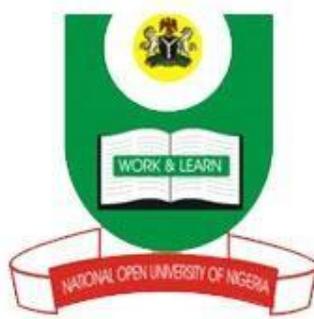


POL 216



**NATIONAL OPEN UNIVERSITY OF NIGERIA**

**SCHOOL OF ARTS AND SOCIAL SCIENCES**

**COURSE CODE: POL216**

**3 CREDIT UNITS**

**COURSE TITLE: EVOLUTION OF NIGERIAN LOCAL GOVERNMENT**

POL 216

**Course Code: POL216**

**Course Title: Evolution of Nigerian Local Government**

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COURSE DESCRIPTION

POL 216: Evolution of Nigeria Local Governments (3 Credit Units)

This course examines the Evolution of Nigerian Local Government. Module one will do an overview on meaning, Theories features, Types/Classification of Local Government System and Justification for Local Government. While Module two will undertake a historic journey into Local Government in Pre-Colonial, Colonial Era of Nigeria: Native System, Local Government Reforms in the 1950s in Nigeria, the 1976 Local Government Reforms and Local Government Autonomy. Module three shall dwell on the functions of Local Government in Nigeria within the ambit of Administrative, Political, Economic/Developmental, Exclusive, Concurrent and Delegated functions of Local Government. Module four will examine the sources and management of Local Government finances in Nigeria with emphases on Internal/External Revenue Generation, Management of Local Government Finance, Public-Private Partnership, and Local Government and Inter-Governmental Relations in Nigeria. Finally, Module five will x-ray the problems of Local Government in Nigeria within the context of Political, Socio-economic, Developmental, Financial and Misappropriation of funds in Local Government.

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## **INTRODUCTION**

POL216 Evolution of Nigerian Local Government is a one semester course in the second year of B.Sc. (Hons.) Degree in Political Science. It is a three unit Credit Course designed to enable the students grasp the contemporary issues and their importance in the evolution of Nigerian Local Government System. This has become imperative in view of the increased roles expected from the local government authorities in Nigeria by the people as the closest level of political administration. The Course begins with a brief introductory module aimed at enhancing the students understanding of the contending issues in the evolution of Local Government System such as- Meaning of Local Government, Theories of Local Government, Features of Local Government, Types/Classifications of Local Government Systems and Justification for Local Government. The study units are basically structured into modules and each module is divided into five units. A unit guide comprises of instructional materials. It summaries the course content, course guidelines, suggestions and steps to take while studying. You can also find self-assessment exercises for your study for easy assimilation.

## **COURSE AIMS AND OBJECTIVES**

The primary aim of this course is to provide students of Political Science with a comprehensive knowledge of the Evolution of Nigerian Local Government. The specific objectives include the following:

- i. Acquire the basic knowledge of concepts and evolution of local government system in Nigeria.
- ii. Understand the salient functions of local government in Nigeria.
- iii. To have an insight into the sources and management of local government finance, its challenges and how to grapple with them.

The specific objectives of each study unit can be found at the beginning of each unit and you are advised to make references to them while studying. It is necessary and helpful for you to check at the end of the unit if your progress is in tandem with the stated objectives and if you can successfully answer the self-assessment exercises. The overall objectives of the course will be achieved if you diligently study and complete all the units in the course.

## **WORKING THROUGH THE COURSE**

To complete the course, you are required to read the study units and other related materials. You will also need to undertake practical exercises for which you need a pen, a note book, and other materials that will be listed in this guide. You are also encouraged to avail yourself of vital policy documents of Local Government of your choice, interview relevant staff of the Local Government as a way of gaining more insight into the concepts under study. The exercises are to aid you in understanding the concepts being presented. At the end of each unit, you will be required to submit written assignment for assessment purposes. At the end of the course, you will be expected to write a final examination.

## **THE COURSE MATERIAL**

In this course, as in all other courses, the major components you will find are as follows:

1. Course Guide
2. Study Units
3. Textbooks
4. Assignments

## **STUDY UNITS**

There are 25 study units in this course. They are:

### **MODULE 1: Basic Concepts**

- UNIT 1 Meaning of Local Government
- UNIT 2 Theories of Local Government
- UNIT 3 Features of Local Government
- UNIT 4 Types/Classification of Local Government
- UNIT 5 Justification for Local Government

### **MODULE 2: Evolution of Local Government in Nigeria**

- UNIT 1 Local Government in Pre-colonial Nigeria
- UNIT 2 Local Government in Colonial Era in Nigeria: Native Administration
- UNIT 3 Local Government Reforms in 1950 in Nigeria
- UNIT 4 The 1976 Local Government Reforms in Nigeria
- UNIT 5 Local Government Autonomy in Nigeria

### **MODULE 3: Functions of Local Government in Nigeria**

- UNIT 1 Administrative functions of Local Government in Nigeria
- UNIT 2 Political functions of Local Government in Nigeria
- UNIT 3 Economic/Developmental functions of Local Government in Nigeria
- UNIT 4 Exclusive functions of Local Government in Nigeria
- UNIT 5 Concurrent and Delegated functions of Local Government in Nigeria

### **MODULE 4: Sources and Management of Local Government Finance in Nigeria**

- UNIT 1 Internal Revenue Generation for Local Government in Nigeria
- UNIT 2 External Revenue Generation for Local Government in Nigeria
- UNIT 3 Management of Local Government Finance in Nigeria
- UNIT 4 Public Private Partnership in Local Government in Nigeria
- UNIT 5 Local Government and Inter-Governmental Relations in Nigeria

## **MODULE 5: Problems of Local Government in Nigeria**

- UNIT 1 Political problems of Local Government in Nigeria
- UNIT 2 Socio-Economic problems of Local Government in Nigeria
- UNIT 3 Developmental problems of Local Government in Nigeria
- UNIT 4 Financial problems of Local Government in Nigeria
- UNIT 5 Misappropriation of funds in Local Government in Nigeria

As you can observe, the course begins with the basics and expands into a more elaborate, complex and detailed form. All you need to do is to follow the instructions as provided in each unit. In addition, some self-assessment exercises have been provided with which you can test your progress with the text and determine if your study is fulfilling the stated objectives. Tutor-marked assignments have also been provided to aid your study. All these will assist you to be able to fully grasp knowledge of Evolution of Nigerian Local Government.

### **TEXTBOOKS AND REFERENCES**

At the end of each unit, you will find a list of relevant reference materials which you may yourself wish to consult as the need arises, even though I have made efforts to provide you with the most important information you need to pass this course. However, I would encourage you, as a second year student to cultivate the habit of consulting as many relevant materials as you are able to within the time available to you. In particular, be sure to consult whatever material you are advised to consult before attempting any exercise.

### **ASSESSMENT**

Two types of assessment are involved in the course: the Self-Assessment Exercises (SAEs), and the Tutor-Marked Assessment (TMA) questions. Your answers to the SAEs are not meant to be submitted, but they are also important since they give you an opportunity to assess your own understanding of the course content. Tutor-Marked Assignments (TMAs) on the other hand are to be carefully answered and kept in your assignment file for submission and marking. This will count for 30% of your total score in the course.

### **TUTOR-MARKED ASSIGNMENT**

At the end of each unit, you will find tutor-marked assignments. There is an average of two tutor-marked assignments per unit. This will allow you to engage the course as robustly as possible. You need to submit at least four assignments of which the three with the highest marks will be recorded as part of your total course grade. This will account for 10 percent each, making a total of 30 percent. When you complete your assignments, send them including your form to your tutor for formal assessment on or before the deadline.

Self-assessment exercises are also provided in each unit. The exercises should help you to evaluate your understanding of the material so far. These are not to be submitted. You will find all answers to these within the units they are intended for.

### FINAL EXAMINATION AND GRADING

There will be a final examination at the end of the course. The examination carries a total of 70 percent of the total course grade. The examination will reflect the contents of what you have learnt and the self-assessments and tutor-marked assignments. You therefore need to revise your course materials beforehand.

### COURSE MARKING SCHEME

The following table lays out how the actual course mark allocation is broken down.

ASSESSMENT	MARKS
Four assignments (the best four of all the assignments submitted for marking)	Four assignments, each marked out of 10%, but highest scoring three selected, thus totalling 30%
Final Examination	70% of overall course score
<b>Total</b>	<b>100% of course score</b>

### COURSE OVERVIEW PRESENTATION SCHEME

Units	Title of Work	Week Activity	Assignment (End-of-Unit)
<b>Course Guide</b>	<b>Evolution of Nigerian Local Government</b>		
<b>Module 1</b>	<b>Basic Concepts</b>		
Unit 1	Meaning of Local Government	Week 1	Assignment 1
Unit 2	Theories of Local Government	Week 2	Assignment 1
Unit 3	Features of Local Government	Week 3	Assignment 1
Unit 4	Types/Classification of Local Government Systems	Week 4	Assignment 1
Unit 5	Justification for Local Government	Week 5	Assignment 1
<b>Module 2</b>	<b>Evolution of Local Government in Nigeria</b>		
Unit 1	Local Government in Pre-colonial Nigeria	Week 6	Assignment 1
Unit 2	Local Government in Colonial Era in Nigeria: Native Administration	Week 7	Assignment 1
Unit 3	Local Government Reforms in 1950 in Nigeria	Week 8	Assignment 1
Unit 4	The 1976 Local Government Reforms in Nigeria	Week 9	Assignment 1

Unit 5	Local Government Autonomy in Nigeria	Week 10	Assignment 1
<b>Module 3</b>	<b>Functions of Local Government in Nigeria</b>		
Unit 1	Political functions of Local Government in Nigeria	Week 11	Assignment 1
Unit 2	Administrative functions of Local Government in Nigeria	Week 12	Assignment 1
Unit 3	Economic/Developmental functions of Local Government in Nigeria	Week 13	Assignment 1
Unit 4	Exclusive functions of Local Government in Nigeria	Week 14	Assignment 1
Unit 5	Concurrent and Delegated functions of Local Government in Nigeria	Week 15	Assignment 1
<b>Module 4</b>	<b>Sources and Management of Local Government Finance in Nigeria</b>		
Unit 1	Internal Revenue Generation for Local Government in Nigeria	Week 16	Assignment 1
Unit 2	External Revenue Generation for Local Government in Nigeria	Week 17	Assignment 1
Unit 3	Management of Local Government Finance in Nigeria	Week 18	Assignment 1
Unit 4	Public-Private Partnership in Local Government in Nigeria	Week 19	Assignment 1
Unit 5	Local Government and Inter-Governmental Relations in Nigeria	Week 20	Assignment 1
<b>Module 5</b>	<b>Problems of Local Government in Nigeria</b>		
Unit 1	Political problems of Local Government in Nigeria	Week 21	Assignment 1
Unit 2	Socio-Economic problems of Local Government in Nigeria	Week 22	Assignment 1
Unit 3	Developmental problems of Local Government in Nigeria	Week 23	Assignment 1
Unit 4	Financial problems of Local Government in Nigeria	Week 24	Assignment 1
Unit 5	Misappropriation of funds in Local Government in Nigeria	Week 25	Assignment 1

## WHAT YOU WILL NEED FOR THE COURSE

This course builds on what you have learnt in the 100 levels. It will be helpful if you try to review what you studied earlier. Second, you may need to purchase one or two texts recommended as important for your mastery of the course content. You need quality time in a study friendly environment every week. If you are computer-literate (which ideally you should be), you should be prepared to visit recommended websites. You should also cultivate the habit of visiting reputable libraries accessible to you.

## TUTORS AND TUTORIALS

There are 15 hours of tutorials provided in support of the course. You will be notified of the dates and location of these tutorials, together with the name and phone number of your tutor as soon as you are allocated a tutorial group. Your tutor will mark and comment on your assignments promptly, and feel free to contact your tutor in case of any difficulty with your self-assessment exercise, tutor-marked assignment or the grading of an assignment. In any case, you are advised to attend the tutorials regularly and punctually. Always take a list of such prepared questions to the tutorials and participate actively in the discussions.

