Introduction to SPARC

The State Partnership for Accountability Responsiveness and Capability (SPARC) is a UK-funded development programme working with 10 state governments in Nigeria to promote improvements in public sector management. The programme provides technical support to state governments aimed at strengthening their strategic planning processes and improving their management of financial and human resources. In order to achieve good results, SPARC must ensure that the support it provides is technically sound, responsive to the needs arising in the state, and adapted to the capability and willingness of state governments to implement reforms. Consequently, SPARC’s work depends not only on transferring technical skills, but also on its ability to analyse and engage with local political processes.

SPARC’s approach to political engagement reflects broader currents in development practice, which emphasise the need for flexible and locally-led approaches to supporting reform in developing countries. There is increasing criticism of supply-driven approaches to reform, based on promoting standard packages of policy and technical measures, which may be labelled as international best practice, but often fail because they are not adapted to local political conditions. The recent literature emphasises the importance of “Problem Driven Iterative Adaptation” (PDIA), whereby development programmes are frequently adjusted according to an iterative process of experimentation, evaluation, lesson learning and redesign. This requires intensive political engagement to understand how programme interventions interact with local political processes. SPARC’s approach has evolved in line with these trends, and recent reviews have highlighted the flexible, adaptive and politically informed nature of its programming.

This briefing note explains SPARC’s approach to political engagement, discusses the requirements for this approach to be successful, assesses the results that have been achieved, lessons learnt and the way forward. It is based on a longer case study conducted by SPARC to evaluate its approach to political engagement and a recent report by the Overseas Development Institute (ODI) on SPARC’s approach to governance reform.

“SPARC is working with state governments that are vastly different in their capacity, culture, history of donor engagement and political settlement, which makes delivering a governance reform programme as a whole especially complex” Overseas Development Institute (2015)
Principles of Political Engagement

Political engagement is essential to SPARC’s work for two main reasons. First, political engagement informs SPARC’s thinking on WHAT issues it should work on. It enables SPARC to assess the demand for reform and where its technical assistance and policy advice is likely to gain traction. Second, political engagement informs SPARC’s thinking on HOW it should work on these issues. It enables SPARC to make strategic choices on reform timing and sequencing, and to manage relationships with stakeholders taking into account their interests and political connections. Both of these considerations are essential for selecting appropriate programme interventions and implementing them in a way that is likely to achieve success.

*SPARC is convinced of the importance of political engagement, but also conscious of the limitations and dangers of this approach.*

There is a particular risk that political engagement may be perceived as forceful interference sponsored by a foreign government. Great sensitivity is required to manage this risk to ensure that SPARC’s influence is perceived as being constructive and in tune with locally defined priorities. SPARC therefore seeks to demonstrate how political engagement can help to strengthen its partnership with state governments by improving mutual understanding of each other’s priorities and motivations. Effective political engagement should lead to a situation of improved trust, where SPARC is appreciated for its understanding of the political constraints faced by very different state governments, and where its advice is viewed as constructive and realistic.

Box 1 – The need for political engagement

Nigeria is Africa’s most populous nation with 180 million people and the continent’s biggest economy with a Gross Domestic Product (GDP) of $521.8 billion. The rebasing of Nigeria’s GDP revealed a more diversified economy than previously thought, with important sources of growth. Despite its oil revenues, Nigeria’s human development indicators are worse than in comparable countries:

- 64% of the population lives in poverty
- 77% of the population in Northern Nigeria lives in poverty
- 15% of the world’s children who are out of school are Nigerian
- 10 million school-aged children are not enrolled in school – most affected are girls
- Less than 1/3 of the students currently in primary school will attend junior secondary school, and even fewer will proceed to senior secondary school
- Nigeria accounts for 10% of the world’s child and maternal mortality rates

Governance indicators are below average for sub-Saharan Africa due to decades of poor governance, economic mismanagement, instability, and corruption which have hindered investments in education, health and social services, and stymied industrial growth. The misuse of resources is one of the biggest impediments to public service delivery in Nigeria. This is confirmed by the World Wide Governance Indicators, Transparency International Perception Surveys, the Open Budget Index and Citizens Perception Surveys.

