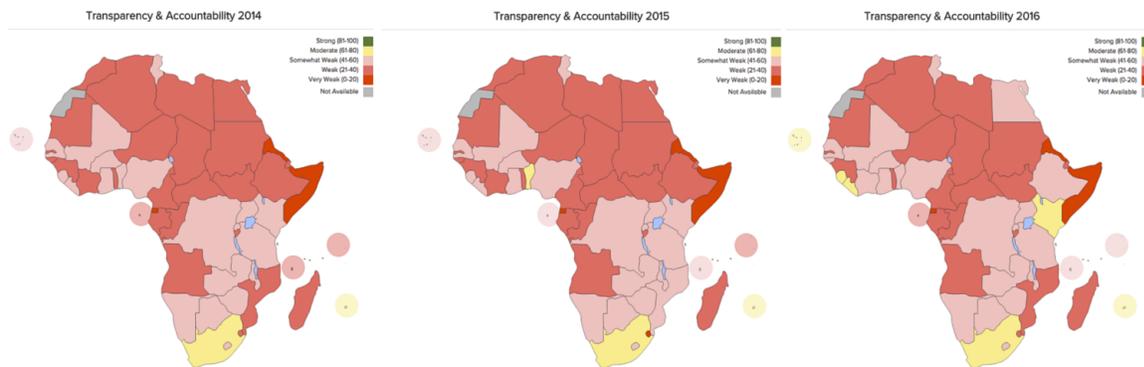


Africa Integrity Indicators – Country Findings



Who is Global Integrity?

Global Integrity supports progress toward open and accountable governance in countries and communities around the world. We focus on generating research and data, supporting the work of country-level reformers, and influencing global conversations on open governance. Our work covers a number of themes, with data, learning and citizen engagement at the core of everything we do. To know more about us, visit our website at www.globalintegrity.org.

What are the Africa Integrity Indicators?

In 2012, Global Integrity embarked on a five-year collaboration with the Mo Ibrahim Foundation to generate the Africa Integrity Indicators (AII), which assesses key social, economic, political and anti-corruption mechanisms at the national level across the continent. Global Integrity staff recruits and manages teams of in-country contributors in 54 countries to generate original governance data on an annual basis.

The questionnaire has 114 indicators and is divided in two main categories: Transparency & Accountability and Social Development. The Transparency & Accountability category consists of 59 indicators examining issues divided in the thematic areas of rule of law, accountability, elections, public management, civil service integrity, and access to information. The Social Development indicators category consists of 51 indicators about gender, rights, welfare, rural sector, business environment, health and education.

The rich data set is designed to be particularly fruitful in identifying both bright spots as well as areas for improvement at the country level. The years of data include [2013](#), [2014](#), [2015](#), [2016](#); the next round of research will begin later in 2016 and be published in April 2017. To access our data, visit our project website at <http://aii.globalintegrity.org>.

Note: Each round of research is named from its year of publication. Thus, the 2016 round of research covers the period from September 2014 to September 2015, with only sources relevant to this period of study being accepted.

Get in touch with us

Global Integrity is dedicated not only to producing high quality data, but ensuring that it is as useful as possible for reformers (both inside and outside of government) around the world. If you're interested in working with this data to identify opportunities to support open governance efforts in your country, contact us at aai@globalintegrity.org.

