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## THE LOGIC OF PROJECT IMPLEMENTATION BY THE EXECUTIVE BRANCH OF GOVERNMENT AND ILLOGICALITY OF THE ENUGU STATE HOUSE OF ASSEMBLY'S APATHY IN OVERSIGHT: INTERROGATING THE CROSSROADS

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### **Abstract**

*The role of government in every political system is mainly to provide basic infrastructure that facilitates the development of human society. The constitution entrusted this role in the executive and additionally mandates the legislature to act as a check. However, there is apprehension that both executive and legislature are failing in fulfilling their constitutional duties, thus resulting in misuse of public funds and classical apathy of the legislature which supposed to be a watchdog. The objective of this study, therefore, is to explore areas that this misuse of public funds in policy implementation has occurred in Enugu State and the linkage of the State Legislature to such acts of omission or commission by the executive branch. To that extent, the study sourced data through evidence based method, i.e. empirical data (survey method) comprising interview and questionnaire. It used statistical methods for presentation, interpretation and analysis of the information collected from the field. It complements the statistical method with documentary data that necessitates the use of content analysis to reach logical conclusions on some of the variables tested. Moreover, "Theory of Change" served as the theoretical framework. It provided insight into the dynamics of change initiatives and how the activities of some public officials could become machineries that obstruct change. The findings show remarkable misuse of public funds by the agents of the state and intrinsically linked the misuse to the apathy of the legislature. It recommended stiffer measures toward budget monitoring during implementation to guard against the recurrence of the ugly trends.*

**Keywords:** Logic, Executive, Project Implementation, Legislature Apathy, Interrogation, Crossroads

### **Introduction**

Government is the means through which the state formulates public policies and renders social services to the society. Additionally, government controls the resources of the state and brings it to bear on policy implementation. On that note, two arms of government (executive and legislature) interdependently share the burden of this responsibility. Whereas the executive branch formulates and implements policies, the legislature appropriates funds with which the executive carries out these functions. In same vein, the legislature monitors the spending of monies, which it appropriated to the executive, to ensure that the intendments are not defeated or abandoned. This synergy, referred to as checks and balances, imposes a duty on each arm of the government to live up to public expectations.

Since the return to a democratic system of government in 1999, Nigerians are expectant that the purpose of government shall primarily focus on the welfare of the people as enshrined in the constitution. Along same line, each successive government has voted several billion-naira worth of projects, which the public consider apposite for meeting these targets. Nevertheless, there has been consistent failure to deliver on most of the lofty promises made by government. In several instances, monies budgeted for such projects and programmes end up not achieving the stated projects, and most times, the state officials are blameworthy for misusing them without any form of accountability. The phenomenon has been so pervasive and inciting, to the extent that it has frequently subjected the legitimacy of government to question. This is more so and convincingly too, since the legislature, which is the mouthpiece of the people and bastion of representative democracy, has gone to slumber.

The widening recurrence of corruption, embezzlement, diversion of public funds, abandonment of projects after mobilizing contractors to site and weird complicity of the legislature in some instances, justify this research work. Fundamentally, the essence is to isolate identified vulnerable areas for citation, bisect the factor (or combination of them) that incubates the appalling culture and situate the role of legislature in the festering anomie. In that regard, the study focused on Enugu State to draw an inference that for likely reasons, generalizes the common practice in the other states in the federation. The exposition helps in tackling misuse of the scarce resources in the state and redefines governance as social contract, which demands much responsiveness and accountability from the state actors.

### **THEORETICAL EXPOSITION**

The study adopts “Theory of Change” as theoretical framework. The theory has featured prominently and extensively espoused in the works of CoreLab (2005), Grantcraft (2006), Stein and Valters, (2012), Rogers, (2014), and Brown (2016), among others. A theory of change is a method that explains how a given intervention, or set of interventions, is expected to lead to specific development change, drawing on a causal analysis based on available evidence. This is more so, since it is becoming obvious that, development challenges are complex, and are typically caused by many factors and layers that are embedded deeply in the way society functions, (UNDG, 2017). Thus, theory of change is an on-going process of reflection to explore change and how it happens, and by extension, what that means in a particular context, sector, and/or group of people. It involves structured way of thinking about change and impact organizations would like to achieve. It is an integrated approach to program design, implementation, M+E, and communication, (Jameel, 2014).

The process usually starts with asking the question, “What is the long term goal or outcome”? For example, the long-term goal could be to provide infrastructural facilities and enhance the wellbeing of the masses. Once this goal has been identified, the next

consideration is, “What conditions must be in place for the goal to be achieved”? For example, to provide infrastructural facilities and enhance wellbeing of the masses, the environment must be conducive, people must play key roles in articulating their needs, and the government has to also recognise these needs and put policies in place. Most of the scholars that espouse theory of change and focusing on public policy argue that,

*Within the philanthropy, not-for-profit and government sectors, there are thousands of social programmes being implemented by hundreds of organisations worldwide. All of these entities are convinced that they are doing good work that makes a difference in people's lives, (Brown, 2016).*

The policies are usually encapsulated in the budget and to that extent, budget represents envisioned change accentuated by financial appropriations, devoted to implementing projects and rendering services, which improve human living conditions and environment. Therefore, the determination of how well these projects and services are executed are mere reflections of how well the state agents implement the articulated change plan/programme. Although theory of change is largely used for describing organization's set goals and the steps followed in implementing them and achieving the desired objectives, the overall relevance in explaining the rationale for formulating action plan for development projects and the implementation strategy necessitate the application of the theory in this study. The relationship between the input and output in budget process and how management of either of the levels or phases of activity result in the success or abuse of policy implementation by the governments, are credited to the type of legislature (whether active or indolent) put in place.

Not only does the theory of change show the outcomes/preconditions for policy implementation, it also outlines the causal linkages in an intervention between the shorter-term, intermediate, and longer-term outcomes. The identified changes are mapped - as the “outcomes pathway” - showing each outcome in logical relationship to all the others, as well as chronological flow. Ideally, at least one indicator should accompany every outcome/precondition to measure success, (Brown, 2016). Additionally, many outcome pathways include an “accountability ceiling”. It demands separating which outcomes to monitor and the consequent claim credit for attaining the outcome.

Every budget line item represents a goal set by the government to accomplish and it is the responsibility of the executive branch to translate these proposals into concrete forms. On that note, the legislature appropriates funds for their implementation and in addition, monitors the outcome to ascertain whether there is desired relationship between input and the output. This theory is apt in explaining the link between executive misuse of public funds and indolence of legislators in the Enugu State House of Assembly, whose duty is to engage in measurement and evaluation of the budget outcome and apply appropriate redress measures where necessary.

## METHODOLOGY

The study used primary and secondary data. It conducted interview, distributed questionnaire to select sample population and presented summary of the responses in tables, bar chart, and pie chart. It determined the variation in the frequencies of responses by calculation of the percentage ratios, in which the option that has highest value represented the accepted decision or views that certified the validity of the variable tested. It adopted 1101 population drawn from focal areas of concern for the study and with the aid of Yaro Yamane's (1964) Scientific Formula for Sample Size determination for finite population expressed below; it established the actual study sample size from the population. The formula states that,  $n = \frac{N}{1+Ne^2}$

Where,

n = desired sample size

N = population size

e = maximum acceptable margin of error as determined by the researcher

1 = a theoretical or statistical constant

The area population of the study for this work is 1,101. However, it employed 5 percent margin of statistical error. Thus,  $N = 1,101$ ,  $e = 5\% = \frac{5}{100} = 0.05$  and  $1 = \text{constant}$ . The required Sample Size, n is therefore, obtained from the Yamane's equation as follows:

$$\begin{aligned} n &= \frac{N}{1+Ne^2} \\ &= \frac{1,101}{1+(1,101)(0.05)^2} \\ &= \frac{1,101}{1+(1,101 \times 0.0025)} \\ &= \frac{1,101}{1+ 2.752} \\ &= \frac{1,101}{2.753} \\ &= 399.927 = 399 \end{aligned}$$

Small n = 399, which is the sample size at 5% level of significance.

