meetings with the various state working committees. In each state, members were asked to respond to three key questions:

1. What have been the key lessons learned from LSPN I, in terms of successes and challenges?
2. What is the vision guiding the evolution of democracy and the role of the legislature in your state?
3. What are your expectations of LSPN II in light of this vision?

In each state, the Chair of the State Working Committee determined the best format and setting for presentation and discussion of the above questions. In Katsina, for example, the team met with the entire sitting assembly. In some instances, committee members were asked to individually respond to the questions while in other states, members were free to provide ad hoc comments according to their interests. In all cases, the dialogue which ensued was insightful, informative, stimulating and engaging.

State visits were conducted over a four-week period and at the conclusion of each week, the needs assessment team met to review the highlights of the previous week and site visit plans for the upcoming week. These sessions were useful in identifying key the key themes and issues which are presented within this document.

Organization of the Report

The body of this report is divided into two sections. The first section of this report identifies the key themes and issues which emerged out of the needs assessment process. Each theme is discussed briefly and specific recommendations are offered for follow-up action. The second section presents and discusses a revised implementation framework for program activities.

The appendix section also includes the notes compiled from various meetings and activities which took place during the needs assessment process (See Appendix D.). Notes compiled during state visits are particularly useful in presenting a flavor of the kinds of issues and perspectives which influence and impact the program context at the state level. These notes provide the primary basis for the themes and issues presented in this report.

SECTION ONE: KEY THEMES AND ISSUES

These topics emerged as recurring themes during the LSPN II needs assessment process:

- Enhancing Legislative Accountability and Constituency Relations**
- The Critical Importance of Legislative Staff, including the Legislative Attaches**
- Infrastructure Support as the Foundation for Effective Law-Making**
- Orienting the Next Generation of Lawmakers (2003)**
- Enhancing Budget and Policy Management Tools – Focusing on the “Nuts and Bolts” to Achieve Greater Impact**
- Building Bridges with Other Branches, Levels of Government -- Making Federalism Work**
- Increasing the Visibility and Role of the States and the State Working Committees**
- Monitoring and Evaluating Impact – A Tool for Broader Replication**

Issues, challenges and opportunities related to each of the above themes will be taken into account in the design and implementation of LSPN II. This section presents a detailed discussion of each theme presented above combined with recommendations and follow-up actions.

Enhancing Legislative Accountability and Constituency Relations

This theme emerged in two contexts: first, in terms of the roles and behaviors of individual legislators and secondly, in terms of the roles and behaviors of the general citizenry. What became apparent is that there is a general frustration with the time and energy required to achieve the "dividends of democracy." According to Chief Ajomale, Chair of the Lagos SWC, "We are so behind in this democratic practice" that one can only surmise that "we are so hungry" for democracy that this will help to ensure long-term sustainability.

A certain ambivalence emerged as to who should be doing what in order to improve legislative effectiveness. In some instances, a certain level of frustration emerged over the difficulty in overcoming negative public perceptions. The Honorable Chibuike R. Amaechi, Speaker of the Rivers Assembly posed the question: "How do we convince the Nigerian people that we are doing a good job in trying to serve their interests? Nigerian people have been conditioned, socialized into receiving negative news more readily than positive news." In Benue, a member of the SWC noted that constituents have a misguided perception of the role of the legislator, believing that he is there to give them money, contracts or access to the governor.

In other instances, legislators acknowledged that there is more that they could be doing to serve the public interests. For example, in Adamawa State the Assembly conducted its own assessment of performance by sending representatives to districts other than their own. One member returned and said "we have cheated the electorate" (by not fulfilling their responsibilities as they should have).

Recommendations and Follow-Up Action:

- With the upcoming elections in 2003, a national conference on this topic would be very timely. Such an event would be an opportune occasion to solicit participation from civil society organizations and other key stakeholders.
- For future workshops, particularly in 2003, every session should include a component which focuses on 1) democratic leadership and 2) constituency outreach and relations. These are topics which are central to the development of an ethos of democratic governance in Nigeria.

The Critical Importance of Legislative Staff, including the Legislative Attaches

There was widespread sentiment that the legislative attaches have served a valuable function even in those states where legislators have been cautious or suspicious of their roles. In Edo State, the Governor's Chief of Staff noted that the attaché assigned to the Governor's Office was a valuable member of the team. He stated that persons initially assigned to his office by the civil service did not have the requisite skills or understanding of the work. This, he noted, further complicated his ability to be effective.

Critical issues which emerged regarding the role of attaches fell into several categories. First, the delay in the execution of MCID's Phase II grant, resulted in a three-month gap in the payment of legislative stipends. While payments have now been issued, morale suffered during this period. Secondly, attaches expressed a desire for better working conditions, e.g., access to computers and work stations. Thirdly, some confusion exists as to how attaches are to be transitioned into the civil service and the degree to which this will affect their working relationship with LSPN. Finally, attaches consistently raised the need for greater investment in their training and professional development, including the opportunity to travel to another more established democratic country.

Both legislators and attaches voiced the need for increasing the participation of other civil service staffers in LSPN training activities. Both recognized the need and importance of acculturating a civil service culture that has historically functioned in a military context to a different vision and understanding of governance. Additionally, attaches felt that involving other staffers would facilitate their own integration into the civil service community.

Recommendations and Follow-Up Action:

Attaches

- An orientation session for attaches should be conducted in the near future to clarify the roles and responsibilities of attaches during this second phase of LSPN.
- Attaché letters of commitment should be reviewed, updated and reissued for Phase II.
- The MCID/Nigeria Country Director and the NISER Project Director should develop an incentives package for attaches within the budget parameters permitted by LSPN II. This package would include certificates of participation for Phases I and II; annual awards; support for the fledgling attaché association and opportunities for mini-internship and research opportunities at NISER or the in-country office.
- NISER should compile an updated list or matrix of the attaches with contact information, employment history, status of absorption and state remuneration packages, etc.
- NISER should renotify states of the commitment to absorption of attaches into the civil service with continuing service to the legislative branch of government. States should be requested to complete the absorption process by August 1, 2002.
- A trip overseas or to another African country cannot be accommodated within the existing LSPN II budget. Nevertheless, the Home Office should explore future funding opportunities for this purpose.

- All attaches should have the opportunity to participate in at least one out-of-state program workshop.
- The issue of technology access will be discussed in greater detail in a subsequent section. The issue of work space may be problematic for MCID to address in that there are certain advisers and staffers attached to the national Presidency who do not have designated offices and work stations. This dimension of resource scarcity can be raised by MCID with SWCs; however, ultimate responsibility for action resides at the state level.

Legislative and Executive Branch Staffers

- MCID recently obtained a grant from the Department of State to conduct a training in legislative drafting for staffers in the eight pilot states. Within the short-term, this will address the more immediate need to reach this particular program constituency.
- MCID should review the budget to determine if there is value in implementing fewer workshops, particularly during 2002, in order to increase participation by other non-legislative stakeholders, e.g., members of the civil service in training events conducted.
- In addition to incorporating staffers in legislative training events, consideration should be given to the sponsorship of workshops or seminars designed exclusively for civil service staff charged with legislative responsibilities, particularly clerks and deputy clerks of the assemblies.

Infrastructure Support as the Foundation for Effective Law-Making

Support for enhanced and continued support for information management and technology was a request made in most, if not every single state visited. Such requests included two components: 1) the need to modernize and update library and resource centers that could support legislative research activities and 2) continued support for technology enhancement efforts. With respect to the former, MCID was asked to assist in the provision of publications, journals and periodicals as well as audio visual equipment.

The latter request related to a cluster of issues arising out of the Phase I technology component in which MCID provided the states with three computers each along with limited technical assistance and training. Yet, in most states, effective integration and use of this technology has remained problematic for a number of reasons:

- In many states, computer technology remains a scarce resource. As a consequence, competition for use of computer equipment is driven or influenced by matters of hierarchy and rank. This has resulted in certain circumstances in which the use of equipment provided may or may not be determined by the goal of improving the work of legislators and attaches.
- Space remains a critical issue in that computer equipment may not be placed in a location that is easily accessible by users.
- In some instances, the prevailing culture is not yet open to and supportive of the use of advanced technology in creative and innovative ways that can result in improvements to the legislative process.
- Finally, without internet access -- which is the case in many if not most states -- the full potential and power of computer technology remains untapped.

Recommendations and Follow-Up Action:

- MCID should explore the establishment of "Adopt-a-State" programs with organizations, e.g., the National Black Caucus of State Legislators, the National Association of State Legislators and the Southern Association of State Legislators. States adopted by such organizations would be eligible for donated journals and resource materials, including books and other training resources. Additionally, such associations could sponsor internships for legislators and staff and connect them with other resource groups in the U.S. and world. *Selection of the initial states for participation in this kind of program would be based on certain criteria, e.g., commitments to honor and support the initial agreement regarding the use of MCID-provided computers, progress made in the development and execution of Phase II partnership agreements with MCID, state participation in in-country workshops, etc.*
- It would be difficult if not impossible for MCID to resource all of the technology and information management needs of even one state. For this reason, states should vigorously pursue the insertion of budget line items which address this critical need.
- Even if MCID had the economic resources to resource the installation of comprehensive technology systems, this would not be desirable. For such systems to be effective, the user population must conduct its own needs assessment and develop a profile of the

desired functions of such a system. This level of ownership by the user population is critical to ensuring that the commitment and will is present to invest in the human capacity-building requisite to the effective use and maintenance of advanced technology. *An organization that is unwilling to bear the costs of acquiring and installing advanced technology will also be unwilling to bear the costs of training, capacity-building and equipment maintenance.* In this regard, it is critical that the states assume a leadership role with respect to the use and role of technology as a tool in the enhancement of legislative and governmental functions.

- The goals of the technology component should be reassessed. Rather than focusing exclusively on end-users, MCID needs to work with the executive and legislative leadership to assist them in designing a technology management plan that will encompass 1) developing an end-user profile, 2) assessment of hardware and software capabilities and needs, 3) a cost analysis, 4) on-going training and capacity-building plan and 5) an equipment maintenance plan.
- A local technology consultant should be employed within the immediate future to corroborate conflicting claims regarding the use of MCID-provided computers in the various states and to make recommendations regarding the design and content of the technology component of LSPN II.

Orienting the Next Generation of Lawmakers (2003)

The 2003 Elections will serve as the critical backdrop for LSPN II. While some partners expressed concerns regarding the viability of the current democratic experiment, others were optimistic that Nigeria's most recent commitment to democracy would demonstrate its potential for long-term sustainability.

In Niger State, the SWC Chair noted that their expectations will be influenced by the national political context. He observed that the absence of stable, long-term democratic institutions makes it hard to engage in long-term planning – “you make investments and then the military comes” and the multilateral institutions, NGOs then leave... Another member of the Niger SWC observed that there is a fear in the minds of the person on the street as to what may happen and that mass education and conflict resolution will be critical to managing and holding back the role and intervention of the military.

In Edo State, however, one labor activist shared that the nation's labor movement has vowed that it will resist any attempts to turn back the clock on democracy. Likewise, The Lagos SWC Chair, as previously noted, asserted that the people's “hunger for democracy” would prove enduring.

Notwithstanding the varied predictions in terms of outcomes, there seemed to be consensus that the 2003 elections will generate conflict and instability in the political climate. More importantly, while state partners seemed a bit hesitant to openly discuss the matter of legislative turnovers, many privately conceded that large numbers of elected officials would not return to office. While it is difficult to evaluate the validity of such claims, such predictions must be taken seriously and factored into the LSPN II implementation process.