## **ASSESSMENT EXERCISES**

There are two aspects of the assessment of this course. First is the Tutor-Marked Assignments; second is a written examination. In handling these assignments, you are expected to apply the information, knowledge and experience acquired during the course. The tutor-marked assignments are now being done online. Ensure that you register all your courses so that you can have easy access to the online assignments. Your score in the online assignments will account for 30 percent of your total coursework. At the end of the course, you will need to sit for a final examination. This examination will account for the other 70 percent of your total course mark.

## **FINAL EXAMINATION AND GRADING**

The final examination for the POL 216: Evolution of Nigerian Local Government will be of two hours duration and have a value of 70% of the total course grade. The examination will consist of multiple choice and fill-in-the-gaps questions which will reflect the practice exercises and tutor-marked assignments you have previously encountered. All areas of the course will be assessed. It is important that you use adequate time to revise the entire course. You may find it useful review your tutor-marked assignments before the examination. The final examination covers information from all aspects of the course.

## **HOW TO GET THE MOST FROM THIS COURSE**

1. There are 25 units in this course. You are to spend one week in each unit. In distance learning, the study units replace the university lecture. This is one of the great advantages of distance learning; you can read and work through specially designed study materials at your own pace, and at a time and place that suites you best. Think of it as reading the lecture instead of listening to the lecturer. In the same way a lecturer might give you some reading to do. The study units tell you when to read and which are your text materials or recommended books. You are provided exercises to do at appropriate points, just as a lecturer might give you in a class exercise.
2. Each of the study units follows a common format. The first item is an introduction to the subject matter of the unit, and how a particular unit is integrated with other units and the course as a whole. Next to this is a set of learning objectives. These objectives let you know what you should be able to do, by the time you have completed the unit. These learning objectives are meant to guide your study. The moment a unit is finished, you must go back and check whether you have achieved the objectives. If this is made a habit, then you will significantly improve your chance of passing the course.
3. The main body of the unit guides you through the required reading from other sources. This will usually be either from your reference or from a reading section.
4. The following is a practical strategy for working through the course. If you run into any trouble, telephone your tutor or visit the study center nearest to you. Remember that your tutor's job is to help you. When you need assistance, do not hesitate to call and ask your tutor to provide it.

5. Read this course guide thoroughly. It is your first assignment.
6. Organize a study schedule- Design a 'Course Overview' to guide you through the course. Note the time you are expected to spend on each unit and how the assignments relate to the units.
7. Important information; e.g. details of your tutorials and the date of the first day of the semester is available at the study center.
8. You need to gather all the information into one place, such as your diary or a wall calendar. Whatever method you choose to use, you should decide on write in your own dates and schedule of work for each unit.
9. Once you have created your own study schedule, do everything to stay faithful to it.
10. The major reason that students fail is that they get behind in their coursework.
11. If you get into difficulties with your schedule please let your tutor or course coordinator know before it is too late for help.
12. Turn to Unit 1, and read the introduction and the objectives for the unit.
13. Assemble the study materials. You will need your references for the unit you are studying at any point in time.
14. As you work through the unit, you will know what sources to consult for further information.
15. Visit your study center whenever you need up-to-date information.
16. Well before the relevant online TMA due dates, visit your study center for relevant information and updates. Keep in mind that you learn a lot by doing the assignment carefully. There have been designed to help you meet the objectives of the course and, therefore, will help you pass the examination.
17. Review the objectives for each study unit to confirm that you have achieved them. If you feel unsure about any of the objectives, review the study materials or consult your tutor. When you are confident that you have achieved a unit's objectives, you can start on the next unit. Proceed unit by unit through the course and try to space your study so that you can keep yourself on schedule.
18. After completing the last unit, review the course and prepare yourself for the final examination. Check that you have achieved the unit objectives (listed at the beginning of each unit) and the course objectives (listed in the course guide).

## CONCLUSION

This course is from the Social Science family and you can only get the best of it if you realize this and cultivate the habit of relating to it in line with the interconnectedness of the other Social Science disciplines.

## SUMMARY

‘Evolution of Nigerian Local Government’ introduces you to the general understanding of the concept of Local Government system as the world view. All the basic course materials required for successful completion of the course are provided. At the end, you will be able to:

- Acquire the basic concepts and features of Local Government system by understanding how these ideas evolved.
- Understand the development of Local Government in Nigeria as a veritable instrument for grassroots development and empowerment.
- Familiarize with the skills and knowledge needed in Local Government administration.
- Gain an insight into the influence of State Governments on Local Government administration.

### List of Acronyms

LG	- Local Government
TMA <sub>s</sub>	- Tutor Marked Assignments
SAE	- Self Assessment Exercises
ERG	- External Revenue Generation
IGR	- Internally Generated Revenue
PPP	- Public Private Partnership
MF	- Misappropriation of Funds
CF	- Concurrent Functions
DF	- Delegated Functions
RS	- Residual Functions
EP	- Exclusive Powers
LA	- Local Government Autonomy
VAT	- Value Added Tax
NEEDS	- National Economic Empowerment and Development Strategy
LEEDS	- Local Economic Empowerment and Development Strategy
EPI	- Expanded Programmes on Immunization

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## **MODULE 1: Basic Concepts**

### **Introduction**

This module is designed to examine the basic concepts in understanding the evolution of Nigerian Local Government. Consequently, the various views through which evolution of Nigerian Local Government can be understood will also be x-rayed in order to grasp the conceptual view being expressed. The module will also examine the meaning of Local Government, which is paramount to exposing the student to the topic under study. The theories that have given credence to Local Government will also be examined as well as the features of Local Government, Types/Classification of Local Government system. Finally, the module will examine the Justification for Local Government.

- UNIT 1      Meaning of Local Government
- UNIT 2      Theories of Local Government
- UNIT 3      Features of Local Government
- UNIT 4      Types/Classification of Local Government
- UNIT 5      Justifications for Local Government

## **UNIT 1 MEANING OF LOCAL GOVERNMENT**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Definition of Local Government
  - 3.2 Local Government as a Unit of Government
  - 3.3 Local Government as a Field of Study in Public Administration
- 4.0 Self Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

The essence of this unit is to expose the student to the true meaning of Local Government as a concept. This has become imperative as the knowledge of this, lays the foundation for more understanding of other issues which will be discussed in later modules. At the end of this unit, you should be able to discuss and understand the meaning of Local Government as a concept in the Evolution of Local Government in Nigeria.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Articulate a proper definition of Local Government.
- (ii) Define Local Government as a Unit of Government.
- (iii) Identify Local Government as a field of study in Public Administration.

### **3.0 MAIN CONTENT**

#### **3.1 Definition of Local Government**

Local government refers to a political sub-division, which are created within a state for the exercise of duties and responsibilities granted by constitutional provisions or legislative enactments. Local governments are infra-sovereign geographic units found within sovereign nation or quasi-sovereign state. Like other units of governments, local governments possess a defined area, a population, an organisation, also the authority to undertake, and the power to perform public activities. Local government is the smallest unit of administration in any political system. It is the lowest level of government in a modern state structure that is legally distinct with powers to raise its own revenue and to undertake delegated responsibilities as provided for by the constitution. It is the lowest level through which representative

government can be practised. In Nigeria, there are three-tiers of government, i.e. Federal, State and Local Government. The local government is the third-tier of government and that placed it in a position of nearness to the people at the grassroots or local communities. Its closeness to the local populace enables it to perform special functions and services, which bother on the interests and aspirations of the local communities. Local government can be defined as an organization with a resident population occupying a defined region that has a usually authorized organization and government body; a separated legal entity, the power to provide certain public or governmental services and a substantial degree of autonomy including legal or actual power to raise part of its own revenue.

Local government is seen by some scholars as essentially a political institution, which aims at not only to train its members for citizenship but also to get various services run for the benefit of the community. Within its territory, a local government unit seeks to give opportunities to the people for the expression of their opinion concerning local affairs. It enables them to choose their representatives to take care of local affairs on their behalf. Quasi-sovereign state are those in which the supreme political authority and power is divided between the central government of the country as a whole and the federated state government of the major constituent geographical parts. Each of them within its own sphere is supreme and independent of the other. It is seen that local government is concerned with localities and not with the country as a whole; it must for this reason be subordinate to the national government. The term further implies some jurisdiction or activity of public nature; it implies the existence of authorities empowered to exercise that jurisdiction and activity. According to US Bureau of the census, a unit of local government must exhibit three qualifications; first, it must exist as an organized entity possessing organization and some minimum powers, second, it must have governmental character as an agency of the public to whom it must be accountable and third, it must possess substantial autonomy.

Lockard, (1968) also defines local government as a public organization authorized to decide and administer a large range of public policies within a relatively small territory, which is subdivided of a regional or national government. Local government is at the bottom of a pyramid of governmental institutions with the national government at the top and intermediate governmental state, regions, provinces, occupying in middle range.

### **3.2 Local Government as a Unit of Government**

Arising from the various policy changes regarding the size, structure, functions and operations of the local government system and, in particular, the decision to implement the federal executive presidential system of government, and its logic at local government level, it has become necessary to comprehensively include the local government as viable unit of government. Local Government as a unit of government placed it in a position where it performs those specific functions and duties which the other two-tiers of government would not have been able to perform with efficiency and effectiveness. The local government is the first-stop interaction of governance with the local communities and the people. The local government is the platform through which the people are represented in government at the lowest level of governance. As a unit of government, the local government is created to meet the peculiar needs of the people at the grassroots, this is very vital because every community has its peculiar

characteristics, needs and value system, that differentiate it from another community.

As a unit of government, it is also a channel through which local interests are aggregated and transmitted to the other two-tiers of government. The local government as a unit of government is set out to define the scope and limits of the powers, functions and responsibilities of the different arms and functionaries of government at the local level as well as their roles and relationships with the organs and functionaries of the higher tiers of government with a view to minimizing the effects and burden of governance associated with federal and state government. In the past local government was not recognized as a unit of government because there was no constitutional backing. It was perceived as an administrative convenience, which serves the purpose of an outlet for federal and state government. It is the consistent development and evolution of local government, coupled with the increasing functions performed by local government to the people at the grassroots that has transformed the local government as a viable unit of government. In the primitive era, it serves the interests and aspirations of the local people, in the colonial era, it serves the more the interest of the colonialists, under the military regimes, it serves the interest of the people as dictated by the military and under the democratic regimes it is perceived to serve the interests and aspirations of the people at the grassroots.

### **3.3 Local Government as a Field of Study in Public Administration**

The Social Sciences is a wide field of study. It consists of disciplines such as Sociology, Economics, Geography, Psychology, Political Science and sometimes Management Sciences. Each of these fields also has its branches or areas of specialization. Our main concern in this study is Political Science, which has International Relations, Political Economy, Public Administration and Comparative and Development Studies as its branches. Local government as a study is a sub-unit under Public Administration. It is one of the various branches of Public Administration. As a field of study Local Government has gained prominence since the early 1980s and some universities in Nigeria have started awarding degrees in Local Government Studies. The essence is to create an in-depth knowledge on the importance of local government as a vital unit of governance.

### **4.0 SELF ASSESSMENT EXERCISE**

Discuss Local Government as a unit of government

### **5.0 CONCLUSION**

The concept of the local government as a third-tier of governance is predicated on the principle of bringing the instrument of governance closer to the communities and harnessing the interests and aspirations of the local communities in an inputs-outputs analysis in governance. The Local Government also is an avenue through which the people can exercise their political rights through representatives at the local councils established by law to perform specific powers within their jurisdictions. The local government is a distinct legal entity and has power to raise its own revenue within its areas of jurisdiction as provided for in the constitution.

