

Participatory Budgeting: an effective strategy for promoting social accountability and curbing corruption at the Local Level

Report of the impact of the participatory budgeting project carried out in 3 states in South West Nigeria by Community Life Project (CLP) supported by OSIWA (Open Society Initiative for West Africa)



This report is the work of Community Life Project (CLP) carried out under the platform of its social movement – ReclaimNaija.

ReclaimNaija Grassroots Movement is a platform for civic engagement and brings together a vast network of grassroots organisations across the country comprising informal sector workers, trade-based and faith-based organisations, community development associations, vocational associations, civil society groups and government departments.

This project was carried out between 2016 – 2019 with a grant from OSIWA (Open Society Initiative for West Africa)

Acknowledgment

CLP owes the success of this work to various stakeholders and partners.

We will like to express our profound gratitude to all our grassroots partners for their commitment and agency throughout the duration of the project. They truly showed what is possible when grassroots citizens express voice and participate in local government decision-making.

We will also like to thank the local government officials for their openness and commitment to the entire process. This made it possible for the voices of the grassroots community leaders to be heard.

We equally thank our funder, OSIWA, for their support for the project.

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1.0 Executive Summary

Community Life Project (CLP) is one of Nigeria's leading Civil Society Organisations promoting inclusion and popular participation in local governance. It empowers low-income, disadvantaged grassroots citizens in the informal sector to exercise agency and express voice towards influencing public expenditure and service delivery at the local government level. The strategies include building capacity on both the demand and supply sides of governance, synergistic partnerships, advocacy and civic engagement.

In the last 3 years (2016 – 2019), with support from OSIWA (Open Society Initiative for West Africa), CLP worked with Grassroots Community Leaders (including women and youth leaders and persons with disability) and Local Government Officials to open up the space for grassroots citizens to participate in the budgeting process. The aim was to engender a culture of social accountability and ensure that the real needs of communities were included in Local Government budgets. Since participatory budgeting was a new paradigm for both community leaders and local government officials, it was imperative that we build capacity on both sides. On the demand side, we built the capacity of 305 Grassroots Community Leaders from 46 Local Governments in 3 States (all the 16 LGs in Ekiti State; 15 LGs in Lagos; and another 15 LGs in Osun) all in South-West Nigeria. On the supply side, we also trained 162 Local Government Officials. After the trainings on participatory budgeting and open governance, we organised 72 Budget Town Hall meetings where community needs were prioritised for inclusion in Local Government budgets.

In 2019, out of 496 community needs submitted for inclusion in Local Government Budgets, 272 (55%) made it into the budgets while 411 community needs were submitted for inclusion in the 2020 local budgets. As at the time of this report, the review meetings were yet to be held to ascertain how many of those 411 prioritised needs were eventually included in the Local government budgets.

The eight most pressing projects demanded by the community leaders are: Roads, Water, Health Centres, Electricity, Waste Disposal, Repairs of School buildings/provision of teaching aids, Renovation of markets, and Job creation for Persons with Disability, women and youths.

Major Achievements

The major achievements of the project are:

- Grassroots Leaders are beginning to decide where the money goes (55% of their demands were included in the 2019 budgets)
- Engendering a new culture of local governance and budgeting
- Enhanced transparency and accountability
- Synergy and improved relationship between communities and local governments.

- Increased Agency and expression of voice by grassroots citizens
 - grassroots citizens now making demands on public officers for transparent service delivery.
 - there is a gradual build-up of a critical mass of well informed and empowered grassroots community leaders engaged in promoting democratic accountability and good governance.
- Quality of life of grassroots citizens being enhanced through better service delivery.

Success Factors

The success of this OSIWA-funded project on participatory budgeting and social accountability is hinged on the following factors:

- The effectiveness of the CLP Model of inclusive and participatory civic engagement
- Capacity Building
- A cordial, constructive and non-adversarial paradigm of engagement between the grassroots leaders and local government officials
- Use of standardised training modules, materials and messaging
- Sense of ownership of the project by both grassroots community leaders and local government officials
- Presence of political will on the part of elected local government officials
- Proactive civic engagement paradigm

Participatory budgeting is proving to be an effective strategy for achieving transparency, social and democratic accountability. The project is starting to have a positive impact on the performance of the local governments in general. As public funds are being applied to meet the real needs of the people, service delivery is improving in the target local government areas and community development is being enhanced towards improved quality of life. This has a great potential for accelerating the attainment of several SDGs.

2.0 Background

2.1 Introduction

This publication presents the impact of the project supported by OSIWA (the Open Society Initiative for West Africa) towards promoting social accountability at the local government level in Nigeria. It is produced by Community Life Project (CLP) – ReclaimNaija, which received a 3-year Grant (2016 – 2019) from OSIWA to work in 3 States in South-West Nigeria. The States are Ekiti, Lagos, and Osun.

2.2 The problem the project sought to address

The major problem that the project set out to address was the marginalisation of people at the grassroots from governance decision-making. Experience in Nigeria shows that people at the grassroots are largely marginalised from the decision-making process and still not empowered to decisively influence development and governance outcomes in their favour. Though the country is rich in social capital and has a dense population of community-based organisations, their participation in development is largely self-help driven. Grassroots communities and organisations across the country have built schools, health centres, culverts, bridges, roads etc., which are, in few cases, minimally subsidised with small government grants; but these efforts are not matched with grassroots participation in local governance decision making nor the expression of grassroots voices on how public money is spent.

Citizens need to be empowered to engage with government on their own terms with the objective of influencing both the process and the outcomes of governance and development initiatives in favour of the common good. Such empowerment is largely lacking, especially for disadvantaged, grassroots citizens. The more privileged, elitist segments of civil society are more vocal and better equipped to place demands on government than low-income people at the grassroots with less formal education. The government and public officers, on their part, need to accept the legitimacy of citizen participation, affirm the rights of the people to shape government policies and programmes and create avenues for that to happen.

Due to endemic corruption and its poor performance record, the government is not committed to opening the space for citizen participation in governance decision-making because it invariably involves accountability to the people. This reluctance imposes a barrier to popular participation in decision making. The cooperation of the government is, therefore, required. But it could also be argued that an empowered citizenry through pressure groups and vigorous advocacy interventions can secure the rights to meaningful participation. The implication of this situation for governance interventions is that there is a need to focus on both empowering citizens and government officials to embrace the paradigm of popular participation in governance decision-making.

Popular participation in governance decision-making has the strategic benefit of improving the quality of governance, promoting accountability, reducing corruption,

improving service delivery, enhancing representativeness and deepening the democratic culture. Citizen participation is, therefore, one of the most critical factors for attaining good governance and accelerating development in Nigeria. There is a dire need to empower grassroots citizens for popular participation in governance decision-making at the Local Government Level. When people participate in decision making and engage with government, they not only voice their opinions about decisions that affect their lives, they have the opportunity to take part in formulating policy, planning, implementing, monitoring and evaluating social services and development programmes in their communities. Popular participation, in such areas, ensures that funds are applied to meet the real needs of the people, which, in turn, constricts the space for misappropriation and misapplication of public resources. Besides, it promotes agency and reduces the sense of powerlessness on the part of citizens. It is equally important to engage government officials in a manner that would influence and shape both the process and the outcomes of governance in favour of grassroots communities and citizens.

Through Participatory Budgeting, CLP strategically addresses the problem of corruption, lack of representativeness, ineffective service delivery, poor execution of capital projects and undemocratic culture.

2.3 Description of the Project

The project focused on both the supply and demand sides of governance, empowering and sensitising both public officers and grassroots leaders on the importance of participatory governance decision making. The project leveraged on CLP's model of community-level partnerships and its *ReclaimNaija* grassroots movement¹ to achieve its goals and objectives. The project was very inclusive and participatory.

The project was carried out in 46 Local Governments spread across 3 South West States in Nigeria, as follows: all 16 Local Governments in Ekiti; 15 (26%) LGAs/LCDAs in Lagos, and 15 (50%) LGAs in Osun State.

The activities included advocacy, capacity building, town hall meetings, radio programmes and project review meetings.

The first activity undertaken was advocacy to sensitise key local government officials and relevant heads of departments, and secure their buy-in. This was followed by capacity building of government officials and community leaders (including youth and women leaders, and persons with disability) on participatory governance and budgeting. After the training on budgeting, community leaders consulted their reference groups on their needs for inclusion in the budget. Then a team of community leaders and government officials jointly organised Town Hall Meetings to which youth and women leaders, persons with disability, community leaders, as well as leaders of faith-

¹ReclaimNaija Grassroots Movement is a civic engagement platform that brings together a vast network of grassroots organisations across the country comprising informal sector workers, trade-based and faith-based organisations, community development associations, vocational associations, civil society groups and government institutions.

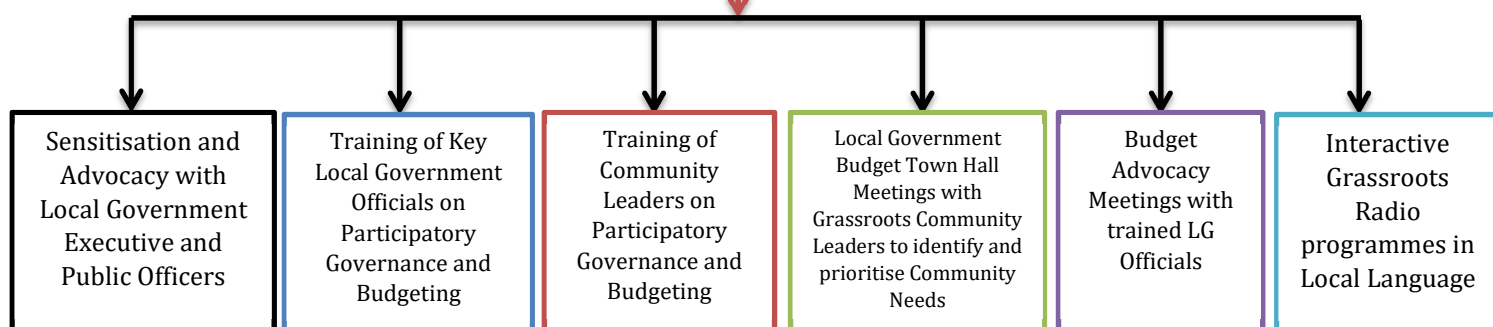
based organisations, artisan groups and other community-based organisations were invited to discuss and prioritise community needs for inclusion in the budget.

Subsequently, follow-up visits were made to the Local Government Budget departments and elected Local Government Officials by the trained community leaders and volunteers. These visits provided opportunities for Local Government Officials to review feedback from the Town Hall Meetings. The LG Officials also used the opportunity of the visits to inform the community delegation of those of their needs that have been included in the budgets. Community Leaders also followed up with field visits to verify whether the projects the Officials said were in the budget were actually being implemented in their communities.