Recommendations:

- With respect to the national convening proposed for September – October of this year, components of this meeting should address the topics of campaign organization and management, conflict resolution, and legislative responses to politically motivated violence.
- MCID should be prepared to implement a series of orientation sessions for newly elected legislators immediately following the 2003 elections.
- MCID should assess its proposed workshop schedule against the conflicting claims on the time and energy of legislators that will be imposed during the months leading up to the 2003 elections.

- MCID should assess the role and purpose of the legislative internship component against the backdrop of the 2003 elections. Since only one slot per state is permitted for participation in this activity, selection of applicants should be strategic. For example, would it be desirable to restrict participation to the clerks and/or speakers of the various assemblies?

- MCID should pursue the suggestion raised by Salamatu Mohammed Bala, Commissioner of Education in Adamawa State to pursue some sort of collaborative relationship with the National Orientation Agency, the official government agency charged with providing orientation support to newly elected officials.

Enhancing Budget and Policy Management Tools – Focusing on the “Nuts and Bolts” to Achieve Greater Impact

The need to move from the theoretical to the practical was another consistent theme during dialogues and discussions at the state level. In Enugu State, members of the SWC noted that they wanted deeper, more meaningful exchange with other legislators in the U.S. to make this “more practical” and that “after the theoretical component (of a session) is finished, let’s make it practical and involve everybody – if necessary, making sessions longer to accomplish this goal.

Budgetary and fiscal management concerns surfaced repeatedly in terms of the need to enhance accountability in the deployment and use of public funds. In Edo State, one person noted that the “current budgetary process needs work; every politician tries to throw in his or her favorite projects in order to please his or her constituency; no reasonable forecasting is attempted.”

These and related sentiments are probably reflective of the evolution of the democratic process within Nigeria. In 1999, few were willing to predict that democracy would survive this long and many entered the political arena with diverse expectations of their roles and functions. Increasingly, legislative bodies are focusing on the work of passing legislation and are now concerned with the effectiveness of the implementation and enforcement of laws already on the books.

While the advent of new faces in legislative bodies will require a re-orientation process, so to speak, it is not likely that the desire for a more practical focus will be lost. This needs to be factored into the on-going program implementation process.

Recommendations:

- Budgetary and fiscal management should be given elevated focus in the planning of workshops in Phase II.
- Workshop methodologies should employ case-study and participatory exercises designed to reflect the competing tensions and complexities inherent in the legislative process.
- Workshop facilitators should include legislative practitioners from the U.S. or other African countries who bring direct, practical experience to the learning process.
- Practitioner-trainers who participate in workshop events should be given the opportunity to visit various assemblies to provide hands-on mentoring and technical assistance support to legislators and their staff.

Building Bridges with Other Branches, Levels of Government -- Making Federalism Work

The desire for improved relations with other branches of government and stakeholders was related to several concerns. First of all, although progress has been made in the improvement of executive-legislative tensions, continued work is needed in this area. In Adamawa State, one SWC member observed that they have learned that there are “improper way[s] of interfacing with the executive cabinet, commissioners – some legislators think that whatever is discussed must be addressed “right away” and there is a limited understanding of how institutional bureaucracies function.

In another vein, the need to address executive-legislative relations is directly related to the process of empowering legislators to effectively fulfill their public mandate. As one Enugu official noted, “during LSPN II, we must “wrack our brains” to figure out how to get beyond the situation in which the executive branch holds the legislative branch “hostage” through their power over the “purse strings.”

On a broader level, legislators are increasingly recognizing that their effectiveness is limited when other key players in the system – courts, citizenry, civil society organizations, the civil service – lack a proper understanding of the role of the legislative branch of government. This is related to the recognition that, ultimately, effective law-making requires the development and fostering of alliances across levels and branches of government and with various stakeholders in the democratic process.

Finally, legislators were concerned about their public mandate as it relates to the local government sector. In several sessions, state partners voiced concern about the inadequate level of outreach currently made available to the local government sector. In this regard, the most specific recommendation came from Katsina State in which they requested in writing that training be extended to “Local Government Legislatures and NGO/CBO[s], where funding could be through collaborative efforts between MCID, State Governments and Local Governments.”

Recommendations and Follow-Up Actions:

- ❑ MCID has already agreed to incorporate civil society participation in planned workshop events. This viability of this decision has now been reinforced through feedback received from state partners.
- ❑ One concern with expanding the circle of participation in program workshops is that it may dilute the attention and focus devoted to the needs and interests of workshops. One way to address this concern might be to incorporate a focus on specific stakeholders during each workshop. For example, one workshop might incorporate a session on the judicial branch of government while another workshop might include a session involving local government officials.
- ❑ Case study or simulation activities can be utilized to explore the roles and influence of varied stakeholders in the legislative process.

Increasing the Visibility and Role of the States and the State Working Committees

The State Working Committees (SWCs) have played an important role in LSPN I and it is envisioned that this will continue throughout LSPN II. Initially, the SWCs were organized to provide input into the LSPN I needs assessment process. In each state, the Governor was requested to appoint the Chair and various members of the SWC. Within this basic structure, however, a great deal of diversity exists. In half of the eight states, the SWC chair holds the position of Speaker of the Assembly. In the remaining states, the SWC chair is a member of the executive branch, typically the Secretary to the State Government or another key position. Experience to date has demonstrated that those SWCs which function most effectively enjoy high levels of support from both the Governor's Office and the leadership of the state assembly, including active membership on the SWC by the Speaker of the Assembly, Deputy Speaker or Majority Speaker. Additionally, LSPN I has demonstrated that those states which enjoy cordial working relationships between executive and legislative branches of government tend to achieve greater success in maximizing the benefits of program participation.

As LSPN II continues to evolve, it is anticipated that the SWCs will remain invaluable conduits for communication and program management purposes. This noted, however, greater potential exists for maximizing and enhancing the participation of the states and their respective working committees.

Recommendations and Follow-Up Actions:

- The MCID Executive Director should send a letter to the Governors of the respective states officially notifying them of the Phase II extension to LSPN and requesting that they review SWC membership with the purpose of filling any current vacancies. This letter should also serve as an opportunity to express appreciation to the Governor for the state's support rendered to LSPN thus far.
- A formal program advisory committee should be established comprised of the respective Chairs of the SWCs.
- This program advisory committee should be convened in a face-to-face meeting at least once a year, beginning with September of 2002 for purposes of soliciting input with respect to the Phase I implementation schedule. Such a meeting could also coincide with a Phase II "kick-off" reception, open house and press conference.
- Additionally, the program advisory committee should be convened during the course of national workshops and events.
- With respect to LSPN II, a partnership agreement should be jointly developed and executed between MCID and the respective states for purposes of determining how and to what degree additional resources and funding can best be leveraged to maximize the core grant provided by USAID.

Monitoring and Evaluating Impact – A Tool for Broader Replication

MCID utilizes the results management framework established by USAID to monitor and evaluate the impact of LSPN activities. During Phase I, this framework focused on the passage of key legislation. This key indicator was entirely appropriate in that, as noted by one state partner, at the beginning of the program, many legislatures were passing resolutions rather than bills. Even now, some executive cabinet officials expressed the concern that many bills passed by their legislatures still originate in the executive branch of government.

In most states, however, legislatures are mastering the “nuts and bolts” of passing legislation and have deeper concerns that speak to the effectiveness of legislation that is already on the books. With this in mind, modifications may need to be made to the results management framework to incorporate new or different types of indicators.

Recommendations and Follow-Up Actions:

- Continue to work with the states and legislative attaches to improve data gathering efforts within the existing results management framework.
- Work with USAID D/G staff to identify indicators which capture more effectively the representation and oversight functions of the legislature. Additionally, there is the need to more effectively measure the varying levels of progress given the diversity among the pilot state legislatures in terms of their initial state of development in 1999 and differences in terms of access to human and economic resources.
- This should not indicate a lowering of standards, since it is also necessary to explore the feasibility of incorporating an additional focus on “high impact legislation” and work with USAID staff to determine how to best measure this indicator as well.
- Additionally, MCID should draw more effectively upon NISER’S research expertise to begin tracking the impact of certain variables upon legislative performance. The results of such research could prove invaluable in identifying strategies for increasing the number of states participating in the program or determining how best to replicate success stories.
- Finally, with the establishment of the in-country office, MCID should issue a monthly or quarterly newsletter highlighting success stories within the respective states. Such a medium could also serve to communicate updates on program activities and to publish short articles on trends and best practices in the legislative process.

SECTION TWO: REVISED IMPLEMENTATION FRAMEWORK

Taking into account the full range of input received during the LSPN II Needs Assessment process, it is now recommended that the LSPN II implementation framework be refined to incorporate the following activities.

Year One: 2002

Partnership, Memorandum of Agreements:

- Follow-up meetings with SWC Chairs (Abuja or one of the states)
- Officially signing, press conference during October national workshop

Legislative Attachments:

- Phase II orientation seminar (July, 2002)
- Facilitation of civil service absorption process
- On-going data collection and program support
- Participation in national workshop and state/regional workshop

Information Technology Training:

- Comprehensive site assessments by computer consultant
- On-site training and technical assistance

In-Country Workshops and Training Activities:

Given the current political context, it would be difficult to implement a series of four workshops as originally envisioned. Time required to establish an in-country office and recruit staff also impedes MCID's capacity to implement this many workshops during the first year of Phase II. The national workshop should be designed to be highly visible, attracting high profile leaders that will attract media attention. This should not distract from the goal of providing attendees with meaning sessions that focus on practical, "nuts and bolts" issues. The legislative drafting workshop also includes a U.S. based training component which will take place during September – October, 2002.

- One national workshop geared toward the needs of legislators (See Appendix F. for additional information.)
- One national workshop geared toward the needs of legislative staff

Note: A legislative drafting workshop is currently scheduled for late November/early December. This particular workshop is being funded by the U.S. Department of State.

- One series of in-state or regional workshops

Note: These workshops will complement the on-site technology training and technical assistance referenced in the previous section. Special emphasis shall be on strengthening staff and infrastructure support to the legislative process. (See Appendix F. for additional information.)

Year Two: 2003

Legislative Attachments:

- Two training conferences
- On-going data collection and program support
- Participation in at least one off-site program workshop

In-Country Workshops

- One series of in-state orientation workshops for newly elected legislators
- One national workshop

Information Technology Training

- One national workshop on technology management in the public sector

South Africa Study Tours

- Participant selection
- Participant orientation
- Study tour in South Africa
- Study tour action plan development/follow-on activities

U.S. Legislative Internships

- Participant selection
- Participant orientation
- Internship in U.S.
- Internship action plan development/follow-on activities

National Association for State Legislators

- Three planning meetings
- Development of implementation plan

This revised implementation framework is realistic given the context in which LSPN II activities must be conducted. Yet, it remains ambitious in what it aims to achieve. The high level of engagement envisioned should be a key factor in ensuring the provision of the kind of services states will require as we move into a period of political transition.

