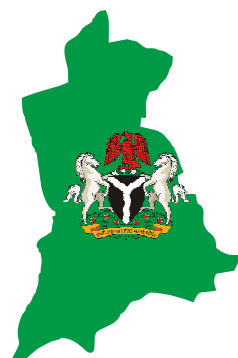


# STATE PEER REVIEW REPORT NO. 1

ABRIDGED VERSION

ANAMBRA STATE  
JANUARY 2013



ANAMBRA STATE  
NIGERIA

# STATE PEER REVIEW REPORT

ANAMBRA STATE / ABRIDGED VERSION

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# TABLE OF CONTENTS

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<b>1</b>	Introduction.....	Pg.4
<b>2</b>	Background and Context.....	Pg.6
<b>3</b>	Summary the of Findings in SPRM Focus Areas.....	Pg.8
<b>4</b>	Commendable Practices.....	Pg.12
<b>5</b>	Overarching Issues.....	Pg.16
<b>6</b>	Main Recommendations.....	Pg.18.
<b>7</b>	Conclusion.....	Pg.20



# Acronyms and Abbreviations

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ANIDS	Anambra Integrated Development Strategy
APGA	All Progressives Grand Alliance
APRM	African Peer Review Mechanism
CGS	Conditional Grants Scheme
DFID	Department for International Development
FCT	Federal Capital Territory
HIV	Human Immunodeficiency Virus
ICT	Information and Communications Technology
IDA	International Development Assistance
IGR	Internally Generated Revenue
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
NEC	National Economic Council
NGF	Nigeria Governors' Forum
OPL	Oil Prospecting License
OPR	Orient Petroleum Resources
SME	Small and Medium Enterprise
SSMP	State Statistical Master Plan
SPRM	State Peer Review Mechanism
TRM	Technical Review Mission
UBEC	Universal Basic Education Commission



# 1.

## INTRODUCTION

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The State Peer Review Mechanism (SPRM) was conceived and designed by the Nigeria Governors' Forum (NGF) as an instrument to assist in improving the development programmes and governance processes in the States of the Federal Republic of Nigeria through periodic reviews of each of the States.

The methodology and modality for the reviews consist primarily of the sharing of experiences among the States and the identification and reinforcement of commendable and innovative practices unveiled in the review process.

The mandate for this task derives from a 2007 resolution of the National Economic Council (NEC), requesting the 36 States of the Federation to establish a peer review mechanism, drawing on the African Peer Review Mechanism (APRM). The NEC Resolution was subsequently endorsed by all 36 State Governors in the country under the NGF platform.

The endorsement provided the basis for the design and inauguration of the SPRM in Nigeria. The NGF mandated its Secretariat to develop the SPRM tools. Thereafter in 2009, the NGF in collaboration with DFID, articulated and adopted a systematic and robust peer review mechanism that was launched at the Transcorp Hotel, Abuja on 18th May 2011 by the Forum as part of the 2011 induction programme for new and re-elected Governors, following the 2011 Gubernatorial Elections.

Following the launch of the SPRM in May, 2011, Edo and Anambra States volunteered to be the pioneering States to undertake the exercise. The Anambra State Government gave the topmost priority to the SPRM, in the hope that it would complement the efforts of the Anambra Integrated Development Strategy (ANIDS) which is aimed at developing all sectors of the state simultaneously in line with the Millennium Development Goals (MDGs).

Governor Peter Obi immediately inaugurated and flagged off the process in the State. The State SPRM Team from the NGF Secretariat visited Anambra State on 22<sup>nd</sup> July, 2011 to meet with the Executive Council. This paved the way for the SPRM Initiation/Sensitization Workshop which was organised by the Anambra State Government in collaboration with the NGF Secretariat on 14th and 15th September, 2011. The Self-Assessment Report, including the draft State Programme of Action, was submitted to the NGF Secretariat in March 2012.

Anambra State, as the pioneer state to undergo the SPRM, successfully blazed the trail in the conduct of the State Self-Assessment, which took six months to complete, and paved the way for the fielding of the State Technical Review Mission.

The Technical Review Mission (TRM) to Anambra State, the first in the country, took place from 14th to 18th May 2012. Professor Ladipupo Adamolekun and His Excellency Donald Duke, both members of the SPRM Steering Committee, led the Team of reputable Consultants that conducted in the Mission to validate the State Self-Assessment Report through stakeholders' meetings across the state. The TRM also inspected a number of key projects in the State.