Key governance challenges stem from a combination of patronage politics and weak systems – the causes are political as well as technical. Systems, including formal organisations, are weak in capacity, ability and lack the will to manage and use resources effectively. This drives the need for a politically engaged approach to reform.
SPARC’s approach to political engagement also recognises that the programme is **one actor amongst many**, and that its direct influence over state governments is relatively modest. Consequently, SPARC’s approach emphasises the need to work in support of existing stakeholders and processes that are already driving reform. This is reflected in a theory of change which highlights three main sets of influences on state government:

(1) High Level Agreements (HLAs) between SPARC and state governments based on joint assessment of needs and priorities;
(2) Federal incentives acting on state governments (e.g. the Conditional Grant Scheme and State Peer Review Mechanism);
(3) Society-based political pressure and external accountability.

SPARC works on all three levels (the third mainly through its partnership with DFID accountability and sector programmes) in order to maximise its direct and indirect influence.

**Political Engagement through the Programming Cycle**

**Figure 1 – SPARC’s three political engagement routes**

Political economy analysis Sound political economy analysis is a prerequisite for effective political engagement and programming. SPARC has prepared political economy analyses for each state in 2009 and subsequently in 2012. These analyse the political and economic character of the state, powerful personalities and their political support groups, as well as broad opportunities and constraints for reform in the state. In addition, SPARC has undertaken detailed research on “Understanding Political Commitment” (2012 and 2014 update), which measure various aspects of reform commitment at state level.

Aligning with state priorities SPARC engages in intensive political engagement in order to align its work with locally owned reform priorities. This process begins with the use of self-assessment tools by state governments to identify and articulate their capacity gaps and reform needs. These include a State Evaluation and Assessment Tool (SEAT) and the application of the Public Expenditure and Financial Accountability (PEFA) framework using participatory methods. The results of these assessments then feed into a process of engagement between SPARC and state governments to develop a jointly agreed reform plan (referred to in different states as the State Reform Plan, Change Plan or Agreed Intervention Approach), which forms the basis of SPARC’s own work plan.
SPARC has adjusted this approach according to the variety of political contexts in which it works. In some states, it is possible for SPARC to align behind a pre-existing reform programme (this has been the case in Lagos and Jigawa).

In other states, the reform programme emerges through dialogue between the state government and SPARC. In the states where SPARC began operating in 2011 there has been a tendency to simplify the format of the change programme towards Agreed Intervention Approaches which are centered on a more limited set of measurable goals aligned with the political priorities of the state.

Work planning and budgeting In states where there are close working relationships SPARC shares its work plans and budgets with state partners and invites their comments. Such exchanges can provide a further opportunity for engagement on questions of political commitment and the suitability of the approach.

Engagement during the delivery of programmed activities The implementation of technical assistance and training activities provides an important opportunity to interact with state partners and to gain insights into the political environment in which they work.

Regular technical meetings are held at work stream level to plan activities and monitor progress, for example the Core Group meetings in Jigawa.

Decision points and triggers SPARC uses a stepped approach where new technical practices are only introduced in states who demonstrate a required level of political commitment and institutional capacity. To operationalise this approach, SPARC regularly monitors conditions specified as decision points and triggers which are analysed in each quarterly progress report.

Box - 2 Examples of aligning SPARC support to local priorities

- Supporting the preparation of the first ever State Development Plan in Anambra to guide implementation of the new Governor’s blueprint
- Completing a Development Cooperation Framework II in Kaduna to provide a mechanism for multiple donors to support the implementation of the State Development Plan
- Adjusting an initial package of support in Katsina and shifting focus from health to education in response to improved understanding of the government’s own priorities
- Scaling up work in Kaduna on Public Sector Management over the period 2009-2011 in response to demand expressed by the state government through the use of self-assessment tools. This has resulted in the creation of a Bureau for Public Sector Reform
- Increasing support in Enugu for Internally Generated Revenue following the appointment of a reformist chief executive of the Bureau of Internal Revenue
- Supporting the Governor of Kano in his drive on state revenue. This has included measures to improve the taxpayer database, link revenue officers rewards to results and performance, and increase tax payers’ trust in the system

“There is no way you can successfully implement reform without getting to the root of what you are reforming. The self-assessment gave us the opportunity to talk frankly to each other and tell the truth about what is happening in our system.” Permanent Secretary, Office of the Head of Service, Kaduna State
Joint reviews SPARC conducts joint annual reviews with state partners of the progress and results of State Reform Plans, Change Plans and Agreed Intervention Approaches. This provides a valuable opportunity to ask state governments to account for the progress (or lack of) in delivering their reform commitments. Political engagement at this level is vital in order to focus on governments’ actual performance rather than simply discussing forward looking aspirations, plans and commitments.