NEXT STEPS FORWARD

This report has summarized the key themes which will impact all aspects of LSPN II. It has also presented a revised framework for the implementation of program activities, taking into account an increasingly dynamic political context. In order to move forward with the support and input of all key stakeholders, MCID proposes the following:

- Following the submission of this report, MCID recommends a follow-up consultation with USAID Democracy and Governance staff to discuss the key recommendations of this report and any additional ideas, suggestions or questions which may come forth by USAID staff.
- MCID will convene a program advisory committee meeting that will include the chairs of the various state working committees. Members of the program advisory committee will be asked to provide additional comments and feedback regarding the content of this document. They will also be asked to provide strategic input with respect to the planning of the national workshop.
- A "kick-off" reception is slated for the month of September, ideally following the evening following the meeting of the program advisory committee meeting. MCID would like to solicit the participation of the U.S. Ambassador and the South African High Commissioner in this event as a means of symbolizing the involvement and support of both countries with respect to LSPN II.

We believe that the above stated next steps will solidify and strengthen the foundation that has already been created for the successful implementation of LSPN II.

**APPENDIX A:
BIOGRAPHIES OF NEEDS ASSESSMENT
TEAM**

MCID/Nigeria Needs Assessment Team Members
Legislative Strengthening Program for Nigeria (LSPN), Phase II

Rev. Pamela D. Moore, Country Director. A product of the Mississippi Delta in the U.S., Ms. Moore received her bachelor's degree in political science from Spelman College in Atlanta, Georgia, and graduate degrees from Harvard University in law (JD) and public policy (MPP). Ms. Moore is also an ordained minister in the African Methodist Episcopal Church. She brings over twelve years of experience in the field of development and approximately ten years of international experience.

Her international experience dates back to 1981 when she was the recipient of the Thomas J. Watson Travel Abroad Fellowship which enabled her to conduct research on the political economy of pesticide use in developing countries. Since 1984 she has periodically served as an English Language Escort for the international visitor program of the U.S. State Department. As Director of Development for the International Visitors Center of Jackson, she oversaw the establishment of the Mississippi – Guyana Partners of the Americas Chapter. During 1990-1993, she served as Associate Director of MCID. In this capacity, she developed proposals, managed staff and implemented programs for leaders and practitioners from Africa, the Caribbean and Latin America. In 1994, she served as the Program Coordinator for the U.S. – Namibia Presidential Management Internship Program that required successful implementation of in-country and overseas activities. Finally, in 1999, Ms. Moore joined Oxfam America, a global development organization, as its U.S. Regional Director. In this regard, she oversaw the management of a \$1.2 million program that successfully linked domestic and overseas partners in diverse program initiatives.

Notable accomplishments within the development field include a tenure with the Lower Mississippi Delta Development Commission (which was then headed by Governor Bill Clinton of Arkansas) as the reports director and portfolio manager/policy analyst for commerce and race relations and successful leadership of a multi-regional effort to attain empowerment zone status (\$40 million in grant funds) for the Mid-Delta Empowerment Zone Alliance (MDEZA).

As the MCID/Nigeria Country Director, she will oversee all aspects of program implementation. In this regard, she will endeavor to establish MCID as an authentic partner in Nigeria's democratization process, to ensure that highest quality service is provided through LSPN, Phase II, and to establish the in-country office as a training ground for future leaders in the government and non-government sectors.

Senator Hillman Terome Frazier, Mississippi State Legislature and the National Black Caucus of State Legislators. Senator Hillman Frazier represents two of the collaborating partners for LSPN, Phase II. Born in Jackson, Mississippi, he is a graduate of Jackson State University and George Washington University's National Law Center (Washington, D.C.). Most recently he was selected to serve as a Fannie Mae Foundation Fellow for the *Program for Senior Executives in State and Local Government* at the John F. Kennedy School of Government. He was also selected to serve as an Elliott Fellow for the *Governing in the Global Age Seminar* at the George Washington University Elliott School of International Affairs..

Senator Frazier's legislative accomplishments are quite extensive. In 1995, he led the Mississippi Legislature in ratifying the Thirteenth Amendment to the U.S. Constitution (this amendment abolishing slavery had never been formally accepted in the State of Mississippi since its adoption in 1865). He also conducted research and authored the Compulsory School Attendance and Public Kindergarten Bills, which became the cornerstone of the Education Reform Act of 1982. Senator Frazier authored the bill which made Dr. Martin Luther King's birthday an official state holiday in Mississippi and he was also the successful author and sponsor of Mississippi's Landlord Tenant Act, which has become a national model of legislative excellence.

In December, 1997, Senator Frazier was elected as "*Legislator of the Year*" by the National Black Caucus of State Legislators. He was the recipient of the Eisenhower Exchange Fellowship to Hungary in 1998 and studied in Hungary, Romania and the Czech Republic. He was invited by the European Union to participate in the European Union Visitors Programme and spent time meeting with officials in Brussels, Strasbourg, Luxembourg and Greece during the summer of 1997. He has also traveled extensively and worked on projects in Albania, Amsterdam, Azerbaijan, Ghana, the Republic of Mali, Nigeria, Senegal, the Republic of South Africa, the Republic of Uzbekistan and the U.S. Virgin Islands.

Also, a member of the project management team for LSPN, Phase I, Senator Frazier participated in the initial needs assessment process and coordinated the U.S. study tour component. In Phase II, Senator Frazier will assist in the Phase II needs assessment, provide strategic input with respect to curriculum design, oversee the legislative drafting component and assist with the identification of practitioner-trainers.

Professor Eddy C. Ndekwu, NISER/LSPN Project Director. Dr. Eddy Chicka Ndekwu is professor of economics at the Nigerian Institute of Social and Economic Research (NISER) and the University of Ibadan, Nigeria. A product of Delta State in Nigeria, Professor Ndekwu studied economics at the Universities of Ibadan; Cambridge, England; and Wales in the United Kingdom. He holds B.Sc., M.Sc., and Ph.D. degrees in economics. He has been a researcher for nearly three decades and has written several books, monographs and papers in learned journals. He has also taught economics at the universities of Ibadan and Jos. He currently teaches economics to graduate students at the University of Ibadan.

Professor Ndekwu has been a consultant to many international organizations, some of which are UNDP, UNESCO and the Commonwealth Secretariat in London. He has participated in intellectual studies of the World Bank and the International Monetary Fund. A beneficiary of programmes of the U.S. State Department, Professor Ndekwu has traveled widely to the Americas, Asia and Europe. He has successfully coordinated diverse national and international programmes aimed at enhancing the well-being of people living in developing countries.

A member of the LSPN project management team since its inception, Professor Ndekwu oversees the legislative attaché and data collection components of the program. Through his efforts, he has brought his immense intellectual ability and policy coordination experience to bear in order to enhance this highly valuable program so that the skills of the political elite in the states will be strengthened as a means of sustaining democracy in Nigeria. A staunch believer in democratic governance, Professor Ndekwu is investing enormous time, intellectual energy and to ensure the success of LSPN for the mutual benefit of the U.S. and Nigeria.

In Phase II, Professor Ndekwu will continue to oversee the legislative attaché and data collection components. He will also provide strategic input with respect to curriculum design and the identification of project consultants and trainers.

Dr. Khulekani Sitole, MCID Southern Africa Regional Director. Born in South Africa, Dr. Sitole holds a master's degree in public administration and a masters and doctorate degree from the University of South Africa in educational psychology and technology education, respectively. He has been associated with MCID for over a decade, beginning when he was a student at Jackson State University. Dr. Sitole presently coordinates MCID projects in Angola, South Africa, Namibia and Mauritius.

Prior to assuming his current position as a consultant with Carter Gobleman, Dr. Sitole served as Director-General, having been attached to the Correctional Services Department during 1996-1999. Prior to this appointment, he held various positions as a civil servant in the South African government and is conversant with the legislative framework and structures within the South African system of governance.

In support of LSPN, Phase II, Dr. Sitole will have lead responsibility for the coordination of the South African study tour component. This will involve both the programmatic and logistical arrangements at the parliamentary level in Cape Town and the selected provinces across the country. As a new member of the LSPN project management team, he will participate in the LSPN II needs assessment process and provide strategic input with respect to curriculum design and the identification of project trainers.

**APPENDIX B:
AGENDA FOR THREE-DAY PRE-VISIT
PLANNING SESSION**

Agenda for Pre-Needs Assessment Planning Session
Peniel Apartments, B-1D
Wuse II, Abuja, F.C.T.
May 3-5, 2002

Friday, May 3, 2002

- 9:30 a.m. Breakfast/House-Keeping Matters
- Distribution of Packets
 - Review of Agenda
 - Handling of Expenses and Reimbursements
- 10:00 a.m. Team-Building Session
- Introductions via Ice-Breaker Activity
 - Setting Roles and Norms for the Planning Session (Small Group Exercise)
- 10:45 a.m. Break
- 11:00 a.m. Introduction to the Results Management Framework
- 12:15 p.m. Break
- 12:30 p.m. Lunch Briefing on the Needs Assessment Process
- Update and Logistics on Phase II Itinerary
 - Overview of Phase I Experience (Senator Frazier and Prof. Ndekwu)
 - Identifying Goals and Objectives for Phase II (Facilitated through Small Group Exercise)
 - Initial Discussion on Site Visit Format and Protocol
- 1:45 p.m. Break
- 2:00 p.m. Understanding USAID's Perspective on LSPN, I and II (Adamu Igoche)
- 3:30 p.m. Break
- 3:45 p.m. Stakeholder Analysis
- Identifying Other Key Partners and Allies (Developing a Matrix of "Constituent" Interests)
- 4:45 p.m. Wrap-Up Discussion/Review of Agenda for Saturday morning

Saturday, May 4, 2002

- 8:45 a.m. Breakfast/Informal Networking
- 9:00 a.m. States Overview: Rivers, Enugu and Benue
(Prof. Ndekwu, Senator Frazier, Adamu)
- 11:30 a.m. Wrap-Up Discussion/Review Agenda for Day Three
- 12:00 noon Adjourn
- 2:00 p.m. Abuja Gardens
- Team members have been cordially invited to attend birthday party of Adamu Igoche's son, who has reached his first birthday!!
- 6:30 p.m. Dinner Meeting with Prof. Gana, Director of Afrigov (NGO)

Sunday, May 5, 2002

- 1:30 p.m. Preparing for Week One Visits
- Logistics
 - Protocol
 - Role Assignments
- 2:45 p.m. Adjourn
- 3:00 p.m. Dinner Meeting with Fran Farmer, Sr. Technical Advisor, NDI/Nigeria

**APPENDIX C:
SWC MEETING PROTOCOL**

Outline of Team Presentation

1. Prof. Ndekwu introduces individual team members.
2. Country Director thanks Prof. Ndekwu for his introductions of the team and acknowledges NISER's role in LSPN I and II. She then provides opening remarks on behalf of MCID and the team and solicits brief comments from the following:
 - ⇒ Senator Hillman Frazier (who will share about the Legislative Drafting Program)
 - ⇒ Dr. Khulekani Sitole (who will share about the exchange component)
 - ⇒ Mr. Adamu Igoche (who will share about USAID's interest and commitment in LSPN II)
3. The Country Director will then solicit input from the SWC Chair and/or Committee with respect to the following questions:
 - ⇒ What have been the key lessons learned from LSPN I, in terms of successes and challenges?
 - ⇒ What is the vision guiding the evolution of democracy and the role of the legislature at the state level?
 - ⇒ What are the expectations of LSPN II in light of this vision?
4. Concluding remarks and words of appreciation by Country Director

**APPENDIX D:
DISCUSSION AND VISIT REPORTS**

LEGISLATIVE STRENGTHENING PROGRAM/YOLA WORKSHOP
Recommendations for Phase II

March 19-21, 2002

1. Training is needed for legislative staff.
2. Regarding Program Arrangements, MCID should take into account logistics and travel in planning. (Note: at Yola, the hotel was grossly inadequate).
3. There should be more emphasis on training Legislative Attachés
4. Legislatures need help in establishing constituency offices.
5. Assistance is need in helping women become politically active (women tend to be afraid to get involved; possibly have a meeting/session consisting of 5 women from each state)
6. For legislatures that have done well, representatives should be involved in workshops for those who have not. (Example, how to effectively use attachees – Benue state)
7. Legislative Assemblies should be provide with evaluations so that they can work to improve.
8. Specialized sessions should be implemented for smaller groups (selected number for each state) Note: This was a national workshop and included well over 150 – 200 people.
9. Another recommendation was that everyone who is to attend should be willing to attend.
10. It was recommended that prospective participants be given assignments before workshops and that they be expected to report at the workshop.
11. Each state should be provided with videos of the legislative process.