Therefore, 399 (i.e. 36.24%) of the selected population (1101) for the study, represented the sample size. Based on the above calculations, 399 (36.24%) sample size, filled the questionnaire. Out of the 399 copies of questionnaires shared to selected respondents, 328 copies were fully completed and successfully returned and 71 copies not returned. It left the effective sample size at 328, upon which the study based its statistical analysis and arrived at the consequent inferences.

## DATA PRESENTATION, INTERPRETATION AND ANALYSES

The questionnaires distributed, successfully completed and returned were classified and grouped into three, showing the aggregate of each option, the frequencies of each response

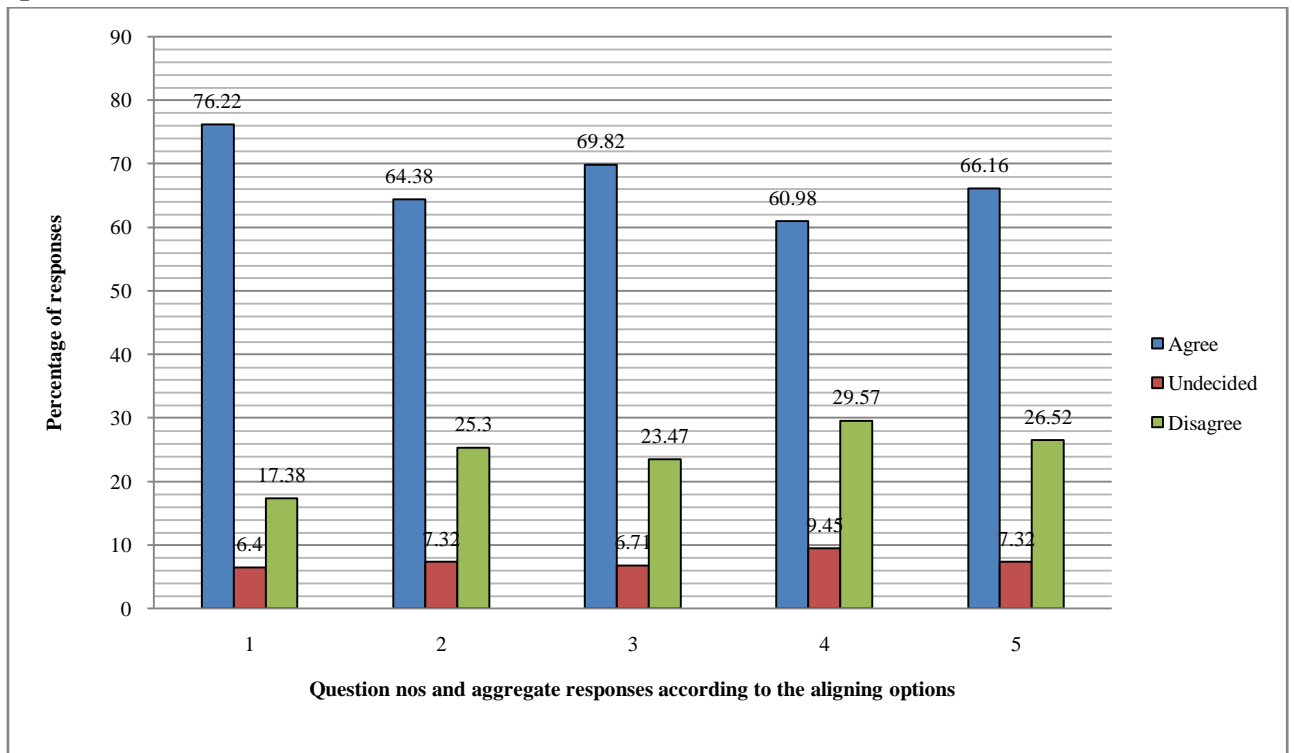
option and their percentages, as presented in tables and illustrated in bar charts for easy comprehension.

**Table 1: Questionnaire – the frequencies and percentages of responses by the respondents**

S/No	Statements/ Questions	Agree	Undecided	Disagree	Total
1	The legislators of Enugu State House of Assembly have the authority to perform oversight functions over executive activities	250 76.22%	21 6.40%	57 17.38%	328 100%
2	This authority emanates from provisions of the constitution and other enabling legal enactments made by the legislature	221 64.38%	24 7.32%	83 25.30%	328 100%
3	Effective use of legislative powers results in proper implementation of budgetary provisions and efficient services delivered in the state	229 69.82%	22 6.71%	77 23.47%	328 100%
4	Improper budgetary provisions and silence of the legislature results in the abuse of appropriations to the MDAs without proper scrutiny	200 60.98%	31 9.45%	97 29.57%	328 100%
5	Ineffective oversight on projects and MDAs cause delivery of poor quality capital projects and substandard equipments by contractors	217 66.16%	24 7.32%	87 26.52%	328 100%

*Source: Field Survey, 2017*

**Bar Chart 1: Percentage of aggregate responses according to matching answer options**



*Source: Field Survey, 2017*

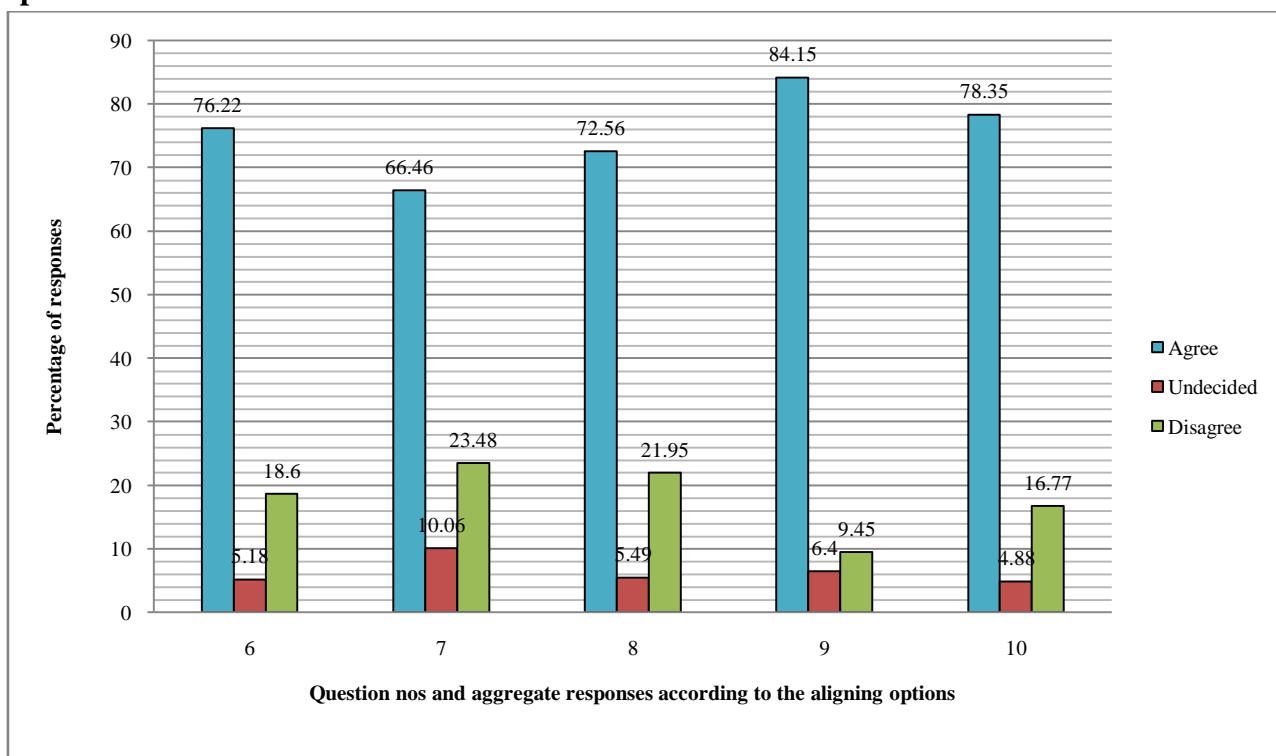
**Table 2: Questionnaire – the frequencies and percentages of responses by the respondents**