## 6.0 SUMMARY

An attempt has been made to give the definition of local government as the smallest unit of administration in any political system. It is the lowest level of government in a modern state structure that is legally distinct with powers to raise its own revenue and to undertake delegated responsibilities as provided for by the constitution. We also established that local government is the lowest of the three-tiers of government in Nigeria. We have also established that it has its own power in its areas of jurisdictions to perform specific functions as delegated by the constitution. We also indicated that the local government is the closest unit of government to the people and communities and by virtue of this, can aggregate the interests and aspirations of the people at the local levels for further transmission to the other tiers of government. Finally, we also identify the local government as a field of study in public administration, which is a branch of political science in order to expose the intellectual complexity associate with local government administration.

## 7.0 TUTOR-MARKED ASSIGNMENT

Explain the Local Government system as the platform through which the people are represented in government at the lowest level of governance.

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## **UNIT 2: THEORIES OF LOCAL GOVERNMENT**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 The Efficiency Services Delivery Theory
  - 3.2 The Democratic Participatory Theory
  - 3.3 The Developmental and Accountability Control Theory
  - 3.4 The Holistic Integrationist School
  - 3.5 Integrating the Different Schools of Thoughts
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

There have been debates among scholars as to whether there is a theory or theories of local government. The local government as a field of study is relatively new; therefore, scholars are still skeptical about a sacrosanct theory for local government. As a fast-growing field of study and administrative unit of government, the local government evolved some theories, which are useful for our discussion in this unit. We shall examine the efficiency services theory, the democracy school of local government and the Accountability and control theory, etc.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Explain clearly, the five streams of Theories of Local Government.

### **3.0 Main Content**

#### **3.1 The Efficiency Services Delivery Theory**

This is of the view that local government occupies the best position for the efficient performance of those specific functions, which the constitution prescribed. Yampolskiy, R. V. (2011) opined that the peculiar nature of the local government placed it in a position to perform those functions efficiently due to its closeness to the people at the grassroots. The efficiency services theory also stipulates that the smallness of the population allow for efficient provision of the basic social amenities. In the works of Majekodunmi, A. (2012), this system also allows for flexibility in decision-making and implementation. In addition, Efficiency services delivery theory implies that local government exist to articulate and aggregate the interests and aspirations of the people for better and more efficient services.

The theory argues that what is central and important to the people is the knowledge and articulation of the problem confronting the people and finding appropriate solutions to the problems. The theory further argued that since the officials of the local government councils are indigenes of the areas, they are in a better position to understand the needs of the people and provide efficient services for their welfare.

### **3.2 The Democratic Participatory Theory**

This theory perceives the local government as an avenue for the local populace to participate in politics. Michels and De Graaf, (2017) explains that this school of thought believes that the local government provides the training ground for local populace to engage in democratic governance. The theory argues essentially that the local government provides the citizens at the community level, the opportunities for political participation, interest aggregation, political education and political socialization.

### **3.3 The Developmental and Accountability Control Theory**

This theory stipulates that the local government is an effective agent of change. This change encompasses social and economic development, work force resource development, national integration and better share of the national wealth. Slater, (2011) said that this theory also argues that the local government also creates an avenue for proper accountability and control because, the people are familiar with the elected officials and the success of the representatives can be judged in the way the people perceived the performance of their duties effectively and efficiently for the collective good of the communities.

The extent to which the elected officials achieve their designated duties and functions determines the level of trust and confidence the people will have in re-electing such an official. Therefore, the developmental and accountability control theory serve as a check and litmus test on the representatives of the local government.

### **3.4 The Holistic Integrationist School**

This school view local government from a narrower and more particularistic point. The school is of the opinion that a political system that is culturally plural, socially diffused and not strictly differentiated, a more holistic view of roles is inevitable. The practical implication of the view of this school is that local government exists consciously to make its own contributions to and thereby help to achieve national integration, national evolution and national consciousness.

A section of academia has suggested that local governments perform this holistic- integrationist function through:

1. Decongesting government at the center thereby freeing national leaders from onerous details and unnecessary involvement in local issues.

2. Increasing people's understanding and enlightening people about economic (community) development.
3. Making programmes to foster social and economic betterment at the local level more realistic and lasting.
4. Training people in the art of self-government.

### **3.5 Integrating the Different Schools of Thoughts**

The holistic integrationist school is more concerned with the programmatic approach of how local government can be an effective agent of a better life, bring an improved means of living, develop a people more conscious of their dependence on, and need for one another. Both the democratic participatory school and the efficiency services schools are built on basic values that are not in any way contradictory to the ideals of the holistic school.

Hence functional criteria of the theories could be summed up under two major headings as follows:

1. The General category, which sums up the deals of the Democratic-Participatory School and the Efficiency-Services Delivery School under the functional items are:
  - a. Democratic ideals
  - b. Political participation
  - c. Protective services
  - d. Infrastructural services
2. The Development category consists mainly of the Holistic- Integrationists ideals summoned under the functional items are:
  - a. National integration
  - b. Socio- economic development
  - c. Manpower resource development

### **4.0 SELF ASSESSMENT EXERCISE**

Differentiate between the Developmental, Accountability Control Theory and the Holistic Integrationist School

### **5.0 CONCLUSION**

The theory of local government is an important aspect of the local government discourse both as a unit of government and as a field of study. The theories are to explain the complex phenomenon associated with local government. The local government as the smallest unit of government might appear smaller, but its complexity and dynamics need to be approached and explained with the use of local government theories. It is only with theoretical explanation that an in-depth knowledge of the study of local government can be

accomplished. Therefore, the use of the theories of local government cannot be overemphasized in this study.

## **6.0 SUMMARY**

In this unit, we have attempted to look at the meaning and use of theory to the study of local government. We have been able to establish that theory is a tool for the explanation of complex phenomenon and its use cannot be overemphasized in the study of local government. Finally, we established that these theoretical explanations will give in- depth knowledge in the study of local government.

## **7.0 TUTOR-MARKED ASSIGNMENT**

Discuss the three basic theories of local government.

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## **UNIT 3: FEATURES OF LOCAL GOVERNMENT**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 What is decentralization?
  - 3.2 Deconcentration
  - 3.3 Delegation
  - 3.4 Devolution
  - 3.5 Privatisation
  - 3.6 Other Features of Local Government
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

One of the major features of Local Government Administration is decentralization. This is one distinctive feature of Local Government that the central government does not have. It is one major platform through which local resources, initiatives and inputs are mobilized and transformed for national development. It is through this platform that local autonomy, management of their own affairs and transfer of power from central government to local authorities can be realized.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to understand:

- Decentralization
- Deconcentration
- Delegation
- Devolution
- Privatization
- Other features of Local Government

### **3.0 MAIN CONTENT**

#### **3.1 Decentralization**

The strategic position of the local government is more pronounced through the instrument of decentralization. This is an important aspect of local government as a unit of government because it creates the enabling environment for democratization and development. The goals of decentralization can

be perceived as follows; local government provide for popular participation through the implementation of the democratic principle of elective representativeness in the public decision-making process; encourage local initiative and sacrifice and mobilize the human and financial resources that are available in the locality for development; ensure adequate provision for social services necessary for a decent life; and establish a functioning communication channel between the central authority and the local institutions with a view to ensuring the effectiveness of the central government's actions. Decentralization can also be discussed in four basic variances such as deconcentration, delegation, devolution and privatization.

### **3.2 Deconcentration**

This is the transfer of administrative functions from central government or national ministries to field agencies within the local level. It involves the redistribution of executive responsibilities to sub-administrative structure. Here, the local or sub-ordinate levels of governments serve as agents of the central government. Deconcentration is a process of breaking down tasks and transferring it to the local levels for implementation. The feature here is that, the decision-making is at the central level, while the local government presents the platform for implementation, e.g. primary health care, universal primary education etc. Deconcentration can be regarded as a limited form of decentralization and it lessens the burden of central government. For deconcentration to take place, provincial or local government is essential.

### **3.3 Delegation**

The central government transfers some level of responsibilities for decision-making and implementation of specific functions to some other branch of government through this process. Under the delegation, these other branch of government and agencies are granted some level of autonomy or power to formulate and implement programmes over specific functions without the direct control of the central government. Delegation also means conferring of specified authority to a lower authority. Legally, the delegated authority still belongs to the principal, but in practice, its exercise is allowed to the subordinate or lower authority. Delegation is full when complete powers are conferred on the agent or lower authority. Delegation is conditional when the action of a subordinate is subject to confirmation or revision by the superior; it is unconditional when the subordinate or lower authority is free to act without reservations. Delegation is formal when embodied in written form based on customs, conventions and understanding. Delegation is direct when no third person intervenes between the two parties to delegation; it is intermediate when it is made through third person.

Delegation of authority means more than simply assigning duties to others in more or less detail. The essence of delegation is to confer discretion upon others to use their judgment in meeting specific problems within the framework of their duties. One cannot delegate the authority which himself does not possess. Authority once delegated can be enhanced, reduced or withdrawn according to the changing circumstances.

### **3.4 Devolution**

This involves the transfer of functional responsibilities including decision-making authority to legally incorporated sub-national units of government. It entails therefore, the transfer of political authority to make decisions in some spheres of public policy from the central government to local government or similar units at the local level. The central and the local governments are structurally differentiated in the structural pattern of devolution. Each level has its own powers and separate institutions for performing its own functions and activities. Devolution is associated with local autonomy and with increase scope for popular participation in governmental activities. Under the devolution category, local governments are granted powers to source for their revenue, control their finances as well as recruit their own personnel.

Devolution indicate status and policy making power. Devolution of power is also designed to create a political environment in which power to access political, economic and social resources is distributed between the central government and lower levels of government. State authority is divided among a wide range of actors, making politics less threatening and therefore encouraging joint problem solving. Devolution creates a fairer political ground, protects groups and individual human rights, establishes check and balances to central power and prevents political violence among rival groups.

### **3.5 Privatization**

This is a new form of decentralization. Under privatization, other players such as community groups, corporate organizations, voluntary associations, cooperatives, business association, civil society groups and other non-governmental organizations enter into Public-Private Partnership (PPP) to provide goods and services for the benefits of the local communities. PPP can also refer to contractual agreements formed between a public agency and private sector entity that allow for greater private sector participation in the delivery of essential goods and services. PPP relate or connote perfection and practices affecting public private sector relationships in ensuring national global health, development and well-being of the society

### **3.6 Other Features of Local Government**

There are other features of local government, which include structural differentiation, that is, it has a corporate identity and status different from other forms of government. It possesses the authority and institutional powers for which it has been created. The local government also has multi-functional powers, which include the power to legislate, formulate and implement policies for the benefits of its people. The local government also has defined territorial boundaries, just like other tiers of government, it has jurisdiction over people inhabiting its geographical territories, and finally, its elected or appointed officers or representatives have specified tenure of office.

## **4.0 SELF ASSESSMENT EXERCISE**

Discuss deconcentration and delegation as variances of decentralization

## **5.0 CONCLUSION**

The peculiarity of local government is situated in its decentralization features. An examination of these features depicts local government system as an indispensable unit in every democratic society. The instrument of decentralization permits the local government to have and exercise its own identity as a unit of governance. These distinctive attributes make the local government to acquire its significance in the performance of its specific functions in the general administration of the country.

## **6.0 SUMMARY**

This unit has succinctly examined the features of Local Government and identified the goals of the decentralization as the yardstick for measuring Local Government achievements. They provide the basic framework for integrating and harnessing local initiatives, interests, and aspirations into national development programme which serve as channels for the transmission of inter-governmental relations.

## **7.0 TUTOR-MARKED ASSIGNMENT**

Discuss the various features of local government administration.

