
PAPERS

NEW PARTNERSHIP FOR AFRICA'S DEVELOPMENT (NEPAD) AND GOOD GOVERNANCE IN AFRICA: *THE NIGERIAN EXPERIENCE (2002-2010).*

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Abstract

New Partnership for Africa Development is a unique opportunity to improve governance and lure investment in Nigeria and Africa at large. NEPAD has been a pledge by African leaders with common vision to eradicate poverty and place African on the path of sustainable development and equally participate in the world economy and body politic. The blueprint will address socio-economic, environmental and political priorities. The fountain stone of NEPAD is anchored on global standards of democracy and good governance for sustainable development. Democracy and good governance will only thrive on the altar of participation, transparency, equity, inclusiveness, effectiveness, efficiency and accountability to enhance development. The Nigerian state has transit from authoritarian to civilian regimes, yet the prospect of democracy and good governance for sustainable development is still gloomy. However, the failure of good governance and insecurity has multiply and increase terrorism across Nigeria and Africa at large. The data will be generated from focus group discussion, historical and documentary sources from African Union journals, internets of content analysis will constitute our data analysis. The findings of the paper reveal that for NEPAD programme to achieve its objectives depend largely on what Nigerian governments primarily do at the national level to implement the comprehensive plan for the success of NEPAD. The New Partnership for Africa's Development believes that Nigerian development programmes takes place in the context of good governance. The paper therefore recommends the need for effective and efficient public sector management with stable macroeconomic policy, effective resource mobilization and efficient use of public resources; increased government responsiveness for citizens to create conditions for economic prosperity

Key words: Corruption, Nepotism; Good Governance; Development, Democracy, MDGs.

Introduction

New Partnership for Africa's Development (NEPAD) is the result of the merger of the Millennium Partnership for Africa's Recovery Programme and the Omega Plan which crystalized into the New Africa Initiative (NAI). The policy framework of NAI was finalize on October 23, 2001 to form the NEPAD. The goals of NEPAD include: to promote accelerated growth and sustainable

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development; to eradicate widespread and severe poverty and to stop the marginalization of Africa in the globalization process (ADB:2016). The partnership seeks sustainable initiative for economic and social revival of Africa. It is declared that democracy and good governance are pre-conditions for development. Governance in Nigeria is beset with corruption, misplacement of priority, resources underutilization, absence of an efficient fraud insulated regulatory system, injustice, nepotism, and neo-patrimonialism, compounded by other development challenge (Adesina, 2002). Human rights violation, injustice and, election rigging are rife, notwithstanding the wide-spread democratic constitutions. In addition, Africa holds the “famous” accolade as an epicenter of intra-state conflicts (Adedeji, 1999 and Laremont, 2002), which has truncated its capacity to manage its environment, thereby increasing its vulnerability to the devastating effects of famine, droughts and floods. Guest (2004: 6) states that “when the rains fail, Africans go hungry and when the rains are too heavy, they lose their homes”. Good governance is elusive in Nigeria as evidenced in the infrastructural decays, high rate of political corruption, electoral malpractices, absence of the rule of law, injustice, inequality, high rate of poverty, unemployment, to mention but a few. It is against this backdrop that NEPAD seeks to address governance challenges as a key to development in Africa and Nigeria in particular. This paper, therefore seeks to examine the impact of NEPAD on good governance in Africa with special focus on Nigeria between 2002 to 2015. to achieve the above stated objectives, this paper is partitioned into

Clarification of Concepts

Governance Defined

Defining the concept of governance can be complex and challenging. But for the purpose of this paper, attempt will be made to give a few definitions of the concept. Hence, the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) defines governance as: “the process of decision-making and the process by which decisions are implemented (or not implemented). The UN Committee of Experts on Public Administration defines it as: “the lateral and inter-institutional relations in administration in the context of the decline of sovereignty, the decreasing importance of jurisdictional borders and a general institutional fragmentation.” Fukuyama (2013), defines it as “government's ability to make and enforce rules and to deliver services, regardless of whether that government is democratic not.” Graham, Bruce and Plumptre, (2003), see governance as “a process whereby societies or organizations make their important decisions, determine whom they involve in the process and how they render account.” The World Bank Report (1989), sees governance as the exercise of political authority in the management of a nation's affairs. For Apam (2011), governance refers to the manner in which power is exercised by governments in managing a country's resources.

From the definitions above, it is observed that governance has to do with the making and implementation of general decisions and effective management of public resources. It also has to do with the performance of agents in carrying out the wishes of principals and not about the goals that principals set. We will therefore, use governance in this paper to mean the processes and activities involved in the management of a country. How a country is managed may be good and individuals will be able to express themselves in various fields of endeavor. Unemployment and poverty rate will be reduced and, there will be development, which is the focus of good governance to which we now turn to.

