



ASSESSMENT OF THE EFFECTIVENESS OF STAKEHOLDERS IN THE GOVERNANCE OF BIDA TOWNSHIP

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ABSTRACT

Governance is a tradition and institution that has the authority to control activities within a country, state or localities as the case may be, whereas, good governance shows different ways in which power and authority relations are structured in a given society. The aim of this paper is to measure the quality of governance at local level, and particularly to assess effectiveness of governance in Bida Township using Worldwide Governance Indicator (WGI) Framework. The objectives of the research are to identify different stakeholders involved in governance at the local government level and to examine the performance of good governance in Bida Township using WGI. The research was conducted using two stage sampling technique: the first stage divided Bida Township into 4 clusters while the second stage used random sampling technique to select respondents in the selected clusters. The research employed the use of questionnaire administration and in-depth interview to obtain responses from residents and the Local Government officials. The sample size for the research in the four neighborhoods was 350. Data obtained were analysed using the Worldwide Governance Indicators (WGI) to understand governance effectiveness in Bida Township. The result indicated that the performance of governance by all the stakeholders is low (Voice and Accountability 2.27; Political Stability 2.32; Government Effectiveness 1.22; Rule of Law 2.78; Control of Corruption 2.61 and Regulatory Quality 2.44). The performance shows that all the variables fall below standard of 3.50 on the scale of WGI. Therefore, the study recommends that more stakeholders who will employ Governance Framework for effectiveness in executing meaningful project for developmental purpose should be invited into the township and the Local Government Council should have a framework for Good Governance effectiveness and efficiency in order to boost the economy, be accountable and transparent so as to improve Governance performance in the study area.

Keywords: Bida Township, Effectiveness, Governance, Stakeholders, Worldwide Governance Indicators.

Introduction

Governance means the traditions and institutions by which authority in a country is exercised (World Bank Group, 2010). This includes the process by which governments are selected, monitored and

replaced, as well as, the capacity of the government to effectively formulate and implement sound policies with the respect of citizens and the state for the institutions that govern economic and social interactions among them (Kaufmann, Kray and Zoido-Lobatan, 1999). When all the various sections of the society conduct their affairs in a socially responsible manner, then the objective of the largest number of people in the society can be achieved.

According to World Bank, (1992) bad governance has many features, among which are failure to make clear separation between what is public and what is private, hence a tendency to divert public resources for private gain, failure to establish a predicable framework for law and government behavior in a manner which is conducive to development, for unpredictability in the application of rules and laws, excessive rules, regulations among others to impede development, thus, resulting to misallocation of resources, lack of transparency and lack of accountability among others. On the other hand, good governance, as a concept, is applicable to all sections of society such as the government, legislature, judiciary, media, private sector, corporate sector, trade unions and lastly non-government organizations (NGOs), for public accountability and transparency (Arndt and Oman, 2008).

Governance is applicable to all subjects and issues and makes no distinction between governance, policy making and policy implementation (Hyden and Court, 2002). Hence, it is the application at the global level, national level and at corporate level (Simonis, 2004). Thus, governance becomes relevant to settlements, communities and also the urban or rural areas. (Sanusi, 2009). Indeed, it is also possible to extend this application to yet the levels of urban neighborhoods, districts, wards, quarters and streets.

The need for governance, thus, exist anytime a group of people come together to accomplish an end. Governance is about the processes for making and implementing decisions, it is not about correct decision, but about the best possible process for making those decisions. Indeed, it notes that inclusive city is neither money nor technology, nor even expertise, but good urban governance (UN-Habitat, 2000). The importance of governance in any society include to promote confidence, for better decisions taken and to help in sharing responsibilities judicially among others (World Bank, 2010). Therefore, governance is important for several reasons, it does not only give people confidence in its executives, but also improves the decision-making processes whether at the global, national state or the local government.