Adamawa State Needs Assessment

ITINERARY OF ACTIVITIES

Monday, May 27, 2002

Afternoon

Arrival at Yola Airport
Check-In at Governor's Guest House

Tuesday, May 28, 2002

Morning

Meeting with SWC

Afternoon

Lamurdi Community Gathering, Political Event

Evening

Courtesy Call with His Excellency the Governor

Wednesday, May 29, 2002

Morning

Meeting with Legislative Attaches
Tour of Assembly Complex

SUMMARY OF KEY DISCUSSIONS, MEETINGS

Meeting with State Working Committee

Tuesday, May 28, 2002

11 a.m.

Present: Peter T.T. Audu, Executive Chairman of State Planning Commission and
SWC Chair

Salamatu M. Bala, Commissioner for Education

Hadlet Peter Dill, Political Department, Office of the Secretary to State
Government

Philip D. Windibiziri

Comments, Feedback:

SWC Chair

- Phase I assessment is one of "success with some challenges"
- Phase I expanded exposure of assembly members
- Also enabled them to deepen their appreciation of their relationship with their constituents and how the notion of separation of powers operates in actuality

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Comments, Feedback:

SWC Chair

- Phase I assessment is one of "success with some challenges"
- Phase I expanded exposure of assembly members
- Also enabled them to deepen their appreciation of their relationship with their constituents and how the notion of separation of powers operates in actuality

- There is a demonstrable difference in the behavior of those who participated in the study tour – particularly in improving relations between the executive and legislative branches of government and introducing reason and investigatory approaches to conflict resolution
- Workshops have been useful; in fact, there should be more – enabled members of the assembly to become fully aware of their roles and responsibilities
- LSPN broke the isolationism among the states and has provided opportunities for networking and sharing of information among the states (Yola Workshop)

Other Members

- Even the concept of an “issue” is something we have learned through this program, i.e., what constitutes a “real” issue in terms of its impact upon the common man
- Need to clarify and deepen understanding of lobbying, lobbyists; develop working models and a framework for regulatory purposes
- “Bottom/Top” approach to development --- relates to government approach to budget and program management
- Legislative component is the most visible sign, symbol of democracy and historically this is the branch absolved under military regimes – there remains a lack of clarity among the populace of the proper role of legislators

Note: Also see Lagos State Needs Assessment Report. This is a comment that was reinforced throughout the needs assessment process in formal and informal discussions.

- Also need to deepen understanding of the role of the judiciary and its relationship to the legislature
- Very few members have made use of the computers although there is internet access; need workshop to focus on this topic
- Adamawa is one state where attaches are under-utilized; legislators hardly ever do any research
- Adamawa State Assembly Exercise – members were sent to districts other than their own to conduct assessments – one individual returned and said “we have cheated the electorate” (by not fulfilling their responsibilities as they should have)
- Regional workshops – facilitated integration, networking, etc. – there should be greater emphasis on the regional workshops
- Improper way of interfacing with executive cabinet, commissioners – some think that whatever is discussed must be addressed “right away” – there is a limited understanding of how institutional bureaucracies function

- CSO (civil society organization) means different things in a western vs. nonwestern context – meaning is much narrower in a western context whereas in a nonwestern context it may include other kinds of stakeholders and constituent interests, including traditional rulers
- Suggested methodology for upcoming workshops – continue focus on legislators with expanded participation of other groups, including staffers, local government representatives, CSOs, attaches, etc.
- Possible partner – National Orientation Agency can co-sponsor meetings which require a representative to attend and respond to questions from their constituencies

Document Provided by State Working Committee

“Legislative Strengthening Programme for Nigeria Phase II Needs Assessment Views of the Adamawa State Chapter”

Lamurdi Community Gathering

Tuesday, May 28, 2002

3:30 p.m.

Program Outline

Opening Prayer (Christian)
 Welcome Address
 Introduction of Guests from America
 Speech by Guests
 Speech by the Indigenes
 Questioning Time
 Closing Prayer (Islamic)

Present: SWC Members
 Needs Assessment Team
 Community Members, Leaders and Party/Political Activists

Community Comments:

- Representative from Lamurdi is a model legislature; he meets with community regularly; examples of responsiveness – issue of inheritance (matrilineal system), windstorm emergency (that caused damage to town), government provided assistance for boarding school
- Citizen responsibility is to take concerns to legislator; he takes concerns to government

APP Chairman

- Why we voted for our representative? Support him?
 - Vocal, active, often on tv
 - He is a lawyer
 - Promise to advance laws of Adamawa State

35

- Minimized conflict within families over inheritance laws
- Provides scholarship to young men

Ward Representative

- ❑ Never had a representative like the barrister; has all the qualities of an effective legislator
 - Contributed largely to the cause of education
 - Has been an effective liaison between all the wards and government
 - Toured/inspected all of the water projects in his district
 - Government is replacing posts damaged by windstorm
- ❑ "If all members would be like him, democracy would be a success"

Local Government Councillor

- ❑ representative organizes public meetings to discuss policy and government developments; proposes important bills for consideration of the assembly

Youth Representative

- ❑ Representative has Lamurdi in his heart
- ❑ Used his own resources to help the ward
- ❑ Peace-maker between warring factions of the party

Chair of Opposition Party (APP)

- ❑ We are the "only ones who made the right choice" because our representative meets and listens to us

Sample Questions Asked of Needs Assessment Team

- ❑ What is the difference between the executive, legislative and judiciary branches of government in the U.S. in terms of the separation of powers?
- ❑ What can we learn from the U.S. experience in terms of the last election:
- ❑ What lessons can you (the team) share with us about the American experiment in democracy?

Meeting with the Legislative Attaches

Wednesday, May 29, 2002

10:00 a.m.

Present: Bashim Aliyu Dahiru

Terry Tizhe John

Grace W. Kurkuwa

Anthonia P. Muret

Leonard T. Taragi

Senator Hillman Frazier
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwu
Dr. Khulekani Sitole

Comments, Feedback:

- All of the attaches are computer literate but this was not the case initially
- Workshops are useful
- For the bills which have been passed, the legislative attaches provided research and support for such legislation
- Nevertheless, many legislators disregard the research, recommendations and input provided
- Conditions for use of computers have not been met
- "You feel bad" when you work hard to develop legislation but your work is not acknowledged or appreciated
- At the moment, there are no attaches assigned as committee secretaries
- There is a lack of adequate office space, desk, etc.
- Can they have greater exposure, access to the executive branch?
- Governor has not yet approved absorption
- MCID needs to address the issue of state support; attach supplements, absorption process, access to computers, etc.

Adamawa State Legislative Attaches

Bashim Aliyu Dahiru
House Committee on Education

Terry Tizhe John
Committee on Local Government and Chieftancy Affairs
Special Assistant to the Speaker

Grace W. Kurkuwa
Committee on Rural Development

Anthonia P. Muret
Committee on Employment, Labour and Productivity

Leonard T. Taragi
Committee on Public Petitions

Benue State Needs Assessment

ITINERARY OF ACTIVITIES

Thursday, May 9, 2002

Late Afternoon/Evening

Arrival by Car Transport
Hotel Check-In
Reception and Cultural Performance
(Hosted by the Executive Branch of Government)

Friday, May 10, 2002

Morning

Courtesy Call/Orientation Meeting(s) with SWC Chair and Secretary
Press Conference Hosted by the Deputy Governor
Meeting with the SWC

Afternoon

Courtesy Call with the Speaker to the Benue Assembly
Tour of Assembly Complex
Meeting with Legislative Attaches

SUMMARY OF KEY DISCUSSIONS, MEETINGS

Meeting of the Benue State Working Committee

Friday, 10/05/02
11:30 a.m.

Present: Eng. B.O. Oche, Secretary to the State Government and SWC Chair
Timothy Iorchor, Majority Leader to the Benue Assembly
Peter I. OR, Clerk of the Benue Assembly
F.E. Owoicho, Assistant Director, Benue State House of Assembly
Aondoaver Angweh, A/G Commissioner of
Justice
Patrick Ogbu, Special Assistant, Cabinet Office
J.S. Mayange, Director of Planning and Statistics, Min. Finance and
Economic Planning
Ahile Rhoda K., DAF (Pol)
Udch Sumvel (sp?), Planning Office, Min. Finance and Economic
Planning

Senator Hillman Frazier
Mr. Adamu Igoche
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwa
Dr. Khulekani Sitole

Lessons Learned from LSPN I:

- Prior to LSPN I, House passed resolutions which were not legally binding – now the House is primarily passing bills
- Legislative attaches are well-integrated into the legislative process; four have already been incorporated into the civil service
- Better relations among the three branches of government; fewer quarrels but there is more constructive criticism and openness
- LSPN I was successful in that it helped them to see and understand their mission

Goals for LSPN II:

- Need to modernize the computer/IT system – “we should not need to move in order to communicate”
- Technical support needs to be strengthened
- A challenge, however, is that there is no space in the House where additional computers can be placed. Also, NITEL cannot provide extra lines. Yet, placement of computers in the House is critical so that Assembly members can develop their skills....
- Access to the internet via NITEL is entirely unreliable
- Want U.S. legislators to come to Assemblies to observe how they function and to provide practical advice, feedback
- Legislative drafting challenges – need to clarify, deepen understanding of the purposes served by a bill and the information needed to bring a bill to the Assembly
- Networking visits should continue with U.S. legislators
- Constituents have a misguided perception of the role of the legislator – they think that he is there to give them \$\$, contracts or access to the governor – in Phase II, important to connect them with CSOs and NGOs to address this challenge
- In terms of training methodology, utilization of the case study method would be valuable in terms of having U.S. legislators share about existing laws and “war stories”
- Must grapple with the reality of “high turnover” and its implications for the training process
- Continued emphasis on executive-legislative relations; executive needs to be more involved – even Commissioners need a better understanding of their roles; workshops should not exclusively focus on the legislative branch; even members of the judiciary could benefit from this; higher engagement from other branches is desirable

Documents Provided by the Benue State Working Committee

“The Report of the Benue State Delegation to the Orientation/Networking Trip of the Legislative Strengthening Program for Nigeria in the United States of America: 16th April – 5th May, 2000”

“The Needs of the Benue State House of Assembly as Presented by the Majority Leader, Benue State House of Assembly, Hon. T.T. Iorchor, on the Occasion of the Visit of the M.C.I.D. Team to Benue State on Thursday, 9th May, 2002, to Assess Benue’s Needs for L.S.P.N. Phase 2”

Meeting with Legislative Attaches and SWC Secretary

Friday, May 10, 2002

2:45 p.m.