His Excellency Gov. Peter Obi with Members of the Technical Review Mission

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Anambra State, which is located in South-Eastern Nigeria with its capital at Awka, was one of two states created (the other state being Enugu State) on 27 August 1991 out of the old Anambra State, which was itself created in 1976 out of the East Central State.

Anambra State covers an area of 4,844 km<sup>2</sup> with a population of 4,177,828 (2,117,984 males and 2,059,844 females) according to the 2006 Population and Housing Census, made up almost exclusively of Igbo-speaking peoples, and a small population of Igala-speaking people in Anambra West Local Government. The state is one of the most densely populated in Nigeria. Its high population density (people per square kilometres) of 863 people/km<sup>2</sup> is surpassed only by Lagos State with 2,695 people/km<sup>2</sup>. However, it has high economic potential because it is endowed with natural resources and manpower, while the people of the state have an entrepreneurial spirit. In this respect, it should be noted that Nnewi is an industrial hub with many manufacturing companies owned by local entrepreneurs, and that Onitsha market is one of the largest – if not the largest – in West Africa.

Anambra State is rich in natural resources, most of which are largely untapped. The State was recently named the tenth oil-producing state in Nigeria at the inauguration and commissioning of the Aguleri facility of Orient Petroleum Resources (OPR), on 30<sup>th</sup> October 2012.<sup>1</sup>

Since the return to democratic civilian rule in May 1999, Anambra State has weathered a number of political crises, notably the kidnapping and removal of an incumbent Governor, the impeachment of a Governor (which was nullified by the Supreme Court),

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<sup>1</sup>However, this is not without controversy as Enugu and Kogi States are also laying claim to the same areas of oil discovery (OPLs 915 and 916).

and the invalidation of the purported election of a Governor by the Supreme Court on the ground that the election should not have been held since the office was not vacant. The crises also resulted in the state being the only one in Nigeria to have had a woman serve as substantive Governor, following the impeachment of the Governor by the State House of Assembly.

This impeachment was eventually nullified by the Supreme Court, and after he had been reinstated in 2007, Governor Obi began to lay the foundation of good governance by pursuing policies and programmes which progressively transformed politics and development in the state. He kept political godfathers at bay and cultivated new constituencies that enhanced his government's legitimacy. Community-based institutions, such as town unions and the Catholic Church have become his allies and pillars of support. The outcome is that Governor Obi's All Progressives Grand Alliance Party (APGA) triumphed at the 2010 gubernatorial and 2011 legislative elections, giving his administration the popular mandate and the legislative majority to pursue his development agenda.

The Anambra State Legislature has stabilized since the tempestuous early days that were characterized by serious Executive/Legislature schisms, face-offs and impeachments, and by leadership struggles within the Legislature, involving the removal of its principal officers in quick succession.

A high level of bi-partisanship and camaraderie now prevails in the Legislature, while relations with the Executive are cordial, although there are occasional healthy confrontations in the course of exercising its oversight and law making responsibilities.

Apart from the establishment of the Anambra State House of Assembly Commission to recruit, promote and discipline its staff, there is a pressing need to provide the House of Assembly with a functional Assembly Complex. Its current accommodation is small and congested with no office space and does not provide an environment conducive to legislative work.

The Anambra State Judiciary has enormous resource challenges, which negatively impact on its performance. It is faced with crippling infrastructure deficits, which have resulted in difficult working conditions for staff and a harsh environment for the general public which impairs access to justice and its speedy delivery and dispensation. This situation calls for the construction of more court buildings, with modern ICT facilities, libraries and guaranteed power supply.

The Anambra State Government has begun working with the state Judiciary to address these challenges. This is noticeable in the appointment of more Deputy Registrars and the uncompleted headquarters of the state judiciary in Awka.

## 3.1 Thematic Pillars

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### Policy Strategy

Anambra State is vigorously pursuing its development agenda based on a unique development approach termed Anambra Integrated Development Strategy (ANIDS) which is aimed at multi-sectoral and holistic development and the achievement of the Millennium Development Goals.

The State has high-level policy documents to drive its development priorities. Non-State actors were also involved in planning process. However, poor plan-to-budget link seems to have combined with the practice of single-year budgeting to undermine funding of projects derived from the strategic plans. Monitoring and evaluation is also poorly institutionalised in the State. Most of the MDAs have a wrong perception of M&E roles and responsibilities and mistake project supervision with performance management.