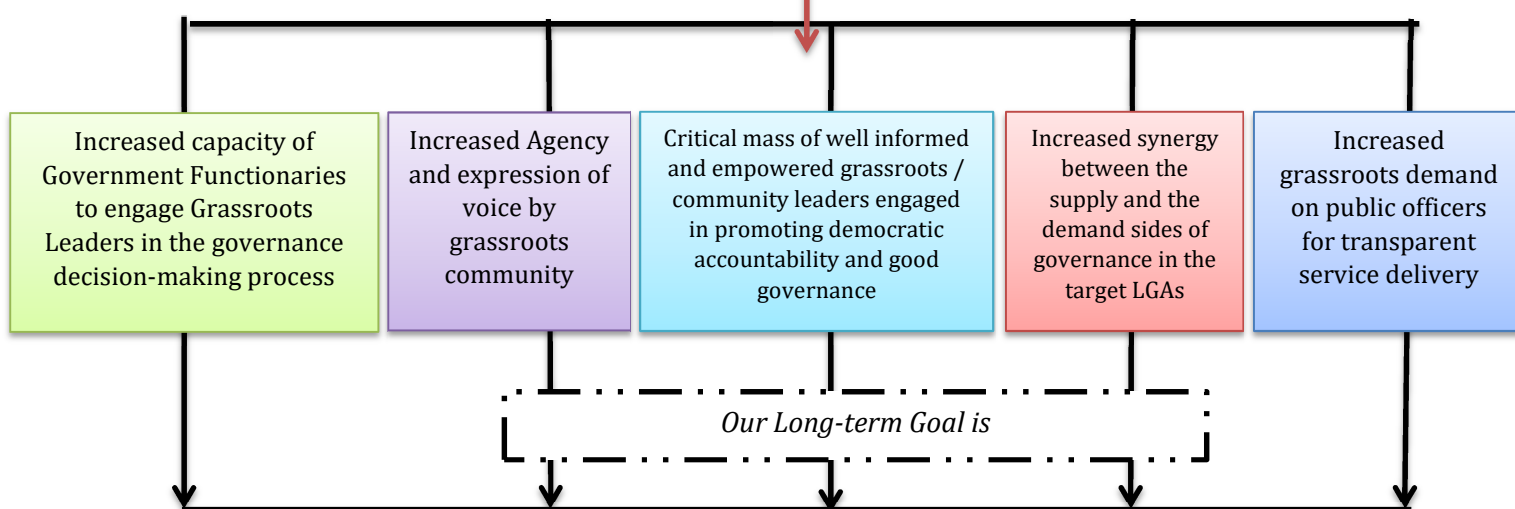
3.0 Theory of Change

Enhanced Grassroots Communities participation in promoting democratic Accountability and Good Governance at the Local level

We work with communities and local governments to promote inclusion and effective service delivery. It's our belief that communities are in the best position to decide how local resources should be used and for what purpose



We expect to achieve the following outcomes



Our Long-term Goal is

Improved Quality of Life for Grassroots Citizens

4.0 Description of the Participants in the Project

As stated above, in the course of the project, we worked with stakeholders from both the supply and demand sides of governance.

On the Supply Side of Governance

The participants on the supply side included elected public officials (Local Government Chairs and Councillors) and Heads of Key Departments in the Local Government (Administration, Finance & Budget, and Social & Community Developments).

Distribution of Categories of Local Government Officials that participated in the project

S/N	Category	Number of Participants
1	LG Chairpersons, Vice-Chairpersons & Councillors	28
2	Council Managers / Directors of Administration	75
3	Directors, Deputy Directors & Budget Officers	85
4	Directors / Heads & Officers of Social & Community Development	63
5	Heads of Departments (Education, Environment & Health)	68

Table 1

Table 1 above gives a representation of the various categories of Local Government Officials that participated in the programme. There were 28 elected Local Government Chairpersons, Vice-Chairpersons and Councillors, 75 Council Managers / Directors of Administration,² 85 Directors / Budget Officers, 63 Directors / Community Development Officers and 68 Heads of Departments (Education, Environment and Health).

On the Demand Side: Grassroots Community Leaders

On the demand side, there were Traditional Rulers and Palace Chiefs, Leaders of Women and Youth Groups, Persons with Disability, Leaders of various community development associations / community development councils, community leaders, leaders of artisan groups, professionals, pensioners/retirees, civil servants, members of faith-based organisations, community policing/civil defence, civil society organisations and media.

² The post of Council Manager is the same with that of Director of Administration. While Lagos State uses "Council Manager", both Ekiti and Osun States use "Director of Administration".

Type and Number of Associations / Organisations that participated in the Project

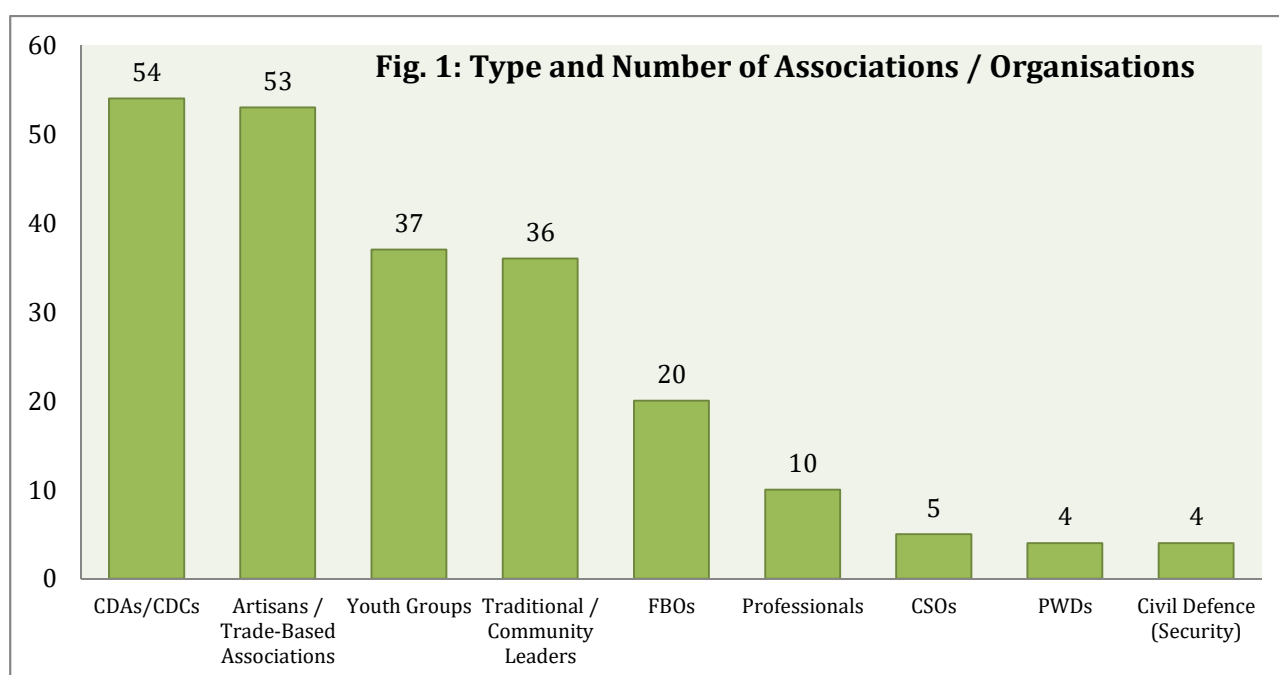


Fig. 1 above shows that 54 different Community Development Councils / Associations participated in the project as well as 53 Artisan and Trade-Based Associations, 37 Youth Groups, 36 Traditional / Community Leaders, 20 Faith-Based Organisations (both Christian and Muslim), 10 Professionals (including healthcare practitioners, media, teachers, surveyors, civil servants etc), 5 Civil Society Organisations, 4 Persons with Disability Groups and 4 Security outfits (State Neighbourhood Security, NSCDC etc).

Gender Analysis of Participants

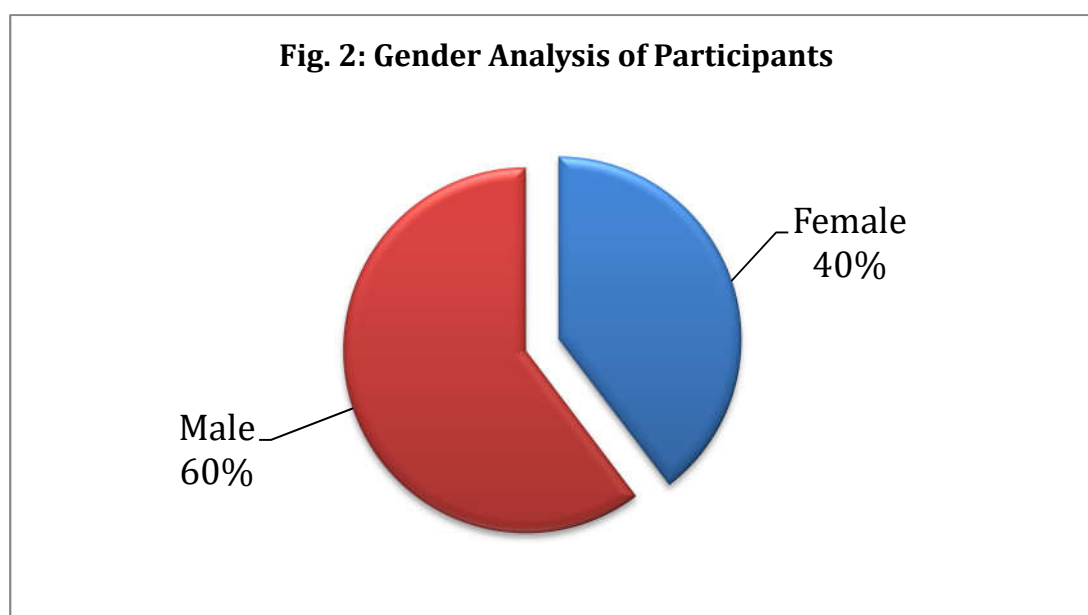


Fig. 2 above shows the percentage of female and male participants in the project. 40% of participants were female while 60% were male participants.