Governance needs to be measured in order to check on the ability of government in enforcing rules and delivery of services in form of assessment. Governance assessment has been premised on many grounds; international organizations are interested in governance assessment so as to serve as incentive for the less developed countries in order to improve their governance analysis and for higher transparency in resource allocation, to ensure quantitative governance analysis and for institutional reasons such as providing institutional profile and spill-over effects (Arndt and Oman, 2008). The origin of assessment has, however, concentrated largely at global and national level, so the quality of governance at individual settlement level is hardly done. Similarly, where attention shifts to individual settlements, such attention is focused only on big cities, leaving the small and medium size cities outside the assessment circle. This study, therefore, intends, to assess the effectiveness of governance practices at the local government level of Bida, Niger State, Nigeria in order to establish good governance.

Aim and Objectives

The aim of this study is to assess the effectiveness of stakeholders in governance of Bida township.

The objectives to realize the aim are:

1. To identify the different stakeholders involved in urban governance of Bida township,
2. To compare the performance of governance in Bida township with the world governance index (WGI).

The Study Area

Bida lies within latitude $9^{\circ}08''$ and $7^{\circ}15''$ North of the equator and longitude $6^{\circ}01''$ and $6^{\circ}12''$ East of the Greenwich Meridian. The land area of Bida is 1,698 km (Department of Urban and Regional Planning FPB, 2015). Bida is located in the heart of the low basin and forms valley of River Niger and River Kaduna. Geographically, it shares boundaries in the north with Gbako Local Government Area and in the south with Lavun Local Government; the eastern part is bounded by Badeggi in Agaie Local Government Area. (Figure 1 shows Bida Local Government Area in Niger State).

The population of Bida is 318,300 (2022 projected) using the 2006 census. Bida is famous for her quality woven cloths, mat embroidery, bead making and most importantly, the brass making known as Tsuata-muta. Cottage industries like blacksmith, glasswork and cooperative engagement are also common and serve as the simple income generation for the indigenes of Bida. However, many people in Bida are civil servants employed in government establishments and this has attracted the influx of various stakeholders into Bida Township.

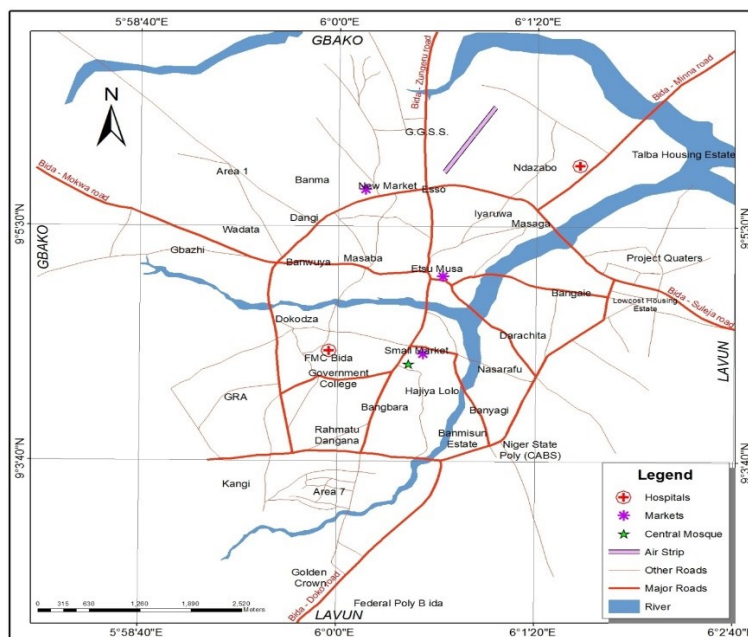


Fig.1. Street Guide Bida Township.

Source: Niger State Ministry of Lands and Housing (2021).

Literature Review

The Concept and Principles of Urban Governance

The concept of Urban Governance refers to the complex set of values, norms, processes and institutions by which cities are managed. According to the UNDP (1997), Governance is the exercise of political, economic and administrative authority in the management of a country's affairs at all levels. It comprises of the mechanisms, processes and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.

Urban governance tends to refer to both the formal and informal political processes which determine and at least influence what happens in a city.