## **8.0 REFERENCES AND FURTHER READINGS**

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## **UNIT 4: TYPES/CLASSIFICATION OF LOCAL GOVERNMENT SYSTEMS**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 The French System of Local Government
  - 3.2 The Socialist/Communist System
  - 3.3 The Anglo-Saxon (British) System
  - 3.4 The Traditional System
  - 3.5 The Post-Colonial System
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

Local Government has been variously classified into different types to provide the needed clarity in understanding the scope, structure, functions and opportunities it provides for participation in government and as a machinery for policy direction at the local level. The prevailing political system under which Local Government operates has been a major determinant in classification or typology. This is more so, when we remember that Local Government is a semi-autonomous and sub-national political arrangement, reflecting the political ideology or system of the Central Government.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Discuss the French system of Local Government
- (ii) Reflect on the Socialist/Communist system
- (iii) Critically analyze the Anglo-Saxon (British) system
- (iv) Explain the Traditional system
- (v) Ruminates on the Post-Colonial system

### **3.0 MAIN CONTENT**

#### **3.1 The French system of Local Government**

The French system of local government is the most widespread of all the patterns in the world. In this system, local government is perceived more or less as the local arm of the central government. In this pattern, the central government appoints an agent at the local government. This agent is called “Prefect”.

The prefect is a Senior Civil Servant and a representative of the central government who looks after the interests and programmes of the central government in the assigned area of jurisdiction as well as overseeing the affairs of the local administrative machinery. The French system of local government is highly centralized. Centralization is the essence of the system. All authority converges inward and upward. It can be charted in the form of a perfect pyramid. In France, it is assumed that the Minister of Interior presses the button and the Prefects, the Sub-Prefects, the Mayors and Deputy Mayors do the rest. The peculiarity of this style of local government is that the central government places in sub-regions of the nation an agent of the central government to oversee and if necessary, to counter, suspend or replace local government.

### **3.2 The Socialist/Communist system**

The Socialist/Communist system of local government constitutes part of complex governmental agencies whose purpose is socialist planning for economic development of the whole country. Here, the communist party exercises firm direction and leadership required for central planning. In this system, all subordinate units of government operate and take directions from centrally pre-determined decision. There is little or no initiative emanating from the local or sub-national government. Local independence is restricted as control device are extensive and vigorously applied. This system connotes that the local government is an agency of the central government and part of the central administration through strict party discipline and compliance. The local government in the communist countries is an example of deconcentration of authority rather than decentralization. In other words, the local government unit is an agency of the central government and its functions are an integral element of hierarchical administrative system of the state. The area of local independence is narrow and extends only to minor matters whereas control devices are extensive and vigorously applied.

### **3.3 The Anglo-Saxon or the British system**

The Anglo-Saxon or the British system of local government bases its emphasis on the autonomy of the local government. This autonomy is expressed through its policy-making organ or a council of elected or appointed members representing local interest. Here, the institutions of local government are distinctively separated from those of the central government. Also, as a separate tier of government its sources of revenue and personnel management are clearly defined and spelt out in an official document. In this type of local government system, there is often time, a local government service commission or board, which is charged with the responsibilities for the recruitment and management of local government personnel. The underlying basis of local government is the principle of self-determination in which every community is given substantial measure of freedom in the administration of its own affairs. This prevents the local government from rigid and absolute control from the above. However, the degree of autonomy of local governments varies from country to country but in all cases, a considerable degree of local independence prevails.

### **3.4 The Traditional system**

The Traditional system of local government is sometimes referred to as the “non-western” patterns of local government. This pattern refers to the pre-colonial or pre-literate types in many underdeveloped or developing countries of the world where local administration are centered or structured around traditional political institutions such as the chief or traditional rulers, council of elders, the extended family system or the clan system. Here, the local traditional institutions formulate and implement policies for the traditional communities. The policies often times have been a reflection of the socio-political and culture realities of their environments.

### **3.5 The Post-Colonial system**

The Post-Colonial system of the local government is associated with the newly independent nations of the world faced with the need for economic growth and the extension of new national power to the communities and the rapidly growing cities. The post -colonial system cut across all the other system in a modern-day local government structure. The creation of new nations from former colonies involves varying degrees of local government. In some cases, the party-political system has subverted adjustments rather than revolutionary change has been made, local government patterns have not altered drastically. The legacy of colonialism is omnipresent however much the new leaders strive for break from the colonial past.

### **4.0 SELF ASSESSMENT EXERCISE**

Discuss the major differences and similarities between the Socialist/Communist system and the Anglo-Saxon (British) system.

### **5.0 CONCLUSION**

The classification of local government into various types is predicated on the functions, which are to be performed, the political system under which it is to operate and the communities that it is meant to serve. The basic essence of the classification is to determine the level of autonomy that is to be granted to the local government authorities. It is also to locate the amount of powers and authorities that such local government is to possess. Since local government, autonomy is not absolute; their level of autonomy can be found in their categorization.

### **6.0 SUMMARY**

This unit has identified the various types of local government system. We have been able to discuss the most common classification of local government systems to include the French system which is often referred to as the “Prefect” system as practiced by the French system of government. We also discussed the socialist/communist system which is common among the Socialists and Communist states; where the

local government is centrally controlled. Next, we examined the Anglo-Saxon or the British system where the level of autonomy and structure is clearly defined. The traditional system we examined as common in the developing countries where traditional institutions formulate and implement policies for the local communities. Finally, we identified the post-colonial system as associated with the newly independent states.

## **7.0 TUTOR-MARKED ASSIGNMENT**

Identify and discuss the various types of local government system

## **8.0 REFERENCES/FURTHER READINGS**

Abdulrazaq, K. A., Oyedele, S., Ihiyamen, O., & Ishola, A. A. (2017). Local Government Administration and National Development in Nigeria: Challenges and Prospects. *Ilorin Journal of Human Resource Management*, 1(1).

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## **UNIT 5: JUSTIFICATION FOR LOCAL GOVERNMENT**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Political Justification
  - 3.2 Administrative Justification
  - 3.3 Developmental Justification
  - 3.4 Local Government as a Channel of Communication
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

This unit will examine justifications for the establishment of the Local Government as a system of governance. We will anchor our discussions on the quadruple pillars of political, administrative, developmental and channel of communication.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Advance reasons for political justification
- (ii) Explain administrative justification
- (iii) Discuss developmental justification
- (iv) Discuss local government as a channel of communication

### **3.0 MAIN CONTENT**

#### **3.1 Political Justification**

This is one of the major reasons for the establishment of local government. Local government is said to provide the platform for local participation in politics and democracy. It provides the local citizens an opportunity to participate in the public affairs of their communities. Local government brings the government closer to the people within a geographical locality. It serves as an alternative to over concentration of political power at the central government. The complexity of modern government is simplified with the existence of local government. It promotes liberty, equality and local autonomy which requires the individuals and groups to express their views and that such view should be given equal regard in decision making process. Local government also serves as an avenue for gathering inputs from

diverse localities into the policy making process at the central government. As an essential ingredient of democracy, local government provide the training ground for political leaders at the grassroots who gather such experience for national leadership. However, that local government provides a training ground for political leaders particularly at the central level is subject to debate, because, there are political leaders at the national level who did not participate in political affairs at the local level, this is coupled with the fact that some political leaders have failed elections at the local level, only to win at the national level. Again, there are no formal schools for political education at the local level that prepare political leaders for national politics. It has also been argued that national politics is so different in scale and dynamics that local experience and knowledge might be inadequate for understanding national affairs. The above notwithstanding, local participation is a vital instrument in democracy. Local government may be said to involve the conception of territorial, non-sovereign community possessing the legal right and the necessary organization to regulate its own affairs. Local government also seek its justification from the fact that it is that part of government of a nation or state which deals mainly with such matters as concern the inhabitants of a particular district or place together with those matters which parliament has deemed it desirable subordinate to the central or national government.

### **3.2 Administrative Justification**

The local government is perceived first and foremost to some scholars as administrative agency for efficient provision of services. Local government administration is to enhance the effective and efficient provision of services to the people at the local level. Here, the local government makes for the decongestion and decentralization of administration at the central level and serves as an efficient provision of service to a measurable standard for the local communities. Most importantly, is the fact that the local government is closer to the people and it is in a position to understand and analyzed the problems of the people. This closeness of the local government to the people also place it in a position to have better knowledge and information of the local communities with a view to providing those specific functions that directly affects the people. Again, the local government also gives the people a sense of belonging by participating in the alleviation of their immediate problems and promoting the necessary welfare which otherwise would have been difficult by the national or central government. However, the point must be made that there are specialized administrative functions that cannot be performed by the local government, this is because, the local government is a multi-purpose institution which provide general services to the people. Local government is governments consisting of certain sub-ordinate bodies which have defined power making rules and regulations within their prescribed area of administration.

### **3.3 Development Justification**

The local government is regarded as the bedrock of developmental activities because of the feeling of attachment which the people have for the programmes emanating from their local communities. It provides the people a springboard to conduct their own affairs, mobilize, sustain and execute local developmental initiative in line with the local needs interests and aspirations of the people. Again, the local government is perceived as complementary in the division of labor among the various levels of governments, because the local government is said to have specialty in the efficient provision of those developmental services that are local specific.

However, some critics have argued that this justification of local government promote sectionalism and parochial interests and therefore, inimical to political and developmental integration at the national level. In spite of this, the role of the local government in developmental efforts particularly in those programmes and activities which they help to initiate cannot be over emphasized. Local government helps to cultivate, civil sense and responsibility among citizens and coordinates harmonies collaboration in common administration of common interest.

### **3.4 Local Government as a Channel of Communication**

Local Government serves as inputs and outputs in the policy making process of the national government. New policies and programmes are sometimes test run at the local level by the national or central government to seek the realities and outcomes before it is implemented at the national level. The local government also serves as a channel of communication between the national government and the local government by aggregating the feelings, interests and aspirations of the local populace and transmitting same to the national. At the same time channel, the decisions from the national down to the local people. It is also important to note that local government serves as channel of communication among themselves.

### **4.0 SELF ASSESSMENT EXERCISE**

State the relevance of local government as a channel of communication among various levels of government in Nigeria.

### **5.0 CONCLUSION**

The ultimate goal of every local government is to justify its creation and maintain its existence for the benefits of the people. It is also the ultimate aim of every democratic setting that the people should be governed by the smallest and closest unit of government for good governance and best practices. Therefore, the basic essence of creating local government is to service the interest of the people at the local level of government by performing those specific functions which affect the daily existence of the people. It is these justifications that have made Local Government a permanent feature in any modern democracy.

### **6.0 SUMMARY**

This unit has discussed the essence and justification for the creation of local government as a unit of government. In the unit we have examined four basic reasons for the creation and maintenance of local government to include political justification, which gives the people at the local level an opportunity to be part of the political process and to represent their own political affairs; administrative justification which sees the local government as administrative agency for efficient provision of services for the local people; developmental justification which perceived the local government as the bedrock of developmental activities; and as a channel of communication which lubricates inter-governmental relations.

## 7.0 TUTOR-MARKED ASSIGNMENT

In your view, what are the justifications for local government creation?

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## **MODULE 2: EVOLUTION OF LOCAL GOVERNMENT**

### **INTRODUCTION**

In module 1, we dealt with Basic Concepts in the Evolution of Local Government. This has given us a bird's eye view of how to appreciate fundamental issues in Local Government Administration. Therefore module 2 which is subdivided into five units, will be historical, unearthing the processes of Growth and Development in our quest for more knowledge.