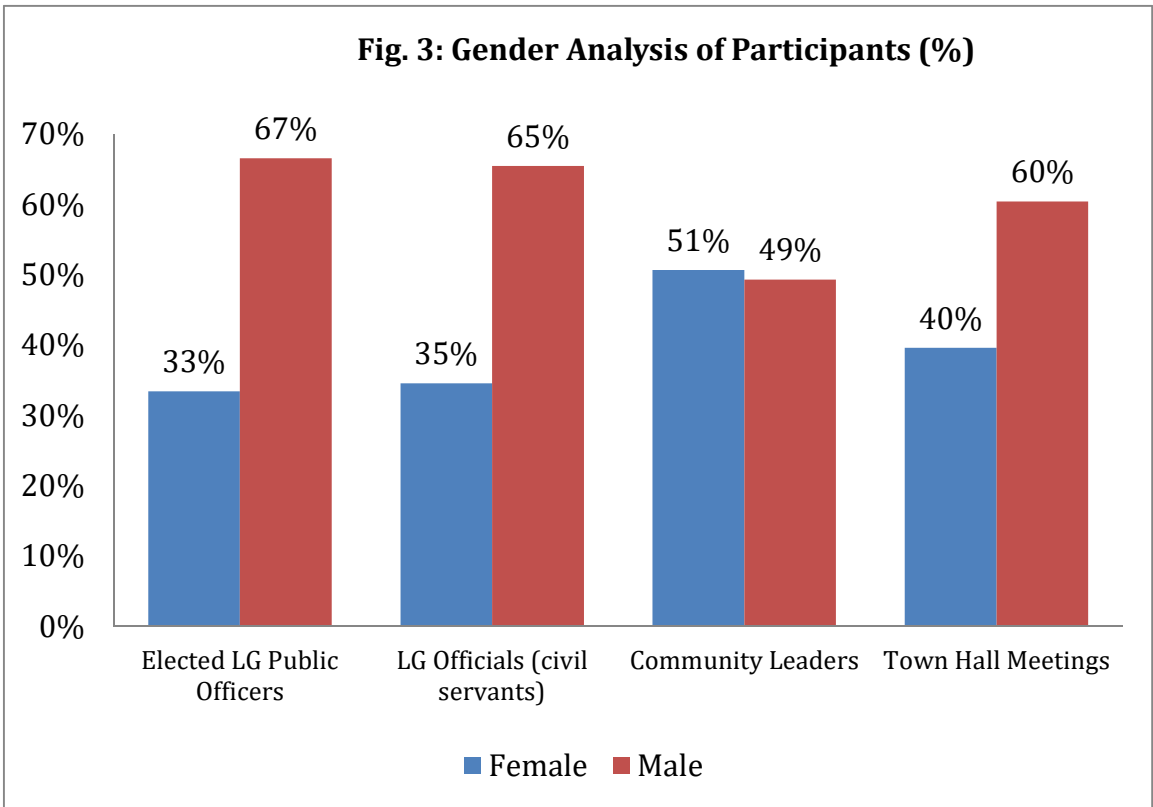


Fig. 3 above gives a further breakdown of the percentage of gender representation in the project. Among the elected public officers, there were 33% women and 67% men; the trained Local Government Officials (civil servants) were 35% women and 65% men; while the trained Grassroots Community Leaders were 51% women and 49% men. The Town Hall Meetings had 40% women and 60% men in attendance.



Grassroots Community Leaders reviewing projects sited in their communities

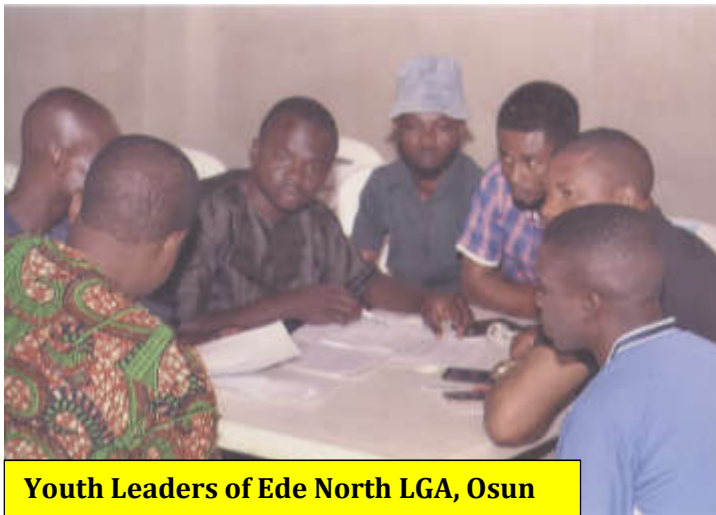


Local Government Officials in Osun State at the training on Participatory governance and budgeting



Training of Grassroots Community Leaders on participatory budgeting in Lagos

Town Hall Meetings: Grassroots leaders meet in small groups to identify their priorities at the Town Hall Meetings





Presentation of community needs to Hon. Akeem Adesoji Olowopejobori, Chairman, Ilesa East LGA, Osun State



Olorunda LGA Community Leaders presenting community needs to Hon. Moshood Akande, Member, Osun State House of Assembly



Emure LGA Community Leaders presenting community needs to Hon. Olufemi Richard Bamisile, Member, Federal House of Representatives

5.0 Output of the Activities



319

sensitised Public
Officers give full
support to the
programme



162

LG Officials
trained



305

Grassroots
Community
Leaders trained



72

Budget Town Hall
Meetings held to
prioritise
Community Needs



4,611

Grassroots Leaders
prioritise
Community Needs
for inclusion in the
2019 & 2020 LG
Budget



42

Budget Advocacy
Meetings between
261 Community
Leaders and 170
LG Officials



70 Phone-in Radio
Episodes in Local
Language aired reaching
an estimated **8.04**
million listeners

6.0 Major Achievements of the Project

6.1 First Major Achievement: Grassroots Leaders are now starting to decide where the money goes

6.1A 2019 Local Government Budget

The major achievement of this project is that Grassroots Community Leaders are now deciding where the money goes by successfully exacting a strong influence on local governments to get their real needs into the budget.

Their prioritised community needs were included in the 2019 Local Government budgets, as follows: of the 496 Community Needs submitted for inclusion in the 2019 Local Government budgets, 272 (55%) were included in the 2019 Budget.

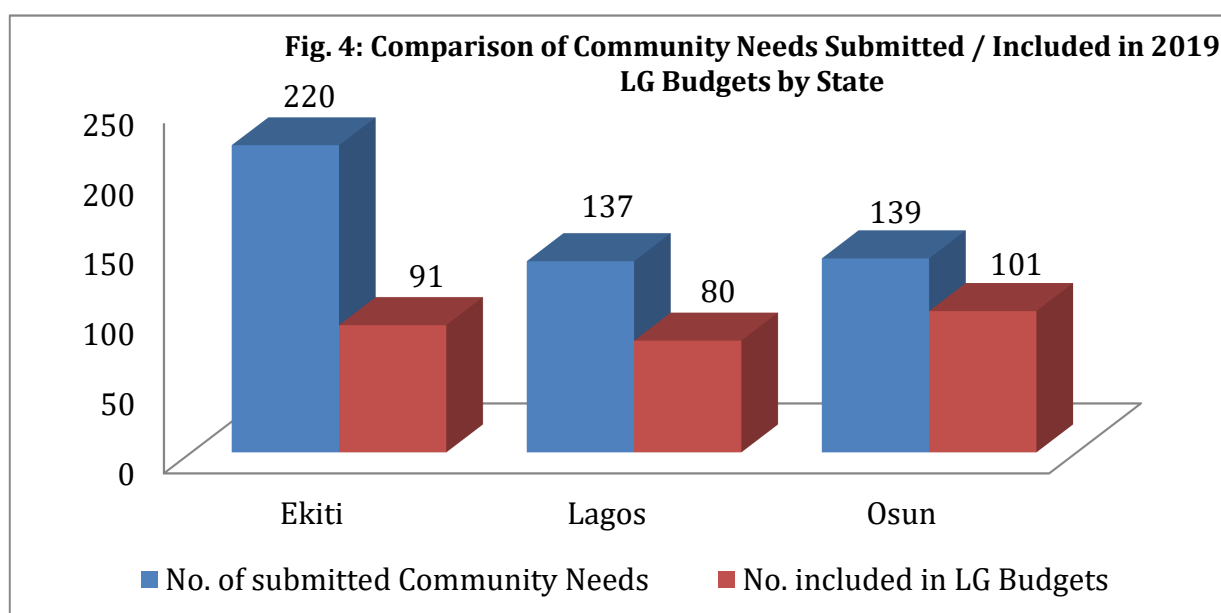
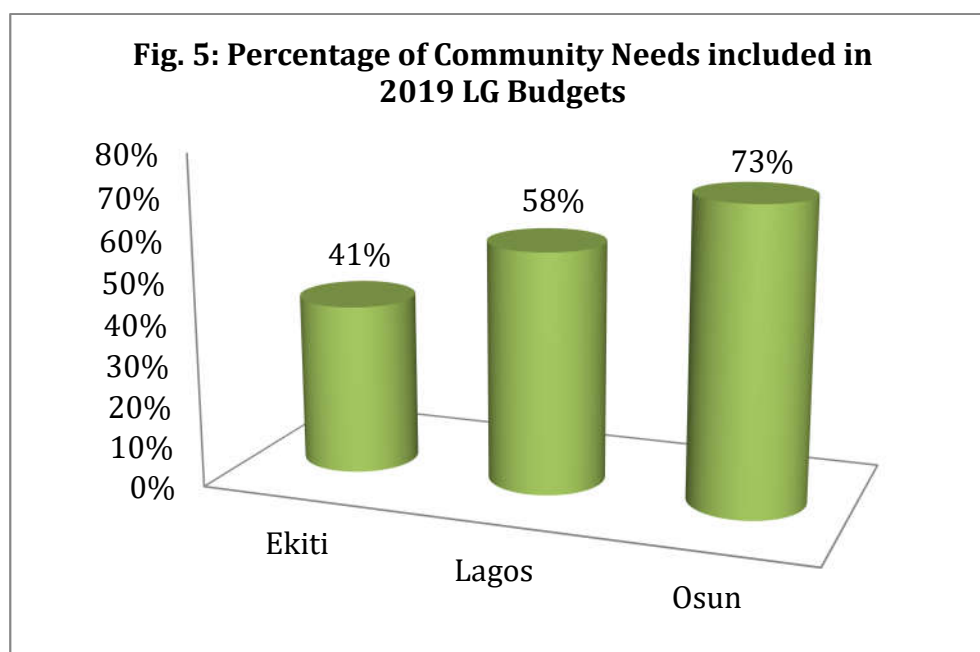


Fig. 4 above shows the breakdown of Community Needs submitted by each State and the number included in the 2019 Local Government Budgets. Of 220 needs submitted for inclusion in the local government budgets in Ekiti State, 91 community needs made it into the budget. In Lagos, 80 out of the 137 submitted community needs entered the 2019 budget. While in Osun, 101 out of the 139 submitted community needs were included in the LG budget.

Percentage of Community Needs included in 2019 LG Budgets by State



As shown in Fig. 5 above, 41% of the Community Needs submitted by the Community Leaders in Ekiti State was included in the 2019 Local Government Budgets, 58% of community needs submitted in Lagos got into the budget while Osun had 73% of its submitted community needs included in the Local Government Budgets.