Good Governance clarified

According to Doornbos (2001:94) good governance is used to invite judgment on how the country concerned was governed; it evaluate proper procedures, transparency, quality and process of decision making and other matters. It differentiates the actual self-understanding of the ruling groups from their real causal contribution to the prosperity or misery of their subjects (Chabal and Simbine, 2000:67).

Actually, for Eyinla (2000:22), good governance means accountability, security of human rights and civil liberties, devolution of powers and respect for local autonomy, which constitute a challenge to democratic regimes. Good governance includes security of human rights, devolution of powers and respect for local autonomy pivot to successful democracy and development. The basic tenets of good governance must be institutionalized and internalized in the management of resources and assured goal of development.

Davis (2003:1) asserts that good governance is exercised in the management of socio-economic development in an environment devoid of rancor, ill will, strife, struggle and disdain. It is a sine qua non to achieve oriented goal with an overriding need to frontier the welfare of government to the governed. Murray (2009:27) state that “the indicators of good governance as trust of citizens, due process, efficient production and programs, which emphasize on allocating high resources to health and education”.

According to Madhav (2007:33) “good governance deals with ethical grounding of governance and must be evaluated with reference to specific norms and objectives laid down”. It looks at the functioning of a given segment of the society from the point of its acknowledged stakeholders, beneficiaries and customers. It must have firm moorings to certain moral values and principles. Good governance is applicable to all spheres of society such as the government, legislature, judiciary, media, private sector, trade unions and non-government organizations (NGOs).

Hirst and Thompson (1996:29) state that good governance is the control of an activity by some means such that a range of desired outcomes is attained.

UNDP (1999:34) conceptualize governance as a complex mechanisms, process, relationships and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. Nigeria's vision 2010 document states that good governance is accountability in all ramifications, rule of law and an unfettered judiciary like freedom of expression and choice in political association. Good governance means transparency, equity and honesty in public office.

UNESCO (2005:123), states that the “major characteristics of good governance are participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable, inclusive and rule of law”. It ensures that corruption is minimized, while the views of minorities are taken into account, the voices of the vulnerable are heard in decision-making (UNESCO, 2005:123).

The concept of good governance entails decision-making and the process by which decisions are implemented, it involves formal and informal actors in decision-making in place to arrive at the decision. Good governance is a mechanism through which citizens and groups articulate their interests, exercise their legal rights and meet their obligations to mediate their differences (UNESCAP, 2013, Dahal, et al, 2002). Good governance is a state fulfillment of expectations and the achievement of societal well- being by the mandated authority (African Leadership Forum, 2000: 4). Good governance is effective in fulfilling the social contract, empowerment of citizens through participation in decisions affecting them. It is what a citizen has the right to demand for in the government of his country like rule of law, participation, human rights and sustainable development (Izueke, 2007, Mo Ibrahim foundation, 2011).

Oyovbaire (2007) declared that good governance is the use of power and authority to affect human condition; this will enable the society to sustain and improve the quality of life and transform the physical

environment. Hyden and Court (2002) describe governance as the formation and stewardship of formal and informal rules that regulate public realm, the arena in which state economic and societal actors interact to make decisions. Good governance is the process by which governments are elected, monitored and replaced; the capacity of the government to effectively formulate and implement sound policies; and respect of citizens and the state for the institutions that govern economic and social interactions among them (Kaufmann, et al, 1990).

Lutz and Linder (2004), assert that when there is participatory relationship in governance other element of good governance will always manifest at the local level. Potter (2000) defines good governance as the means by which power is exercised in the management of a country's economic and social resources for development. It has been noted that good governance is pivotal to a successful democratization and by extension socio-economic development. The tenets of good governance are broad participation, inclusiveness, decentralization of power and popular empowerment, based on legitimacy, rule of law, due process and respect for human rights, managing the collective will of the people associated with qualities of leadership (Pryor, 2003, Dozie, 1999).

Theoretical Framework

The theoretical framework for this paper is “**Modernization Theory**” as propounded by theorists like Walter Rostow (1960), Hoselitz and More (1963), Finkle and Gable (1971), Binder, et. al. (1966), W.A. Lewis, (1991), Talcott Parsons, (1951), and Daniel Lerner, (1958). They felt that the rest of the world needed to look to the western model of modernity and pattern their society in order to progress. The theorists argue that modern transformation of social life assumes that traditional countries can develop the same way modern countries developed for a period of time. Modernization theory identifies the social variables that contribute to development and explains the details of social evolution. It is in the process of change and the response to that change that it examines internal dynamics referring to social and cultural structure and adaptation of new technologies (Wikipedia, 2008). Rostow,s approach to the process of economic growth states that it is beneficial to divide the history of nation's development into five stages as follows: traditional stage, pre-take-off stage, drive to maturity and high consumption.