UNIT 1 Local Government in Pre-Colonial Nigeria

UNIT 2 Local Government in Colonial Era in Nigeria: Native Administration

UNIT 3 Local Government Reforms in the 1950s in Nigeria

UNIT 4 The 1976 Local Government Reform in Nigeria

UNIT 5 Local Government Autonomy in Nigeria

## **UNIT 1: LOCAL GOVERNMENT IN PRE-COLONIAL NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Pre-Colonial Administration in the Hausa-Fulani Societies
  - 3.2 Pre-Colonial Administration in the Yoruba Societies
  - 3.3 Pre-Colonial Administration in the Igbo Societies
  - 3.4 Pre-Colonial Administration in the Benin Kingdom
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

Local government as a unit of government or administration dates back to the pre-colonial or primitive societies. According to Adeyemi, O. O. (2019), every society has always had a way of administering itself based on the structure of the society. Pre-colonial administrations in Nigeria have been based on the traditional setting that is prevalent in such societies. In this unit, we shall look at pre-colonial Nigeria from the regional groupings, that is, Hausa–Fulani in the northern parts of Nigeria where the emirate system is very strong and prevalent; the Yoruba in the western part where the Oba traditional system is prevalent; and the Igbo in the east which was republican in nature with the elders’ council (Obasi and Nnamani, 2015). Administration in pre-colonial societies in Nigeria was independent of each other. The various regions administered their societies according to their culture and traditional institutions.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to explain the main structure of the pre-colonial administration in:

- (i) Hausa-Fulani societies
- (ii) Yoruba societies
- (iii) Igbo societies
- (iv) Benin kingdom

### **3.0 Main Content**

#### **3.1 Pre-Colonial Administration in the Hausa-Fulani Societies**

Not until the Jihad, there was a pre-existing Hausa (Habe) Sarauta system. These Hausa societies were ruled by Habe kings, who were kings over each kingdom comprised of the capital city where the king

hired and other numerous villages or cleavages characterized by the ruling class (Sarakuna) and the subjects (Talakawa) groupings. The villages were independent of each other but recognized the authority of the king. The king does not interfere in the village affairs except when the regular taxes or tributes for the maintenance and defence of the kingdom are not forthcoming. Each village was headed by the oldest male member of the strongest and most influential family and assisted by the elders of the less powerful families. This system of administration was truncated after the Fulani conquest and the introduction of the fiefs. With the introduction of the fiefdoms, the villages lost their independence and were now ruled by fief-holders who only have access to the paramount ruler or emirs. The Hausa-Fulani political system in the pre-colonial era was structured as follows:

- The compound as the basic unit of organization
- The ward comprising of groups of compounds
- The village which consisted of a collection of wards
- The fief was a group of villages
- The emirate was a totality of the fiefs within a definable area
- The capital city was the seat of government

These structures also reflected the hierarchy of government, where the reporting and commanding structure is a vertical relationship.

### **3.2 Administration in the Yoruba Societies**

The Yoruba societies, particular the Oyo Empire was a well-organized system of government. Although the political system was headed by a king (Alaafin), it was more or less a constitutional government with the various levels of governance well defined and structured. The Oyo government was structured to reflect the three arms of modern state of executive, legislature and the judiciary.

At the head of government and the executive is the king (Alaafin) who was regarded as a divine king and the personification of the whole state, theoretically, he could do anything but in practice he was assisted in government of the kingdom by his senior chiefs, who are responsible for collection of tributes, settlements of disputes and daily administration of the kingdom. The Oyo empire was so well organised and structured that there were constitutional checks on the powers of the Alaafin which include a constitutional process for the removal of the Alaafin if and when he lost the confidence of his subjects, he is presented with an empty calabash which signify his impeachment as the king over the kingdom with the expectation that he is to commit suicide.

The Oyomesi Council comes closely below the Alaafin. The Council consists of seven members which are the Bashorun who is the head of the council, the Agbakin, Shamu, Alapini, Laguna, Akiniku and Ashipa. The Oyomesi council acts as the legislature of the kingdom. The council deliberates on crucial matters affecting the society. They are also the king maker and acted in all respects as a check and balance to the Alaafin.

The Ogboni Cult of the Earth was next in importance in the local administration of the kingdom. The Ogboni cult was a powerful and dreaded association and was expected to use its power and authority to prevent any misuse of power by the Oyomesi particularly concerning the rejection or impeachment of an Alaafin. It was this position of check and balance that effectively controlled an ambitious Bashorun from usurping the power of the Alaafin. One of the tools used by the Ogboni cult was the Ifa oracle to consult the gods of the land. In fact, the Ogboni cult played the role of modern-day judiciary in the Oyo kingdom.

The last ruling figure was the army headed by the Are-Ona-Kakanfo. The army was not expected to dabble into political affairs, its sole duty was to expand and defend the empire against internal and external aggression. One of the unique features of the Oyo army was that, its leader, the Are-Ona-Kakanfo was not expected to suffer any defeat in the hands of the enemies. When such happens, he was expected to go into exile or commit suicide. Indeed, the Oyo Empire was a complex one taking into consideration every facet of government which reflects almost all the institutions of contemporary governance.

### **3.3 Pre-Colonial Administration in the Igbo Societies**

The Igbo (Ibo) societies were republican in nature and often times regarded as a stateless state. In the first place, authority in Igbo land was not centralized but segmented and diffused. Power was not focused on one person but on councils and village assemblies, kingship groups or titled men (Ndichies), age set, and societies (women and youth) played considerable role in the governance of the society. Consequently, there were not individual traditional authorities which could rule over the people. The kingship groups presided over by the eldest male were the basic unit of deliberation, decision making, implementation and administration. Above all, the Igbo political system was based on the village assembly or councils. These assemblies or village councils were the highest authority organ of legislature and its decisions were supreme and binding. The age grades were part of the machinery for the implementation of the decision taken by the councils. The Igbo societies were not used to direct taxation and disputes were settled by the elders' council as there was absence of a king or central figure. The village head or the council membership were not hereditary or ascribed but through age and achievement.

### **3.4 Pre-Colonial Administration in the Benin Kingdom**

The pre-colonial Benin Empire occupied the land to the South East of the Yoruba Kingdom, Ibo on the Eastern borders, Itsekiri and Ijaw lining the rivers in the South West. The kingdom adopted a monarchical system of government headed by the Oba (King). The political life of the people is centered on the Oba. The Oba's great strength is as a result of the people who perceived him as a semi-divine or the representative of the gods and the ancestors. The Oba ruled the kingdom with the help of the chiefs. The Obas were very skilled rulers who utilized the policy of division of labor. The Enigies, who were either the Oba's brothers or his sons, were in control of selected strategic villages. The various categories of chiefs have their functions and most of them occupied positions that were hereditary. The functions of the chiefs were so defined by the Oba that there was political stability in the kingdom. In the kingdom, there

is the Uzama council of chiefs or Councilors of the state and king makers. The Uzama are the high rank

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chiefs of their kingdom and their titles are also hereditary. They are responsible for the coronation of a new Oba who in all times is the eldest son of the dyingking. The Uzama Council occupied an advisory role to the Oba. Though the Uzama can crown the new king, but cannot reject a ruling king since no provision was made for this in the kingdom constitution (convention). The kingdom also maintains a large army headed by the Ologbosere. Finally, the Oba has the right to reward or decorate with honor any deserving sons and daughters of the land.

#### **4.0 SELF ASSESSMENT EXERCISE**

Compare and contrast the Uzama council of the Benin Kingdom to the Local Government Councilors in modern day Nigeria

#### **5.0 CONCLUSION**

In the final analysis, it could be said that there existed a well-structured political and administrative system of governance in pre-colonial societies in Nigeria. The government and administrative system were fashioned to reflect the interests and aspirations of the societies in which they operated. One fundamental issue was that each society put in place it development and administrative system that advance the society before the advent of the colonial era.

#### **6.0 SUMMARY**

In this unit, attempts have been made to expose the myth that the pre- colonial societies in Nigeria were primitive. We discussed the emirate councils with its clearly defined hierarchy and structure to suit the government in the North. The Oyo empire exhibits a complex political system that could be compared to contemporary democracies with all it various arms of government. Finally, we discussed the Igbo societies with its elements of democratic and republican nature.

#### **7.0 TUTOR- MARKED ASSIGNMENT**

Compare the Oyo system of government with contemporary democracy in Nigeria.

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## **UNIT 2: LOCAL GOVERNMENT IN COLONIAL ERA IN NIGERIA NATIVE ADMINISTRATION**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Local Government in the Northern Region of Nigeria in Colonial Era
  - 3.2 Local Government in the Western Region of Nigeria in Colonial Era
  - 3.3 Local Government in the Eastern Region of Nigeria in Colonial Era
  - 3.4 Local Government in the Southern Region of Nigeria in Colonial Era
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

The advent of the colonial administration did not introduce the local government administration, but it rather strengthened and restructured it to meet with the administrative tenets of indirect rule. Though at rudimentary level, local government administration predates the advent of colonial administration. The colonial administration quickly took note of the well-established traditional institutions and the enormous powers of the traditional rulers and hence capitalized upon it to establish and rule through the indirect rule system.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to explain the local government administration during colonial era in the following regions of Nigeria:

- (i) Northern
- (ii) Western
- (iii) Eastern
- (iv) Southern

### **3.0 MAIN CONTENT**

#### **3.1 Local Government in the Northern Region of Nigeria in Colonial Era**

In the North, the colonial administration represents a system of indirect rule administered through the traditional rulers or emirs. The colonialist explores the position of the traditional rulers or emirs for the implementation of colonial policies formulated in Britain. The emirate system in Northern Nigeria provided the needed platform for indirect rule to thrive; this is because of the well-established traditional

system of administration which was highly centralized. Through this system the colonial administration had no direct dealings with the people, but with the emirs and traditional chiefs who provided the needed machinery of governance. In view of this, the indirect rule system through the native authorities achieved a great success in Northern Nigeria.

### **3.2 Local Government in Western Region of Nigeria in Colonial Era**

Local government in the Western Nigeria during the colonial rule also took the form of indirect rule, the Obas and chiefs also presented the needed platform for the colonial native administration. The Obas and chiefs were also responsible for the daily administration of the people but they were only administering the colonial policies, which include the collection of taxes. However, the system was partially successful as the Obas and chiefs had no absolute control over the citizens. This was further compounded by the fact that almost every part of the region had its own Oba or chief, unlike the Northern region where the emirs were larger than life. Again, the west had religious multiplicity, i.e. the Christian faith and Islam, unlike the North where Islam was basically the major religion used as a unifying factor.

### **3.3 Government in Eastern Region of Nigeria in Colonial Era**

In the east, an attempt was also made to rule through the chiefs and traditional rulers in order to maintain the principle of indirect rule, unfortunately, this was not possible due to the absence of a central figure as a traditional ruler. In other words, there was lack of a central authority or traditional institution. In order to cover this gap, the colonial administration introduced and appointed warrant chiefs for the purpose of local administration. The introduction of the warrant chiefs into a society that was basically republican sparked off a strong resistance from the people, who were not used to direct taxation introduced alongside the warrant chiefs. The situation was also compounded by the corrupt practices engaged upon by the warrant chiefs who perceived the position and privilege as an opportunity to enrich themselves. Therefore, local administration during the local era was a failure in the Eastern region of Nigeria. In fact part of the failure was the Aba women's riot of 1929.

### **3.4 Local Government in Southern Region of Nigeria in Colonial Era**

The Southern region of Nigeria was divided and grouped under the Western region and Eastern region. In the pre-colonial era, these southern kingdoms of Benin, the Ijaws, Urhobos, Itsekiris, Ibibios, Kalabaris and the Efiks were grouped for administrative reasons under the Western and Eastern regions. The Benin kingdom, the Urhobos and Itsekiris were ground under the Western region while, the Ijaws were split between the Western and Eastern regions with the larger part under the Eastern region. The Ibibios, Efiks and Kalabaris were under the Eastern region during the colonial era. In the Eastern region local government administration were according to the dictates of the colonial masters which was the appointment of warrant officers in these riverine communities of Ijaws, Itsekiris, and Efiks. In the Benin, Urhobos and Itsekiris kingdoms, the policy of the indirect rule through the Oba and chiefs as in the central Yoruba kingdom of Western region also applied. The southern communities only follow the dictates and reacted according to the region in which they found themselves.

#### **4.0 SELF ASSESSMENT EXERCISE**

Differentiate between local government administration in Eastern and Southern regions during colonial era in Nigeria.

#### **5.0 CONCLUSION**

Local Government under colonial rule in Nigeria could be said to be an experiment at local administration. The administrative patterns were different in the three regions. In the North, it was successful based on an already well-established system of traditional institution; it was partially successful in the West because of the presence of a traditional institution who also had partial control over its citizens. The situation was completely different in the East due to lack of any established traditional institution, therefore, the system was a failure due to the citizens resistance to a system they perceived as alien.