Analysis of community needs submitted and included in 2019 budgets by LGAs

Ekiti State

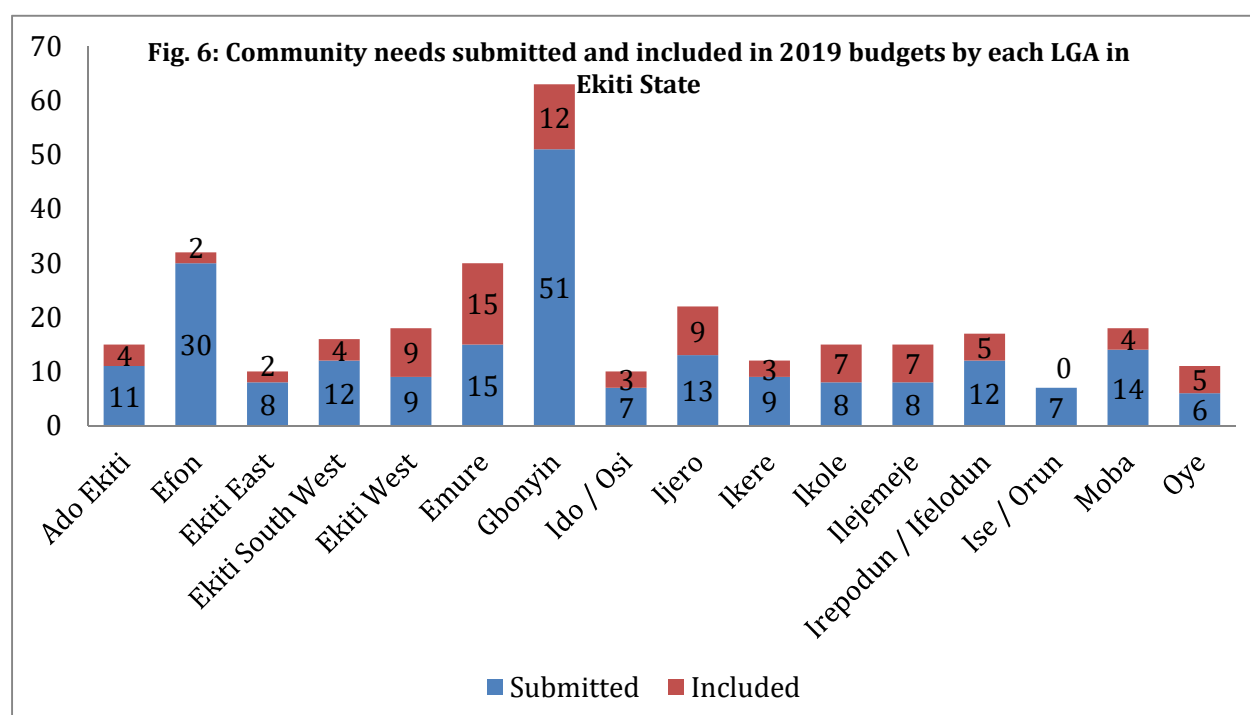


Fig. 6 above shows figures for community needs submitted by each Local Government in Ekiti State.

Lagos State

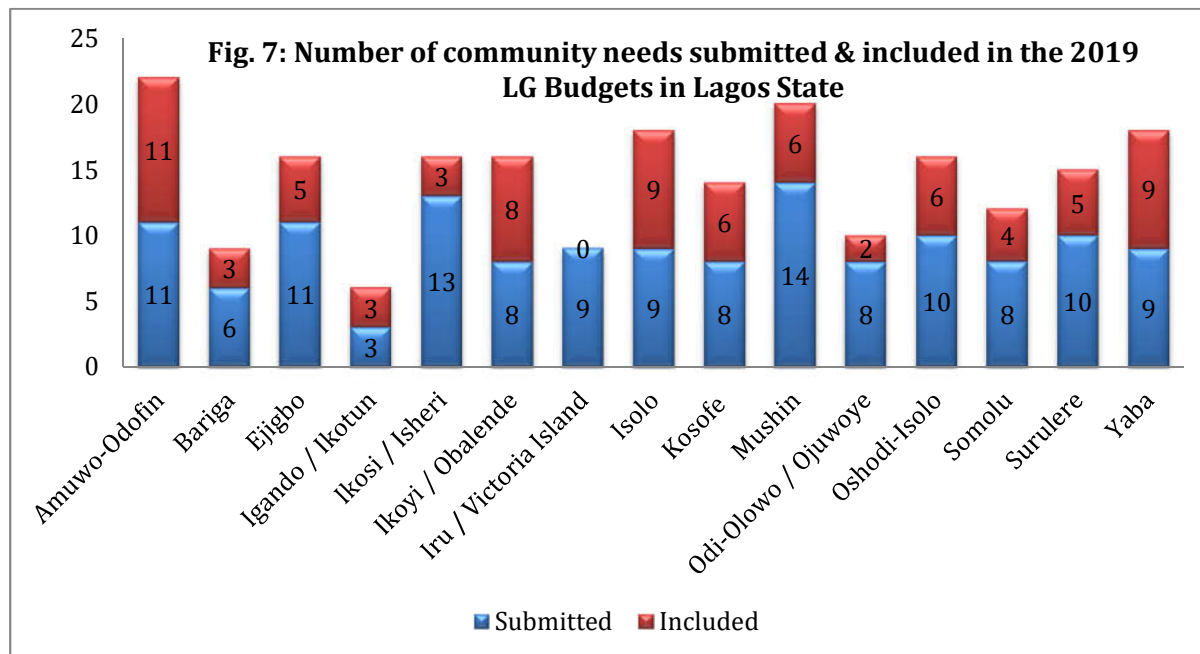


Fig. 7 above shows figures for Community Needs submitted by each Local Government in Lagos State.

Osun State

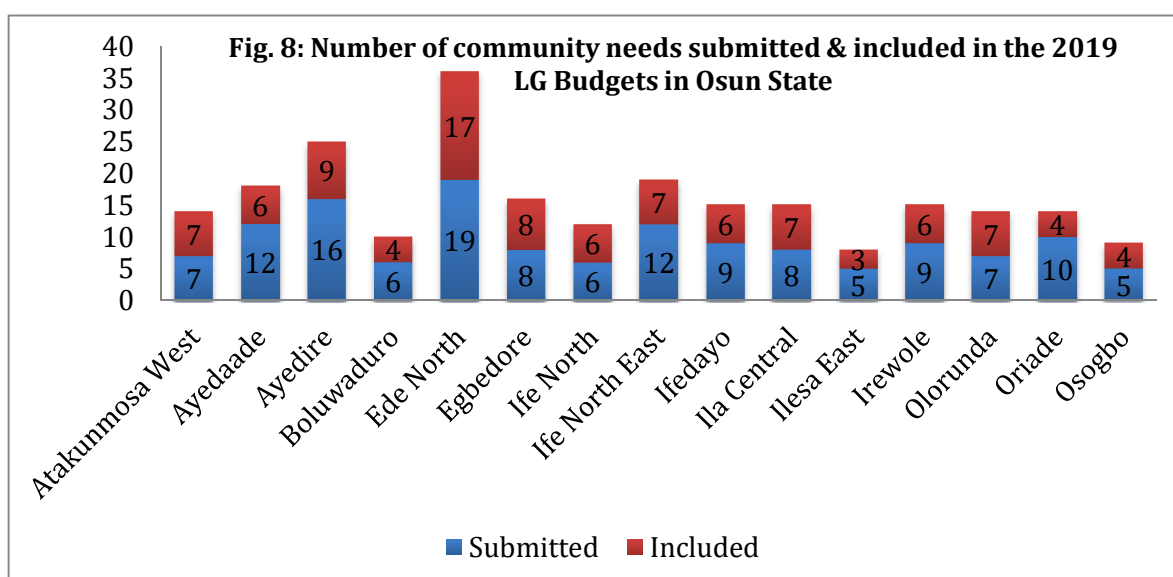


Fig. 8 above shows figures for Community Needs submitted by each Local Government in Osun State.

6.1B 2020 Local Government Budget

Community Leaders prioritised and submitted their needs for inclusion in the 2020 Local Government Budgets

In October 2019, Town Hall meetings were organised by the trained Community Leaders and Local Government Officials to identify and prioritise Community Needs for inclusion in the 2020 Local Government Budgets in the 3 target States. 411 Community Needs were identified for inclusion in the 2020 budget.

The analysis of the submitted community needs shows clearly what the priorities of communities are in each of the target State with respect to service delivery.

Total Number of submitted Community Needs by State

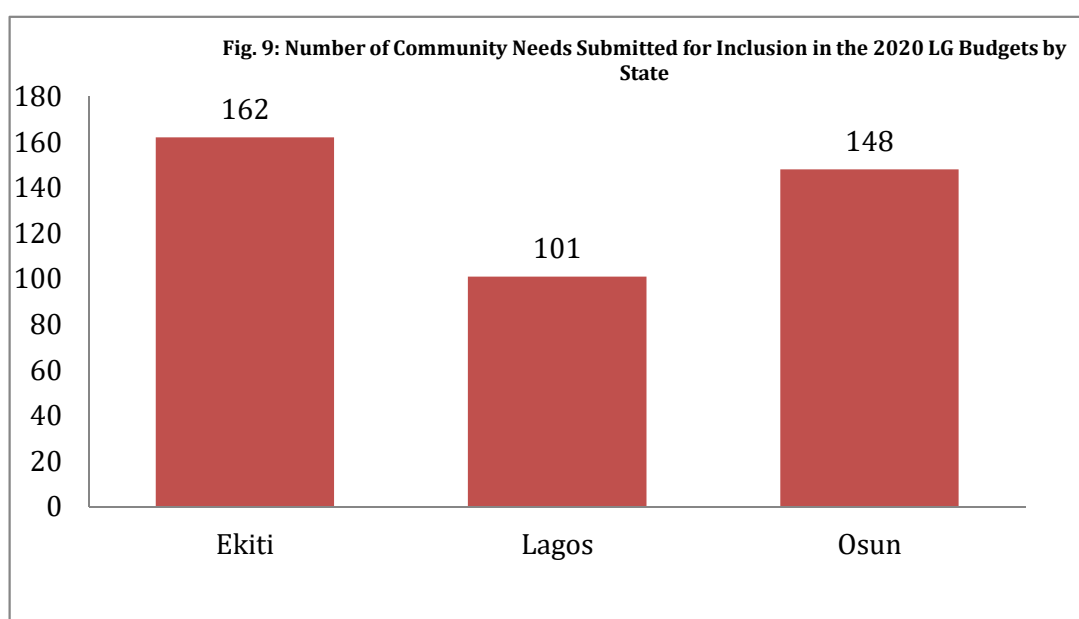


Fig. 9 above shows the number of identified Community Needs submitted for inclusion in the 2020 Local Governments Budgets.