Good urban governance works towards making cities more efficient, equitable, safer and sustainable. Systems of urban governance that are based on sound, transparent and accountable processes can go a long way in making cities more inclusive (Manning, Kraan 2006). At the city level, there has been a tendency in the past to see urban governance entirely in terms of urban management - the operation and maintenance of infrastructure and services. But cities are not autonomous entities, as there are various tiers of government intervening in urban areas. They are also located in wider national and international economies, environmental systems and socio-spatial relationships. Governance can, thus, not be understood simply as management, it also has political dimensions. The concept of governance therefore embraces a variety of notions, which encompass intergovernmental relations such as negotiations, agreements and co-operative ventures among public and private parties. In particular, it implies bottom-up decision-making, decentralization and broad-based participation.

Some of the characteristics of good governance are that good governance is accountable, transparent, it follows the rule of law, responsive, equitable and inclusive, effective and efficient, and finally, good governance is participatory in nature.

Functions of Local Government

Township governance is the foundation of national governance, related to the vital interests of ordinary people, affecting the stability and development of a country (Zhang, 2020). The term local governance (also Urban Governance or Metropolitan Governance) appears in literature from the 1990s. Several authors agreed that it is a polycentric system in which a large number of different stakeholders are involved in local public policy decision-making processes (Baud & Dhanalakshmi, 2007).

The purpose of creating local government is to maintain peace, order and provide certain goods and services such as planning and monitoring, service delivery, lawmaking and enforcement, policy development, representation and advocacy (Mike *et al*, 2006).

A framework of local governance that embodies these principles is called citizen-centered governance (Andrew and Shah, 2002). The distinguishing features of citizen-centered governance are the following: citizen empowerment through a right-based approach (direct democracy provisions, citizens' charter) and bottom-up accountability for results. The framework emphasizes reforms that strengthen the role of citizens as the principals and create incentives for government agents to comply with their mandates. The commitment problem may be mitigated by creating citizen-centered local governance by having direct democratic provisions, introducing governance for results in government operations, and reforming the structure of governance, thus shifting decision making closer to the people. This corroborates with increased use of stakeholders' participation as a norm in sustainable development agenda after Brundtland report of 1987 (Benites-Lazaro & Mello-Thery, 2019). Direct democracy provisions require referenda on major issues and large projects, and it requires that citizens have the right to veto any legislation or government program. A "governing for results" framework requires government accountability to citizens for service delivery performance. Hence, citizens have a charter defining their basic rights as well as their rights of access to specific standards of public services. Output-

based intergovernmental transfers strengthen compliance with such standards and strengthen accountability and citizen empowerment (Shah, 2006). Thus, the inclusion and identification of a wide range of stakeholders are advocated as a way to end social and environmental injustices (Nornik, Cutts & Greenlee, 2016).

Governance Indicators

The assessment frameworks for good governance have been classified as (1) global assessment; for example, World Governance Indicators (WGIs), Transparency International (TI); (2) country governance assessment; for example, assessment frameworks from the UNDP (Urban Governance Indicators) and OECD, (3) independent national governance assessment; for example, World Governance Assessment of Overseas Development Institute (ODI) of United Kingdom and audits and programs fostering democratic governance (ODI, 2007). Also, other governance assessment frameworks are continental-based for example, the African Governance Report of Economic Commission for African Governance and MO Ibrahim Index for African (IIAG). Nevertheless, the most popular among all the governance assessment frameworks, are the Worldwide Governance Indicators (WGIs) and World Governance Assessment (WGA) and of recent, Ibrahim Index. Generally, these frameworks tend to incorporate as many dimensions of governance as possible and have also attempted to cover as many countries as possible. For the purpose of this study, attention will be given to WGIs indicator.

Worldwide Governance Indicators (WGIs)

Worldwide Governance Indicators (WGIs) are now the most widely used and quoted indicators by all relevant quarters such as academia, donor countries and agencies, policy makers, and investors. These indicators were first developed in 1999 by Daniel Kaufmann, Aart Kraay and Zoido-Lobaton (Kaufmann *et al*, 1999). Later Zoido-Lobaton was replaced by Massimo Mastruzzi. Since then they kept on expanding and also retrospectively adding past years. Now WGIs are available yearly from 1996 to 2023. The latest available WGIs is for the year 2023. It retrospectively made revisions of previous years' indicators. WGIs aggregate available governance indicators into six (6) clusters based on perceptions from over 30 sources globally, as follows.