Anambra State was the first to domesticate the State Statistical Master Plan (SSMP) and was also in the forefront in the establishment of a State Bureau of Statistics now backed with a Law enacted by the State House of Assembly. A Statistician-General has been appointed for the Bureau and the agency has moved into a standalone building but it would appear that the State Government is relying on donor support to fully fund the Bureau's activities.



## **Economic Development**

The State has a broad institutional framework for strengthening and stimulating economic growth and development. The Government of Anambra State is making concerted efforts to create an enabling environment in which commerce and industry can thrive, and which will also attract foreign direct investment. The Poverty Mapping and Profiling in Anambra State, 2008, shows a high incidence of poverty. Across the three senatorial districts surveyed, the average head count poverty index was 58 percent. This is corroborated by the National Bureau of Statistics data which indicated that the incidence of poverty in Anambra State increased from 20.11 per cent in 2004 to 68.0 percent in 2010. However, Anambra state had the second lowest poverty incidence in the South East, after Imo with 57.3 percent. Anambra State also performed poorly in the World Bank's "Doing Business in Nigeria" 2010 report, which compares regulations in 36 States and the FCT. It ranked 35<sup>th</sup> in terms of ease of doing business.

## **Public Financial Management**

Anambra State enacted a Fiscal Responsibility Law on 5th April 2010. This is based on the Federal Government's Fiscal Responsibility Act of 30th July 2007, but the State is yet to inaugurate the Fiscal Responsibility Commission as provided in the Law. However, other institutions needed to perform public financial management functions such as Ministry of Finance, Ministry of Planning and Budget, Office of Accountant General, Office of Auditor General, Due Process Office and Board of Internal Revenue are in place. But it was also noted by the TRM that some of these institutions, particularly the Budget Department of the Ministry of Economic Planning and Budget, Board of Internal Revenue and Due Process Office face problems in respect of skills gap, inadequate funding and lack of operational tools, facilities and equipment.

## **Human Resource Management**

Anambra state has done fairly well trying to keep the public service focused on effective delivery of services in the face of some challenges. The State has adequate laws, regulations and policies to regulate employment, deployment, promotion and discipline in the state civil service. However, the civil service has an ageing work force at the top, and many junior officers at the entry point. In certain departments such as Forestry, Pharmaceutical Services, Surveying and Environmental Health, there are only GL.15 – 17 officers and a few GL.08 and 09 officers down the line who can ascend to the top level when the current senior officers retire without some loss of competence. The workforce in the Forestry Department is particularly depleted. At the creation of the State, the Forestry Department had over 600 personnel manning its six Forest Reserves.

The staff strength now is a mere 22. The result of this has been illegal activities of all forms and the massive depletion of forests, which has encouraged soil erosion which poses a serious threat to the State.

### **Citizen Participation, Social Inclusion and Protection**

Anambra State has taken steps to promote and implement policies that advance women's rights. Within the higher echelons in the State's public service at the time of the TRM, 11 out of 23 permanent secretaries were women; in the state judiciary, 6 out of 13 judges of the state high court and several magistrates were women; and in the public school system, several women are Principals and senior teachers.

In the area of child rights, the state has domesticated a number of international codes, standards and conventions, and is pursuing vigorous policy initiatives and programmes, which target action against abuses such as child-trafficking, child labour (including apprenticeship and street-hawking) and corporal punishment. A Family Court system has also been established in the State to hear and determine matters relating to children.

## 3.2 Sectors

### Education

Anambra State Government believes that functional and qualitative education is an important instrument for development and has therefore made concerted efforts to provide the necessary infrastructure, human and material resources in order to ensure access to quality and equitable education for all the citizenry. Efforts are being made to refurbish primary and secondary schools in collaboration with Religious Missions, while the State University is undergoing massive physical development. The interest is not confined to formal education, as the Government has also established market schools where youths as well as other market men and women can avail themselves of the opportunity of receiving education while and still engaging in trade.

### Health

In the area of health care provision, Anambra State Government is building the University Teaching Hospital in Awka. Some commendable practices uncovered during the TRM were the high level of compliance for immunization, the well-organized cold chain system, procurement and distribution of ambulances to all the LGAs, establishment of Health Development Committees and making primary health

care accessible to the citizenry. HIV patients have access to antiretroviral drugs, while the malaria prevention and treatment service is expanding, with increases in insecticide-treated net use and access to appropriate antimalarial drugs for children under five. However, Sector targets have not been met due to poor budgetary releases.