S/No	Statements/ Questions	Agree	Undecided	Disagree	Total
6	Lack of transparent oversight reports caused misinformation about statuses of projects implemented and poor quality services delivered	250 76.22%	17 5.18%	61 18.60%	328 100%
7	Lack of proactive investigation into the activities of the MDAs on budget implementation compromised executive accountability	218 66.46%	33 10.06%	77 23.48%	328 100%
8	Lack of public hearing denied the citizenry information about how the executive implemented public policy and the benefits thereof	238 72.56%	18 5.49%	72 21.95%	328 100%
9	Lack of prompt questioning of executive to ascertain how budgets are implemented concealed information it could have revealed on projects	276 84.15%	21 6.40%	31 9.45%	328 100%
10	Legislators of Enugu State House of Assembly is implicated in the misuse of public funds approved for project implementation	257 78.35%	16 4.88%	55 16.77%	328 100%

*Source: Field Survey, 2017*

Table 2 summarized the characteristics of responses to each question. The classification of the data based on three factors, i.e. the clusters of chosen answer options, the frequency of responses and the percentages. Bar Chart 2, hierarchically ordered the data. Each set of bars represented an answer option. The horizontal row presented the number of responses per question and vertical row presented the percentage of the frequencies of the responses.

**Bar Chart 2: Percentage of aggregate responses according to matching answer options**



*Source: Field Survey, 2017*

The preponderance of responses, calculated by the frequency of the occurrences as indicated by the percentage flows of the bars, determined which option that answered the research questions and laid the bases for measuring the veracity of the variables tested. Nevertheless, information drawn from the foregoing statistical analysis applied in the

discussion of the thematic issues in the subsequent sections. At a glance, evidence of how the intervening variables act or impact on the dependent variable lends credence to the relationship between executive failures in prudent management of public funds and the deafening indolence of the legislators, thereby resulting in abysmal performance in budget implementation. The indolence also finds expression in the personal goals of the legislators and political godfathers that nature of politics and environmental factors impose on the institution. The full discussion on these factors and their influence comes up in the subsequent sections.

## **PROJECT IMPLEMENTATION AND LEGISLATOR'S APATHY IN OVERSIGHT**

The focus on some Government Ministries, Department and Agencies (MDAs), which played key roles in project implementation, demonstrate how the financial authorization by the Enugu State House of Assembly for budget implementation in the State resulted in the misuse of public funds. The cases cited exemplify the trends across the selected MDAs. The first assumption is that the portrait of executive absolutism in project management gained currency because of the fragility of the legislature to overcome its internal challenges and reinvigorate due process in governance. The result is that appropriations and capital receipts by the executive rarely matched with projects executed during each budget circle and it portends danger. The test of veracity of the assertion followed hereunder.

### **THE MINISTRY OF EDUCATION**

In the Education Sector, each annual budget provided opportunities for rapid improvement in both infrastructure and capacity building in the school system. In 2007, government allocated ₦4, 058, 000, 000 that represented 22.67 per cent of the total capital expenditure allocation for the fiscal year to the MDAs, which encompassed education sub-sector. The Enugu State Universal Basic Education Board (ENSUBEB) received ₦2, 050, 000, 000 and was the second highest single allocation in the budget. The Enugu State University of Science and Technology (ESUT) received ₦1, 000, 000, 000. The Enugu State College of Education (Technical) received ₦158, 000, 000. The State Ministry of Education got ₦621, 000, 000, to enable it carry out its various programmes including the development and equipment of secondary and technical schools, (Enugu State Year 2007 Budget).

Between 2008 and 2009, therefore, government initiated a policy aimed at transforming the education sector. Consequently, the share in total state expenditure in the education sector increased from 19% in 2008 to 28% in 2009. The share of recurrent expenditure on education, as a share of total state recurrent expenditure, increased from 38% to 46% and the share of capital expenditure on education increased from 5% to 9%, (Enugu State Annual Education Sector Performance Report, September 2010). Table 3 presented the percentage distribution of expenditure in the 2009 budget.

Table 3: Share of total capital and recurrent expenditures on education in 2009 budget

Education Level	2009 capital expenditure share in percentage	2009 recurrent expenditure share in percentage
Primary Education	40%	41%
Secondary Education	33%	32%
Tertiary Education	27%	25%

Source: *Extracted from Enugu State Annual Education Sector Performance Report, September, 2010*

The actual expenditure on education sector as percentage of the budget increased from 73% in 2008 to around 85% in 2009. The actual recurrent expenditure decreased from 96% to 90% as a share of the budget while the actual capital expenditure increased from 32% to 62% as a share of the budget, (Enugu State Annual Education Sector Performance Report, September 2010). Nevertheless, despite the percentage distribution of share of total capital and recurrent expenditures on education comprising primary, secondary and tertiary public institutions, which showed steady increases in percentage each fiscal year, the budget implementation suffered gross mismanagement of funds and to some extent, loss of effective legislative oversight. For example, in 2009, ENSUBEB received approximately N2.9billion, from the Universal Basic Education Intervention Fund (UBEIF), against plans for years 2007 and 2008, but it utilized only 41% of this fund during the financial year, (Enugu State Annual Education Sector Performance Report, September 2010). Table 4 listed the expenditure on the budget items for different levels of the education system in the State for 2008/2009 period.

Table 4: UBE Intervention Fund budget and expenditure, 2009 against plans for years 2007 and 2008

	Budget			Expenditure		
	Infrastructure	Instruction materials / furniture	Teacher Training	Infrastructure	Instruction materials / furniture	Teacher Training
Pre-primary 37	178	514 7	966	8,24 7	966	824 20
Primary 446	142	162 95	601	892 95	601	892 251
Junior secondary 260	249	595 55	767	770 55	767	770 146
Total 743	570	270 159	336	486 159	336	486 419

*Extracted from Enugu State Annual Education Sector Performance Report, September, 2010*

Nonetheless, the State Government allocated N18, 227,325,000 (15%) of total capital budget to infrastructural development in the Education Sector between 2010 and 2013, (EVMTIP, 2010–2013). The funds targeted infrastructure, instructional materials/furniture and training of teachers. However, Chairman, House Committee on Education, (Michael NzeOnyeze) posited that some contractors that implemented the projects for government committed large-scale corrupt practices that the House Committee detected during oversight (though belated, to have allowed such huge project abuse by contractors without nipping it in the bud). For example, the committee discovered and publicized the use of



substandard materials for the construction and or renovation of public school buildings in Enugu State. It further discovered that ENSUBEB paid a whopping sum of N600mn upfront to a contractor, who after more than a year of getting the money did nothing tangible, as confirmed by the Chairman of ENSUBEB when invited by the committee, (Odo, 2015). It showed serious deviation from the proposed government policy documents on transformation of education and violation of the legislative budgetary approvals targeted at achieving serious restructuring in the sector. Unfortunately, the state legislature took no decisive steps to redress this festering anomaly.