- i. Voice and accountability
- ii. Political stability and absence of violence/Terrorism
- iii. Government effectiveness
- iv. Regulatory quality
- v. Rule of law
- vi. Control of corruption (world bank, 2024).

Research Methodology

This research was carried out in Bida Township to assess Governance at local level using the World Governance Indicators (WGIs). The research was carried out among formal and informal institutions. The formal institutions include the local government secretariat while the informal include the faith-based organizations and community-based organization among other stakeholders. The formal was

interviewed based on their governance framework through oral interview to the executives while the informal was based on governance indicators using a set of questionnaires administered to the residents to view their perception and involvement in governance.

Basically, the research utilized primary and secondary data for the information generation on the assessment of governance. The Primary data include field survey, questionnaire administration to the residents and oral interview granted to the local government in the person of the Director Personnel Manager, the Secondary data were obtained via the internet, textbooks, journals, newspapers, and other viable sources.

The study used quantitative research design to investigate governance performance at the local level. The index measures governance by using six (6) dimensions of governance. These are voice and accountability, political stability, absence of violence, terrorism, regulatory quality, and rule of law and control of corruption (Hyden *et al.*, 2005, ODI, 2007 and Kaufmann *et al.*, 2008).

Sampling Procedure

Bida local government area which has fourteen (14) political wards was grouped into four (4) districts for the purpose of this research. The districts are as follows: district A consists of Wadata and Cheniyan wards; district B consists of Dokodza, (A&B), Landzun and Mayaki wards; district C consists of Nasarafu, Masaga (A&B), Umaru Majigi (B) and Kyari wards and district D consists of Bariki and Umaru Majigi (A) wards.

Data were collected based on the household size which is put at six (6) persons per household in Nigeria. The total number of houses put by household survey of 2006 (NPC) was 34,532 and was estimated to be 39,043 households. This implies that total sample size of households of three hundred and ninety-six (396) respondents was selected for the study.

The analyzed data are presented through tabular format which include the number of respondents and percentages. Responses based on governance indicators were rated using the ratings suggestions and recommendations towards improving governance in Bida.

Findings and Discussion

Socio-Economic Characteristics of the Respondents

In Table 4.1 is shown the proportion of male to female respondents. 68.1 percent of the respondents were male while 31.1 percent were female. This signifies that the proportion of male to female who has responded to questionnaire is justified based on the laid down rule of 60 to 40 percent by the National Assembly in Nigeria.

Table 4.1: Gender of the respondents

Gender	Number of Respondents	Percentage (%)
Male	241	68.1
Female	109	31.1
Total	350	100

Source: Authors' Field Survey, 2023

Educational Status of the Respondents

The educational level of the respondents is shown in Table 4.2. Tertiary education accounts for the highest with 48 percent followed by secondary school education with 32 percent and the least which is the no formal education. This signifies that majority of the respondents have basic education.

Table 4.2: Educational Status of the respondents

S/No	Educational Status	Number of Respondents	Percent
1	No formal Education	15	4.3
2	Primary school	16	4.6
3	Secondary school	112	32.0
4	Tertiary education	168	48.0
5	Arabic school	39	11.1
	Total	350	100

Source: Authors' Field Survey, 2023

Employment Status

The employment status of the respondents is shown in Table 4.3. 30.6 percent, which is the highest number of the respondents were self-employed (informal trading), while 28.9 percent represent employed (civil servant) and the least 6.0 represents employed (formal). This signifies that the majority are involved in informal trading which the study area is known for. The present of government establishments in the study area also justify the percentage of the employed (civil servants) in Bida.

Table 4.3: Employment Status of the Respondents

S/No	Employment Status	Number of Respondents	Percent
1	Self-employed (Formal)	40	11.4
2	Self-employed (Informal Trading)	107	30.6
3	Self-employed (Informal Farming)	33	9.4
4	Self-employed (Informal manufacturing)	39	11.1
5	Employed (Formal)	21	6.0
6	Employed (Civil Servant)	101	28.9
7	Nil	9	2.6
	Total	350	100

Source: Authors' Field Survey, 2023

Identification of the Stakeholder Participation in Governance in Bida Township

The identification of the stakeholders participating in governance at the local level was necessary to know the people that are affected with governance performance. This was taken from the interview granted to the local government executives such as the Director Personnel Management. The local government identified the following stakeholders as;