Analysis of the type of services prioritised for inclusion in 2020 Budgets

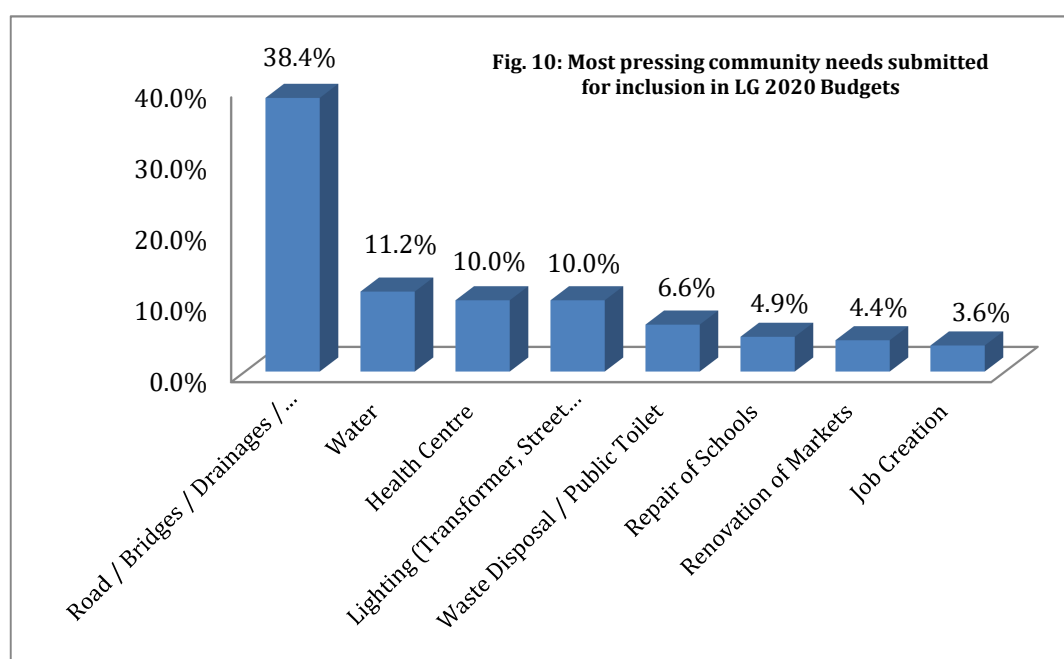


Fig. 10 above shows the 8 most pressing needs of communities in the 46 Local Governments across the 3 States of Ekiti, Lagos and Osun. Roads / Bridges / Drainages / Culverts were by far the highest concern of the communities amounting to 38.4% of total identified needs. This was followed by potable water (11.2%); Primary Health Centre and Electricity (10.0% each); Waste Disposal / Public Toilets (6.6%); Repairs of School buildings and provision of teaching aids (4.9%); Renovation of markets (4.4%) and job creation [for Persons with Disability, Women and Youth] (3.6%).

Distribution of type of services prioritised for inclusion in the 2020 budget by State

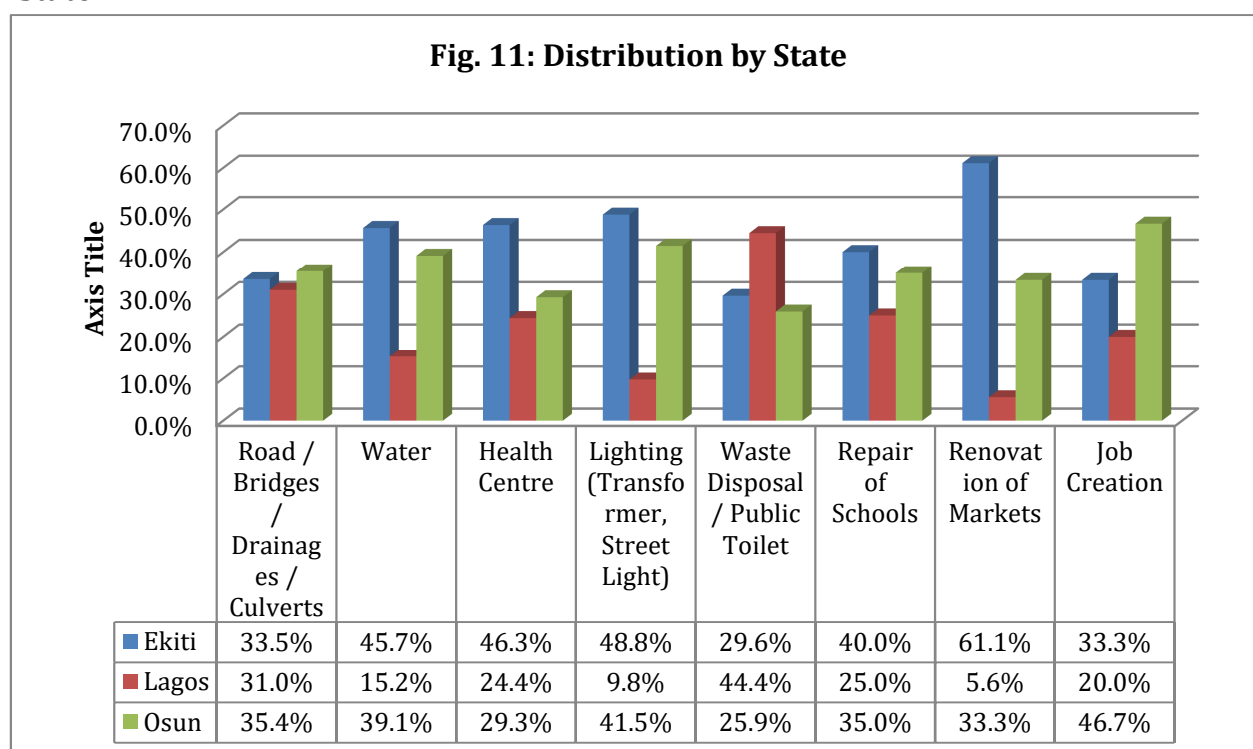


Fig. 11 shows the distribution of prioritised services for inclusion in the budget by State.

For Ekiti State, the most pressing need was the renovation of markets (61.1%); followed by Electricity (48.8%); Renovation of Primary Health Care Centres and Provision of Drugs (46.3%); Potable Water (45.7%); Repairs of Schools (40%); Repair of Roads (33.5%); Job Creation (33.3%) and Waste Disposal / Public Toilets (29.6%).

For Lagos, the most requested need was Waste Disposal / Public Toilets (44.4%); followed by Repair of Roads (31%); Repair of Schools (25%); Renovation of Primary Health Care Centres (24.4%); Job Creation (20%); Potable Water (15.2%); Electricity (9.8%) and Renovation of Markets (5.6%).

For Osun State, Communities most pressing need was Job Creation (46.7%). This was followed by the provision of electricity (41.5%); Provision of Potable Water (39.1%); Repair of Roads (35.4%); Repair of Schools (35.0%); Renovation of Markets (33.3%); Repair of Primary Health Care Centres and provision of drugs (29.3%) and Waste Disposal / Public Toilets (25.9%).

It is important to note that for Ekiti and Osun States, the roads in question were majorly access roads to farms while Lagos residents wanted intra-city roads fixed. It is equally important to clarify that for Lagos, waste disposal referred more to the removal of refuse and clearing of drainages in neighbourhoods.

6.2 Second Major Achievement: Engendering a new culture of local governance and budgeting

Participants (both Local Government Officials and Community Leaders) acknowledge a paradigm shift in the practice of budget preparation. Participants from all 46 Local Governments admitted that, before the start of the project, the budgeting process had little or no input from the people. Projects were decided by the political class and imposed on the people. More often than not, these projects did not reflect the real needs of the people.

However, the project has engendered a new culture – a participatory budgeting culture - that allows communities to have voice and input as equal partners with government in deciding where the money goes in their communities.

Comparative Analysis of Community Participation in Local Government Budget-Making Process before and after the project

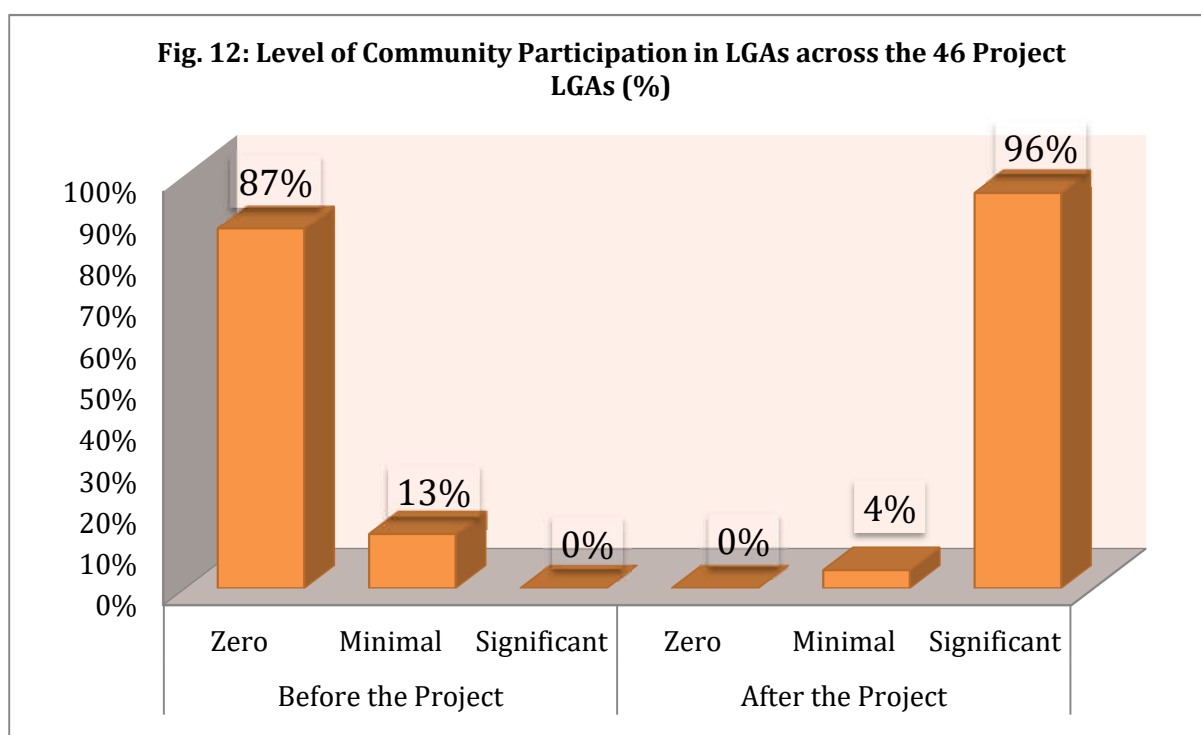


Fig. 12 above shows the comparative analysis of the level of community participation in the budget-making process within the Local Governments before and after the commencement of the project.

87% of the target Local Governments reveal a zero level of community participation before the project; 13% of the Local Governments reported a minimal level of participation while no local governments reported any significant level of participation by communities in local government budgeting.

After the project, however, the participants reported a tremendous increase in the level of community participation. 96% of the target local governments reported increase in the level of community participation in local government budgeting. 4% of LGs reported no improvement.

Furthermore, before the start of the project, 15 out of the 16 Local Governments in Ekiti State reported zero community participation in the budgeting process with only 1 Local Government reporting a minimal level. After the project, all 16 Local Governments reported a remarkable increase in the level of community participation in the local government budgeting process.

For Lagos State, 10 out of the 15 Local Governments reported zero community participation with 5 Local Governments reporting a minimal level of participation by communities in the budgeting process at the local level. After the commencement of the project, 13 Local Governments reported a significant increase in the level of community participation while 2 Local Governments reported a minimal level of participation.

For Osun State, all 15 project Local Governments reported zero community participation in the budgeting process before the project. After the project, however, all 15 Local Governments reported a significant increase in the level of community participation in the Local Government budgeting process.