### **THE MINISTRY OF HOUSING AND URBAN DEVELOPMENT**

In the Housing Sector, government continued with some ongoing housing development programmes that it inherited from the previous administration in the State. Consequently, the sum of one billion, one hundred and thirty million Naira (₦1, 130, 000, 000) was budgeted for the Ministry of Lands and Housing in 2007. Of this sum, Ministry of Land was allocated the sum of ₦630, 000, 000 for its projects including the provision of Urban Master plans of Enugu State, equipment and fencing of the Survey Department, expansion of the Main Ministry building, and rehabilitation and expansion of the Town Planning Department. It spread the sum of ₦500, 000, 000 over the continuation of work at the Loma Linda Housing Project, creating access to its new estates and enhancing existing layouts (Enugu State Year 2007 Budget).

The administration through Public Private Partnership (PPP) arrangements proposed and built some categories and sizes of houses in Enugu State. These included 100 detached duplets with boy's quarters at Coal City Garden Estate for high-income earners, 120, 2/3-bedroom bungalows at Greenland Estate for middle-income earners and 180, 2-bedroom flats at Maryland Estate. The Project Officer, Ministry of Housing, (Bertrand Omeke), observed that inactivity in legislative oversight visits resulted in the poor quality of work done by some contractors that handled the building projects. The use of inferior materials for construction works was commonplace, i.e. mixture of cements with high quantity of sands, substandard rods, and low quality aluminum roofing sheets, windows, doors, tiles and electrical cables. The House Committee kept mum on the wide ranges of infraction in the manners of contract awards, the implementation guidelines and thus lent credence to the allegation that it benefited from contract awards for construction of the apartments by the Ministry of Housing.

The legislators appeared reluctant to investigate how the houses built with approved funds were completed, allocated or sold, and whether they actually served the intended purposes and interests of the prospective beneficiaries or not, (Bertrand Omeke). It alluded to the fact that the MDAs used paltry offers to truncate oversight visits by House committees, thereby culminating in the legislators shying away from undertaking effective oversight visits to monitor the implementation of the budgets approved for the Ministry of Housing, to ensure the provision of affordable housing in the State. Poor oversight concealed the

shoddy works executed by many contractors, the proxy companies of government officials and party financiers. Evidently, the House committee did not largely influence the implementation of housing programme through effective oversight visits. The ugly trend remained problematic, counter-productive and undermined the efforts to subdue housing shortages in the State. It also betrayed the reasons that prompted the creation of Ministry of Housing Development by the administration, to provide policy direction and complement the efforts of the Housing Corporation towards provision of adequate and affordable housing for the astronomical urban population.

### **THE MINISTRY OF WATER RESOURCES**

In the Ministry of Water Resources, an allocation of one billion, four hundred and twenty four million Naira (₦1, 424, 000, 000) was made available to the Enugu State Water Corporation for its services in the 2007 fiscal year. Similarly, the State Rural Water and Sanitation Agency (RUWASSA) got the sum of ₦155, 000, 000 for its activities, including the purchase of a drilling rig, sinking of shallow boreholes, provision of hand-dug-wells and sanitation platforms (Enugu State Year 2007 Budget). Focusing on the water production area, government identified that the Ajali Water Scheme has supply capacity of about 77,000 cubic meters per day; Oji Water Scheme about 50,000 cubic meters; but both operated at below 20 percent capacity, and thus needed rehabilitation.

The administration targeted that Ajali would be able to operate at between 70 and 80 percent capacity utilization while Oji will be enhanced to operate at 80-90 percent capacity utilization. It additionally planned to build a new scheme at Iyi-Oku stream, driven by gravity. The preliminary engineering design targeted an estimated 80,000 cubic meter of water supply per day and would facilitate water supply to Abakpa area and Trans-Ekulu, (EVM TIP, 2010–2013, Pp:28-29). In the 2014 budget, a sum of N1.871 billion was budgeted for Enugu Urban Water Scheme aside the previous budgetary allocations to improve water supply to Enugu State citizenry. The technical challenges warranted the huge budgetary provisions to solve the subsisting problems in the sector but the Oji River Water Scheme, which coordinated the supply chain, performed abysmally poor.

Although the administration rehabilitated the Oji Water Works, dedicated 33KV network and 3 other 33KV electricity network to improve the electricity supply to the facility (Enugu State Vision 4:2020 Revised Medium Term Implementation Plan 2012 – 2015), the consequent inefficient service delivery hallmarked leakages in effective oversight. Data from field survey showed that contractors bought refurbished inferior equipments to replace obsolete ones, and the problems persisted. The Admin Officer, Ministry of Water Resources (ChinyereNeboh), revealed that the electric transformers that ensured secured power supply to the facilities, and the water treating plants were majorly in malfunctioning conditions. It resulted in intermittent or epileptic water supply due to frequent breakdown of water supply equipments and the House queried no contractor.

The Rural Electrification Board, (REB) in 2007 budget, received an allocation of ₦250, 000, 000, for the same reason of developing the rural areas as a means of creating wealth and reducing poverty. Emphasis was on completing on-going rural electrification projects (Enugu State Year 2007 Budget). Consequently, the administration completed and commissioned 12 electrification projects in 22 rural communities; extended electricity to 3 communities and rehabilitated the vandalized rural electrification in 2 rural communities. It further procured 6no 33KVA; 6no 200KVA; 35no 300KVA and 10no 500KVA transformers. It installed and energized them in the various communities of the State. The Community and Social Development Projects (CSDP) collaborated with communities to procure, install and energize 780 High Tension poles, 447 Low-tension poles, 10 nos 200KVA and 16no 300KVA transformers in 8 rural communities as part of the State's vision towards provision of electricity in the rural areas. Overall, the Community and Social Development Project (CSDP) provided electricity to about 14 rural communities in the State, (Enugu State Vision 4:2020 Revised Medium Term Implementation Plan 2012 – 2015).

The field survey revealed that contractors used inferior and substandard equipments on most of the aforementioned facilities. The Procurement Inspector, Due Process Office, Government House, (Reuben Ozzi) reported that government/public officials collaborated with contractors and suppliers, stealthily and fraudulently accepted “fairly used” rebranded equipments and transformers supplied to the government in place of new ones prescribed in the Purchase Order Papers. The dysfunctional state of the equipments shortly after putting them into use attracted the attention of the respective House Committees but none took serious action on the issue. It disappeared out of public space shortly after the committee interfaced with some of the contractors and interrogation them on the issue. Therefore, many of the legislators collaborated with the project implementing agencies to relegate oversight and thus sabotaged due process. The Admin Officer, Planning Unit, Budget Office, (Augustine Agwu), traced the cause to the facts that the executive gave contracts for many projects to its cronies, family members; the legislators, party sponsors, godfathers and other influential personalities that showed loyalty to the government. As a result, some of them collected mobilization fee and abandoned the projects while the others delivered poor quality jobs. It discouraged oversight on projects, which might cause stepping on toes and thus jeopardize the personal benefits of the committee members.