Feedback, Comments:

- Computers are not being used by legislative attaches or legislators; use is restricted to official reporters who use them only to compile reports on official assembly deliberations
- Program has provided economic stability and empowerment through the stipends
- Would like greater access to books, publications, journals
- Attaches want opportunity to travel, to visit other more established democracies
- Increase opportunities for networking, even among attaches
- Would MCID consider providing them with laptops?
- More frequent workshops for attaches

Comments by SWC Secretary

- Would like to recruit another round of attaches
- Greater transparency is needed in the sharing of the resources, cost contributions of all the respective parties – states, USAID, MCID, etc. – this will facilitate better reporting of the program’s leveraging impact

Benue State Legislative Attaches

Francis Adole (B.A. Mass Communications), Assistant Secretary
Committee on Information, Culture, Protocols, Youth and Sports

T. Jerome Andolhol (B.Sc. Economics), Assistant Secretary
Committee on Finance, Appropriation and Projects Monitoring

Phyllis Doo Asom (B.Sc. Political Science), Assistant Secretary
Committee on Education, Appointments and Public Services

Bern Faasema Mela (MPA), Assistant Secretary
Committee on House Administration, Business and Rules

Alfred Okpale Odeh (B.A. History) Secretary
Committee on Health, Women Affairs and Social Development

Patrick Ukase (B.A. History), Assistant Secretary
Committee on Public Accounts

Edo State Needs Assessment

ITINERARY OF ACTIVITIES

Tuesday, May 14, 2002

Late Afternoon

Arrival by car transport
Hotel Check-In

Wednesday, May 15, 2002

Morning

Courtesy Call/Orientation Meeting with Deputy Speaker and Deputy Clerk
Observation of Assembly Session
Press Conference with Governor

Afternoon

Meeting with State Working Committee
Stakeholder Session
Meeting with Legislative Attaches

Evening

Reception and Cultural Performance hosted by Governor

Note: The SWC Chair, Speaker of the Assembly, was in travel status during the period of this visit. On-site logistics and coordination was, consequently, handled by the Office of the Deputy Speaker and Deputy Clerk.

SUMMARY OF KEY DISCUSSIONS, MEETINGS

Meeting with the State Working Committee

Wednesday, May 15, 2002

1:30 p.m.

Present: Hon. Pally I.O. Iriase, Deputy Speaker
Mr. Ize-Iyamu Osagie, Governor's Chief of Staff
Hon. Samson Osagie, Member of Assembly
Hon. Hope Usena Malik, Commissioner of the Ministry of Women's Affairs
Barr. Egbe Eubnomwan, Deputy Clerk

Senator Hillman Frazier
Mr. Adamu Igoche
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwa
Dr. Khulekani Sitole

Lessons Learned from Phase I:

Executive Branch

- Very rewarding; helped to reshape thinking here in Nigeria
- Study tour enabled them to see the workings of government; found through interactions with legislature that real issues were being addressed
- Friction between executive and legislative arms of government do not exist as they do here in Nigeria; legislative arm in Mississippi is more powerful
- Also adopted the practice of informal sessions between executive and legislative branches as a means of problem-solving and developing consensus on key issues
- Also are maintaining stronger budgetary discipline; not just spend indiscriminately

Legislative Branch

- "Successes immediately posed challenges" particularly within the Nigerian context
- "Demystification of public process; conscious attempt at transparency and accountability"
- Improving information technology is an excellent example especially when one considers that there was only one office in the entire assembly complex with computer equipment
- Another challenge – improving the budgetary process; developing the capacity to do budgetary planning
- Exposure is a critical factor in increasing demand for a higher level of government performance

Expectations for Phase II:

- Dealing with unrealistic expectations of Nigerian people
- Continue support for legislative attaches who have been of tremendous value in enhancing efficiency of operations

Vision Guiding Democratization in Edo State:

- Ensure involvement of everybody – promise of orderliness and the rule of law
- Legislature is moving toward a model of service and away from a model of being served

Stakeholder Meeting

Wednesday, May 15, 2002

3:30 p.m.

Present: Com. Abamwonyi M.E., Auditor, NLC, Edo State
Hon. Mrs. Elizabeth Ighodano
Hon. David Iyoha
Hon. Esohe Jacobs (Mrs.)
Pharm. Pat E. Odine, Permanent Secretary, Ministry of Women Affairs
and Local Development
Mrs. Dupe Ojo, Permanent Secretary, Ministry of Environment and Solid
Minerals
Com. Steve Wihame (sp?), Chairman, NLC, Edo State

Senator Hillman Frazier
Mr. Adamu Agoche
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwa
Dr. Khulekani Sitole

Comments, Observations, Feedback:

- Labor has vowed that it will resist any attempts to turn back the clock on democracy
- The problem faced by democracy are there and have been there (for a long time); they are "accumulated" problems
- Labor groups can meet freely and openly which was not the case under the military regime
- Believe that there is a deliberate effort to thwart the implementation of the new formula that would allow states to fully pay their staff and workers
- Labor has been invited to the Edo Assembly to make presentations and respond to various queries
- Not many people understand what democracy is; some people see it as a "winner take all" proposition
- There is no doubt that democracy is much, much better than military rule
- Under military regime, Edo State House would never have abolished prostitution; under military regime girls would be lined up for blocks in front of hotels

Note: In earlier discussions, legislators used this law as an example of the frustrations inherent in their work. The law abolishing prostitution received kudos from the international community and on its merit was good legislation designed to achieve desirable social goals. Yet, within their local constituencies they were subjected to criticism because of the negative economic impact of this law on impoverished sectors of the population.

- The House of Assembly also passed a law outlawing genital mutilation
- "But we need continuing reorientation about what is the role of a politician"
- Legislators are not sufficiently empowered to effectively address the real life, day-to-day challenges of poverty
- We need a reorientation for everybody, to bring home the message that being elected to office is not about individual wealth accumulation....
- What can be done to help with the reorientation of the populace?
 - The first obstacle is the high illiteracy rate among the populace
 - There should be greater cooperation between the legislature and executive, especially when it comes to the budgetary process and improvement projects
 - If there is corruption in the executive branch of government in the implementation of the law and execution of development projects, what can the legislature do?
- Currently there is a major gap in the outreach, capacity-building efforts provided to the local government sector
- 80% of Nigerians are illiterate and live in rural areas
- There is a profound absence of development projects that impact life at the grassroots level
- "Sooner or later someone must deliver something" (Country Director's remarks)
- Current budgetary process needs work; every politician tries to throw in his or her favorite projects in order to please his or her constituency; no reasonable forecasting is attempted
- Seminar topics should also address the appropriate workings of other branches and sectors of government, e.g., local governments and executive branches

Meeting with Legislative Attaches

Wednesday, May 15, 2002

4:45 p.m.

Present: Abure Adesuwa Zita Bridget

Addeh Julie
 Ehendia Ena- Umweni (Miss)
 Odiagbe Azamosa Sylvester
 Ohiokhuaobo Geavin Jimoh
 Sidi I. Edna

Senator Hillman Frazier
 Mr. Adamu Igoche

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Rev. Pamela D. Moore
Prof. Eddy C. Ndekwu
Dr. Khulekani Sitole

Comments, Feedback:

- ❑ Attaché in executive branch does not have her own work space or desk
- ❑ Internet access (even computer access) remains a problem – only one computer of the three provided allowed for use by legislative attaches
- ❑ Organize lectures strictly on the internet – “real detailed” – as it is, computer technology is being under-utilized
- ❑ Lack of adequate office space is also a problem on the legislative side
- ❑ Absorption took effect April 1, 2002
- ❑ Lack of access to the internet may be a function of economic realities
- ❑ More training programs; opportunity to travel to another democratic country, e.g., Ghana

Edo State Legislative Attaches

Abure Adesuwa Zita Bridget
Assistant Secretary, Water Resources
Secretary, Ad Hoc Committee (Established to Verify Activities of Auditor General, Local Government)

Addeh Julie
Assistant Secretary, Committee on Information

Ehendia Ena- Umweni (Miss)
Office of the Chief of Staff to the Governor

Odiagbe Azamosa Sylvester
Committee on Culture, Arts and Tourism
Ad Hoc Committee on Two Local Government Crises
Special Assistant to the Hon. Speaker

Ohiockhuaobo Geavin Jimoh
Committee on Agriculture
Assistant Secretary, Ad Hoc Committee (Verification of Claims by the Chairmen of Egor and Oredo LGAs)

Sidi I. Edna
Assistant Secretary, Committee on Commerce and Industry
Assistant Secretary, Ad Hoc Committee Established to Verify Local Government Chairmen

Enugu State Needs Assessment

ITINERARY OF ACTIVITIES

Wednesday, May 8, 2002

Early Afternoon

Arrival via car transport

Courtesy Calls/Orientation Meetings: Secretary to the State Government
Speaker of the House

Meeting with the Enugu Legislative Attaches

Late Afternoon

Hotel Check-In

Thursday, May 9, 2002

Mid-Morning

Press Conference

Early Afternoon

Meeting with the Enugu State Working Committee

SUMMARY OF KEY DISCUSSIONS AND MEETINGS

Meeting with the Enugu State Working Committee

Thursday, May 9, 2002

12:30 p.m.

Present: Hon. Chief Abel Chukwu, Speaker of the Assembly
Hon. Engineer Ogbonna Charles Asogwa, Deputy Speaker
Hon. Dr. Kingsley Ebenyi, Majority Leader
Hon. Barr. Uche Anya, Minority Leader
Hon. Dr. Festus S. Uzor, Speaker Emeritus
Hon. Emmanuel Eze, Deputy Leader
Hon. Engineer C.C. Orjiokpara, Chairman of Works and Transport
Hon. David Atigwe, Chairman of Public Utilities, Labour Matters and
Civil Service
Hon. Barr. Ethelbert Obayi
Hon. Chijoke Aroh
Hon. Uchenna G. Nome
Mr. Herbert E. Udeh, Clerk of the House
Mr. Dom. O. Eze (J.P.), Secretary, State Wing Committee LSP

Senator Hillman Frazier
Mr. Adamu Igoche
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwu
Dr. Khulekani Sitole

Comments, Feedback:

- Initially expected quick results but realize not that this will not be the case
- Want deeper, more meaningful exchange with other legislators in the U.S. to make this "more practical"
- After the theoretical component is finished, let's make it practical and involve everybody – make sessions longer to accomplish this goal
- Follow-on after the U.S. trip was weak; technology transfer needs to be strengthened
- Legislators should be more genuine and authentic and not participate just to get a per diem
- Let's not dwell on the theoretical dimensions of democracy only but need to get into the practical aspects
- Local organization (state working committee) should/must be reorganized; "an honorable member of the house should be chairman"
- Study tours should not just involve a few people and should not be as short as they were in the U.S.
- American training was not useless (counterpoint perspective)
- All the legislators who went to the U.S. have sponsored legislation here in the Enugu State Assembly
- Yet, only four went to the U.S. which resulted in limited knowledge transfer and contributed to the opposition they encountered in their efforts to promote change here
- Not everyone is in agreement that the trips, courses should be shorter in duration
- Relationship between legislature and executive continues to be problematic; the imbalance needs to be addressed during Phase II
- The future workshops should extend an invitation to the governors to participate as a means of facilitating cooperation between the two branches of government
- During LSPN II, we must "wreck our brains" to figure out how to get beyond the situation in which the executive branch holds the legislative branch "hostage" through their power over the "purse strings"
- Workshops "sharpened our skills" in legislative procedure
- Computers are used to prepare papers, documents, etc., rather than the former manual method
- Involve the governors and more people from the executive branches of government!