According to Parsons (1951), modernization is universalism against particularism, achievement versus ascription. He notes that universalism, achievement and ascription are found in developed countries, while the opposites are found in underdeveloped countries. Nigeria is saddled with conflict, hunger, poverty with experience of underdevelopment, and to come out of this menace, integration is identified as the major strategy. Modernization theory accepts convergence as a long term process that must remain incomplete as societies seek solace in what makes them distinct. The pace of technological change will accelerate integration and increase interdependence that demands more security cooperation

Challenges of Governance in Nigeria

Before going into the challenges of good governance in Nigeria, it will be important to first of all discuss the elements or indices of good governance. This will help us in our discussion of the challenges faced by good governance in Nigeria. Hence the basic elements of good governance is anchored on participation, accountability, rule of law, transparency, responsiveness, efficiency, consensus oriented, equity and inclusiveness (Lykshminarayan and Sharma, 2006).

Participation: this involves freedom of association and expression on one hand and an organized civil society on the other hand (Onyishi, 2010). Participation engages citizen in formulating, implementing and evaluating on policies that affect them (Simbine, 2004). It is a two way channel of communication between

the government and the governed, to ensure that the most vulnerable people in the society are taken into consideration when making decisions. However, any participation that gave rise to good governance is devoid of manipulation through unethical and non-transparent practice (Murray, 2011).

Transparency: is taking decision and enforcement in a manner that follows rules and regulations, it is the available information directly accessible to the affected by such decisions and their enforcement (Sharma, 2006). It ensures that information readily available and directly accessible to those who will be affected by such decisions and their enforcement. It measures the authorities' performance, guard against possible misuse of power; openness and adherence to due process in order to muster public support and legitimacy (Abubakar, 2010).

Responsiveness: means that policy decisions and implementation respond to popular needs and expectations; it is the fundamental interest and ultimate purpose that defines the actions of government to represent the needs of the people (Ojo, 2009). It ensures that public institutions serve all stakeholders within a reasonable timeframe.

Effectiveness and Efficiency: requires that an institution makes the best use of resources at their disposal. The concept of efficiency in the context of good governance covers the sustainable use of natural resources of the environment. Governance at the local level makes adequate values derived from government resources committed to government programmes to produce result for the needs of the society to make better use of the available resources at their disposal (Carsten, 2005).

Accountability: is the responsibility to account for stewardship to the authority or people, it conforms to whom powers and responsibilities are delegated, accountability cannot be enforced without transparency, rule of law and constitutionality (Potter, 2000). It connotes accountability to those who will be affected by its decisions and actions, to those appointed or elected, the personnel to man the institutions or stakeholders.

Rule of Law: is the legal frameworks enforced impartially for the protection of human rights particularly the minorities. The impartial enforcement of laws requires an independent judiciary and incorruptible police force to guarantee fundamental human rights, and an incorruptible law enforcement agent is the pre-requisite for good governance (Sharma, 2006:79).

Consensus Oriented: involves the interest of various people in the society vary, and good governance requires that this interest in the society should be harmonized. The society should reach a broad base consensus on what is in the best interest of the whole community and how it can be achieved. It is a long term process on what is needed for sustainable human development and how to achieve the goals of such development (Simbine, 2004).

Equity and Inclusive: is where all people should be treated equally; and all members must have a stake in governance, and does not feel excluded from the main stream of the society. This requires the inclusiveness of all groups especially, the minority groups in a multi ethnic society like Nigerian society (Onyishi, 2010, Pryor, 2003).

NEPAD and Good Governance in Nigeria

The New Partnership for Africa's development (NEPAD) mandates the initiating Heads of state of Algeria, Nigeria, South Africa and Senegal to develop an integrated socio-economic framework for Africa. The core mandates of the NEPAD agency is to:

- Facilitate and coordinate the implementation of regional priority projects.
- Mobilize resources and partners in support of projects implementation.
- Coordinate research and knowledge management.
- Monitor and evaluate the implementation of projects.
- Advocate the AU and NEPAD vision, mission and core values.

NEPAD and Good Governance

Good governance entails the existence of efficient and accountable institutions like political, judicial, administrative, economic, corporate and entrenched rules that promote development, protects human rights;

respect rule of law and ensures that people are free to participate in decisions that affect their lives (Melber, 2005:38). It can be noted that good governance has to be positively correlated with the achievement of better growth rates through the building of institutions in support of markets. Indeed, analyst argued that good governance as an aspect of democratic consolidation is a *sine qua non* for development. Consequently, the new maxim for Africa in the twenty-first century should be “no democracy, no development”. Similarly, former UN Secretary-General, Kofi Anan, has states that “good governance is the single most important factor to eradicate poverty and promote development” (Kempe, 2003).