## Environment

Anambra State has made concerted efforts to tackle its environmental problems, particularly those of flooding, soil erosion and solid waste management. The State has formulated and adopted Technical Guidelines for Flood and Erosion Control Policy. It also has a policy on an integrated approach to solid waste management. However, implementation of these policies is not very effective due to capacity and operational issues. Also, the management of biodiversity and pollution needs to be more robust.

## Agriculture

With the dominance of commerce in Anambra State, agriculture is still at subsistence level, with an average holding of 0.25 hectares. Limited progress has been recorded in the sector but the need to revamp agriculture was noted during the TRM. The fertilizer distribution system through the fourth tier of government consisting of traditional and religious leaders, town unions, youths and women groups appears effective in some respects, but women farmers complain of marginalisation. Arrangements are on-going to resuscitate the Omor Rice Mill which, according to projections by the Federal Ministry of Agriculture, can mill 3.3 tons of rice per hour, but which has been abandoned for over 19 years. Awka, the state capital, lacks a modern abattoir, there are no government veterinary clinics and only five veterinary doctors are employed by the State Government.

## Infrastructure

Infrastructure is regarded as a priority in the State and is strongly supported by both the Government and development partners. The road sub-sector fared very well during the last four years in terms of budgetary allocation, and this has translated to the even distribution of an asphalt-surfaced road network in the State. However, there is no provision for maintenance, and this omission could jeopardize the gains made. The Water and Sanitation sub-sector has enjoyed the support of donor agencies, Office of the Senior Special Assistant to the President on MDGs, in addition to support from the State Government. However, access to potable drinking water throughout the State is still challenging as there is no comprehensive and functional drinking water scheme.



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The Steering Committee identified the following commendable practices during the TRM process based on the following criteria:

- (i) that the initiative has substantially met its objectives over a period of two years or longer; and
- (ii) that the lessons learned from implementing the initiative could be of interest to States, and possibly the Federal Government, for the purpose of peer learning.

## 4.1 Crosscutting

**Peace and tranquillity:** The turbulent crisis that characterized Anambra politics between 1999 and 2006 seems to have abated since 2007 following the second re-instatement of Governor Obi as Governor by the Supreme Court. Since then, a semblance of peace has returned to the State. However, troubling fractionalization among the major political parties in the state remains a major threat to peaceful party and competitive elections in the state.

**The Grassroots:** Since 2007, the Anambra State Government has systematically brought governance down to the grassroots and to the community level through the hometown associations. The Governor holds frequent town-hall meetings with the leaders of community development committees. Government-funded community development projects are executed through the executive committees of the community development committees. For example, in 2009, the State gave over N6 million to each of the 177 communities in the state, for them to construct a five classroom block in each community. According to the State, this enhances accountability as the projects are directly supervised by the citizenry.

**Contracts and Debt Management:** Many prominent citizens commend the government's contract execution record. There are virtually no abandoned projects and the accumulated contract debt is minimal. Records from the Debt Management Office indicate that Anambra State, with an External Debt Stock of \$25,370,842.92, was the fifth least-indebted State in the Federation as at 30<sup>th</sup> June, 2012.

## 4.2. Thematic Areas

### Policy and Strategy

**The Anambra State Budget Forum:** The public budget forum in Anambra State started in 2006 and is now a prominent event on the State's annual calendar. So far, six participatory budget forums have been organised in the State, including children's town hall meetings and consultative forums. These have led to the initiation of some programmes and projects that have positively impacted the lives of the citizens of Anambra. For instance, the engagement with citizens and other stakeholders by the State Government in the budget process, has led to adjustments in the provisions for education and MDGs Projects in the 2012 budget proposals.

### Economic Development

**Support for SMEs and Job Creation through the ANSG/Bank of Industry N2 billion Intervention Fund:** Anambra State demonstrated its support for SMEs development and job creation through the Intervention fund which is a joint loan scheme to which it has contributed N1 billion, while the Bank of Industry contributed the balance of N1 billion. It avails credit to the industrial cluster of small and medium scale plastic manufacturers and ancillary entrepreneurs in Anambra State at a highly subsidized interest rate of 8.0 per cent. It is estimated that this will provide over 2,000 jobs and increase the internally generated revenue of the state.