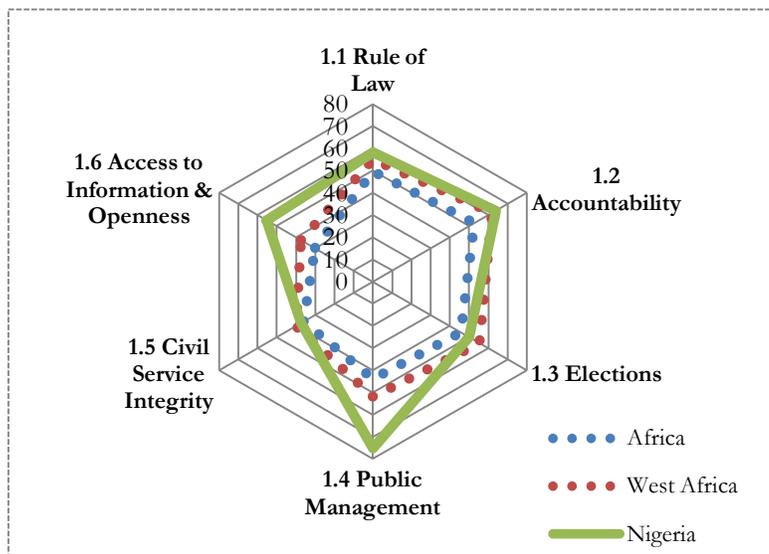
Nigeria – Country Findings Summary

1. Transparency & Accountability

The Transparency & Accountability category consists of 59 indicators examining issues divided in the thematic areas of rule of law, accountability, elections, public management, civil service integrity, and access to information & openness. The indicators look into transparency of the public procurement process, media freedom, asset disclosure requirements, independence of the judiciary, and conflict of interest laws, among others.

The overall category score increased by six points from 51 in 2015 to 57 in 2016 (“somewhat weak” on the Global Integrity scale).¹

Of the [six subcategories](#), Public Management was the highest performing with an aggregate score of 75 (“moderate” on the Global Integrity scale), standing significantly higher than the West African average of 52 and the continental average of 44. It was followed by the subcategories Accountability (64), Rule of Law (58), Access to Information & Openness (55), and Elections (50). The lowest performing subcategory was Civil Service Integrity with an aggregate score of 38 (“weak” on the Global Integrity scale), standing close to the West African average of 40 and the continental average of 36.



< Figure 1 > Nigeria’s subcategory scores in comparison to the region and the continent. The radar chart depicts the country’s aggregate scores of each of the six subcategories under Transparency & Accountability, in comparison to average scores of the continent (blue dotted lines) and the country’s region (red dotted lines).

Selected highlights

- **The Office of the Auditor General is mandated to audit government accounts, but worked with limited autonomy during the study period.** Despite the fact that the Nigeria Constitution establishes in its section 85(6) that “the auditor general shall not be subject to the direction or control of any other authority or person”, the office by law has no right to refer its findings directly to the prosecutor’s office and is obliged to report to the National Assembly ([indicator 6](#)). For this reason, audit reports are rarely published in practice and are hard to be obtained online or on paper, even though the Office of the Auditor General (OAG) is said to release a minimum of four reports every

¹ The Global Integrity scale on the Africa Integrity Indicators website is as follows: 81-100 (Strong), 61-80 (Moderate), 41-60 (Somewhat weak), 21-40 (Weak), 0-20 (Very Weak)

year ([indicator 9](#)). Furthermore, the law does not allow the OAG to audit statutory public corporations, such as the Nigerian National Petroleum Corp. (NNPC) and the Nigerian Customs Service. As [indicator 7](#) reports, auditors do not entirely operate without fear or favor from the executive branch. For instance, in April 2015, it was not able to release an audit report on alleged missing oil revenue in the amount of US\$20 billion, that the incumbent President Goodluck Jonathan had reportedly taken great interest in. The report was finally published after the presidential elections in March 2015 and the inauguration of the new President Muhammadu Buhari. The OAG's autonomy was also limited through the executive's control over its budget. However, during the study period, a bill was adopted by the National Assembly that would allow the OAG to receive funding that is not bound to the approval of the executive branch. This bill was awaiting the approval of President Buhari until the end of the study period. As noted in [indicator 8](#), appointments to the OAG are conducted by the Federal Civil Service Commission (FCSC) and no appointees in place during the study period were known to have conflicts of interest, including the auditor general Samuel Ukura who had been in office since 2010.