Building the electoral cycle into the programming cycle
SPARC must adjust its own programming according to the electoral cycle in the states where it works. As elections approach, the State Government’s commitment to reform is likely to lessen and uncertainty about policy continuity will increase. The election of a new administration can result in the emergence of new political priorities that present new opportunities for engagement but may require a change in direction to SPARC’s work. In order to contend with these factors, SPARC instigated a process of early election planning in early 2014 and has adjusted its work plans to reflect more modest expectations of reform progress around the 2015 state elections. SPARC has prepared Elections and Transition papers, which discuss the nature of the political contest, conflict and security risks, and the impact of elections on public management and reform progress. A summary of possible electoral and reform scenarios derived from these papers is shown in Figure 2. SPARC has also prepared its Electoral Transition Communication Strategy with materials and tools to support the transition process, with key messages for new governments and induction packs with tools and information on-going reform and possible future support to give new administrations a head start.

Figure 2 – Summary assessment of election and reform scenarios

<table>
<thead>
<tr>
<th>State</th>
<th>Governor</th>
<th>Likelihood of New Governor in 2015</th>
<th>Likelihood of Electoral Violence</th>
<th>Likelihood of Reform Continuity</th>
<th>Governance Reform Engagement Framework</th>
</tr>
</thead>
<tbody>
<tr>
<td>Anambra</td>
<td>Obiano</td>
<td>Unlikely = Green</td>
<td>Likely = Green</td>
<td>Likely = Green</td>
<td>Agreed Intervention Approach (Refreshed)</td>
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<tr>
<td>Enugu</td>
<td>Chime</td>
<td>Unlikely = Amber</td>
<td>Likely = Red</td>
<td>Likely = Red</td>
<td>Governance Reform Programme</td>
</tr>
<tr>
<td>Jigawa</td>
<td>Lamido</td>
<td>Likely = Red</td>
<td>Unlikely = Red</td>
<td>Unlikely = Red</td>
<td>Comprehensive Development Framework</td>
</tr>
<tr>
<td>Kaduna</td>
<td>Yero</td>
<td>Unlikely = Green</td>
<td>Likely = Green</td>
<td>Likely = Green</td>
<td>Change Programme &amp; Development Cooperation Framework (DCF) &amp; State Development Plan (SDP)</td>
</tr>
<tr>
<td>Kano</td>
<td>Kwankwaso</td>
<td>Unlikely = Red</td>
<td>Likely = Red</td>
<td>Likely = Red</td>
<td>Change Programme</td>
</tr>
<tr>
<td>Katsina</td>
<td>Shema</td>
<td>Unlikely = Green</td>
<td>Likely = Red</td>
<td>Likely = Red</td>
<td>Agreed Intervention Approach</td>
</tr>
<tr>
<td>Lagos</td>
<td>Fashola</td>
<td>Unlikely = Green</td>
<td>Likely = Red</td>
<td>Likely = Red</td>
<td>Lagos State Development Plan</td>
</tr>
<tr>
<td>Niger</td>
<td>Aliyu</td>
<td>Unlikely = Red</td>
<td>Likely = Red</td>
<td>Likely = Red</td>
<td>Agreed Intervention Approach</td>
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<td>Yobe</td>
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<td>Agreed Intervention Approach (Refreshed)</td>
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<td>Zamfara</td>
<td>Yari</td>
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<td>Likely = Red</td>
<td>Agreed Intervention Approach</td>
</tr>
</tbody>
</table>
State Partnership for Accountability, Responsiveness And Capability

Requirements for Successful Political Engagement

Successful political engagement requires the careful management of multiple relationships at state and federal level. Key elements of SPARC’s approach are:

**In state presence** SPARC has empowered its state teams to take the lead on political engagement. State teams are in the best position to lead this work because they are made up of Nigerian staff (often originating from the state), who interact with government counterparts on a daily basis and are highly aware of local politics. In many states, the teams are actually embedded within central government ministries. SPARC has been able to achieve better results by capitalising on its permanent presence in state, and reduced the role of externally contracted consultants.

**Staff skills** SPARC has been able to develop appropriate skills to manage processes of political engagement. The quality of State Programme Managers (SPMs) and their personal connections appear to be a critical factor in determining how well political engagement works. Staff are encouraged to **analyse programming issues** through a political economy lens and actively develop a broad set of relationships with state political actors. There is a strong focus on creative problem solving, experimentation and opportunistic programming (Box 3).