### **THE MINISTRY OF AGRICULTURE**

In the Ministry of Agriculture, government promised large-scale commercial farming, wider application of modern agro-technology, production of high quality outputs, unlocking the potential in biotechnology, increased convergence with ICT and the participation of entrepreneurial farmers and skilled workforce. It implemented the programmes through the Songhai-Enugu Agricultural Initiative (SEI) and the 21 Green Cities project. On that note, government subsequently streamlined the functions of agricultural agencies such as Enugu Agricultural Development Programme (“ENADEP”),

*To enhance service delivery and efficiency in agricultural extension services, reposition the sector to provide the raw materials required by the domestic agro-based industries as well as the necessary food for the nation's food security programme (EVMTIP, 2010–2013, Pp:30-31).*

In 2007 budget, the Ministry of Agriculture got ₦300, 000, 000, and the sum of ₦125, 000, 000 set aside for the production of cassava and rice, as well as cashew and groundnut. It targeted the development of the existing Community Modern Farms by parceling them in cultivable plots. It distributed the parcels to clusters of smallholding farmers for the production of strategic crops such as cassava and rice. The Enugu State Agricultural Development Programme (ENADEP) got ₦72, 800, 000 to enable it provide extension and other services to improve the productivity level of farmers in the State (Enugu State Year 2007 Budget). Between 2010 and 2013, under the Songhai-Enugu Agricultural Initiative, firstly, the House approved and appropriated funds for the establishment of 21 Green Cities: 1 each in the 17 LGCs, 3 Zonal Green Cities and 1 Mother Farm-Heneke Lake Green City. Secondly, it also approved the construction of fish hatchery at Nike fish farm, the rehabilitation of Govt-Pilot fish farm at Nike Lake and establishment of fish feed mill at Nike Lake fish farm (EVMTIP, 2010–2013, Pp:28-29). Paradoxically, government failed in the implementation of the foregoing projects as proposed in the budget and despite the claims that it implemented the projects; the oversight committee did not seek explanations to unravel how the Ministry of Agriculture expended the funds appropriated for them.

### **THE MINISTRY OF WORKS AND INFRASTRUCTURE DEVELOPMENT**

The Ministry of Works and Infrastructure Development, in 2007, received an allocation of ₦2, 797, 200, 000 (15.63%) of the entire Capital Expenditure budget. The allocation graduated at every budget year, but overall, the administration asphalted 110.303kms urban roads with 313kms concrete side drains and 7.520kms culvert. It also asphalted 57.284kms rural roads with 38.32kms concrete side drains and 2.73kms culvert including construction of 1no Bridge within the period, (Enugu State Revised Env4:2020 Medium Term Implementation Plan 2012–2015). Table 5 contained some of the projects, although many spanned several years before the implementation, completion or abandonment.

Table 5: Projects implemented in 2013 fiscal year in Enugu State and affected by poor oversight

Project Type	Project Category	Components	Location	Project Status
Roads	Inter-Local Government Roads	Amechi-Amodu		Completed
		9th Mile-Udi-Oji River-Ugwuoba-Anambra border		Completed
		9th Mile-Oghe-Iwollo-Umulokpa		
		Nike-Ugwogo-Ekwegbe-Opi Road		Ongoing
	Urban Roads	Adelabu, Obioma, FGN, Agbaja, Grant, Ibiam, Anyaegbunam, Awolowo, Obe, Anakweze	Uwani Enugu	Completed
		Ogidi, Dew Hurst, Carr, Churchill, Moore Avenue	Asata Enugu	Completed
		Agulu, Umudioka, Corporation Boulevard, Mc-Dan Chukwuani	Trans-Ekulu Enugu	Completed
		Nawfia, Issieke Street, Dan Ulasi Close and Issieke Close	Independence Layout	Completed
		Bishop Onyeabor, Emole, Ubakuru, EmekaOkolie Drive	GRA Enugu	Completed
		Ejindu, Owa, Eke, Mbanugo, Asata Mine Road	Coal Camp Enugu	Completed
		Umuaga, College Road, Imo River	Abakpa Enugu	Completed
		Ebe Lane, Udoji, Milton Magai, Ani Street	Ogui New Layout Enugu	Completed
		Ozubulu Link, Ebony Paint Road, John Igwesi, Ezinifitte, Ozobu Street, Notre Dame	Awkunanaw Enugu Urban	Completed
		Winners Road, Nru-Orba Road, Tectonic and UNN Odenigbo	Nsukka Urban	Completed
		Old Airport Road	Emene-Enugu	Completed
Security	Gadgets	100 Security Vehicles fitted with Communication Gadgets	The Nigerian Police	Delivered
	Streetlights	464 Single-arm and 273 Double-arm Streetlights	Enugu Urban	Installed
		Traffic Lights	Enugu Urban	Installed
	Traffic Safety	Road Markings		Installed
		Street Signages		Installed
		Bus Shelters		Installed
Electricity	Rural Integration	37 out of 472 Communities is without but work still ongoing on them	Rural Areas	Majority are completed and work ongoing on others
Health	Free Maternal Child Healthcare	Purchased Colliery Hospital in Enugu to upgrade and dedicate exclusively as a		



	(FMCH)	Mother and Child Hospital		
		Built and/or renovated several health facilities		
		Established the Enugu State Medical Emergency Response Team (ESMERT) with Emergency Call Centre and Call No. Short Code 117		
Environment	Urban Cleanliness	1,049 Waste Bins, 10 New Compactors and 3 Motorized Sweepers		Procured and delivered
	Waste Management	1,500 Waste Bins and other earth-moving equipment		Awaiting Delivery
Education	Free Basic Education Policy	Primary and Post-Primary Schools up to Junior Secondary School (JSSIII) with enrolment rate between 2012 and 2013 rising from 65% to 85%		

*Source: Extract from the “Full text of the 2014 budget estimate presented by Governor Sullivan Chime of Enugu State”.*

The apparent observation from the foregoing projects was that from the budget, the projects were not clearly distinguished to draw line of demarcation between the projects provided by each Ministry, Departments and Agencies (MDAs), and the ones proposed for implementation by the development partners. It resulted in project duplication, implemented randomly with nonexistent proof of their designated locations and thus, served as avenues for diversion of public funds, (Josiah Anih). Moreover, there was prevalence of unchecked abuses of due process in the manner some contractors and suppliers handled government projects. The tacit connivance with public servants usually fertilized the incongruous practice. Notably, many contractors that executed projects for the State breached the pledges on durability of works done due to the rapid decay in some of the urban street road networks poorly executed. There were visible absences of access rural roads or decent learning environment, notwithstanding that the legislature appropriated funds for it in the budget. It was commonplace that after the implementation of each annual budget and although several billion naira was budgeted and appropriated by the House, there were dearth of physical infrastructure in many areas proposed to benefit from the projects. For instance, there were no adequate water supplies in most locations in Enugu city center, no industrial growth to create employment opportunities, no affordable housing to absorb the teeming population migrating from the rural settlements, haphazard implementation of rural electrification in few rural communities and no food security as promised.

The foregoing facts showed that lack of effective oversight visits to project sites hampered proper budget implementation. Thus, ineffective oversight on projects and the MDAs caused the delivery of poor quality capital projects and supply of substandard equipments by contractors. Invariably, effective oversight, which could have facilitated all rounds development in Enugu State, lacked seriously and thereby wrecked the budgetary

allocations to different sectors. It denied the benefits that accrued to the public where the executive vigorously implemented the projects approved in the budget. Fundamentally, most of the House Committees demonstrated diluted visible interests in oversight visits to the project sites. The Admin Staff, Enugu State House of Assembly (IykeOzor) asserted that the contractors frequently visited the offices of the Chairmen of the House Committees in the Assembly complex with suspicious intendments to compromise their watchdog roles. Therefore, a compromised House Committee could do nothing but relegate genuine inspection of project sites through absence from regular oversight visits to certify project implementation performance. To buttress the claims, table 6 presented the summary of oversight visits by the House committees, as references and it showed absence of commitment towards oversight visits.