- More training programs for legislators and legislative staff
- More support for libraries, research units – not just in terms of computers but also books and resource materials
- Request assistance in establishing a legislative page system during Phase II
- Attach legislators to assemblies as mentors (Sen. Frazier's suggestion)
- "Wish you could always come around so that we can exchange ideas" (Speaker's remarks to the needs assessment team)

Meeting with Enugu State Legislative Attaches, Speaker, Clerk, Secretary to the SWC
 Wednesday, May 8, 2002
 2:00 p.m.

Present: Idike Ogbonna, Committee Clerk
 Naozi S. Egbo, Committee Clerk
 Chukuw Jude, Committee Clerk
 Amadi Aroh, Committee Clerk
 Keleze Jovita Ebelechukwu, Committee Clerk

Senator Hillman Frazier
 Mr. Adamu Igoche
 Rev. Pamela D. Moore
 Prof. Eddy C. Ndekwu
 Dr. Khulekani Sitole

Note: Attaché assigned to executive branch not present; attaches also participated in meeting with SWC

- Most critical issue has to do with the matter of absorption
- They want a trip!!!
- Good working relationship with House
- Have been using computers but need internet access
- Want us to invest further in computer skills training
- State cost-share for transportation (5,000 naira) has not been forthcoming; speaker and clerk did make 2,000 naira available (only once or on a regular basis?)
- LSPN has deepened understanding of the legislative process
- Chairs of committees which they support in their roles as secretaries do now always release the necessary funds for research
- Computers are also being used by other legislative staff

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- In next phase, LSPN needs to bridge the gap between the executive and legislative branches of government

Note: This comment was also made by the Speaker in his opening remarks.

Comments by Others:

- The Clerk
 - There remains the challenge of addressing the on-going tensions between the executive and legislative branches of government
 - Lack of executive support in the implementation of legislation that has been signed into law
- The Speaker
 - The reason why the program has not achieved its potential is due to the fact that the Chair does not come from the legislative branch of government

Enugu State Legislative Attaches

Idike Ogbonna, Committee Clerk

Former committees: Commerce and Industry, House Services
Present committees: Public Petitions, Judiciary, Ethics and Privileges

Naozi S. Egbo, Committee Clerk

Former committees: Public Accounts, Women Affairs and Social Development
Former and present committee: Finance and Appropriations

Chukwu Jude, Committee Clerk

Former committees: Health, Housing and Transport, Public Utilities, Education
Present committees: Commerce and Industry, Education and Technology, Agriculture and Natural Resources

Amadi Aroh, Committee Clerk

Former committees: Lands and Housing, Local Government and Inter-Parliamentary Relations, Rural Development and Chieftancy Matters, Agriculture and Natural Resources
Present committees: Rules and Business, Works and Transport

Keleze Jovita Ebelechukwu, Committee Clerk

Former committees: Environmental Management and Petroleum Matters; Rules and Business Committee; Information, Youth, Sports, Culture and Tourism
Present committee: Women Affairs and Social Development

Note: Attaché assigned to executive branch not present during needs assessment visit

Katsina State Needs Assessment

ITINERARY OF ACTIVITIES

Monday, May 20, 2002

Late Afternoon

Arrival by Car Transport
Hotel Check-In

Tuesday, May 21, 2002

Morning

Courtesy Call/Orientation Meeting with SWC Chair, Speaker of the Assembly
Observation of Assembly Session

Afternoon

Meeting with Fully Convened Assembly
Lunch with House Leadership
Meeting with Attaches
Hosted Tour of City

SUMMARY OF KEY DISCUSSIONS, MEETINGS

Meeting with SWC Chair, the Honorable Sani Sa'Idu Fago

Tuesday, May 21, 2002

11 a.m.

Present: Hon. (Dr.) Rabin Abdulkadir Kurfi, Deputy Speaker

Senator Hillman Frazier
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwu
Dr. Khulekani Sitole

Review of Key Recommendations:

- Extend training to local government legislatures and NGO/CBOs where funding through collaborative efforts between MCID, state governments and local governments
- Access to internet services
- Funding bilateral contact with neighboring legislatures, e.g., Niger, Chad, Cameroon and Ghana
- Library development projects, e.g., provision of books, equipment and technical services
- Constituency support and outreach; funding constituency development projects; building capacity of assembly members in this regard

Document Provided by SWC Chair

"Memo of Katsina State House of Assembly Submitted to the Needs Assessment Committee of MCID/NISER"

Meeting with the State House of Assembly
Tuesday, May 21, 2002
12:15 p.m.

Present: Hon. Sani Sa'idu Fago, Speaker
Hon. Rabin A. Kurfi, Deputy Speaker
Hon. Usman M.A. Na'alma, Deputy House Leader
Assembly Members in Session

Senator Hillman Frazier
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwu
Dr. Khulekani Sitole

Comments, Feedback:

- Outreach to electorate, working with grassroots constituencies; how to connect them with their people to enhance their understanding of democracy and its "dividends"
- Workshops have been useful in the impartation of knowledge and information
- U.S. tour was enlightening in illustrating freedom of speech, transparency and accountability
- Extension of training to local governments given upcoming elections
- Need to establish a method for monitoring and regulating lobbying activities with respect to state and national assemblies
- If we want to enhance the effectiveness of legislators, we have to address issues, e.g., values, practice and procedures in the execution of their day-to-day responsibilities
- There is continued interest in the opportunity for legislators to visit the U.S.

Document Provided by Assembly Staff

"Katsina State House of Assembly, Votes and Proceedings, Third Session, Third Term, No. 178, Monday, 20th May, 2002"

Meeting with Legislative Attaches
Tuesday, May 21, 2002
1:30 p.m.

Present: Abubakar Bello

Samaila Danjuma
C. Murtala Rabi'u
Sani Sade
Ahmed Tijjandi Salisu

Senator Hillman Frazier
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwu
Dr. Khulekani Sitole

Comments, Feedback:

- Internet access is needed to advance technology skills
- Continued access to networking opportunities with other attaches
- Phase I enhanced general computer management skills ***
- Legislative attaches are in the early stages of creating an association but need additional technical and financial support to be effective
- Please expedite timely payment of monthly stipends!
- Networking trips to other African democracies **
- In terms of workshops, seminars, etc., would like enhanced training in legislative drafting
- Enhanced exposure to political processes; training ground for political leadership
- Absorption not yet complete – dependent on letter from MCID/NISER (needs further clarification)
- Also want cost-share with state to continue during Phase II
- MCID/NISER should work with the attaches to develop a document which summarizes the development profile of each state

Katsina State Legislative Attaches

Abubakar Bello
Committee on Justice and Judiciary

Samaila Danjuma
Committee on Special Duties

C. Murtala Rabi'u
Committee on Land and Environment

Sani Sade
Committee on Agriculture

Ahmed Tijjandi Salisu
Education Committee

Lagos State Needs Assessment

ITINERARY OF ACTIVITIES

Thursday, May 16, 2002

Late Afternoon

Arrival by van transport
Hotel Check-In

Friday, May 17, 2002

Morning

Courtesy Call/Orientation Meeting with SWC Chair
Press Conference and Meeting with SWC

Afternoon

Meeting with Legislative Attaches

Note: A meeting with the His Excellency the Governor of Lagos was scheduled for Thursday afternoon, May 16, 2002. Unfortunately, the needs assessment team arrived too late for this session due to difficulties with transportation logistics in Edo State.

SUMMARY OF KEY DISCUSSIONS, MEETINGS

Meeting with Chief Dele Ajomale, SWC Chair

Friday, May 17, 2002
10:15 a.m.

Present: Staff of the Political and Legislative Powers Bureau

Senator Hillman Frazier
Mr. Adamu Igoche
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwa
Dr. Khulekani Sitole

General Remarks:

- "We are so behind in this democratic practice" that one can only surmise that "we are so hungry" for democracy that this will help to ensure long-term sustainability
- Attaches have been of tremendous value in both executive and legislative branches of government
- Would like for the attaches to be exposed to more training

Document Provided by the SWC Chair

"Lagos State Government Legislative Strengthening Program for Nigeria (L.S.P.N.) Performance Report Update"

Meeting of the State Working Committee

Friday, May 17, 2002

11:15 a.m.

Present: Chief Dele Ajomale, SWC Chair and Special Adviser of the Political and Legislative Powers Bureau

Hon. Olorunninibe A. Mamora, Speaker of the Lagos Assembly

Hon. Adebanyo, House of Assembly

Hon. Kabir Adekani, House of Assembly

Hon. (Dr.) Wole Ahmed, House of Assembly

Hon. Jide Omoworare, House of Assembly

Hon. Niyi Oyemade, House of Assembly

Hon. O. Tunde Oyewo (sp?), House of Assembly

Hon. R.O. Ajaman (sp?), Permanent Secretary/Clerk of the Assembly

Sola Ogayemi, Head of Legislative Matters Directorate, Assembly

Eng. O.O. A. Anibaba, Political and Legislative Bureau

Mrs. A.A. Aderemi, Political and Legislative Bureau

Mrs. O.A. Ogunusi, Political and Legislative Bureau

Mr. O.O. Oshidele, Political and Legislative Bureau

Mr. S.O. Whenu, Political and Legislative Bureau

Adeoye 'Soji, Assembly Information Unit

Oduba 'Wonnola, Assembly Information Unit

Oduga Yetunde M., Assembly Information Unit

Omalase Yejide, Assembly Information Unit

Oresanya Ademola, Assembly Information Unit

Osibodu Owodiran, Assembly Information Unit

Rasheed Tinubu, Assembly Information Unit

Senator Hillman Frazier

Mr. Adamu Igoche

Rev. Pamela D. Moore

Prof. Eddy C. Ndekwu

Dr. Khulekani Sitole

Assessment of Phase I:

Assembly Member

- Appreciated the study tour component which occurred in the U.S.
 - It is good that we will be sending persons to the U.S. to receive training in legislative drafting; there are bills in the drafting department that have been held up for over one year
 - "Legislature is not empowered at all" – youngest and most vulnerable branch of government – usually the first to go under military rule
- Note: This is a comment that was echoed in numerous other state visits in both formal and informal contexts
- Access to information is critical – it has been difficult getting things done without access to information
 - Start thinking about making direct grants to legislatures for pilot projects (institution and capacity-building)
 - Library needs to be appropriately equipped with audio visual equipment, materials, resources, etc. (related to above) – need capacity for data analysis
 - An essential challenge facing Lagos – "people come in droves and they do not go away!" Incredible population growth is not adequately taken into account in federal government's resource allocation scheme
 - There is still a need for members of the assembly to have greater access, exposure to U.S. legislatures; what he proposes is that legislators be resident in the assemblies for 2-3 month period as mentors and advisers; also believes that it is important for legislators to go to U.S.