## Public Financial Management

**Budget Classification Codes and Chart of Accounts:** The State Government has developed a new set of Budget Classification Codes and Chart of Accounts to replace the old ones which had been in use for decades and had become obsolete. The new codes and chart allow spending to be tracked more scientifically and promote accountability. The new chart of accounts were effectively used in the preparation of the 2011 and 2012 State budgets and helped to ensure that accounts can be compared with the original budget.

## Education

**ICT Penetration:** Anambra State is leading other States in ICT through the establishment of the Microsoft Academy, with internet connectivity in 100 model Post-Primary Schools in the State. This demonstrates a strong commitment to ICT growth, adoption and use. The Microsoft Academy equips students with skills that qualify them to become either employable or self-employed. The programme also links academic learning to real world job skills, thus allowing students to graduate with the IT skills that they need to advance in their future careers with minimal adjustment in the working world.

**Return of Schools to Missions:** In an effort to address the declining standard of education, the collapse of values and the high rate of indiscipline among students and staff, the Anambra State Government has returned 56 Secondary and 1,040 Primary mission schools<sup>2</sup> to their former owners and disbursed about N6 billion (in instalments) to the schools as take-off grants. While it is too early to assess the gains, it is hoped that this will turn the education system around and restore lost moral values.

## Environment

**Erosion Control:** Soil erosion is a common problem in many parts of Anambra State, especially in Agulu, Nanka, Oko, Awka, Uga, Ozubulu, where it has devastated several communities. It is estimated that there are no fewer than 1000 erosion sites. The State Government has team up with Local Governments and Communities to fund and implement several erosion control projects. Those at Nkpor, Mgbakwu and Ebenebe have been completed while seven others are on-going at Nsugbe, New Judiciary Complex Awka, Utuh/Osumenyi, Iyigu Channelization/Drainage Project (Phase 2) in Awka, Agulu, Nnewi-Ichi, and Adazi Nnukwu.

## Agriculture

**Provision of Jobs through the Anambra State Fadama III Project:** The State's Fadama III Project is currently rated as the best in the South-East and one of the best in the country by the National Fadama<sup>3</sup> Office. A major success factor of the project is regular funding by the IDA, the State Government and the twenty participating Local Government Councils. Anambra State has been the only state that has fully paid its counterpart cash contribution for two years. This is to the tune of over N193 million. It has been estimated by the State Fadama office that 33,911 youths were gainfully employed by the programme which also boosted average real income by about 9%.

## Infrastructure

**Good Asphalt Road Network:** Anambra State is one of the few States that have a good network of roads linking the State Capital to all the LGAs. Awka is linked by asphalt roads to all the 21 Local Government Headquarters. The current administration has so far constructed over 500km of asphalt roads particularly in the rural areas, these roads are providing accessibility and mobility, leading in turn to increased transport operations, economic activity, and rural transformation.

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- Anambra State is not alone in this, Abia, Lagos, Ogun, Delta and Edo states have also returned schools taken over during the military era to their original owners. 2

- Fadama III is a tripartite funded intervention by World Bank, the Federal Government of Nigeria and participating States with objectives targeted at increasing the incomes of users of rural land and water resources on a sustainable basis. 3

## 5.

### OVERARCHING ISSUES

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Overarching issues are those issues that have been identified in more than one thematic area or are important enough to deserve a holistic approach because of their wider impact on the quality of governance in the State. They are deemed important enough to be singled out in order to inform as well as to facilitate prioritisation, first by the Forum, and then by the State in the implementation of the State Programme of Action (SPOA). Four of such overarching issues were identified.

**Local Government Elections:** The last time local government elections were held in Anambra state was in 1998, when local elections in all states were used to determine which political parties qualified to be registered by the Independent National Electoral Commission (INEC). Since then local government councils have been run by caretaker committees.

For a government that has cultivated the grassroots, this is certainly a pressing issue.<sup>4</sup>

**Problems in Budgeting:** There are several challenges in the area of budgeting in Anambra State. The composition of the State's budget over the last few years shows that budget allocations do not clearly reflect the stated objectives of the State Government which has made the MDGs the main plank of its development strategy. To underscore this strategic choice, it has formulated the Anambra Integrated Development Strategy (ANIDS), but at the time of the TRM, it was articulated only in a

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<sup>4</sup>This situation is by no means unique to Anambra State. Of the 36 states and FCT, only 13 have elected local governments namely: Lagos, Akwa Ibom, Enugu, Sokoto, Cross River, Rivers, and Ebonyi. Others are Kwara, Taraba, Jigawa, Ogun, Niger and Zamfara. Nine (9) states in the Federation have not duly constituted SIECs namely: Nasarawa, Bauchi, Kano, Bayelsa, Delta, Ekiti, Osun, Oyo and Anambra.

flier. How different ANIDS is from the Anambra Strategic Plan or the Anambra Medium term Plan is unclear.