#### **6.0 SUMMARY**

In this unit, we have examined local administration during the colonial era in Nigeria. We undertook a clear study of the administration in each region taking into consideration the importance of the traditional institutions in each region, the success, partial success and failures recorded in the four regions respectively.

#### **7.0 TUTOR-MARKED ASSIGNMENT**

Examine the success and failure of local administration in Nigeria during the colonial era.

#### **8.0 REFERENCES/FURTHER READINGS**

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## **UNIT 3: LOCAL GOVERNMENT REFORMS IN THE 1950s IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Local Government in the 1950s in the Northern Region of Nigeria
  - 3.2 Local Government in the 1950s in the Western Region of Nigeria
  - 3.3 Local Government in the 1950s in the Eastern Region of Nigeria
  - 3.4 Local Government in the 1950s in the Southern Region of Nigeria
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

The native administration introduced during the colonial era was at the verge of total collapse in the 1930s. Due to the varied degree of success in the regions which was not favorable for the smooth running of the country's administration, the colonial administration were of the opinion that the indirect rule system had to be gradually discontinued because it had outlived its usefulness. This was coupled by the stiff opposition that the system received from the nationalists, the people and other pressure groups. In view of this, it became apparent that the local administration needed to be reformed. The reform was necessitated by the need to make the system more effective, efficient, democratic, and responsive to encourage more local participations.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to describe the local government reforms in the 1950s in the following regions of Nigeria:

- (i) Northern
- (ii) Western
- (iii) Eastern
- (iv) Southern

### **3.0 MAIN CONTENT**

#### **3.1 Local Government in the 1950s in the Northern Region of Nigeria**

In view of the significant success recorded in the north by the colonial administration during the indirect rule system. The agitation for reforms in local administration was at a slow pace. Unlike the Eastern and

Western regions, the North refused to be rushed not only on the issue of democratization but also on making any drastic reform in the system of local government inherited from the colonial administrators. There was no significant reform in the North until 1954 through the enactment of the native law of 1954 which provided for democratic reforms. The first noticeable change was that abolition of sole native authorities, which was replaced with the Chiefs-in-Council and Chiefs-and-Council native authorities. In the Chief-in-Council, an Emir or Chief was obliged to consult with his Councilors in all decision making but could override the decision of the councilors. On the other hand, the Chief-and Council, the Emir would have to go along with the decision of the councilors. This was the situation in the North until 1960 when the country got its independence down to 1966, when the military intervene in Nigeria politics.

### **3.2 Local Government Reforms in the 1950s in the Western Region of Nigeria**

The wave of local government reform also swept through the Western region in the early 1950s. One of the fundamental changes was the composition of local government councils. In the Western region, the passage of the local government law of 1952 transformed the system, so much so that, no sole native authority remained in the region. The new legislation introduced a three tier structure of divisional, district and local councils. In the reforms, councils were made up of elected and traditional rulers, with a minimum of three elected councilors for each traditional ruler. Furthermore, councils were regarded or classified either as Chiefs-in-Council or Chief-and-Council. The 1952 reform was replaced by the 1957 law, due to numerous problems encountered by the local councils, some of which bothers on lack of funds and trained staff. The major provisions of the 1957 law was the authority given to the councils to set up joint Boards for the operation of work or service, power to collect taxes and levy rates. Although, the 1957 did not bring about any fundamental improvement in the administration of the local councils, particularly in the improvement of socio-economic services, the expectation was that local authorities would enable people to have more equitable access to modern benefits. Such expectations never came and nothing was done to change the laws because by 1957 the agitations have reached its zenith.

### **3.3 Local Government Reform in the 1950s in the Eastern Region of Nigeria**

In view of the fact that the indirect rule system was least successful in the East, the region was the first to flag off local government reforms. The local government ordinance of 1950 provided for remedies of the limitations of the native authority system. The reform was facilitated by the non-existence of centralized political system on which the native authority system was based. The 1950 law represented a clear break with the colonial tradition of native administration and was originated by African politicians working in harmony with a new post war generation of expatriate administrators. The law established three types of local government councils, that is, the county, urban or rural district and local councils, working independently. Each county comprised of six to ten district councils and each district had about ten councils. Each district council was designed to be the center of local government structure and each council was established by an instrument which defined its powers, functions and boundary. The tenure of members was three years. The ordinance provided for direct election to local councils and indirect election from local councils to the district and county councils. Generally, the councils had power to make standing rules and to appoint and dismiss its own staff. However, the regional government could withdraw powers conferred on a council if found wanting and had power to approve all bye- laws, annual

estimate and loans. In addition, the Eastern regional government went further in 1955 to enact a local government law as a replacement to the 1950 ordinance in order to improve on the local government administration. The law laid down the local government areas, their internal divisions or wards, the number of Councilors to be appointed or elected or a mixture of the two. Again, this was the status quo before independence in 1960 and the military intervention in 1966.

### **3.4 Local Government Reform in 1950 in Southern Region of Nigeria**

The Southern communities or kingdoms of Nigeria which consist of the Benin Kingdom, the Urhobo, Itsekiri, Ibibios, Ijaws and Efiks could not really make any reform because of their minority status. Their major problem was that they were divided between the Western and Eastern region. Therefore, reforms in any of the region affected them based on the region they belong to geographically. For example, reforms could affect the Ijaws from the Eastern region differently from the Ijaws in the Western region.

### **4.0 SELF ASSESSMENT EXERCISE**

Discuss the main features of the 1950s local government reforms in Eastern and Southern regions of Nigeria

### **5.0 CONCLUSION**

Local government administration improved from just being a mere native administration to democratic system. The reforms of the 1950s were drastic innovations in the local government system of administration. From that point on, the space of governance began to expand, particularly in the east and western regions where the system of indirect rule met stiff and little oppositions. The reforms also created greater opportunities for more people to participate in their own administration, particularly, the Councilors who were elected.

### **6.0 SUMMARY**

In this unit, we have examined the regional local government reforms of the 1950s in Nigeria. We have learnt that the reform was slow to come in the North, moderate in the Western region and drastic and radical in the Eastern region. The reforms were a turning point in native authority administration in Nigeria. It also created the platform for the future of modern local government in Nigeria.

### **7.0 TUTOR-MARKED ASSIGNMENT**

Discuss the main features of the 1950s local government reforms in Nigeria.

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## **UNIT 4: THE 1976 LOCAL GOVERNMENT REFORMS IN NIGERIA**

### **CONTENTS**

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- 2.0 Objectives
- 3.0 Main Content
  - 3.1 The Standardization of Local Government
  - 3.2 Local Government As Third Tier of Government
  - 3.3 Establishment of Local Government Service Board
  - 3.4 Recognition of Traditional Institutions
  - 3.5 Establishment of Police/Community Relations Committee
  - 3.6 Establishment of Local Government Peace and Security
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

The local government structure and administration in Nigeria took a different turn during the General Murtala Mohammed/General Olusegun Obasanjo military regime of 1975-1979. The regime was the most fundamental in terms of local government reforms that makes the 1976 local government reform in Nigeria a reference point in local government administration in Nigeria. The administration was clear in making local government a third tier of government in Nigeria. The regime came out with what it called “Guidelines for local government reform Federal Republic of Nigeria, 1976”. The intention of the regime was to stabilize and rationalize government at the local level. The regime reform remained the most radical transformation of the local government system in Nigeria.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Understand the standardization of local government administration in Nigeria
- (ii) Appreciate local government as third tier of government
- (iii) Appreciate the establishment of Local Government Service Board
- (iv) Understand recognition of traditional institutions
- (v) Appreciate the establishment of Police/Community Relations Committee
- (vi) Understand the establishment of Local Government Peace and Security Committee

### **3.0 MAIN CONTENT**

#### **3.1 The Standardization of Local Government**

The 1976 local government reforms in Nigeria marks a point of departure from the colonial and post-colonial local government administration. It elevated the local government council to the third tier administration in Nigeria. The reforms made an attempt to correct the defects of the previous local government system in Nigeria and for the first time in the history of local government, we had a document that provided guidelines for the creation of uniform local government in all the states of the federation. One of the major reasons for the 1976 reforms was the persistent instability that characterized Nigeria local government. It was believed that the standardization of the basic structure, functions and powers of local government by the reforms would minimize the problem of instability. The reform spelt out in specific terms the mission of local government as follows; to make appropriate services and development activities responsive to local wishes and initiatives by devolving and delegating them to local government representative bodies; to facilitate the exercise of democratic self-government close to the grassroots of our society and to encourage initiative and leadership potentials; mobilization of human material resources through the involvement of members of public in their local development; to provide a two way channel of communication between local communities and government (both state and federal).

#### **3.2 Local Government as Third Tier of Government**

The special features of the 1976 reforms include among others, local government as a third tier of government; multi-purpose single tier structure; elected local government councils, a unified local government service to be established by each state through the local government service board; each local government area is to have a population of between 150,000 and 800,000, but no town should be spilt no matter its population; 10% statutory allocation to all local councils from the federation account; recognition of traditional council in each local government and a police committee for each local government. With these, local government administration occupies a prominent place in governance in Nigeria. The 1976 reform remains a point of departure for local government administration in Nigeria.

#### **3.3 Establishment of Local Government Service Board**

The 1976 reform empower the various state governments to set up a local government service board to perform personnel management functions as it relates to recruitment, posting, promotion and discipline of all members of staff of the councils. The Board is basically to perform the same kind of functions like the state civil service commission and it is to harmonize salaries, pension, gratuities and other benefits with that of the state civil servant. It is perceived that with the harmonization of these conditions of service with that of the state and federal the sound development civil servants, local government will attract the needed professional and competent personnel for the sound development of local government as a third-tier of government.

### **3.4 Recognition of Traditional Institutions**

The 1976 reform gives statutory recognition to the traditional institutions by setting up traditional council in each local government of the federation. The council is composed of traditional rulers and representative of the council. The council is charged to act as advisory body to the local government; coordinate development plans of the local government by joint discussion and advice; community tax assessment and collection in the area; and control of chieftaincy matters.

### **3.5 Establishment of Police/Community Relations Committee**

The 1976 local government reform also made provision for the establishment of police-community relations in each local government with the sole purpose of enforcing local government laws and maintaining law and order. The Composition is as follows:

- i. Local Government Chairman - Chairman
- ii. Vice Chairman of the local government - Member
- iii. President of the emirate/traditional council or his representative - Member
- iv. The most senior police officer in the local government area - Member
- v. One representative of the Christian association of Nigeria - Member
- vi. One representative of the Muslim organization - Member
- vii. President of the Hotelier association - Member
- viii. President of Market association - Member
- ix. One representative of the non-indigenes association - Member
- x. Two community leaders - Members
- xi. Secretary to the local government - Secretary

The main functions of the committee are as follows:

- i. To regularly assess the performance of the police force in their task of maintenance of law and order.
- ii. To suggest areas of improvement to the police and to assist in achieving closer rapport with the police force.
- iii. To serve as avenue for providing useful information to the police and to improve the image of the police in the public.

### **3.6 Establishment of Local Government Peace and Security Committee**

The 1976 reform also made provision for the establishment of the peace and security committee for the sole aim of maintaining peace and security in the local government. The Composition of the committee is as follows:

- Chairman of the local government Chairman
- One representative of the Nigeria Police force (DPO) Deputy Chairman
- Secretary to the local government Secretary
- One representative of the state security service Member
- One representative of the Army unit (where applicable)
- One representative of the Naval Unit (where applicable)

- One representative of the Air Force Unit (where applicable)
- The most senior traditional ruler in the local Government area or his representative Member
- Two community leaders one of whom shall be a non-indigene of the local government area Member
- Two religious leaders appointed by the local Government chairman Member
- One representative of women organizations (where applicable)

The committee's main functions shall include the following:

- The committee shall meet regularly and its input will be readily available to the meetings of the state security committee.
- It shall review the security situation in the local government area and offer suggestions to arrest unpleasant situations or avert similar occurrences in the future.
- It shall assess the reactions of the people on government policies and programmes with a view to offering suggestions for modifications, etc.
- It shall take stock of immigrant to ensure that they have valid entry papers and to ensure that they do not constitute themselves into nuisance or security risks etc.