**Relationship management** Successful political engagement depends on having good access to government built on trusting relationships. Generally this requires SPARC to work in a supportive and non-confrontational manner. This approach has enabled SPARC to develop **positive and trusting relationships** with state government. It has been able to develop strong links with reform-minded officials working in central ministries, who act as key informants and play a critical role in informing SPARC’s strategy for engagement with broader elements of government.

**Flexible use of different channels for political engagement** SPARC has recognised the need to adapt its approach to managing relationships with state governments according to the political context. In some states it has been possible to engage directly with political office holders, whereas in others, SPARC’s relationships are focused on civil servants. Ideally SPARC should work at both levels since political office holders enjoy great formal powers, but are only present for the short-term, while civil servants are able to exert significant influence, act as gatekeepers to politicians, and remain in place over the longer term. However, local conditions may dictate the need to focus more on one level than the other.

In Lagos, for example, there is limited access to politicians because civil servants are highly empowered and are able to act as effective interlocutors between SPARC and political office holders.

In Anambra, by contrast, the nature of the management of the state has necessitated more direct contacts with politicians.

In Niger, SPARC has benefitted from a strong set of relationships both at the political and technocratic level including attending quarterly Executive Council meetings.

Whilst in Enugu there are now 6-monthly meetings with the Governor and monthly ‘influencing’ meetings with other politicians (Figure 3).

**Box 3 - Political manoeuvring in Kaduna**

An example of the use of clever tactics to push particular reforms came from Kaduna, where SPARC has been seeking to build commitment to a cross government mandate mapping exercise. Breakthroughs occurred when SPARC tapped into concerns about the lack of supervision of Islamic schools accused of spreading militancy. The state’s own recognition of the need for more clearly defined regulatory mandates in this case enabled SPARC to advocate successfully for a **broad mandate mapping exercise**. The Kaduna state team have shown creativity in finding ways to **manoeuvre reform**. The Commissioner for Economic Planning who had not been convinced on the utility of preparing a Fiscal Strategy Paper, was invited to attend a meeting with a variety of stakeholders. SPARC succeeded in brokering progress by convening a joint State House of Assembly (Finance and Appropriations Committee) and EXCO (State Estimates Committee) workshop in an out-of-state setting in Kano. The new configuration of actors reportedly generated renewed reform commitment and ensured that the Commissioner eventually became a **reform champion**.

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Joint political engagement with other State Level Programmes

Because SPARC was designed as a technical assistance programme within a framework of State Level Programmes (SLPs), joint political engagement is essential to maximising SPARC’s influence and the collective influence of the SLPs. Although, there is clear room for improvement in strengthening joint political engagement, there are many positive examples of cross SLP collaboration. Political economy analyses are usually readily shared between the SLPs, and the programmes also draw on each other’s contacts to access government and enhance engagement with state partners. Drawing on SPARC’s expertise, SLPs have been able to strengthen the advocacy skills of civil society organisations, the State House of Assembly and media. SPARC has benefitted from the strengthened voice of these organisations in pushing for public management reforms. There are also notable cases of joint engagement between SPARC and sector programmes in health and education where core governance reform joins with sectors to positively influence service delivery.

Facilitation role of DFID

DFID has stepped up its own political engagement in the states through its State Representatives and Regional Coordinators. This has been mutually helpful to DFID and SPARC. SPARC is able to make its own knowledge and contacts available to DFID, who in turn can help open doors within state government and raise the profile of issues of concern to SPARC.

“SPARC represents a holistic approach to governance improvement – in fact doubly so as it seeks to incorporate efforts across both three key functions of policy, public finance and civil service management and the two dimensions of centre of government reform and sectoral improvement.” Overseas Development Institute (2015)

Figure 3 - State-by-state mapping of channels of political engagement

NB: Width of lines approximates to the observed strength of the relationship. “Technocrats” generally refers to Permanent Secretaries and Directors. “Politicians” refers to the Governor and Commissioners. Source: SPARC Case Study on Programme Wide Political Economy and Engagement, November 2014
Assessing the Benefits of Political Engagement

The results of SPARC’s political engagement are apparent at several levels. They include:

Building trusting relationships with state governments

SPARC is generally viewed as a trusted partner to state government that is generally responsive to demand and provides useful and relevant support. This has proven to be a huge advantage in gaining access and influence at state government level.