- **The bodies mandated to investigate corruption allegations were not fully effective.** Nigeria has two independent bodies mandated to receive and investigate allegations of public sector corruption: the first one is the Independent Corrupt Practices and Related Offences Commission (ICPC) established by the Corrupt Practices and Related Offences Act of 2000, and the second one is the Economic and Financial Crimes Commission (EFCC) established by the Economic and Financial Crimes Commission Act ([indicator 11](#)). The two bodies did not act upon all allegations during the study period, and only investigated a small number of high-profile cases, as reported in [indicator 12](#). For instance, the auditor general reported on alleged missing oil revenue in the amount of US\$20 billion, but no follow up action was taken by either the ICPC or the EFCC. However, since the change in administration in May 2015 and the inauguration of President Buhari, the EFCC arrested a number of former governors, aides of former President Jonathan and wives of senior politicians for corruption charges. While the two bodies have online and/or offline mechanisms to receive complaints from the public, cases were not always immediately acted upon. The response time can span up to several months, as was the case with the investigation of the wife of the Senate President Bukola Saraki, who was summoned by the EFCC six months after a case had been submitted ([indicator 13](#)).
- **Nigeria has strong mechanisms in place to guarantee oversight of the state budget and public expenses.** As reported in [indicator 31](#), the 2015 budget was approved in April 2015 by the National Assembly. In Nigeria, all major government expenditures are approved on an annual basis by the National Assembly in open hearings. While the government did not make any proposals to augment the budget during the fiscal year, in-year amendments are to be approved by the two chambers of the National Assembly, that is, the Senate and the House of Representatives. In law, it is not just the approved budget that is required to be published, but also “all transactions and decisions involving public revenues and expenditures and their implications for its finances” as established in section 48(1) of the Fiscal Responsibility Act of 2007. [Indicator 32](#) therefore earned a ‘Yes’ score. Only 12 other countries earned a ‘Yes’ score for this indicator. The oversight of public expenses is ensured by public accounts committees of the Senate and the House of Representatives. These

committees went into session at least twice a week during the legislative session that ended in June 2015 and also conducted important investigations. For instance, they investigated the whereabouts of transfers made by the Nigeria Liquefied Natural Gas to the Nigerian government or reviewed the audit of PwC into alleged missing oil revenue in the amount of US\$20 billion ([indicator 34](#)).

- **Nigeria’s legal frameworks to guarantee integrity in the civil service are weak, and appointments of civil servants are not always based on merit.** As noted in [indicator 35](#), the Corrupt Practices and Other Related Offences Act of 2000 only makes it mandatory for civil servants to report cases of bribery, but does not comment on other types of corruption. The same act also contains provisions to protect the identity whistle-blowers, but does not provide comprehensive protection from recrimination or negative consequences against whistle-blowers ([indicator 36](#)). A specific Whistleblower Protection Bill was adopted by the National Assembly in early June 2015, but had not been signed into law by the president until the end of the study period. The Public Service Rules prohibit conflicts of interest, cronyism, nepotism and patronage in all branches of government, and also provide mechanisms for competitive recruitment and promotions, as well as safeguards against arbitrary actions and dismissal ([indicator 37](#)). However, Nigeria has no law to restrict civil servants from entering the private sector after leaving the government, as reports [indicator 40](#). The Federal Civil Service Commission is tasked with disciplinary measures and in practice, there were no known cases of civil servants having been arbitrarily removed, disciplined or transferred during the study period ([indicator 38](#)). No civil servants were removed after President Buhari took office in May 2015. Yet, not all appointments in the civil service were based on professional criteria, as reported in [indicator 39](#). For instance, in June 2015, local media reported that towards the end of President Jonathan’s term in late May 2015, 530 of his aides and those of Vice President Namadi Sambo were secretly absorbed into the civil service.