#### **4.0 SELF ASSESSMENT EXERCISE**

Examine the functions of the traditional rulers in the 1976 reforms

#### **5.0 CONCLUSION**

The 1976 Mohammed/Obasanjo Local Government Reforms laid a solid foundation for local government administration in Nigeria. The regime was committed to making local government councils a spring board for democratic transitions. Most of the features of the 1976 Local Government Reforms were reflected in the 1979 constitution of Nigeria which ushered in the Alhaji Shehu Shagari civilian administration. The 1976 reform still remain the most comprehensive Local Government Reforms in Nigeria.

#### **6.0 SUMMARY**

We have examined the major features of the 1976 Local Government Reform. The Reforms changed the face and direction of local government administration in Nigeria and have transformed and entrenched Local Government as a third tier of government in the Nigerian constitution up to this moment.

#### **7.0 TUTOR-MARKED ASSIGNMENT**

The 1976 local government reform is of importance in the local government administration in Nigeria. Discuss.

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## **UNIT 5: LOCAL GOVERNMENT AUTONOMY IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 The Meaning of Local Government Autonomy
  - 3.2 Local Government Autonomy and Fiscal Policies in Nigeria
  - 3.3 Institutional Dependence of Local Government in Nigeria
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

Autonomy from literal perspective means the right to explore and exploit ones freedom without interference or intervention from anybody or quarters. In respect to local government, autonomy implies the capacity of third tier of government to use its powers and privileges as enshrined in the constitution. Undeniably, autonomy has been a major challenge to administration of local government in Nigeria because interference and sometimes outright usurpation of its powers by both federal and state government. However, 1976 local reform decree has entrenched an appreciable improvement in this regard by allocating more functions and powers to the system in the bid to strengthen it and ultimately make it an independent unit of government.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Explain the meaning of Local Government Autonomy in Nigeria
- (ii) Understand Local Government Autonomy and Fiscal policies in Nigeria
- (iii) Understand Institutional Dependency of Local Government in Nigeria

### **3.0 MAIN CONTENT**

#### **3.1 The Meaning of Local Government Autonomy**

Local Government is a political authority that is created by the law or constitution vested with substantial powers to manage public affairs within a defined jurisdiction. The above implies that local government commands powers that should be enjoyed without being controlled by higher authority. Hence the need for autonomy which literally means freedom to explore and exploit one's powers. Autonomy has been a source of agitation or struggle since the creation of local government in Nigeria. Undeniably, there has

been improvement in the degree of autonomy granted to the local government by the federal government since 1976, with more functions given to it. To strengthen the philosophy of the local government, the federal government went further to entrench the local government in the constitution of 1979, section 7 paragraph 1 as amended.

### **3.2 Local Government Autonomy and Fiscal Policies**

Public revenue generation and expenditure is one of the most keenly contested issues in Nigeria. Local Government in Nigeria receives statutory allocations from revenue mobilization, allocation and fiscal commission established in 1988. Currently local governments receive 20.6 percent from the federation account. They are also entitled to 10 percent of states internally generated revenue and percentage of Value Added Tax (VAT). Local Government taxes are minimal. Hence this limits their ability to raise independent revenue and so they depend mainly on allocations from the federation account and their own statutory share of state government internally generated revenue. Revenue from the internal sources of local government amounts to a less than significant portion of the local government total recurrent expenditure. Further the inability of local governments to raise substantial portion of their total recurrent expenditure requirements from internal sources have become common knowledge. Reasons for this have ranged from the very narrow revenue base imposed on the local government by the statutory distribution of tax power, corruption to the constant interference on their revenue rights by the state governments in particular. The above clearly indicate the level of imbalance in Nigeria's fiscal federalism and lack of autonomy on the part of local government. The implication is that local government lack adequate revenue generation powers, and by extension expenditure powers because of the tax administrations. Financial autonomy of local government in Nigeria still remains a dream. The Local Government system has lost its relevance in the developmental process as a result of undue interference in the administration, finance and operations by the state governments. This is based on the fact that the local government system in Nigeria has become an appendage of the state government due to the weakness of the political institutions of the state government that has not allowed the local government to operate as the third-tier of government in Nigeria.

### **3.3 INSTITUTIONAL DEPENDENCY OF LOCAL GOVERNMENT IN NIGERIA**

Local government under the present dispensation is confronted with the problem of institutional dependency. Therefore, the existence of local government is a mere administrative expression of the state government. Hence, local governments in Nigeria have for long remained subordinate to the state government. Thus, state exerts profound influence over the structure and functions of local government in Nigeria. 1999 constitution entrusts power on the state legislative to enact a law establishing the structure, composition, powers and functions of local government. Therefore, the state through its legislative arm exerts enormous influence on the roles and process of local government, thereby making it to be dependent. Local Government Reform 1976 provided for the establishment of local government service commission to supervise and monitor staff roles and activities of local governments. Similarly, state assemblies enacted laws establishing local government. Service commission plays the same roles with their federal counterparts. The influence of state chief executives in the management and activities of local governments is one of the factors militating against the autonomy of local government in Nigeria.

This is evidenced in the incessant instances of arbitrary dissolution of local government councils.

#### **4.0 SELF ASSESSMENT EXERCISE**

Explain the term Local Government Autonomy

#### **5.0 CONCLUSION**

The struggle for autonomy at the local government level is aimed at restricting and repositioning local government system. In recent times, the federal government changed its posture and championed the course of local government autonomy. To improve financial autonomy, the federal government initiated direct disbursement of funds to local government, thus preventing the hijacking of the funds of local government by the state governments. In a similar view, the federal government increased the statutory allocation to local governments from 10% to 15% in 1990 and from 15%-20% in 1992.

#### **6.0 SUMMARY**

This unit dwelt extensively on the clamor for autonomy for local government. The meaning of autonomy, factors militating realization of autonomy of local government system, forms dependency that affect the system, and financial autonomy. Undue interference by states has disadvantaged the Local Government system and rendered it incapable of solving the problems at the local populace as envisaged by the proponents by the Local Government administration.

#### **7.0 TUTOR-MARKED ASSIGNMENT**

Adduce and define reasons for local government autonomy in Nigeria.

#### **8.0 REFERENCES/FURTHER READINGS**

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## **MODULE 3: FUNCTIONS OF LOCAL GOVERNMENT**

### **INTRODUCTION**

This module will give an insight on strategic functions of Local Government. Administrative, political and developmental, exclusive concurrent and delegated functions also fall within this study and analysis of this module. It is made up of five units, which constitute our focus of discussion.

UNIT 1 Political functions of Local Governments in Nigeria

UNIT 2 Administrative functions of Local Government in Nigeria

UNIT 3 Economic /Developmental functions of Local Governments in Nigeria

UNIT 4 Exclusive functions of Local Governments in Nigeria

UNIT 5 Concurrent and Delegated functions of Local Governments in Nigeria

# **UNIT 1: POLITICAL FUNCTIONS OF LOCAL GOVERNMENT IN NIGERIA**

## **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 The Facilitation of Local Political Participation
  - 3.2 The Facilitation of Political Autonomy to suit local conditions
  - 3.3 Legislative Functions of Local Government
  - 3.4 Executive Functions of Local Government
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

## **1.0 INTRODUCTION**

Local Government was created by the constitution to enjoy quasi-autonomy as a political unit. Hence this unit will examine the basic political functions of Local Government in Nigeria: Facilitation of Local Political Participation, enhancement of political autonomy, legislative and executive functions of Local Government.

## **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Discuss the facilitation of local political participation
- (ii) Explain the facilitation of political autonomy to suit local conditions
- (iii) Identify legislative functions of local government
- (iv) Discuss executive functions of local government

## **3.0 MAIN CONTENT**

### **3.1 The Facilitation of Local Political Participation**

Generally, local government is said to perform political functions by facilitating the process of political participation at the local level and by bringing government closer to the people at the grassroots. The peculiar nature of local government distinguished it from other levels of government because of all the structures of government that is also present at the local level. Local government permits the local people the opportunity to have a choice and a say in decision making. Due to the fact that the system provides for election of local representatives in the administration of local affairs, political accountability can be assured.

### **3.2 The Facilitation of Political Autonomy to Suit Local Conditions**

The local government also has the political autonomy to adjust governmental programmes to suit local conditions and initiatives. The political autonomy of local government also permits the generation of local inputs into the nation's polity. The local government has executive political powers to formulate policies and programmes for the good governance of the council. It also exhibits legislative powers by making edits and bye-laws for local jurisdictions for the maintenance of peace, order and good government of the localities. The political aspects of local government have improved the advancement of the people over time in terms of political education and enlightenment. However, the political autonomy of local government can sometimes be undermined by the perception and use of political powers by the central ruling elites. Sometimes, it is perceived that the local government has become too political so that the central and local arenas of political activities are merged so that the ruling elites in power at the central government can easily utilize the instruments of local government to enhance their own positions at the central level. It is apparent to state that the local government is an essential aspect of representative government in a democracy. Therefore, the political functions of local government as a unit of government cannot be over emphasized.

### **3.3 Legislative Functions OF Local Government**

In addition to any other powers that may be conferred on it by law, the local government council also performs the following legislative functions:

- a. Debating, approving or amending the annual budget of the local government council subject to the chairman veto which may be set aside by two thirds majority of the members of the local government council.
- b. Vetting and monitoring the implementation of projects and programmes in the annual budget of the local government.
- c. Examining and debating the monthly statement of income and expenditure rendered by the chairman of local government.
- d. Advising, consulting and liaising with the chairman of the local government, and,
- e. Performing such other functions as may be assigned to it from time to time, by an edict or law of the state in which it is situated.

The legislative powers vested in the local government council shall be exercised by bye-law duly passed by the local government council. To become effective, such bye-laws must receive the assent of the chairman of the local government. The chairman may withhold his assent in exercise of his power of veto. If the bye-law is passed again by the local government council by two thirds majority of the members of the councils in such cases, the bye-laws shall become effective and the assent of the chairman of the local government shall not be required in respect of such a bye-law.

The local government council shall before approval of any project ensure that the project is desirable and likely to facilitate the meaningful development of the local government area. It shall ensure that adequate provisions have been made for the execution of each project such that it is not likely to be abandoned and

that development projects are not unduly concentrated in any particular section of the local government area.

Once a project is approved and has received the assent of the Chairman of the local government, the vetting and monitoring role of the council shall be restricted to the following:

- a. Carrying out on the spot inspection of the projects contained in the approved budgets to ensure that the projects are being implemented as approved. This shall involve periodic inspection visits to each project by members of the relevant committee of the local government council.
- b. Comparing situation on the ground with contents of the monthly reports rendered to the local government council by the Chairman of the local government and
- c. Summoning by means of a motion the local government Chairman or any other relevant official of the executive arm of the local government to the council to explain any observed discrepancies.

Finally, the legislative arm also has the responsibility of impeaching the Chairman or Vice-Chairman. A Chairman or Vice-Chairman of local government, who is found guilty of gross misconduct within the context of the existing laws of the federation, could be impeached by the local government council. Impeachment is an instrument of last resort designed to enhance public probity and accountability and shall not be employed frivolously, selfishly or as a tool for personal vendetta or political victimization.