**Table 6: No of Oversight Visits to MDAs and Project Sites btw 29<sup>th</sup> May 2007 & 29<sup>th</sup> May 2015**

S/No	Name of House Committee	No of Oversight Visits to MDAs 2007 – 2011	No of Oversight Visits to MDAs 2011 – 2015	No of Oversight Visits to Project Sites, 2007 – 2011	No of Oversight Visits to Project Sites, 2011 – 2015	The key findings or observations during the visits	Actions or decisions taken by the Committee
1	Committee on Finance	8	6	❖	❖	❖	❖
2	Committee on Works	3	4	14	17	Lack of information on the terms of contract	Reported to the House
3	Committee on Education	7	6	11	16	Poor project delivery	Summons for questioning
4	Committee on Health	8	12	7	10	Dysfunctional health equipments	❖
5	Committee on Lands	5	6	4	2	Conflicting land allocations	❖
6	Committee on Water Resources	4	3	13	11	Haphazard policy on water management	Summone d the principal officers
7	Committee on Agriculture	5	7	16	13	Disorganize d programme implementat ion	Summone d officials for questioning
8	Committee on Rural Development	4	5	11	8	Poor coordination	Demande d action



						of approved projects	plans
9	Committee on Mineral Resources	2	1	❖	❖	❖	❖
10	Committee on Local Government	14	17	4	9	Lack of project clarity	Investigated the project of LGAs
11	Committee on Intergovernmental Affairs	❖	❖	❖	❖	❖	❖
12	Committee on Culture and Tourism	❖	❖	❖	❖	❖	❖
13	Committee on Communication	❖	❖	❖	❖	❖	❖
14	Committee on Youths and Sports	❖	❖	❖	❖	❖	❖
15	Committee on Environment	❖	❖	❖	❖	❖	❖
16	Committee on Housing Development	2	2	10	12	Poor work	❖
17	Committee on Labour and Productivity	❖	❖	❖	❖	❖	❖
18	Committee on Commerce and Industry	❖	❖	❖	❖	❖	❖
19	Committee on Science and Technology	❖	❖	❖	❖	❖	❖
20	Committee on Women and Gender	❖	❖	❖	❖	❖	❖
21	Committee on Special Duties, etc	❖	❖	❖	❖	❖	❖

*Source: Adapted from Records in the Enugu State House of Assembly*

The data from field survey showed that the Committee on Works did not perform adequate oversight visits to project sites as illustrated in table 6 above. In some number of cases that it paid oversight visits, the reports did not indicate that it had access to information on the terms and specifications of the contract done. Such information availed or enabled the committee to ascertain the level of compliance with extant laws passed by the Enugu State House of Assembly, such as the Appropriation Law, the Public Procurement Law and other guidelines developed by the executive and the MDAs to regulate activities on project implementation. The scantiness of oversight visits to project sites made the legislators unable to compel some State officials and contractors handling government projects to be accountable for their actions and inactions. It aggravated the widespread act of nepotism existing in the system and the noncommittal postures of the legislators.

The study discovered that there were instances that the Ministry of Works undertook supervision of projects to bridge the gap created by the inadequacy of oversight by the House Committee on Works. The Commissioner for Works and Infrastructure, Enugu



State, admitted that his officials were more visible in the supervision of contractors and assessment of the quality of work done. The essences were to close the gap that the irregularity of the concerned committees created, (Engr. Godwin Madueke). Additionally, the permanent secretaries, directors, etc were active in project supervision and regularly interfaced with the contractors than the House Committees. Project implementation and supervision seemed tilted towards the executive supervision. In the process and depending on who was involved, it questioned some contractors that deviated from the specifications in the contract agreements and directed other culpable contractors to re-do a work already presumed completed. In extreme cases, the State Executive Council terminated some contracts and re-awarded them. The consequences of intermittent oversight visits to project sites, according to a Procurement Officer, Ministry of Health, (Dan Ugwueze), were that contractors routinely applied substandard materials, delivered poor quality jobs, committed corruption in project management and compromised project durability. The fire fighting equipments supplied to the State Fire Service, crippled efficient service delivery in the sector. The same manifested in the procurement of dirt evacuation trucks with the installed equipments for the Enugu State Waste Management Agency (ESWAMA), and in addition, purchase and supply of some models of cars for officials of the State Government.

Recurring cases of breakdown of these equipments were common and the legislature did not probe the contract. In fact, none of the responsible House Committees queried the suppliers. In the opinion of a Logistics Officer, Ministry of Transport, (OnyekachiNgene) it seemed evident that political officeholders promoted nepotism, favouritism and patrimony in government business and defeated the invaluable intendments of the extant law on procurement. Lack of political will meant that the law was not even implemented (SAVI, 2015). The contractors flagrantly abused the provisions of the law in the purchase of major equipments for the use of the State, hence the obvious facts that many of the equipments were substandard in quality. Generally, it affected efficient and effective service delivery in those sectors. For example, the bulldozers and graders acquired for the local governments to expedite action on rural road rehabilitation turned out to be a huge failure when virtually all of them broke down in quick successions. The equipments were substandard and their purchases violated the set conditions on quality assurance as prescribed in the contract documents. The local governments compellingly resorted to hiring the equipments from other sources at exorbitant prices not initially planned in their budgets, (OnyekachiNgene). It forced some of them to abandon many rural roads and they became impassable. The machines had intended to ensure their regular maintenance.

For fears of political machination, the legislators did not probe the shady deals on the procurement of the substandard machines and find out how it breached the budgetary allocations for the specified models of machines and equipments in the Supply Order Paper, (Reuben Ozzi). What became a common occurrence was that the legislators wittingly subscribed to the executive evasive procurement culture, fine-tuned by the propaganda that it observed due process in everything. Resorts to incessant radio

announcements, singing praises of the executive for strict adherence to due process and diligence in budget implementation, became their preoccupation while the suppliers and beneficiaries of government contract awards shortchanged government and the public. It resulted in huge waste of public funds and in addition, defeated the set objectives on the development of rural physical infrastructure in the state.

The House Committees that were mandated to conduct oversight and ascertain how the project implementation conformed to the provisions in the Appropriation Law did so at their pleasure and largely demonstrated reluctance and lack of commitment to oversight visits. **The legislator's apathy created opportunities for the festering corruption because** of their indifference in the application of deterrent measures against those doing work for the government. It gave the contractors and suppliers the latitude to do shoddy works, circumvent guidelines on procurement and cause collateral damage in the quality of services delivered to the public. It also culminated in the waste of public funds, which government spent on projects poorly executed by contractors. The breakdown of completed roads at many locations, including vehicles and fire-fighting equipments attested to the ugly trends. The funds earmarked for project implementations in the MDAs, including the Internally Generated Revenue (IGR) funds, which rose from N4,755,471,509.43 in 2007 to N9,888,423,723.13 in 2011, representing 108% increase, (2007 - UNDP Human Development Report) were vulnerable to wanton mismanagement. The contractors and suppliers almost dictated how they executed government projects, with recurring breaches in quality control, neglect of the provisions of the Public Procurement Law (PPL) and the Appropriation Law.