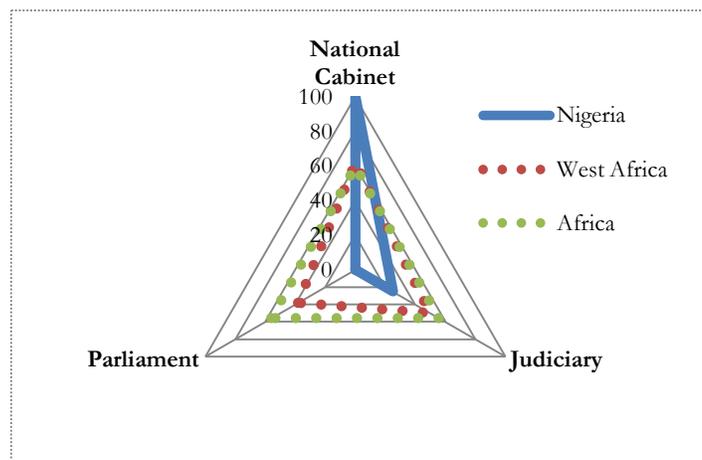
2. Social Development

This category covers seven subcategories, including rights (civil society space and minority rights), gender, business environment and infrastructure, rural sector, welfare, health, education, and civil registration. Because the Social Development portion of the research only includes a small number of questions per each topic area, we only provide the scores for each individual indicator and don't provide aggregated category or subcategory scores. However, the individual indicators themselves contain a wealth of information across a breadth of topics, a select few highlights of which are noted below.

Selected highlights

- NGOs were able to operate freely. Overall, citizens and workers were also free to associate, but were occasionally restricted in exercising their rights to express dissent in public settings.** There were no major obstacles to register new NGOs, and existing NGOs were able to organize freely throughout the country ([indicator 68](#)). There were no reports of NGOs being shut down or harassed with unwarranted administrative burdens ([indicator 70](#)), nor were there reports of NGO employees being killed, threatened or physically harmed as a retribution for their work ([indicator 69](#)). However, there were occasional instances of authorities restricting citizens' or workers' right to assemble. In June 2015, a protest of teachers in the Kogi state, demanding their outstanding salaries and allowances, was met with the use of tear gas by the police, as reports [indicator 67](#). In 2014 and early 2015, the government had already fired and reinstated 16,000 striking doctors, and threatened striking health workers with nonpayment of their salaries ([indicator 65](#)).

- Women's representation in the national cabinet was relatively high. However, the percentage was significantly lower in the highest branch of the judiciary and in the national assembly.** President Muhammadu Buhari had not appointed a cabinet until the end of the study period. The cabinet of former President Jonathan Goodluck consisted of 31 members out of which 12 were female ministers (39%). The 100 score of [indicator 85](#) stood above the West African average of 62 and the continental average of 60. On the



< Figure 2 > Nigeria's female representation in the three branches of government compared to the country's region and the continent.

other hand, only two out of 16 judges of the Supreme Court were women (12.5%), and [indicator 86](#) earned a 25 score, compared to the regional average of 50 and the continental average of 56. Similarly, only 21 out of 469 members of the National Assembly were women (4.5%). [Indicator 87](#) earned a 0 score and was far below the regional average of 38 and the continental average of 56.

- **The National Bureau of Statistics (NBS) has up-to-date data on youth unemployment. However, its statistics on poverty and infrastructure are outdated and scanty.** The NBS released youth unemployment data in May 2015 that cover the period from 2010 to 2015, as reported in [indicator 91](#). The data contain figures from the fourth quarter of 2014 and the first quarter of 2015 and while the data release happened once in several years, they are to be published on a quarterly basis in the future. The latest statistics on poverty date from 2010 and in 2013, the NBS announced its decision to widen its publication interval from two to five years due to operational challenges ([indicator 92](#)). The NBS also does not conduct any comprehensive collection on infrastructure-related data. Statistics on telecommunications were last published in 2012 and no data on rails, airports, water pipes and electric grids are available ([indicator 93](#)).

The above findings capture selected highlights and are not an exhaustive analysis of the collected data. We encourage interested users to access our website [here](#) for detailed comments and sources for 114 individual indicators.