Encouraging adaptation

Intensive political engagement has enabled SPARC to understand the local political context and adapt its models to local conditions. There are notable examples of where SPARC has adapted its original reform ideas as a result of its engagement with state partners (see box 4). Such adaptation and flexibility has been much appreciated by state partners and can be expected to contribute to SPARC’s results.

Allocating resources to where they can be used most effectively

SPARC has actively reallocated resources between states and areas of work, and states according to its assessment of where there are the best prospects to deliver results.

These decisions are guided by SPARC’s ongoing political engagement with state government and the use of tools such as annual reviews, decision points and triggers. There are numerous examples of such expenditure shifts. For instance, in Kaduna the balance of spending has shifted away from planning and strategy towards public service management. This reflects evidence of the significant political interest that has been directed at public service reforms, resulting in a new Bureau of Public Service Reform, which houses the Development Cooperation Framework (Box 4).

Box 4 – Examples of reform adaptations resulting from political engagement

Lagos: A pragmatic approach to consolidating government bank accounts

Recognising the importance of state patronage of the banking sector, SPARC realised that it would not be feasible to eliminate all multiple accounts run by Ministries, Departments and Agencies. Part of the solution promoted by the State was to use the Nigerian Inter Bank Settlement Platform to enable the Treasury to gain an overview of all its accounts through a single window. SPARC has supported this initiative as a sensible compromise that serves the function of consolidating bank accounts while ensuring political feasibility.

Kaduna: From sector MoUs to the Development Cooperation Framework

Originally, in Kaduna State SPARC and other DFID SLPs had sought to promote sector specific Memoranda of Understanding setting out government reform commitments. Political engagement with the state authorities revealed that this approach would be unhelpful because it would undermine government’s understanding of the interconnectivity of reform. This experience led to the proposal for a Development Cooperation Framework, which has proven to be a comprehensive and successful framework for managing relationships between several donors and the state government.

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Evidence of Programme Impact

Ultimately the success of political engagement must be assessed in terms of its contribution to increasing the impact of the programme on improving public sector management. It is difficult to prove a consistent, causal link between political engagement and programme results.

However, it is possible to identify cases where SPARC has engaged in particularly intense political engagement and to assess whether these episodes have led to notable results. Several positive examples are described in Box 5.

Box 5 – Evidence of programme results following political engagement

Case 1. Increased budget realism in Kaduna
There was an intense period of political engagement between SPARC, SAVI, DFID and Kaduna State Government at the time of the 2010 budget when the three parties acted together to draw attention to the budget and to advocate for greater budget realism and £169 million of non-existent funding was cut from the budget. This engagement does appear to have had a beneficial effect because in the following years of 2011, 2012 and 2014 there was a further marked reduction in the proposed budget.

Case 2. Increased budget realism in Niger state
A similar improvement in budget realism has occurred in Niger state following the arrival of the SPARC programme in the state in 2012. In this case the weakness in budget realism had already been recognised by the Governor, and the state had previously passed a fiscal responsibility law. The political recognition of the problem was one of the main reasons for the invitation for SPARC to work in the state and the receptiveness of the Niger State Government to SPARC’s advice. Budget execution has risen from a dismal 49% in 2011 prior to SPARC engagement to 72% in 2012 and 85% in 2013.

Case 3 – Renewed reform momentum in Enugu since 2011/12
In 2011 and 2012 dissatisfaction with the lack of reform progress led to high-level discussions between DFID and the Governor of the State. This has reopened the space for SPARC to engage at the political level. SPARC and other SLPs now participate in in depth discussions with the Governor every six months, and there have been notable advances across a broad range of reform areas.

Case 4 – Anambra Political Transition Planning
Following the State Gubernatorial elections in Anambra state in mid-2014 SPARC entered into a process of intense political engagement with the new Governor and incoming administration. This has proven to be an important opportunity to build relationships during a formative political period. Early political engagement by SPARC appears to have been followed by significant governance improvements. Audited accounts are reaching the State House of Assembly on time, a review of budget execution has taken place, budget ceilings for the 2015 budget have been agreed and appear to be being respected.
Lessons Learnt and the Way Forward

Having been in the reform space now for over six years, SPARC has gained some valuable insights and lessons. As the programme is managed by the same contractor (DAI) as the predecessor programme, there has been ongoing lesson learning, continuity and high institutional memory since the return of democracy in Nigeria in 1999. SPARC is continuously learning by doing, and progressively strengthening its political engagement. There is no doubt that political engagement, flexibility and adopting locally designed state specific approaches is fundamental to delivery of successful reforms. Clear evidence has shown that political engagement has raised the quality of SPARC’s support and contributed to results. Below are some lessons learnt and current activities SPARC is undertaking to continue to strengthen its political engagement.