- i. Non-governmental Organization
- ii. Community Based Organization
- iii. Faith Based Organization
- iv. The councils of Emir
- v. Various individuals
- vi. And the local government

The institutions of governance in the study area were grouped into formal and informal. The formal includes the local government executives while the informal include councils of Emir, NGOs, CBOs, FBOs and individuals at the local level as shown in Table 4.4. The total numbers of registered non-governmental organizations were six (6), but only two (2) are functional; these are Child to Child and Centre for Community and Reproductive Health Services. The total number of registered community-based organization with the local government is estimated to be over hundred (100), but it only about fifteen (15) that are still functioning. The community-based association range from trade, welfare of the widows, orphan and the sick, farming and so on. Their contribution in form of trading has helped in the development of Bida. The faith-based organizations include Christian Association of Nigeria and the Muslim Society which coordinates other Islamic associations like FOMWAN, Jamatul Islam among others. The contributions of the faith-based organizations include inculcation of good behaviour in the followers to help the community at large.

Table 4.4: Institutions involved in Governance Participation

Formal	Informal	Number who have registered
Local government executives	Councils of Emir	
	Non-governmental organizations	6
	Community based organization	100
	Faith based organization	10

Source: Authors' Field Survey, 2023

Performance of the Stakeholders in Governance in comparison with WGIs

The performance rating of the various stakeholders in Bida is shown in Table 4.5. The average of all the stakeholder's performance rating based on the six indicators was then calculated as thus: The average performance rating for the five stakeholders represented in table 4.5 on Voice and Accountability was 2.27; Political Stability was 2.32; Government Effectiveness was 1.22; Rule of Law was 2.78; Control of Corruption was 2.61 and Regulatory Quality was 2.44. However, all these fell short of the standard rating of 3.50 by the Worldwide Governance Indicators (WGIs).

The various stakeholders rated high in the performance of the rule of law which is averagely effective. Control of corruption can be observed from the national level down to the local governments, in this research work, the local government is rated the highest with 2.99 which means it is averagely effective,

this is followed by the NGOs and the least the council of Emir. This simply means that the local government is a place where corruption thrives. In addition, the NGOs and CBOs are rated the highest on the regulatory quality of the services provided into the community, this is because the NGOs and CBOs believe in providing the best and because they are sponsored by international Donors who believe in providing quality goods and services for the upkeep of the society.

The local government is rated ineffective, for example in the provision of water because there was no public water supply, private individual was left with no option than to drill boreholes which invariably contributing to environmental hazards particularly, earth tremor. Also, the supply of power was a major problem in Bida. There was inefficient coordination of refuse disposal due to insufficient collection vehicles, this has led to dumping of refuse in various conspicuous places, thus, defacing the whole town.

Table 4.5: Performance rating of the Stakeholders

Stakeholders	Indicators					
	VA	PS	GE	RL	CC	RQ
NGO	2.56	2.00	0.07	2.60	2.98	2.90
CBO	2.00	2.00	1.16	2.91	2.10	2.80
FBO	2.14	3.00	1.19	2.80	2.49	2.41
Council of Emir	2.14	2.57	1.00	2.79	2.50	2.11
LG	2.50	2.01	2.70	2.8	2.99	2.00
AVERAGE	2.27	2.32	1.22	2.78	2.61	2.44

Source: Authors' Field Survey, 2023

Conclusion

The conclusion drawn from the assessment is that there is need to engage more stakeholders in community participation in order to improve governance performance. The participation of the private sector in the development of any area, either a village, town or even a nation will aid its rapid and stable development, especially when the force of demand is reflected and there is a policy that will regulate the developmental projects.

Recommendations

The research findings prompt the following recommendations:

It is recommended that stakeholders should be invited into the township with Governance Framework on meaningful projects for developmental purpose.

The Local Government Council should as well have a good Governance Framework for its effectiveness and efficiency in other to boost the community and be accountable and transparent.

The representatives of the local government are also enjoined to collaborate with the residents in order to facilitate high level of governance performance in Bida.

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