Number of submitted community needs included in 2020 budgets

At the time of this report, we have not done the review to know what was included in the 2020 local government budgets.

6.3 Third Major Achievement: Increased transparency and accountability

For the first time, Local Government Officials and Community Leaders sat down together to jointly audit which of the submitted community needs actually made it into the 2019 Local Government Budgets.

Here are a few samples of the Joint Audit forms signed by Budget Officers and Community Leaders in the 3 States:

Ekiti State sample of jointly signed project audit forms

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ADO EKITI LOCAL GOVERNMENT

We hereby attest as follows:

a) The underlisted Community Needs were identified at a ReclaimNaija Town Hall Meeting in 2018 and submitted to the Local Government for inclusion in the 2019 Local Government Budget.

b) The following 4 checked Community Needs were included in the LG budget

Their Top Five Community Needs

1. Provision of more Secondary Schools in Ado LG
2. Creation of more polling units for early participation in election
3. Provision of Portable water like borehole, in villages and market centres ✓
4. Construction of link roads to villages and provision of security
5. Provision of health centres in villages and communities ✓

Other Identified Community Needs

1. Completion of Oja-Oba market
2. Empowerment and job creation ✓
3. Provision of soft loans for artisans and market women
4. Improvement of local security in the local government
5. Government patronage of local contractors
6. Electrification of annex villages in Ado LG ✓

Rev. Adeniji G. A.
Secretary
13/9/2019

Mr. Olukeyede Toluola
H. O. A. BPRS
Ado. L. G.
13/9/2019

CLP-ReclaimNaija | 2019

EKITI SOUTH WEST LOCAL GOVERNMENT

We hereby attest as follows:

a) The underlisted Community Needs were identified at a ReclaimNaija Town Hall Meeting in 2018 and submitted to the Local Government for inclusion in the 2019 Local Government Budget.

b) The following 4 checked Community Needs were included in the LG budget.

Ogotun Community:

1. Completion of Ogotun/Ipole Ilori Road
2. Construction of Ogotun / Owena Ijesa Road
3. Completion of European Union Water Project Ogotunn, Ekiti

Igbara Community:

1. Construction of Bolorunduro / Igbara-Odo Road
2. Two medical doctors to reside at Igbara-Odo Health Centre
3. Construction of main market in Igbara-Odo ✓
4. Provision of loan for artisans, market women, and strangers in the community

Ilawe Community:

1. Provision of bore-hole to primary schools at Ilawe, Ekiti ✓
2. Provision of recreation centre for youth, to address unemployment
3. Renovation of Ilawe market ✓
4. Reconstruction of local roads within Ilawe / Ikere communities ✓
5. Provision of transformer in Sangari village

Babalola Michael Rotimi
13/9/2019

Ojomo T.S Mrs
Budget planning Research
and statistics
13-09-19

Ch. Mrs. Asike Hensky
Iyalaja Igbara-odo
H. O. A. BPRS
13-9-2019

Ayo Sunday B.
Igbara Odo
13/9/2019

Lagos State sample of jointly signed project audit forms

CLP-ReclaimNaija | 2019

COMMUNITY NEEDS SUBMITTED
TO OSHODI-ISOLO LOCAL GOVERNMENT, LAGOS STATE

We hereby attest as follows:

a) The underlisted Community Needs were identified at a ReclaimNaija Town Hall Meeting organised by trained Community Leaders in 2018 and submitted to Oshodi-Isolo Local Government for inclusion in the 2019 Local Government Budget.

b) The following 6 checked Community Needs were included in the LG budget.

- 1) Water - Sogunle CDA, Aduke Thomas CDA, Dosunmu
- On-going 2) Roads - Sogunle CDA, Aduke Thomas, Dosunmu, Olalubisa, Obana
- On-going 3) Drainage - Aduke Thomas, Mafoluku
- 4) Electricity and Reduction in arbitrary charges by IKEDC - Shogunle, Oshodi and Mafoluku
- in-process 5) Security - Sogunle, Oshodi and Mafoluku especially Dosunmu, Sunmonu
- Completed 6) Re-channelization of Canal to reduce pollution and flooding during raining season - Shogunle, Mafoluku and Oshodi
- 7) Building and Maintenance of Rehabilitation and Vocational Centres to reduce Area Boys - Especially Mafoluku, Shogunle and Oshodi
- On-going 8) Empowerment of Youths, Women and Artisans - Mafoluku, Oshodi and Sogunle Especially by Dosunmu
- 9) New Electric Transformers - Dosunmu
- Contracted out 10) Event Hall and reduction in charges, especially Local Government Halls for most of the participants, especially Caterers, Hairdressers & some other Artisans for their Meetings

Lambo O's (Mrs)
Bamidele
Pri HO's Planning Budget, Res & S&S
27/9/19

DR. JOY O. O. OYE, AYOLOLA

CLP-ReclaimNaija | 2019

IKOSI-ISHERI LOCAL COUNCIL DEVELOPMENT AREA, LAGOS STATE

We hereby attest as follows:

a) The underlisted Community Needs were identified at a ReclaimNaija Town Hall Meeting organised by trained Community Leaders in 2018 and submitted to Ikosi-Isheri Local Council Development Area for inclusion in the 2019 Local Government Budget.

b) The following 3 checked Community Needs were included in the LG budget.

- 1) Maidan Community Area of Mile 12, which is under Ikosi-Isheri LCDA lacks some amenities in the area
 - a. Building of a secondary school that will serve the community
 - b. Renovation and extension of Primary School Health Centre
 - c. Renovation of the Palace of Oni Maidan of Maidan and a car for easy mobility of Baale of Maidan
 - d. Construction of some major street roads within the community, e.g.:
 - i. Ilaje Street
 - ii. Akoronfayo Street
 - iii. Sadiku Street
 - iv. Alhaji Awolowo Street
 - v. Dada Street to Link Adebimpe in Kosofe Area
 - e. Agiliti II Water erosion.
- 2) Empowerment for Persons with Disability

Olayemi Onafiyabi

Atetunshin Samibola

Osun State sample of jointly signed project audit forms

CLP-ReclaimNaija | 2019

AYEDIRE LOCAL GOVERNMENT, STATE OF OSUN

We hereby attest as follows:

a) The underlisted Community Needs were identified at a ReclaimNaija Town Hall Meeting organised by trained Community Leaders in 2018 and submitted to Ayedire Local Government for inclusion in the 2019 Local Government Budget.

b) The following Five (5) checked Community Needs were included in the LG budget.

1) Transportation	✓
2) Amendment of Leaking Government Shops	✓
3) Health Services	✓
4) Water/Portable Water	✓
5) Electricity Supply	✓
6) Community Multi-Purpose Hall	
7) Computer Centre	
8) Sports/Games Field	
9) Recreational Park	
10) Pedestrian Walk	
11) Car Park	
12) Public Toilets	✓
13) Bus/Taxi Stop	
14) Drainage	✓
15) Housing for the Less Privileged	✓
16) Job Creation for Youth	✓

① Ades. A. A. *[Signature]*
 ② Awoniyi. O. A. *[Signature]*
 ③ AKINLOYE OLAWUNMI *[Signature]*
 ④. IGE MOPELOLA *[Signature]*
 ⑤ AKINLOYE R. B. *[Signature]*

[Signature]
 A. A. S. O. O. O.
 HOD BUDGET
 AYEDIRE LG
 2019

CLP-ReclaimNaija | 2019

BOLUWADURO LOCAL GOVERNMENT, STATE OF OSUN

We hereby attest as follows:

a) The underlisted Community Needs were identified at a ReclaimNaija Town Hall Meeting organised by trained Community Leaders in 2018 and submitted to Boluwaduro Local Government for inclusion in the 2019 Local Government Budget.

b) The following Four (4) checked Community Needs were included in the LG budget.

1. Rehabilitation of Obaala, Okeomi road, Otan	
2. Provision of market square at Okerun	✓
3. Provision of modern toilet at Iresi	
4. Drilling of boreholes at Eribe, Eeroun Community	
5. Drainage and boreholes at Igbajo	✓
6. Tarrred roads rehabilitation	✓

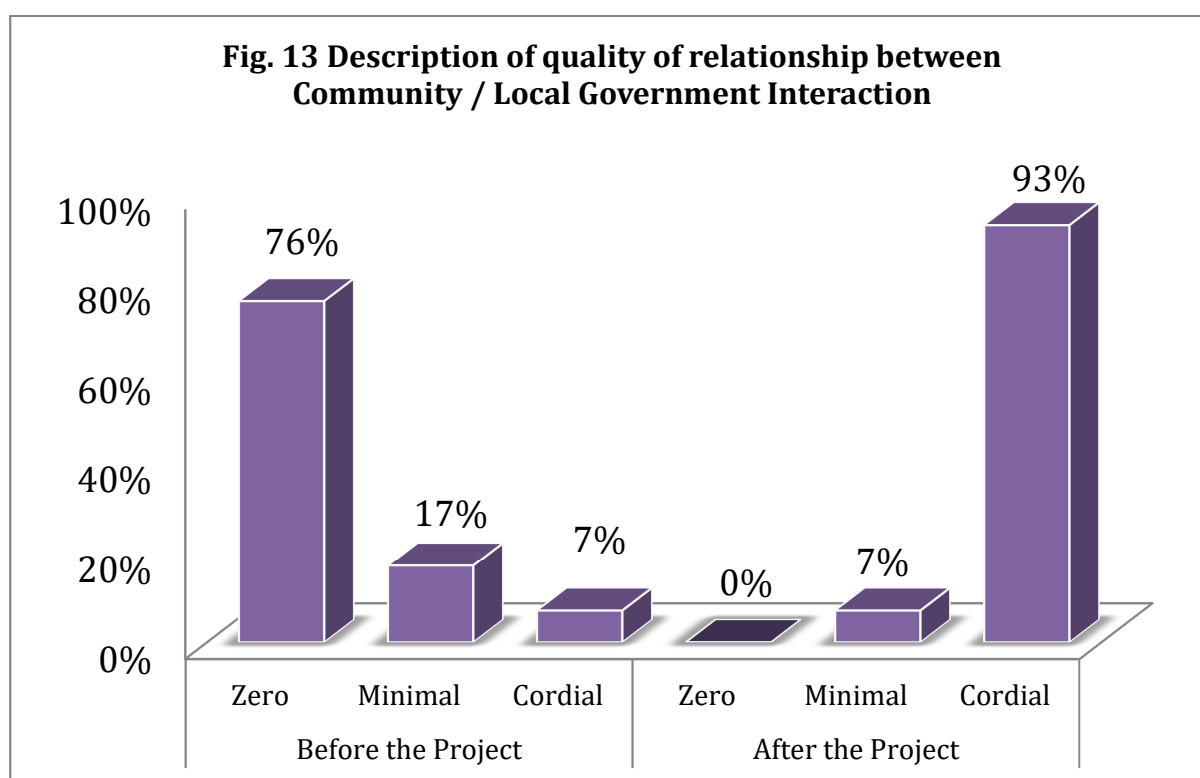
(7) Construction of Obaala - Oke Araye - Alasenu Rd
 (8) Obaala Junction to Oke Oni - Catholic Juma
 (9) Reconstruction of Saw Mill Inesi Road - Araye
 Adigun Cemetery
 (10) Borehole

No 1 - Rehabilitation - Not included in the budget
 No 2 - Provision of Market stall - included in the budget
 No 3 - Provision of Modern Toilet - Not included
 No 4 - Drilling of Boreholes - Included in the budget
 No 5 - Drainage and Boreholes - stated in the budget
 No 6 - Tarrred Roads - Rehabilitation of the tarrred roads is in the budget.
 No 7 to 10 - The lists being compiled by the CBC for the next budget (ytds, 2019/2019)
 C.D.C CHATEMAN
 Boluwaduro L.G. Govt
 Otan Ayedire
 Osun State.