• SPARC’s way of working is appreciated by State partners as SPARC has attained the status of – ‘trusted friend of the government.’ By allowing local actors and reform champions drive the reform process the chances for better absorption of reforms are high.

• SPARC can strengthen state level Political Economy Analyses by using well-established frameworks to encourage a more structured and comprehensive treatment of political economy factors and the use of analytical tools such as stakeholder analysis (interest/influence matrix).

• SPARC can use more established tools for identifying blockages and working through them than around them. The programme is now introducing problem focused political economy analysis. Broad-brush state level PEA continues to be relevant and useful, however SPARC has recently developed tools that can be applied to operational problems whenever the need arises.

• In order to be more strategic in the application of Political Economy findings, there is the need to expand networks beyond the use of individual reform champions. Less focus on individuals and diverted to building broader coalition in form of institutions, civil society networks and informal and formal relationships is crucial. Working with a broad range of stakeholders can provide much needed pressure for reform acceptance. SPARC is increasingly looking beyond immediate counterparts and reform champions to working with other DFID programmes, development partners and informal groups at state level.

• There is an increasing need to engage on sector based issues (jointly with other programmes) as an entry point to address core governance problems.

• Experience sharing among key stakeholders and peer learning between states across different models of political engagement is key to unlocking and entrenching locally led solutions. Great value has been achieved in exchanging experience between states, and discussing the strengths, weaknesses and innovative aspects of each other’s approaches, as well as appropriate next steps in further strengthening political engagement and governance reform in different state contexts. SPARC is planning to embark on further ‘Share Fairs’ and cross state learning including through the use of SPARC’s Access to Sharing Knowledge (ASK) helpdesk platform as a way to encourage replication’.

• Use of locally embedded state teams thinking and acting politically leads to better sustainability of reforms as is evident in the examples above. Consultants who have many years of experience working in the same states are likely to have strong understanding of the starting capacity of those being trained and the limitations they face in implementing what they learn. Yet, it is difficult for international technical consultants to spend time teaching and mentoring civil servants, providing on-the-job training, and following up on training sessions when they are not permanently or substantially based in Nigeria.

• Going forward and building on the trend that is already underway, SPARC is increasing the use of embedded state teams — shifting from conventional technical assistance to more facilitative and low-tech approaches to confronting locally identified problems.

• The need to strengthen engagement around joint review processes by ensuring high political class involvement. SPARC has begun advocating with state governments for this. The recent Niger state review of the Agreed Intervention Approach witness political commitment at the highest level.
The 2015 elections will be a major test, and the programme will need to engage intensively. SPARC is responding to the challenge and final work plans will be informed by post-election political economy assessment, and each will be locally designed and delivered by the teams embedded within government in the ten states.

| Politically Smart | • Electoral Cycle  
|                   | • Budget Cycle  
|                   | • Formal & Informal |
| Locally Designed  | • State Specific  
|                   | • Empowered Program Managers |
| Analysis Based    | • Political Economy  
|                   | • Understanding Political Commitment |

Endnotes


5 Already, Zamfara State has adopted multi-year budgeting after learning from Kaduna State. Niger State adapted the Lagos approach to budget call circulars with financial limits. Zamfara adapted procurement legislation from Jigawa. Several states are interested in learning more about the Bureau of Public Service Reform in Kaduna.
SPARC’s Approach to Governance Reform

- **Locally-led and Problem Driven**
  - Self assessment problem solving approach
  - Enable local ownership
- **Thinking and Working Politically**
  - Use PE and Contextual Analysis
  - Engage a broad range of stakeholders
  - Focus on Pockets of Effectiveness
- **Flexible and Responsive**
  - Be adaptative
  - Seize Windows of Opportunity
  - Allow sequencing of support to be flexible
  - South-South skill sharing and networking
- **Use Integrated Approaches**
  - Take a broad view of institutional change

Staff Expertise
Programme Partnerships
Trusted Relationships
Reform Champions
Iterative Adaptation
External Accountability
Embedded Teams
State Peer Learning

Contact details
SPARC has eleven offices in Nigeria.
For more information on our work email: info@sparc-nigeria.com,
telephone +234 (0) 7029 682832
Or, visit our website at www.sparc-nigeria.com

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