The NEPAD framework has recognized the salient importance of good governance for achieving sustainable development by Africa leaders and they have set out principles to strengthen democracy and good governance as well as economic and corporate governance. NEPAD emphasizes that development thrives with democracy and good governance, but development is impossible in the absence of democracy good governance. The principles strengthen the political and administrative framework of African countries, in line with the principles of democracy, transparency, accountability, integrity, respect for human rights and rule of law. Legitimacy has been determined by patron-client relations, while corruption has been pervasive (Chabal, 2002, Mbaku, 2000).

As identified in the NEPAD framework document, the institutional reforms to strengthen political governance in Nigeria need to focus on the administrative and civil services; strengthening of parliamentary oversight functions; the promotion of participatory decision-making; adoption of effective measures to combat corruption, embezzlement and judicial reforms (Amoako, 2003). These five areas have been discussed for the first time in post-independence Africa by African leaders themselves pointing to the shortcomings of the institutional structure over which they preside directly.

Public institutions have been a failure in Nigeria and most of these institutions were captured by the elite to serve personal interests. The result was the inability of the state to provide the requisite institutional framework to support good governance. Many African countries, both public and private sectors do not operate according to widely accepted rules transparent enforced by accountable institutions. Consequently, the challenge for Nigerian policy-makers under NEPAD is to shape policies and institutional development in ways that enhance good governance and sustainable development. NEPAD document states that the objective is to promote concrete programmes to enhance good governance. Good governance will attract more investment and achieve high rate of per capita income that improves certain basic aspects of performance. A state that applies policies ensures rule of law and generates confidence to attract foreign investment for rapid development. NEPAD is aimed at reversing the trend for human rights and democratic principles, honest and quality administration to protect freedom, rule of law with values that apply equality of every citizen. Political democracy is common to people everywhere regardless of cultural, political, social or economic differences. These transcend the aspects of good governance for sustainable development (Akokpari, 2005).

President Mbeki of South Africa argued that Africa wishes to realize the goal of good governance in all its elements, not because we seek to improve our relations with the rest of the world as first objective but to end political and economic mismanagement on our continent with vicious cycle of conflicts, instability, denial of democracy, human rights, poverty and global marginalization. The components of good governance are necessary for sustainable development process and this development cannot be achieved in the absence of good governance. Among other things, good governance ensures the efficient utilization of scarce resources in the promotion of development; participation, responsibility and accountability to emancipate people from poverty as state legitimacy are entrenched. Poverty and development are built on good governance with development-oriented policy (Kuye, 2008).

Human Development Report (2002) states that good governance advances sustainable development for three reasons. However, political freedom and participation in decision shape one's life as fundamental human rights. In some African countries where leaders are not elected or selected by election like Libya, or where elections are flawed, the denial of these rights are on human development. Good governance helps to protect people from economic and political catastrophes such as famines and other crises. There is correlation between bad governance and famines in Nigeria. In other words, those countries with frequent crises in Africa

tend not to have good governance, as good governance promotes sustainable development by empowering citizens to influence policies that reflect their priorities (Tawfik and Kajee, 2005).

Conclusion and Recommendations

The New Partnership for Africa's Development (NEPAD) and good governance, in relation to Nigerian experience, from 2002 to 2010. The outcome of the hypotheses clearly established that the implementation of the provisions of NEPAD document on good governance and the enhancement of development indicates that Nigeria political leaders have not demonstrated genuine willingness to address the factors that have incapacitated their chances for good governance and sustainable development between 2002 and 2010.

The development policies in Nigeria have not addressed the problem of credible election; strengthen legislative and administrative institutions, public sector management, periodic renewal of leadership through representative and competitive elections and account on stewardship as core element for good governance and sustainable development.

Based on the outcome of this paper, the following recommendations were made to proffer solutions to the undesirable effects to encourage good governance and development.

There is need to provide effective transfer of power and periodic renewal of the leadership through representative and competitive multi-party and multi-candidate elections, impartial and credible electoral administration, effective oversight of the electoral process and active citizenry.

There is need for reliable and timely information about the activities of government to be available to the public, and a system that prevail public institutions for public officers to account on stewardship in Nigeria.

NEPAD should strengthen public sector legislative and administrative institutions, including efficient parliamentary oversight functions, judicial independence and adequate audit machinery for verifying government decisions in line with its legal commitments.

Nigeria political system should provide opportunities for all its citizens, including the poor and disadvantaged to make broad inputs in governance and development from all elements of civil society.

NEPAD believes that Nigerian development programmes takes place in the context of good governance, there is need for effective public sector management with stable macroeconomic policy, effective resource mobilization and efficient use of public resources; increased government responsiveness for citizens to create conditions for economic prosperity

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