Accordingly, many successful contractors after collecting mobilization fees left the project sites without doing meaningful work and none of the Committee of the House investigated such widespread abuse because they and their benefactors were involved. Apart from few Committees like Water Resources, Agriculture and particularly Education that played skeletal oversight roles, most of the other House Committees showed apathy towards the discharge of diligent oversight visits. Ineffective oversight concealed how government expended public funds and the abuse of the projects awarded to contractors. The staffs of MDGs Office (Asogwa Greg) and ENSUBEB Office, (Edmund Eze) observed that the unethical practice metamorphosed into abandonment of the greater percent of ENSUBEB and MDGs sponsored projects in Enugu State, awarded to the proxies of the legislators, influential government officials and their cronies.

By overlooking much shoddy works executed with public funds, the legislators in the Enugu State House of Assembly seemed to betray their constitutional mandate, which ensured that through effective oversight, the contractors delivered quality projects and services in the State. Despite the fact that the House appropriated huge sums of money for projects and the executive admitted making judicious use of them for the stated purposes in the budget, there were lack of corresponding accountability by the executive and the

MDAs. In virtually all the projects implemented by MDAs (aside paper documentation), most proposed projects for which the legislators based appropriations did not match with what government implemented, and physically evident.

### **COMPLICITY OF THE LEGISLATURE IN THE MISUSE OF PUBLIC FUNDS**

The foregoing evidences of poor oversight visits, nonetheless, translated into poor reports on oversight visits, which caused misinformation about statuses of projects implemented and poor quality services delivered. Few examples of inadequate oversight visits presented in table 6 suffice.

- ❖ First, the report on the visit of the Ad-hoc Committee to Enugu State Universal Basic Education Board (ENSUBEB) on its crises, (Third Session, No. 19, Order Paper, 2013) made some startling revelations. The summary showed that the crises related to misunderstanding among members of the board, accusations of financial impropriety, contract scam; lack of inclusiveness in decision making and over concentration of power in the office and person of the Chairman of the board. Some members of ENSUBEB appeared before the House Committee and the resolutions of the House subsequently communicated to the executive for necessary action.
- ❖ Second, the report by the Committee on Finance and Appropriation recommended a Bill for a Law to authorize the issue and appropriation of some amounts of money from the Consolidated Revenue Fund of the Enugu State of Nigeria. The total sum was Nine Billion, Six Hundred and Fifteen Million, Six Hundred and Thirteen Thousand, Nine Hundred and Ninety One Naira (N9,615,613,991:00) only, (Third Session, No. 22, Order Paper, (HB.4). The summary showed that the bill intended to enable the administration draw enough funds to complete many ongoing projects including the State Secretariat, roads, bridges, rural electrification and water supply. It later became a source of executive-legislature faceoff.
- ❖ Third, the reports of oversight visits by the House Committee on Works touched on limited project sites. The first was on the inspected road works at Uwani and Ogui areas. The visit appraised the level of budget implementation with reference to capital budgets. It queried the narrow drainages fixed at Robinson Street, Akwuzu Street, Edozie Street, Awkunanaw Street, Obiagu Road, and Ani Street, which it rejected and sought for deeper and wider drainages that discharged water with ease. It commended the quality of work done and commitment of the executive towards ensuring adequate funding of the projects (Third Session, No. 25, Order Paper, (HB.6).

A similar report of oversight visit by the Works Committee to road construction sites at Ogui Road, Presidential Road, Okpara Avenue, Coal Camp, and Akwata via Kingsway road, Old Park through Main Market, and New Market Road, found nothing compelling.

The public viewed it as “urban patrol” that did not create any tangible impact. As usual, it recommended that the executive should supervise the projects and make sure that the contractors complied with the terms of the contract agreements. It also considered the complaints from the contractors concerning business premises that obstructed their operation and directed the Commissioner for Works to intervene and resolve the impasse (Third Session, No. 25, Order Paper, (HB.6). The report of the oversight on the 9<sup>th</sup> Mile, Udi, Oji River via Ugwuoba old road, raised issues on the poor quality of earthwork, insufficient provision for drainages and limited slabs to provide crossing paths for track roads and entrance to houses and business stalls. It noted that the contractor reported the exclusion of the mentioned ancillary projects in the contract agreements. Aside the displeasure with the omission, the committee recommended a written or oral reports to the executive or Ministry of Works for verification of the lapses (Fourth Session, No. 32, Order Paper). However, the work progressed in that order to completion stage and could be the reason several portions of the road failed after a short time it opened for motorists.

The report on oversight visits to road projects that traversed Eke via Affah, observed low pace of work by the contractor and advised that they bring more equipments to complement the ones in use. They also visited Ugwuogo – OpiNsukka road, etc and spotted minor errors in few of the projects, especially some undulating landscape and sharp bends that could be avoided, (Enugu State House of Assembly Handbook). The oversight visits was infrequent and the earlier impressions about the quality of services did not get reassurance visits for reconfirmation. It made many of the road projects to start wearing off shortly after the commissioning and handover to the government. Invariably, the committee had little knowledge about engineering profession, and unable to understand the job specification, measurement instruments and materials involved. The result was that many contractors cheated government; they violated the contract agreements and delivered poor quality jobs. Notwithstanding, the Committee on Health visited the sites of primary healthcare institutions and facilities approved for implementation in the three senatorial zones of the State. The report indicated that the work stalled because the Ministry was awaiting the implementation guidelines from the State Economic Planning Commission, (Enugu State House of Assembly Handbook).

In the vein, the Committee on Agriculture paid oversight visits to Ministry of Agriculture and faulted the process of procuring fertilizers, farm seedlings and distribution to the target beneficiaries. The Committee on Education, in its oversight reports, identified the use of substandard materials by contractors, poor quality jobs and non-commencement of some awarded projects, ranging from school buildings, supply of desks and instructional materials. It recommended the recall of the affected contractors to their sites, (Enugu State House of Assembly Handbook). As observed, reports of the oversight visits substituted the information about the activities of the MDAs that they rarely provided for legislative scrutiny and aided the House to take decisions on many issues that surrounded budget

implementation. However, table 7 below presented the numbers of oversight visits, and the reports articulated by the committee clerks.

Table 7: No of Reports on Oversight Visits to MDAs & Project Sites btw 29<sup>th</sup> May 2007 & 29<sup>th</sup> May 2015

S/No	Name of House Committee	No of Report on Oversight Visits 2007 – 2011	No of Report on Oversight Visits 2011 – 2015	The theme or subject of the Report	Resolutions or actions taken by the House
1	Committee on Finance	2	1	<ul style="list-style-type: none"> <li>❖ Poor state of funds for the use of govt in Enugu State</li> <li>❖ Public reluctance to pay govt revenues</li> </ul>	<ul style="list-style-type: none"> <li>❖ Approved loan for the govt</li> <li>❖ Enacted a legislation to make payment of govt levies compulsory</li> </ul>
2	Committee on Works	11	9	<ul style="list-style-type: none"> <li>❖ Delayed project delivery</li> <li>❖ Poor release of funds to contractors</li> </ul>	<ul style="list-style-type: none"> <li>❖ Directed for prompt release of funds to the contractors</li> </ul>
3	Committee on Education	8	12	<ul style="list-style-type: none"> <li>❖ Decay in school infrastructure,</li> <li>❖ Decline in the standard of education</li> <li>- Breach of contract terms &amp; sabotage on execution of projects</li> </ul>	<ul style="list-style-type: none"> <li>❖ Approved executive budget to fix the infrastructure</li> <li>❖ Recommended employment of qualified staff in the school system</li> <li>❖ Reprimanded erring contractors &amp; personnel of the MDAs</li> </ul>
4	Committee on Health	6	8	<ul style="list-style-type: none"> <li>❖ Decay in health facilities</li> <li>❖ Inadequate health personnel in rural healthcare units</li> <li>❖ Indifference to immunization programme in rural communities</li> </ul>	<ul style="list-style-type: none"> <li>❖ Made an order for adequate funding</li> <li>❖ Made an order for recruitment in the health sector</li> <li>❖ Made an order for sensitization of the rural populace by the responsible agency</li> </ul>
5	Committee on Lands	2	4	<ul style="list-style-type: none"> <li>❖ Land swindling</li> <li>❖ Demolition of private properties</li> </ul>	<ul style="list-style-type: none"> <li>❖ Made an order directing Ministry lands to stop trespass into private lands</li> <li>❖ To pay all the compensation for acquired land &amp; properties</li> </ul>
6	Committee on Water Resources	5	7	<ul style="list-style-type: none"> <li>❖ Concession of Water to private company in the State</li> <li>❖ Poor water</li> </ul>	<ul style="list-style-type: none"> <li>❖ Approved water concession to a very reputable company</li> <li>❖ Criticized the</li> </ul>