The budget also lacks comprehensiveness as it hardly reflects the counterpart funding that has enabled the State to perform creditably in sectors such as health and infrastructure. Despite the passage of a medium term plan, medium term expenditure framework and fiscal responsibility legislation, there is virtually no financial decentralization. The Governor's approval is required for most expenditure, which may be good for financial control, but is creating slowness in the execution of tasks and frustration among senior civil servants.

**Paradox of Plenty:**Anambra State is sadly very much afflicted by the Nigerian paradox –the paradox of plenty:the persistence of institutional and resource deficits amidst the country's abundant human and financial resources. While it can take exceptional pride in the contributions of its illustrious sons and daughters such as Chinua Achebe, Dora Akunyili, Chukwuma Soludo, Oby Ezekwesili, Ben Nwabueze, Chimamande Adichie and a host of others who have either conquered the world stage or played interventionist roles on the national scene, having been drafted to help pull institutions back from the brink, Anambra State regrettably suffers from neglect. Many of Anambra's well-to-do people, including professionals, live and own homes in other parts of Nigeria and come home infrequently, or only to attend special events.

**Weak Internally Generated Revenue:** Anambra State's Internally Generated Revenue (IGR) has remained very low, hovering around N500 million monthly or 20 per cent of actual revenue receipts since 2007 despite the great revenue potential. The State Board of Internal Revenue is still poorly funded; there is failure to professionalize the organization, while the working environment, facilities and equipment for revenue administration are hardly satisfactory. Experts during the Technical Review Mission estimated that the state is capable of generating up to N2 billion revenue monthly from internal sources, especially as it has about 63 major markets whose revenue are currently diverted into private hands and boasts commercial nerve centres such as Nnewi and Onitsha.

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In the light of the findings of the TRM, the main recommendations of the Steering Committee are as follows:

- The Anambra State Government needs to urgently set the machinery in motion and conduct credible local government elections.
- Anambra State needs to reform its budget by making it the overarching tool for its development. This will require making the budget comprehensive to capture all revenue from development partners (including the State's counterpart contributions) as well as intergovernmental transfers (outside its share of Federation Account) such as CGS, UBEC and state's counterpart contributions. These unacknowledged funds explain why seemingly small budget allocations for education, health, agriculture and the environment appear to have made significant achievements possible.
- Weakness of data needs to be addressed comprehensively. Sustainable progress in almost every sector is dependent on adequate and reliable data. The State needs to step up the capacity of the State Bureau of Statistics which is underfunded and poorly staffed.
- While the State Government should mount sustained pressure on the Federal Government to refurbish and resuscitate all Federal roads in Anambra State, which are currently in a deplorable condition, or reach agreement with the Federal Governme

about undertaking some of such work, the State's Roads Maintenance Agency should be properly funded and institutionalized, as poor funding of the Agency can undermine the State's success in constructing a good network of roads, particularly if funds for maintenance are not provided.

- The very low IGR is a major challenge. The Government needs to reorganize and strengthen its revenue collection machinery, especially the State Board of Internal Revenue which is not professionalized and poorly funded. Perhaps some lessons can be learnt from the few states that have relative "fiscal independence" measured by internally generated revenue (IGR) as a percentage of total revenue as a result of successfully reforming their IGR processes.



## 7.

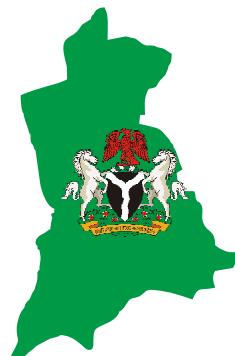
### CONCLUSION

Since assuming office in March 2006, Governor Obi has changed the face of governance in Anambra State.

From being a state where political violence, kidnapping, illegal militias and wanton destruction of public property characterized politics and administration, Anambra State has become more stable and better governed with the result that it is no longer the pariah state that development partners and donor agencies avoided. However, much remains to be done to sustain the gains made and add value to the quality of life for the people of the state by entrenching the prevailing climate of peace and security.

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