[Signature]
 A. A. S. O. O.
 HOD BUDGET
 BOLUWADURO LG
 2019

6.4 Fourth Major Achievement: Synergy and improved relationship between communities and local governments

Another achievement of this project is synergy and improvement in the relationship between the communities and the local governments. Participants on both the supply and demand sides of governance attest that the project has brought about a cordial relationship and mutual respect.



Before the start of the project, there was zero interaction between communities and the local government officials in 76% of the target Local Governments. There was minimal interaction in 17%. Only 7% reported having a cordial relationship. After the project, there was cordial relationship between communities and the local government officials in 93% of the Local Governments while 7% reported a minimal relationship.

It is important to note that the data on the level of interaction received from a group work exercise by Community Leaders were validated by responses from Local Government Officials.

6.4.1 Analysis of the level of interaction / relationship by State before and after the Project

Ekiti State

13 of the 16 Local Governments in Ekiti State reported zero interaction between communities and the local government before the project while 3 reported minimal interaction. However, by contrast, all 16 Local Governments reported a cordial working relationship after the project.

Lagos State

For Lagos State, 9 out of the 15 Project Local Governments stated that there was no interaction before the project. 3 Local Governments reported minimal interaction while 3 Local Governments reported cordial interaction. After the project, 12 Local Governments reported a remarkable rise in the level of interaction while relationship in 3 Local Governments remained minimal.

Osun State

In Osun State, 13 out of the 15 Project Local Governments stated that there was zero interaction between communities and the Local Government before the start of the project, while 2 Local Governments reported minimal interaction. After the project, all 15 Local Governments reported cordial relationships.

6.4.2 Here's how participants describe the impact of the project on the budget culture, service delivery and quality of life

Ekiti State

Local Government Officials from Ise-Orun, Ekiti State:

The project has enhanced a bottom-up approach in budget preparation; it encouraged the various communities to own projects sited in their communities; maintenance of projects became very easy as communities handled and maintained their projects; it prevented the problem of wasted expenditure on capital projects; capital expenditure now meet the needs of the people; meeting the needs of the people has improved their living standard; above all, it encouraged the people to pay their taxes, since they are directly involved in the government.

Before the commencement of this project, the communities were not involved in the budgeting process. With this project, stakeholders from various communities are now involved in budget preparation through the Town Hall meetings, where Community Projects are presented in order of priority to the Local Government.

Local Government Officials from Ido-Osi, Ekiti State

The programme has made it possible for even distribution of resources across the communities. Prioritised community needs are promptly attended to. And more importantly, we (Local Government Officials) are now delivering as expected due to community participation.

Participation was minimal before the programme due to a lack of advocacy and enlightenment. Since the inception of the programme, community participation has increased tremendously in budget preparation, making it a bottom-top approach. Community people now determine and dictate how available resources are distributed in relation to capital projects.

Local Government Officials from Ijero, Ekiti State

The programme has immensely contributed to the development in the Local Government: people are now participating in decision making; projects are now being executed based on the priority of the people; it has reduced fund wastage and abandoned projects; people are now more enlightened on the functions of the local government and it enabled the people to call for accountability and transparency on Acts of Governance at the Local government level.

Before the programme, the level of community participation in the budget was not so significant. After the programme, both the Local Government and the communities are now cordially working on budget preparation and implementation.

Local Government Officials from Efon LGA, Ekiti State

After the start of the programme, the communities became fully involved in the budgeting process through the Village Town Hall meetings. There has been cross-breeding of ideas in the Local Government. The awareness of communities towards government policies/programmes has been awakened. The budget preparation process is now "Bottom-Up". This has reduced abandoned projects in the community because the projects and programmes are community-driven.

Some other benefits we have seen include:

- The improved synergy between the government and community in implementing government policies and programmes.*
- It reduced project repetition because the government now attends to projects driven by the community.*
- It strengthened community participation in governance.*
- In policies and programmes implementation, both the community and the government are fully involved.*

The level of community participation in the budgeting process before the start of the programme was very low. It was only the interest of the Chiefs and Kabiyesi (traditional ruler) in the community that were taken care of in the budgeting process. And sometimes the interest of the Chiefs may be quite different from the interest of the subjects.

LG Official, Osogbo LGA, Osun State

Before the programme, the relationship was like the Governor and the Governed where the community sees the government as initiator of programmes and projects to be executed for the community with or without consulting them before embarking on any programme. The community had no say in the planning, execution and sustainability of government programmes.

The sensitisation and awareness creation by ReclaimNaija had a great influence on the mutual partnership in developmental efforts and activities by the government and the community. The level of community participation has greatly increased; community people are now more informed, articulated and consciously aware of their responsibilities in decision making as it affects them.

Before the programme community members were not directly involved in the budgeting process. It is mainly government activities. Even members of the community were not particularly interested in the budgeting process.

After the start of the programme, Town Hall meetings and interactive sessions with community members were initiated and community inputs were taken into consideration. The needs of the communities were generated directly by the community members and sent for inclusion into the fiscal budget preparation.

LG Official, Ayedire LGA, Osun State

Before the start of the programme, there was no cordial relationship between the local government and the community people. The local government over the years have been dealing with the community people as strangers. In most cases, whatever the local government did for community people were considered as a favour. The community people were never allowed to be involved in policy formulation, execution and monitoring.

However with the prompt intervention of community Life Project (CLP), there has been dramatic and positive changes in the ways the local government management is dealing or relating to community people. The CLP programme served as an eye-opener to the community people by making them know their right in the local Government. And through this, the Local government and community people have beginning to see themselves as partners in progress.

Before the programme, the community people had little or no impact or contribution to the budgeting process in our local government. They did not even know the essence of budgeting in the local government system. But after the programme, community participation in the budgeting process is on the high side. For instance, there was a Town Hall community meeting with top local government officials where demands for execution of capital developmental projects were discussed. The beauty of the programme is that the interests of community people are presently being given due and necessary attention in the year 2020 local government budget.

6.5 Fifth Major Achievement: Enhanced citizens' voice and agency

This project made it possible for hitherto marginalised and disadvantaged grassroots people to find their voice and use it, not just to influence governance decision-making but to improve their personal lives.

The project helped many of the participants to increase their social capital by creating space for them to meet, network and engage with their counterparts in different community-based organisations.

6.5.1 Here's how participants describe the impact of the project on the expression of voice and agency:

Oyelabu Grace (Community Leader, Osogbo LGA, Osun)



"CLP has been a saviour in our Local Government. The periodic Town Hall Meetings created awareness among community members and leaders. Community members now state their needs and see the importance of them participating in governance. The 'I don't care' attitude has decreased greatly. The LG officials, through the interaction of this programme, make efforts to meet the needs of the people such as the provision of water, grading of roads, building market stalls, repairs of culverts (gutters) etc. I can say with confidence that this programme has created an open door for interaction between the LG and community leaders.

Personally, the programme has increased my awareness of good governance and the need for me to actively participate, contribute my quota and be a good representative of my local community. I realised it is my civic responsibility to be involved in participatory governance. I have been able to boldly and respectfully interact with LG officials on matters relating to the development of my immediate community. This programme has geared me to have the notion that 'together we can'.

This has been an educative programme for me because I had a nonchalant attitude to happenings around my community. Ever since I started attending various trainings organised by CLP, I realised that I need to contribute my quota to what is happening in my community. When projects are implemented, I make sure community members take part in monitoring the projects and helping out in fixing little repairs of projects without waiting for government officials.

I also learnt that women's participation is key and important in the governance process. I was able to apply the knowledge gained recently over an uncompleted borehole project. I led a team to the Councillor's house and discussed the issue with him and he got it fixed with the help of the Local Government.

The programme has given our community voice to speak on issues affecting us. CLP has been a great blessing and success in Osun State. May God continue to move the organisation forward.

Ogundare Motunrayo Racheal (Ejigbo LCDA, Lagos State)



"In a great way, the programme has made us reach the unreached under the name "ReclaimNaija". Irrespective of who you are, once you hear the name ReclaimNaija, it opens doors for anyone who has interacted with them. I can now enter my LCDA with any issue under this name. It has given my association additional respect as people do ask us where we got to know ReclaimNaija from.

Since three years now, I will not lie, it's been of great benefit to me physically, financially, and I will also say spiritually as well because it made sharp and alert. It opened my eyes to happenings in my environment; now I can't keep quiet about such dealings in my Local Government.

It gave me the courage to talk to Local Government (LG) Officials and write a letter of complaints to the LG for urgent action to be taken in resolving our plight. It made me understand my right and how to contribute and encourage people around me.

In short, the project gave us a voice in our community. It also gave me hope that we shall get there one day if you and I play our role in the community."

Ganiu Adebisi (Odi-olowo / Ojuwoye LCDA, Lagos State)



"The programme has contributed immensely to the development of my community. It has enabled me to have one-on-one interaction with the council Chairman and Council officials. All the government projects are now being supervised by the community members; no more 'I don't care' attitude.

Since I have been participating in the Programme, I feel fulfilled.

Gone are the days when we don't know what is going on in the community. In my personal life, I feel important and recognised by the government and the community. We now have one voice."

Henry Afolabi Maxwell (Ife-North LG, Osun State)



"The programme has opened my eyes to see the need to participate in how my immediate environment is governed and how we can persuade or lobby government through regular payment of tax to enable them to provide basic social amenities in our communities. Through this programme, I have also learned to hold the government accountable for money collected on behalf of the people from State and Federal Governments.

As community people, we have started feeling the impact of the programme because the government has been responding to the people's call by providing basic amenities in various locations. For instance, 1) Drilling and reticulation of a motorized borehole at Oke-Osin Area, Yokooyo; 2) Extension of electricity to rural areas like Osin/Amulee of Yakooyo and Akinlade respectively; 3) Renovation of magistrate court at Isale-ola community, Ipetumodu."

Akole Olatubosun [Youth Leader, Ikere LGA]

The programme provided me ample opportunity for my voice to be heard. Information is power; with information gathered during the programme, I became an authority while addressing my community. People love to listen to me when it comes to issues of community development because they believe I am giving them facts and figures to expatiate our positions. The Certificate of Participation I collected during the programme formed part of documents presented for my last promotion at my place of work.