Chair of Education Committee

- Illiteracy is a major problem; we must put more money into addressing this problem – education is a major priority
- Would like for MCID to invest in exchange programs; there are on-going educational, learning needs
- Internet access remains a problem
- Lack of access to database of information, statistics
- Legislators must be appropriately educated to effectively perform their responsibilities

Another Assembly Member

- Continuity in democratic governance is critical (importance of today's leaders investing in tomorrow's leadership)
- Need a focus on improving relations between executive and legislative branches
- Important to invest in legislators and staff
- Would appreciate that workshop organizers invest in greater preparation
- Participation in workshops should rotate among members of the assembly, not just be limited to a few people
- Workshops should draw on multimedia, including video presentations, etc.
- Continuity allows a democratic system to retain its political capital and leadership so that lessons learned and knowledge gained will not be continuously lost from the system
- Mass education, educating the populace is a mechanism that must be employed to address citizen perceptions

Permanent Secretary, Political and Legislative Bureau

- LSPN I has helped to promote better relations between executive and legislative branches
- Submitted a proposal via NGO partner to transfer knowledge to local government(s) and citizenry regarding lessons learned from U.S. study tour – unfortunately the proposal was denied by USAID (?)
- Library strengthening; internet access remains a key concern

Another Assembly Member

- “There is no amount of good work that a legislator can do that will make a difference out there because the people do not know what the role of a legislator is....”
- Phase II should focus on greater access and outreach to the broader constituency, citizenry

Chair's Concluding Remarks

- More training, workshops, seminars
- Internet access (wireless provider)
- Library/database support
- Study tour of U.S. is still desirable in addition to South Africa tour

- "Whatever action that is going to start in this country will begin here in Lagos; therefore, we must appreciate the special case of Lagos and the need to continuously invest in this particular state."
- "If there is going to be a revolution, it starts here (Lagos)" – the same applies if something is going to go wrong....
- Any investments in Lagos are national investments with possibilities for leveraging that exceed the borders of the state

Meeting with Legislative Attaches

Friday, May 17, 2002

1:15 p.m.

Present: Ayotunde Sanni Odewale, Legislative Directorate

Adekunde O.J. (Miss), Legislative Directorate
 Goodluck Loretter O. (Mrs.), Political and Legislative Bureau
 Lawal K.O., Political and Legislative Bureau
 Ajaji O.O., House of Assembly

Senator Hillman Frazier
 Mr. Adamu Igoche
 Rev. Pamela D. Moore
 Prof. Eddy C. Ndekwu
 Dr. Khulekani Sitole

Note: Attaches also participated in SWC meeting.

Comments, Feedback:

- Now that absorption has taken place, MCID/NISER may need to submit a letter to the civil service updating them on LSPN II and role of attaches
- Would like a trip to the U.S. or an African country with relevant democratic forms of governance
- Networking opportunities are highly desired
- Need additional computer resources; cannot adequately access computers – in the House the two are limited to secretaries and the one in the executive branch has a broken monitor that they could not successfully repair; they are currently using a monitor from another station
- Need help in strengthening library
- Issue of stipends has proven to be a divisive and thorny issue; recommendation is that they be sent to their bank accounts directly; a certain amount of jealousy exists among older civil servants
- Can computers be set aside in a specific location for use for the legislative attaches only?

Lagos State Legislative Attaches

Ayotunde Sanni Odewale, Legislative Directorate

Assignments (former and current): Secretary to the Committee on Transport, Personal Assistant to the Clerk of the House, Secretary to the Committee on Finance, Clerk at Table, Research Assistant

Adekunle O.J. (Miss), Legislative Directorate

Assignments (former and current): Secretary to the Committees on 1) Establishment, Training and Pension, 2) Rural Development and 3) Women's Affairs; Assistant Secretary on Local Government and Intergovernmental Relations; Clerk at Table, Research Assistant and Directorate Secretary

Goodluck Loretter O. (Mrs.), Political and Legislative Bureau (Executive Branch)

Assignments (former and current): attending/reporting on the plenary sessions; monitoring the implementation of bills, resolutions; and reporting on legislative proceedings to the Governor

Lawal K.O., Political and Legislative Bureau (Executive Branch)

Assignments (former and current): correspondence, monitor public protests and demonstrations, write submissions and minutes, other sundry matters

Ajaji O.O., House of Assembly

Assignments (former and current): Secretary to the Chieftancy Affairs Committee, attend plenary sessions, serve as clerk at table, Secretary to the Funds Management Committee

Niger State Needs Assessment

ITINERARY OF ACTIVITIES

Sunday, May 12, 2002

Late Afternoon
Arrival by Car Transport
Hotel Check-In

Monday, May 13, 2002

Morning

Courtesy Call/Orientation Meeting with SWC Chair
SWC Meeting

Afternoon

Courtesy Call with House Leadership and Representatives
Meeting with Legislative Attaches
Press Conference with Deputy Governor

SUMMARY OF KEY DISCUSSIONS, MEETINGS

Meeting with Secretary to State Government and SWC Chair, Honorable Dahiru Awaisi
Kutu
Monday, May 13, 2002
10:00 a.m.

Present: Senator Hillman Frazier
Mr. Adamu Igoche
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwu
Dr. Khulekani Sitole

Comments, Feedback:

- Need to consider specialized training programs for assembly clerks; in many states the clerks are largely inexperienced
- Many of the bills passed by the legislature actually originate in the executive branch of government; therefore, the legislative drafting program is critical
- Interest in pursuing further the Agribusiness Council model of the Mississippi Senate
- Implications of 2003 elections – campaign techniques and protocol, conflict resolution, orientation of newly elected members
- Training in constituency relations is also a critical factor

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Meeting of the State Working Committee

Monday, May 13, 2002

11:30 a.m.

Present: Hon. Dahiru Awaisi Kuta, SSG

Isa Kawn, Government House
Solomon Nyaze, Government House
Bala Mohammed Liman, Ministry of Finance
Ndaeri Ladan, House of Assembly

Senator Hillman Frazier
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwa
Dr. Khulekani Sitole

Lessons Learned from Phase I:

- Benefited immensely from workshops; hand-outs have been shared with colleagues in other states
- Study tour was useful in helping to create a sense of discipline among assembly members
- Assembly members are still finding it difficult to develop their own bills
- Mississippi and Nebraska components of study tour were most relevant; should decrease the amount of time in the national capitols, e.g., D.C. — especially if members are not in session!
- Greater exposure to practitioners
- Greater exposure to political party members
- Important for all consultants, practitioners to have a copy of the Nigerian constitution and be appropriately briefed on differences between the two systems
- Need a deeper understanding of federalism as a framework of governance; managing conflicts and gaps between roles of state and national governments

- Highly desirable that there be seminars designed exclusively for legislators to strengthen their capacity to introduce and sponsor legislation
- Need to strengthen cooperation between executive and legislative branches of government; complete separation of arms of government not desirable
- No internet connectivity with computers

Key Goals, Priorities of the State:

- Priorities established after 1999 elections:
 - Rural water supply
 - Rural electrification; infrastructure
 - Education
 - Health
- Initial focus and drive has been somewhat lost; financing the improvements desired has been a major challenge since the state's limited investments are too small to impact huge problems; need to access resources from other multilateral institutions (Comment by SWC Chair)

Goals for Phase II:

Note: SWC Chair recognizes that their expectations will be influenced by the national political context; the absence of stable, long-term democratic institutions makes it hard to engage in long-term planning -- "you make investments and then the military comes" and multilateral institutions, NGOs leave...

- Poverty is a big threat to democracy; how do we best manage our resources to achieve impact?
- Next phase needs to dwell on the practical dimensions of sustaining democratic institutions
- Elections 2003 — there is a fear in the minds of the person on the street as to what may happen
 - Mass education is needed
 - Conflict resolution is critical to managing, holding back the role and intervention of the military

Meeting with House Leadership and Representatives (Courtesy Call)

Monday, May 13, 2002

2:00 p.m.

Present: Hon. Usman A. Jikantoro, Speaker of the Assembly

Hon. Haruna A. Labaran, Deputy Speaker

Hon. (Dr.) Jibrin A. Jibril

Hon. Tanko M. Lokoje

Hon. Isah Shala

Senator Hillman Frazier

Rev. Pamela D. Moore

Prof. Eddy C. Ndekwa

Dr. Khulekani Sitole

General Observations, Remarks:

- YMCA youth assembly model is a valuable model and would like to explore replication possibilities in Niger State
- Favorable assessment of study tour and program to date

Meeting with Niger State Legislative Attaches
Monday, May 13, 2002
2:30 p.m.

Present:

Mohammed Abdullahi Isah
Ishaq Paiko Abdullahi
Kabir Muhammad Ahmad
Abdullahi Buhari
Tanko Mohammed Zakari
Umar Farouq Isah

Abubakar Abdullahi Ziukosi, Director of Legislative Matters
Alhaji Buhari A-Mshammed, Deputy Clerk/Director of Personnel
Management

Senator Hillman Frazier
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwu
Dr. Khulekani Sitole

Comments, Feedback:

- There is a great need for networking to take place between workshops and training events **
- Computer location needs to be changed to assembly complex – members need greater accessibility
- Attaches want an opportunity to sit at the Clerk's table
- Want internet connectivity (since it could be a means of fostering greater understanding of Sharia and other aspects of Islamic law **)
- Want more training on legislative drafting
- Want a fieldwork component: need funds to meet with constituents and conduct outside research; get a better assessment of issues that need to be addressed
- An attaché with legal training is working on three bills for legislation
- Want more training opportunities accompanied with books, publications, etc.

- Want a travel opportunity to another democratic country even if it is a nearby country, e.g., Ghana
- Need to create a context which will enable lawmakers from different states to share experiences about the legislative process
- Consider involving consultants, practitioners, etc., from other African countries, e.g., South Africa
- Need assistance in maintaining records (library, resource center, etc.) of past and current legislation; also need a library for general reference

Director of Legislative Matters

- Need greater clarity with respect to the roles of attaches; his initial impression was that they were here only as observers
- Agrees that a written description would be useful (attaches concur)

Deputy Clerk

- Have been of immense of assistance to the legislative program; very appreciative of the attaché program
- State government has supplemented NISER stipend
- Absorption is in process, not fully complete

Meeting with Farouq Isah (NISER Liaison to Niger State Attaches)

Friday, June 7, 2002

3:45 p.m.

Present: Rev. Pamela D. Moore

Additional Comments, Observations:

- More citizens and stakeholders should have an opportunity to have input on pending legislation; often citizens learn of legislation after it has been passed
- Assembly should effectively utilize media outlets, e.g., radio, TV, newspapers, etc., to publicize hearings and events open to the public
- Older, more entrenched civil servants resist new ideas; to overcome this, it would be good to include them in training sessions

Additional Document Provided by the Niger State Legislative Attaches

Letter from Umar Farouq Isah on behalf of Niger Attaches, dated 23rd May, 2002

Niger State Legislative Attaches

Buhari Abdullahi, Secretary
Committee on Labour and Productivity

Abdullahi Mohammed Isah
Committee on Judiciary

Ahmad Kabir Muhammad
Committee on Education, Science and Technology

Abdullahi Ishaq Paiko
Committee on Public Petition, Ethics and Privileges
Committee on Works

Isah Umar Farouq
Committee on Health
Committee on Local Government and Chieftancy Matters

Tanko Mohammed Zakari
Legal Department

Rivers State Needs Assessment

ITINERARY OF ACTIVITIES

Monday, May 6, 2002

Morning

Arrival at Port Harcourt Airport
Courtesy Call/Orientation Meeting with Clerk of the Assembly

Afternoon

Hotel Check-In

Tuesday, May 7, 2002

Morning

Session with Speaker of the Assembly
Observation of Assembly Session

Afternoon

Session with Attaches
Lunch/Debriefing with Speaker

Note: Program arrangements could not be confirmed prior to the arrival of the needs assessment team due to telecommunications difficulties in the Port Harcourt area. A decision was made to travel to Rivers state, notwithstanding this situation. Upon arrival at the Rivers State House of Assembly, the team was informed that the Speaker of the House was in travel status but would arrive the following morning. Due to the team's inability to confirm program arrangements in advance, Rivers State was the only state in which the team did not meet with the fully convened body of the state working committee. Nevertheless, the team enjoyed a thoughtful and engaging discussion with the SWC Chair who provided a thorough briefing on the salient issues as they relate to Rivers State.