				supply in Enugu urban	corporation for poor performance
7	Committee on Agriculture	4	7	<ul style="list-style-type: none"> <li>❖ Complaint on the management of fertilizer allocation</li> <li>❖ Misappropriation of allocation for pineapple &amp; vegetable farms</li> </ul>	<ul style="list-style-type: none"> <li>❖ Investigated the Ministry &amp; indicted the commissioner</li> <li>❖ Invited the officers for questioning &amp; clarification</li> </ul>
8	Committee on Rural Development	2	4	<ul style="list-style-type: none"> <li>❖ Complaints on the discriminatory nature of Visit Every Community (VEC) programme.</li> </ul>	<ul style="list-style-type: none"> <li>❖ Recommended inclusiveness &amp; impartiality among the communities</li> </ul>
9	Committee on Mineral Resources	2	1	<ul style="list-style-type: none"> <li>❖ The neglect of Nigeria Coal Corporation</li> <li>❖ Concession of lands belonging to coal corporation</li> </ul>	<ul style="list-style-type: none"> <li>❖ Resolution urging the federal govt to resuscitate the coal industry</li> <li>❖ Resolution urging state govt to liaise with the federal govt to stop the plans</li> </ul>
10	Committee on Local Government	2	4	<ul style="list-style-type: none"> <li>❖ Corruption in the local govt system</li> <li>❖ Indistinct, inflation or overvaluation of project costs and poor project delivery</li> </ul>	<ul style="list-style-type: none"> <li>❖ Found some cases of financial misappropriation in the system</li> <li>❖ Investigated the projects done by the local govt</li> </ul>
11	Committee on Intergovernmental Affairs	❖	❖	❖	❖
12	Committee on Tourism, Arts and Culture	❖	❖	❖	❖
13	Committee on Communication	❖	❖	❖	❖
14	Committee on Youths and Sports	❖	❖	❖	❖
15	Committee on Environment and Ecology	❖	❖	❖	❖
16	Committee on Housing Development	3	4	<ul style="list-style-type: none"> <li>❖ Public complaints on the high cost of accommodation in Enugu urban</li> <li>❖ Proposed housing development plans in Enugu State</li> </ul>	<ul style="list-style-type: none"> <li>❖ Passed legislation on rents</li> <li>❖ Approved bills on PPP scheme on housing development</li> </ul>
17	Committee on Labour	❖	❖	❖	❖



	and Productivity				
18	Committee on Commerce and Industry	❖	❖	❖	❖
19	Committee on Science and Technology	❖	❖	❖	❖
20	Committee on Women and Gender	❖	❖	❖	❖
21	Committee on Special Duties, etc	❖	❖	❖	❖

*Source: Compilation from the records in the Enugu State House of Assembly*

The above table showed marginal numbers of reports on oversight visits to project sites and to the MDAs, each covering four years period, which did not correspond with the numbers of oversight visits presented in table 7 above. In the first term of the administration, (2007-2011), the House Committee on Works, Housing and Lands, whose duties it were to supervise nearly 75 percentage of physical projects executed by the executive, ended up with only 11 reports on oversight and 9 during the second term, (2011-2015). It further supported the fact that the committee did not take oversight activities very seriously. The major remarks observed in many of the reports bordered on delayed project delivery, which linked to poor release of funds to contractors or unfavourable weather conditions. In either case, they recommended prompt release of funds to the contractors, to guarantee the delivery dates for the projects. The blank columns in table 7 showed that some committees assigned with the supervision of some MDAs had no proof of reports on oversight visits. Strikingly, none of the highlighted reports in the above table showed pertinent information on major key indicators in oversight.

For example, none showed the names of the contractor, the project type and location visited, the project cost and the conditionality or the implementation performance. In that regard, it was observed that the development related to apparent lack of skills on writing oversight reports by the Clerks of the Committees and or the laxity of the oversight committee members, as well, (IykeOzor). Besides, it was on records that most Chairmen of the committees made oral presentations about their oversight visits from a draft instead of a fully written report. The consequent poor record keeping made many data on oversight not accounted for. The Committee Chairmen in the House did not submit oversight reports to the office of HoD and Clerk of the House of Assembly for custody and follow up actions, as demanded of them. According to (Dennis Dunu)the HoD, Enugu State House of Assembly, they withheld their reports on oversight visits and when the need arose,the House depended on records taken by the Clerk when each committee presented the reports to the Committee of the Whole. All these combined to bring the works of the committee to naught and disrepute.

## **CONCLUSION**

The study has drawn extensive inferences from projects executed, the level of absurdities that characterized the implementation, the deficient supervisory roles, the seeming collapse of synergy among actors or stakeholders and monumental infractions committed in the course of budget implementation and legislative oversight. Clearly articulated also are the enormity of waste in public funds, deliberate acts of project padding and the consequent diversion of state resources for personal benefits while public concerns are sacrificed. The practice has become an entrenched institutional culture and already accepted as a regimented format for handling public affairs. It could only be possible because politics in most developing societies and Nigeria in particular is replete with wide ranges of corrupt practices, which promote negative orientation about politics and governance.

The foregoing discussions point at overwhelming evidence that the Enugu State House of Assembly lagged in oversight functions. Both individually and collectively, there was act of complicity in undermining the potentials of executive activities to midwife abuse of due process and corruption. In other words, the fact that the legislature neglected placing serious torchlight on how appropriations meant for budget line items are followed up and confirming that each item was implemented according to the specified prescription and materials/equipmentssupplied in the form that is contained in the Purchase Order Paper', translate to misrepresentation for the state and their individual constituents. Unfortunately, many constituents did not have hand in the emergence of the legislators.

It is recommended, therefore, that after approving budgets, the oversight of projects that the executive sets out to implement should devolve to each local authority or community leadership where they are sited. This is because a legislator that does not know the importance of a project to the target beneficiary will not attach any seriousness to its implementation and can easily compromise the process of getting it done and done properly. Additionally, the justifications for democracy relate to accountability, responsiveness and transparency in the activities of those elected or appointed into public offices. Sections 128 and 129 of the 1999 Constitution (as amended) realizing the tendency of insensitivity to rendering accounts of stewardship, empowered the House to bring the potential culprits to book. These sections must be activated to fulfill the implied mandates. Where there is evidence that a committee of the House is incapable of performing its oversight functions effectively, it should be disbanded and reorganized. By such means, public funds will be safeguarded from abuse and services delivered to improve on infrastructure and human wellbeing.



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