Chief Fakayode Dickson Isaac [Community Leader, Ise/Orun LGA]



I have acquired more knowledge and this has enabled me to know more of my right as a citizen. I now know how to organise my people, to orient them and make them to realise their importance as citizens. It has been a source of education to me as a community leader and how well to be a leader.

More Voices on the Impact of the project on Personal Agency, community participation and service delivery

Ekiti

Festus Dada Adeoye [Youth Leader, Ijero LGA]



The programme has made tremendous impact in my personal life. It widened my horizon and exposed my leadership qualities to the whole group and community at large. It brought out the real leadership zeal in me as to how to coordinate my group and our community leaders.

Gabriel A. Idowu [Community Leader, Oye LGA]



Personally, the programme has been an eye opener ... I have been able to facilitate development agenda through activities involving mobilisation, enlightenment, coordinating and educating other community leaders, youths, artisans, market men and women and the traditional rulers. I am now a brave advocate of participatory governance who always wakes up and look out for ways of improving people / community

Lagos

Bilikis Ibrahim [Ejigbo LCDA]



It was an eye opener to me on how governance at local level is operated. It has given me the encouragement and boldness to ask questions from the chairman of the LGA. It exposed me to interact with others from other Local Government and share ideas. During the election period, it gave me the opportunity to monitor election. It showed that active participation, transparency, accountability, responsiveness, consistency and education is very important in Local governance.

Elder Gabriel O. Lawal [Ikosi-Isheri LCDA]



I thank the organisers of this programme for allowing me to be part of them. Since the three years of my participation, I have gained more experience than before. It gave me a sense of belonging and I know more about what it means to be a community leader. It gave me the opportunity to know more people in other LGAs; I really salute the opportunity given to me. My lifestyle has changed for the better; I now understand how to interact with other people than before.

Rita Amaefule [Shomolu LCDA]



"The programme has been an eye opener. Participating in the programme for the past three years has enabled me to be more bold and brave in talking to people about the benefit of good governance. I'm able to involve people and even counsel people to ask questions when things promised by the government are not in place. I'm able to talk about budget and encourage people to come together and visit from time to time, to do what is expected of them and also be able to admonish people to use Public infrastructure rightly."

Elder Akanni Olowoopejo [Mushin LG]



This programme has benefitted me in various ways like: it enabled me to know people from different Local Governments. It gave me the courage to have dialogue with the Executive Chairman of my Local Government and their management staff. It also gave me the courage to ask the Executive Chairman of my Local Government to include the needs of my community while they are preparing the annual budget. The difference it has made in my personal life is that it removed shyness from me as I can now stand and speak boldly without fear.

Osun State

S.M. Olorode, [Community Leader, Egbedore LGA]



It changed my opinion on government participation entirely. It gave me the opportunity of interacting with Local Government Officials in my community freely, not like before that I see them as people that cannot be talked to. I have the boldness of correcting our people if they are doing what is wrong in the area. My civic responsibilities have increased the more.

Alhaja Oladapo Fausat [Ife North LGA]

This programme threw more positive, enlightenment to my personal civilisation. It made me to know that I am somebody as a citizen of this country and citizen of Ife North; to be able to confront both the State and Local Government, even Representatives in the houses, both lower and upper house. We don't even know before that somebody who is not in their midst, as government worker, can even know what is going on in this society. May Almighty Allah continue to bless the initiator of this programme and their staff.

**Bello Ganiyat [Community Leader,
Olorunda LGA]**



The programme has been of a great benefit to me personally. I now have the boldness to talk to people both in my community, and anywhere I find myself. ... The continuous meeting we had with the community is such a blessing. Meeting with different types of people is one of the differences it made in my personal life.

Yusuf Khadijat [Olorunda LGA]



I too know my right in the community to ask for our needs. They dictated before. But today we ask them to do some facilities that are useful for us like: market, hospital, bridge, public toilets, road and welfare for the less privilege, widow and orphanage in the community. It gave me more interaction among people in the community.

7.0 Why We Succeeded (The Success Factors)

1) The effectiveness of the CLP Model of inclusive and participatory civic engagement

The success of this OSIWA-funded project on participatory budgeting and social accountability is hinged on the effectiveness of the CLP Model of inclusive and participatory civic engagement. The main feature of the CLP Model is that it works through sustained partnerships with existing, self-sustaining, mutual-assistance, self-help organisations that form the *ReclaimNaija* grassroots social movement. The CLP Model is about harnessing the rich social capital that is embedded in the associational life of our local communities under the auspices of the ReclaimNaija grassroots partner organisations.

These organisations are mostly membership organisations with networks that make it easy and cost-effective for organising, mobilising, and training of key leaders of these organisations and networks. The trained leaders are then able to cascade the training and other useful information to members of their constituencies, thereby, expanding the reach of grassroots citizens who are committed to ensuring that the desired outcomes are achieved.

The CLP Model recognises that these associations serve as agencies for self-help initiatives and the promotion of improved quality of life. It is, thus, founded on the conviction that:

- Models of sustainable human development interventions should recognise the agency of these existing indigenous, socio-cultural structures and channel programmes through them rather than trying to create parallel channels or structures.
- Human development programmes should be grounded in our socio-cultural heritage;

The CLP Model is both action and result-oriented; works with both the supply and the demand sides of governance; provides a platform for synergy and civic engagement between government officials and grassroots citizens; empowers citizens to exercise agency and express voice; gives local government officials a stake in practising participatory budgeting – they acquire fresh professional knowledge and experience and their job is made easier.

2) Capacity Building

The other success factor is capacity building. The importance of capacity building for personal agency cannot be overemphasised. It is vital to build the capacity of both the local government officials and grassroots leaders and ensure that both groups are working in synergy towards achieving the same goal of improved quality of life.

On the supply side, we found that local government officials were willing but did not have the capacity to do what was required of them. The trainings gave them the professional competence and confidence to engage communities and also adjust their budget-making practices. Besides the training on participatory

governance and budgeting, the officials requested and received training on other best practices in local governance. The capacity building also equipped the government officials with the skills required to manage and transcend the tension that exist between where the elected officials want the money to go and the demands from the communities.

On the part of the grassroots leaders, the trainings equipped them to engage with the LG Officials, to speak the same language; they acquired knowledge about governance, their civic rights and responsibilities. The trainings demystified the budget and equipped them with requisite knowledge and skills to understand and analyse budgets, identify and prioritise their needs, organise town hall meetings and confidently engage the local governments to allocate resources to meet their prioritised needs. It also gave them the confidence to engage their elected representatives at the State and Federal level.

3) Use of standardised Training Modules, Materials, and Messaging:

The use of standardised training modules, materials and messaging also contributed to the success of the programme. It made it possible for participants from the different target local government to receive the same message. It didn't matter who was facilitating the town hall meetings or where it was held (Ekiti, Lagos, or Osun), all the grassroots leaders and LG officials used the same training materials. As such, every participant at the town hall meetings received the same message and followed the same process to identify and prioritise community needs. This made it possible for people to network and collaborate across local governments. This was also critical for continuity and sustainability especially when local government officials are transferred from one local government to another. So, it put all the local governments and participants on the same page. Besides the training materials, the grassroots leaders also had standardised reporting templates and a checklist of what is expected of them before, during, and after each town hall meeting.

4) Building synergy between the grassroots leaders and local government officials:

This project was deliberately designed to create space for synergy to happen. The trained local government officials and grassroots leaders jointly organised the town hall meetings and also carried out joint reviews of the performance of the project. The fact that the programme adopted a non-adversarial approach and deliberately promoted constructive and cordial working relationship also helped the project to be successful. The advocacy meetings to elected public officers equally helped to build the synergy.

5) Presence of political will on the part of elected local government officials:

Sometimes, the choice of projects of elected public officers may be different from those of their constituents. It was vital for us to gain the buy-in and commitment of elected public officers to the project; hence, the first activity carried out was a sensitisation workshop for local government chairpersons and councillors. Grassroots leaders also made it a point to pay advocacy visits to these leaders to

ensure that submitted needs were included in the budget. In a few situations, the project witnessed LG chairpersons giving an account of their stewardship to the grassroots community leaders during the advocacy visit and making available details of local government budgets, which hitherto, were considered “secret documents”.

6) Proactive civic engagement paradigm:

Another success factor was that we adopted a civic engagement paradigm in this project. We have always operated on the belief that true and lasting change is possible if citizens own the process and are driving it. They can only do so if they are sufficiently apprised of their role and have a clear understanding of their civic right and responsibility. Thus, early on in the project, grassroots citizens and government officials were made to see the work within the wider context of civic engagement. So, the trainings that took place were not narrowed to participatory budgeting; participants received civic education on governance in general, the rights and responsibilities of citizens, relevant sections of the constitution, on the relevant laws and policies supporting citizens’ participation, transparency and government accountability to citizens. They were made to understand their constitutional rights and responsibilities to the state, the duties of the local government, and the importance of participating actively in the governance process.

8.0 Conclusion

8.1 Increased demands on local governance translate into better service delivery:

Our belief that increased demands by citizens for accountability from Local Governments will ultimately lead to better service delivery was strengthened by the outcomes of the project. Similarly, our conviction that it is at the local government level that civic engagement and interventions can more readily translate into improved service delivery and better quality of life was vindicated. The local government is the tier of government that is closest to the people and more accessible to the people, and that is where demands by grassroots citizens can bring about immediate community development.

8.2 Self-help community-based organisations, effective agencies for driving development and achieving social and democratic accountability.

Another paradigm that has been proven correct is that self-help, community-based organisations such as those in the ReclaimNaija social movement (Artisan groups, trade-based organisations, community-based organisations, and faith-based organisations) are effective agencies for promoting community development and citizens’ participation in governance. Unfortunately, these grassroots self-help associations are usually not classified as civil society organisations by many influencers and stakeholders in the development community. As a result, civic engagement has remained largely elitist and disconnected from the reality of the majority of grassroots citizens.

Nigeria has a preponderance of such mutual-assistance associations. This means that there is a wealth of social capital in the country, which can be harnessed and transformed into political capital for achieving citizens' participation. It is our belief that these grassroots associations should be given their due recognition as part of civil society.

Testimonials and feedback from the community leaders have shown that, given the right tools and training, they can hold local governments accountable and take ownership of the community development process and engender sustainability.

8.3 Local Government officials not adverse to community participation and transparent practices:

The project also showed that Local Government Officials are not averse to opening up the space for community participation. For many of them, openly partnering with communities and convincing their principals of the importance of community participation in the budgeting process was a welcome development and a change in community-government relations. As one of the LG Officials noted,

"It made our work easy. We no longer sit back, wondering what to put in the budget for the communities. We just reach out for the submitted needs to prepare our budget."

8.4 Positively changing governance norms:

Finally, the project is starting to have a positive impact on the governance culture. Participatory budgeting is proving to be an effective strategy for achieving transparency, social and democratic accountability. It also has the potential of accelerating the attainment of several SDGs. Furthermore, as public funds are applied to meet the real needs of the people, service delivery is improving in the target local government areas and community development is being enhanced towards improved quality of life.

Produced by
Community Life Project (CLP) - ReclaimNaija



Supported by



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