SUMMARY OF KEY DISCUSSIONS AND MEETINGS

Meeting with the Right Honorable Chibuke Rotima Amaechi, Speaker of the Rivers State House of Assembly
Tuesday, May 7, 2002
9 a.m.

Others Present: Senator Hillman Frazier
Mr. Adamu Igoche
Rev. Pamela D. Moore
Prof. Eddy C. Ndekwu
Dr. Kulekani Sitole

Key Issues, Concerns:

- Whose economy is really being supported by this program?
- With respect to the South African component, why can't South African officials come here (to Nigeria)?
- The Rivers State Assembly (and Speaker) will not go to any African country unless that country agrees to come here!
- Challenge facing assembly – How do we convince the Nigerian people that we are doing a good job in trying to serve their interests? Nigerian people have been conditioned, socialized into receiving negative news more readily than positive news.
- Implementing and enforcing legislation (good legislation) has been extremely problematic.

Outcomes, Decision Points:

- MCID will seriously pursue exploration of a South African exchange program to Nigeria.
- In terms of training methodology for Phase II, explore use of legislative case studies including success stories, failures, challenging legislative contexts.

Debriefing Observations, Comments:

- Adamu's assessment – a critical weakness in the Nigerian political system is the absence of strategic planning, focus and clarity of desired outcomes.
- This has implications for Phase II programming in that there may need to be a greater focus on strategic planning, policy analysis and implementation mechanisms.

Meeting with Rivers State Legislative Attaches

Tuesday, May 6, 2002

12 noon

Present: Emeka Amadi

Callistus Ojirika
Moses Obenade
Phimia Zaga
Tonie Egobueze
G.M. Gillis-West

Hillman Frazier
Adamu Igoche
Pamela D. Moore
Eddy C. Ndekwu
Khulekani Sitole

General Feedback, Concerns, Issues, Recommendations:

- Request salary for March – May ASAP!!
- Some of the Las may not want to continue working with the Assembly after the end of the program – is this okay?
- Would like to benefit from more of the “perks”—training, travel, etc.
- Would like fringe benefits, “welfare” package
- What’s the feasibility of the state increasing its cost-share?
- Need to invest in resource library in states; invest in database, information-gathering capacity
- Consider an awards component; attaches need certificates which validate their participation, especially for Phase I
- Stipends come late; need a more efficient system
- Train attaches to maintain IT, computer systems installed by MCD

Rivers State Legislative Attaches

Emeka Amadi (History, Masters in Development Studies)

Tonie Egobueze (Political Science)

G.M. Gillis-West (Political Science, International Relations)

Callistus Ojirika (Political Science)

Moses Obenade (Technology)

Phima Zaga (Economics)

Debriefing Session with Minnie Wright, USAID D/G Unit Manager and Brian L. Browne, Embassy Political Affairs Counselor

Thursday, May 30, 2002
3:00 p.m.

Discussion Topics:

- Accomplishments, Lessons Learned from Phase I
- Key, Salient Aspects of Current Context
- Opportunities and Challenges for Phase II
- Next Steps

Areas of Agreement, Consensus:

- Importance of linkage between LSPN and USAID programs with judiciary and civil society organizations
- Need to place greater emphasis on staff development
- Importance of state investments in technology components
- Increase access to, leverage relationships with other stakeholders via their participation in workshops

**APPENDIX F:
OUTLINE OF NATIONAL LEGISLATORS'
WORKSHOP AND STATE/REGIONAL
TRAINING PROGRAMS**

National Workshop for Legislators

Building Bridges in Support of Democracy – Strengthening Legislative Capacity in Democratic Governance

Proposed Timeframe: Week of October 7th or 14th
Proposed Host: To be determined
Proposed Venue: To be determined

Proposed Sponsors:

- 1) MCID
- 2) LSPN II States
- 3) LSPN II Program Partners: NISER
NCBSL
- 4) USAID

Proposed Participants:

- 1) Governors and Legislators from LSPN II states
- 2) U.S. Ambassador
- 3) USAID Mission Director and Key Staff
- 4) MCID Director and in-country team
- 5) Representatives from civil society organizations
- 6) Legislative attaches and designated legislative and executive branch staff from LSPN II states

Proposed Keynote Speaker: Congressman Bennie Thompson, 2nd Congressional District and Chair of the Congressional Black Caucus

Bennie Thompson represents an ideal profile for this type of event. Beginning his career as a student activist, he subsequently served as mayor of a small rural community before winning election as a county supervisor for Mississippi's most populous and urban districts. He successfully ran for Congress in 1992 following Mike Espy's relinquishment of his district to serve as Secretary of Agriculture in the Clinton Administration. Bennie Thompson brings a seasoned and experienced perspective to the role of alliance formation and coalition-building in making democratic federalism work on behalf of the people.

Note: Additional keynote sessions could also include the U.S. Ambassador and a joint presentation featuring the governor from one of the LSPN II states and a speaker from one of the LSPN II legislatures (emphasis on executive – legislative relations)

Proposed Goals of Training Conference:

- 1) To provide a forum through which high-ranking, influential leaders can lend support to the notion of sustainable, long-term democratic governance in Nigeria
- 2) To raise the visibility and consciousness concerning the role and importance of the legislative branch in Nigerian democratic governance
- 3) To provide a means to facilitate networking opportunities and the formal as well as informal exchange of knowledge between and among legislative practitioners
- 4) To build linkages and alliances in support of a violence-free transition from one democratic administration to the next
- 5) To advance legislative capacity-building at the state level

Proposed Workshop Topics:

- 1) Improving Outreach and Service to Legislative Constituencies
- 2) Coalition-Building with Civil Society Organizations – Successful Case Studies
- 3) Executive – Legislative Cooperation in Addressing Electoral Conflict and Violence
- 4) Management of Successful Campaigns
- 5) Making Federalism Work – Successful Case Studies in Executive-Legislative Cooperation
- 6) Policy Analysis and Research – Key Components in Legislative Drafting
- 7) The National Black Caucus of State Legislators – Case Study in Building a National Association

Note: It is recommended that these sessions be offered concurrently at least twice during the workshop to allow participants to attend more than one session of interest.

Proposed Trainers:

- 1) It is recommended that each workshop be facilitated by a legislative practitioner from the U.S. (NBCSL), South Africa (Phase II Partner) and/or one of the participating states in LSPN II
- 2) Ideally, one discussant or respondent will be assigned to each workshop to provide reactions, observations to key ideas highlighted or the sharing of relevant practical examples or case studies. Such persons could be representatives of civil society groups, the in-country LSPN II staff, program partners, e.g., NISER or legislative practitioners.

A Proposed Training Design for In-State Capacity Building

Strengthening Legislative Staffing and Infrastructure at the State Level

Proposed Goals: To strengthen legislative infrastructure and capacity at the state level in order to enhance the law-making process

Implementation Timeframe: September – December, 2002

Methodology: Five state or regional workshops (Katsina, Adamawa, Benue/Niger, Enugu/Rivers and Lagos/Edo)

Targeted Participants: Clerks of the Assembly
Deputy Clerks of the Assembly
Legislative Research Staff
Legislative Drafting Staff
Legislative Attaches
State Technology or Computer Support Staff
Representatives of the State Working Committee

Workshop Trainers/Resource Persons:

These could possibly include MCID/Nigeria in-country staff, the LSPN/NISER Project Director, or contracted workshop facilitators.

Program Components:

Orientation Sessions

Two orientation sessions are envisioned. One session will occur at the three-day LSPN II orientation session scheduled for July 30 – August 1, 2002. Another orientation session will take place during the meeting of the SWC Chairs slated for early September.

Pre-training Assignment

Legislative attaches will be asked to work as a small group within their respective states to develop a working diagram, flow chart of the legislative process drawing upon their own state as a working case study.

Key questions that must be answered include the following:

- 1) How does a bill originate?
- 2) Who initiates the process? Can the origination of a bill commence from only one place or several?

- 3) Who is assigned legislative drafting responsibility? within which branch and department/unit of government?
- 4) How or when does the bill reach the floor of the assembly?
- 5) Who has enforcement responsibility?
- 6) Who assesses impact or level of effectiveness of a given piece of legislation? How is this accomplished?

In responding to these questions, attaches will be asked to draw upon notes from previous workshops or training sessions, to interview relevant personnel in the executive and legislative branches of government and to compile a comprehensive file of these materials. Attaches will be encouraged to be creative in the use of power point or multimedia to enhance the overall presentation of their work.

On-Site Technology Assessment and Consultations

This component will be conducted in three phases. During the initial phase, the chair of the state working committee will be asked to complete a written survey that will be forwarded from the in-country office. Each chair will also be asked to designate an individual who will serve as the LSPN II technology contact for the duration of the second phase.

During the second phase, a technology consultant will be dispatched to the LSPN II states to meet with members of the state working committee and the LSPN II technology liaison. During this meeting, state partners will be asked to provide the consultant with their completed survey document and to summarize the key findings contained in this instrument. The technology consultant will also conduct an on-site assessment of computers supplied by MCID during LSPN I.

Following this visit, the technology consultant will provide MCID with the original copies of completed surveys along with a detailed report highlighting technology needs, resource implications and state capacity-building needs with respect to the effective management and utilization of technology in support of the law-making process.

State/Regional Training Workshops for Legislative Staff and Attaches

The in-state training component will consist of a two-three day workshop. Depending upon timing, costs and logistics, these workshops may take place at the state or regional level. A regional workshop may include participants from two-four states. Depending upon the number and location of workshops taking place, these activities may be scheduled concurrently or sequentially. Each workshop will be organized to follow the basic parameters of the outline below:

- Day One: Introduction to important concepts in democratic governance, including the social contract theory. Application of these concepts to civil servants.
- Day Two: Legislative mapping presentations incorporating interactive discussions and small group work. Development of an outline of research, technology

and legislative drafting support needs. (Note: These needs may vary from state to state depending upon differences and nuances in the law-making process as well as existing resource and capacity levels.

Day Three: Introduction to tools and methodologies for legislative research. (Note: Sessions will focus on methodologies that can be implemented in limited resource contexts.)

Legislative Drafting "Train the Trainer" Workshop

LSPN II states will be asked to send at least one or two participants assigned to participate in the state or regional workshop to the "Train the Trainer" national workshop on legislative drafting. This will enable such persons to gain additional knowledge about the legislative drafting process, draw more broadly upon the experiences of other states as well as the U.S. context in order to refine their state's evolving research and technology management plan.