### **3.4 Executive Functions of Local Government**

The executive functions of the local government rest on the chairman and his administrative staff. The chairman of each local government shall be the chief executive and accounting officer of the local government provided his role as accounting officer shall exclude signing vouchers and cheques. For the avoidance of doubt, vouchers and cheque shall be signed by the head of the personnel management department and the treasurer to the local government. The chairman as the chief executive and accounting officer shall perform the following functions:

- i. He/she shall observe and comply fully with the checks and balances spelt out in the existing guidelines and financial regulations governing receipts.
- ii. His/her accountability shall not cease by virtue of his/her leaving office and he/she may be called upon, at any time, even after leaving office, to account for his/her tenure as chairman
- iii. The chairman as chief executive and accounting officer shall face periodic checks in order to ensure full adherence to the finance (control and management) act of 1958 and all amendments. To this end:
  - a. All instructions relating to expenditure of public funds by the accounting officer shall be in writing.
  - b. All accounting officers shall be responsible to account to the public accounts committee for all monies voted for each department and shall be pecuniary liable.
  - c. The chairman as Chief executive and accounting officer shall render monthly statements of income and expenditure and annual reports to the local government council for it to consider and debate in order to

ensure accountability and enforce the performance ethnics. The format and content of the annual report shall place emphasis on performance and concrete achievements of the local government targets and output during the relevant year.

d. The local government chairman shall render quarterly returns of the actual income and expenditure of the local government to the state government for onward transmission to the office of the vice president of the federal republic of Nigeria with a copy to the central bank of Nigeria.

e. The chairman, as accounting officer, shall be bound by the provisions of any other rules, regulations, guidelines, edicts and laws governing the roles and functions of a chief executive and accounting officer.

f. The chairman shall ensure the strict observance of the spending limits by all concerned.

g. All reference to the secretary as accounting officer in the financial regulations and any other rules, regulations, guidelines, edicts or laws shall be construed as reference to the chairman.

h. The chairman shall direct the affairs of the local government and shall allocate responsibilities to the vice chairman, supervisors and the secretary to the local government.

i. The chairman shall hold meetings with the members of the executive committee of the local government i.e. vice-chairman, secretary and supervisors at least once every week.

j. He shall maintain liaison with the local government legislature and the leader of the legislature in the interest of the local government.

k. He shall countersign the annual performance evaluation report of the head secretary to local government.

l. The chairman shall at least once a year, address the local government council and present to the council an account of his/her stewardship, stating clearly his achievements and problems during the year.

m. The chairman shall at the beginning of every year present his budget proposals to the local government council for it to consider and approve.

n. All correspondence flowing to and from the local government shall be in name of the chairman to the local government provided that the chairman shall delegate the processing of such correspondence received in his/her absence as soon as he/she returns to the office.

#### **4.0 SELF ASSESSMENT EXERCISE**

Discuss how local government creates avenues for political participation at the grassroots.

## **5.0 CONCLUSION**

Most nations have adopted what can be described as grassroots-oriented tier of government. This is aimed at encouraging rural dwellers to participate actively and contribute immensely in politics in general and governance in particular. This tier of government has relieved both federal and state of many responsibilities and addressed the critical needs of the local population.

## **6.0 SUMMARY**

This unit dwelt extensively on political functions of local government in Nigeria. It also examined how legislative and executive functions of local government have enhanced or hampered the autonomy of local government system in Nigeria. It is a platform that is to domesticate policies and programmes of government in rural areas. Attempts have been made to streamline the political functions of local government from other functions. It has been exposed that local government generate political activities and encourage popular participation at the local levels. It gives the people at the local level a feeling of belongingness in the nation's policy.

## **7.0 TUTOR-MARKED ASSIGNMENT**

Enumerate the political functions of local government in Nigeria

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## **UNIT 2: ADMINISTRATIVE FUNCTIONS OF LOCAL GOVERNMENT IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Local Government as Administrative Unit
  - 3.2 Decongestion of State Administrative Machinery
  - 3.3 The Vice-Chairman
  - 3.4 The Secretary to the Local Government
  - 3.5 The Supervisors
  - 3.6 Head of the Personnel Management Department
  - 3.7 The Local Government Treasurer
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignments
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

The Local Government system has always been a part of the administrative system of every state from the primitive time to this contemporary time. The only difference is that it has gone through various modifications and development in Nigeria. Abdulrazaq, K. A *et al.*, (2017) agreed that Local Government administration has developed to the extent that it must be given full recognition as gazette third tier of government in Nigeria. Abdullahi, A and Sanusi, A. (2018) gave an insight on basic expectations of local government by the masses.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Identify Local government as administrative unit
- (ii) Understand Decongestion of state administrative machinery
- (iii) Note the Vice-Chairman
- (iv) Note the Secretary to the local government
- (v) Note the Supervisors
- (vi) Understand Head of the Personnel Management Department
- (vii) Identify the local government Treasurer

### **3.0 MAIN CONTENT**

### **3.1 Local Government as Administrative Unit**

The position of the local government in the administrative hierarchy of government is one of the major reasons for setting up local government to perform certain administrative functions which are peculiar to local communities and which the state or local government might not be able to perform effectively and efficiently. This is what gives the local government its distinctive character as a level of government. These administrative functions are recognized as part of the provisions of the constitution. Local government performs administrative functions especially as part of the administrative decentralization of the nation's government. As third-tier of the government, the local government has its own administrative structure such as the executive, legislature and of course the customary courts which acts as part of the judiciary. The attraction of local government as administrative unit is predicated on the fact that the local government is close to the local problems and it is supposed to be better placed to mobilized and manage local resources to meet such problems than the central state government and its agencies.

### **3.2 Decongestion of State Administrative Machinery**

The administrative functions of local government also include the day- to-day running of the local councils. It involves those functions which required detailed local knowledge for efficient performance, those functions in which success depends on community's responsiveness and participation, those functions which are of personal nature requiring provision close to where the individual's lives is affected and; in which significant use of discretion or understanding of individual is needed. Fundamentally, the administrative functions of local government decongest the administrative burden of the state and federal levels of government.

### **3.3 The Vice-Chairman**

The Vice-Chairman who is normally elected with the chairman of the local government is assigned responsibility for the administration of a department of the local government and among others; he/she performs the following functions:

- i. He shall act for the chairman in his absence
- ii. The vice chairman may be called upon at any time even after leaving office to account for his/her tenure as vice chairman.

### **3.4 The Secretary to the Local Government**

The chairman shall delegate substantial parts of his/her administrative and financial functions and authority to the vice chairman, supervisors and the secretary who shall be fully involved in the key decision-making processes of the local government.

The secretary to the local government shall be appointed by the chairman and shall hold his/her office at the pleasure of the chairman, he/she shall:

- i. Serve as the secretary of the meetings of executive committee of the local government and keep the records thereof;
- ii. Coordinate the activities of the departments of the local government;

- iii. Liaise on behalf of the chairman with the local government council through the leader of the council
- iv. Liaise with the secretary to the state government and other necessary state functionaries on state-local relations and
- v. Perform such other duties as may be assigned to him from time to time, by the chairman.

### **3.5 The Supervisors**

The Supervisors shall be appointed by the chairman of the local government in consultation with the local government council. Each supervisor shall be appointed by the chairman of the local government and the supervisor's tenure shall automatically end with the tenure of the chairman who made the appointment.

The supervisors shall be closely and intimately involved in the management of their respective departments by performing the following functions:

- Serving as political heads of their respective departments
- Serving as members of the executive committee of the local government which, in effect, is the cabinet of the local government
- Giving directives to the professional heads of their respective department on general policy issues
- Assisting the chairman to supervise the execution of local government projects within their respective department and
- Carrying out such other functions as the chairman may assign from time to time

### **3.6 Head of the Personnel Management Department**

The head of the personnel management department shall perform the following functions:

- i. Heads of department of personnel management
- ii. Signs all cheques, contractual agreements, local purchase order forms and other documents relating to contracts, supplies etc. subject to the prior approval of the approving authority
- iii. Heads of junior staff management committee as its chairman
- iv. Assists the secretary in the formulations, execution and review of local government policies
- v. Performs other duties as may be assigned to him/her by the chairman or secretary to the local government.

### **3.7 The Local Government Treasurer**

The treasurer to the local government shall perform the following functions:

- i. Performing the duties of chief financial adviser to the local government
- ii. Having responsibility for the administrative control of the financial department of the local government
- iii. Performing duties as chief accounts officer of the receipts and payments of the local government
- iv. Ensuring that the account system as laid down in the financial memoranda is complied with by all the departments of the local government
- v. Having responsibility for budgetary control and supervising the accounts of all the departments of the local government

- vi. Preparing and publishing monthly and annual financial statements of the local government.
- vii. Performing such other related functions as lay down in financial memoranda
- viii. Being a signatory to local government cheques and vouchers
- ix. Ensuring that all instructions relating to the expenditure of public funds are in writing
- x. Making all accounting officers to understand that they are responsible to the public accounts committee for all monies voted for each local government and
- xi. Performing such other related duties as may be assigned by the chairman or by law by the local government council.

All heads of departments shall remain career officers whose tenure of office, remuneration, functions, responsibilities and condition of service shall remain as in the approved scheme of service for local government employees. All substantive heads of department are of equal status. The equivalence of the post of the Director-General in the state public service does not exist in the local government service.

#### **4.0 SELF ASSESSMENT EXERCISE**

Enumerate the main functions of the local government Treasurer

#### **5.0 CONCLUSION**

The focus of this unit is to expose students to basic functions of local government in Nigeria. This will make students to understand the distinction between the third tier and other tiers of government.

#### **6.0 SUMMARY**

We have attempted to discuss the local government as an administrative unit. The Unit exposed the fact that the local government as a third-tier of government has been able to decongest the state and federal levels in terms of administrative burdens. This is also strengthened by the fact that the local government is the first port of call by the people. Again, with the wave of democracy, administration is no longer centralized in one man or authority, therefore, the local government readily comes in governmental decentralization.

#### **7.0 TUTOR-MARKED ASSIGNMENT**

State categorically the administrative functions of local government in Nigeria.

## 8.0 REFERENCES/FURTHER READINGS

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## **UNIT 3: ECONOMIC/DEVELOPMENTAL FUNCTIONS OF LOCAL GOVERNMENTS IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Participation in Resource Mobilization
  - 3.2 Participation in Projects Executions
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

Government which is the ruling machinery of the state is charged by constitution to solve major problems that militate against the comfort of the citizens. The aim, roles of tiers, organs, structure and parasatals of government are systemic in their bid to improve the living standard of the people. The achievement of the above goal requires participation of the people both in resource mobilizations and project executions.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Discuss resource mobilizations
- (ii) Explain project executions

### **3.0 MAIN CONTENT**

#### **3.1 Participation in Resource Mobilization**

One of the major functions of local government is the socio-economic and developmental duties that it performs. Local government is the link for resource mobilization for developmental activities. Without the local government administration, there will be a big gap or de-link between the people and the state and central government. The local government has opened the space for local communities to be involved in socio- economic development as it affects their everyday lives. Such programmes as the community banks, cooperative societies, micro-credit finance, and community health care development, amongst others, have gone a long way to improve the living standard of local communities. These are projects the local communities can easily associate with and thereby easy to mobilize local resources for their implementations.

### **3.2 Participation in Projects Executions**

Some local government councils have even undertaken such projects as inter-states and inter-cities transport system and in the riverine areas, they have been able to establish water transportation system. Some local government councils have undertaken to rehabilitate state and federal roads neglected for a long time for the benefits of the local communities, and in order to facilitate economic activities in the area. The local government, as a unit of government, has been able to reduce rural-urban migration due to its socio-economic activities. However, this progress is sometimes hindered by unfavorable government policies which tend to put the local government in check. Again, these activities can also be hampered where there is a bad chief executive at the local government level.

### **4.0 SELF ASSESSMENT EXERCISE**

Discuss how your local government has been able to mobilize resources for economic development.

### **5.0 CONCLUSION**

In socio-economic development of Nigeria, Local Government System plays pivotal roles. The system by virtue of being close to the people, it aggregates and articulates the problems of the people. The system clearly identified those at the grassroots as core stakeholders in resource mobilization and project execution.

### **6.0 SUMMARY**

This unit extensively explained economic and developmental functions of Local Governments in Nigeria. Local Government is used by state and federal governments to domesticate their strategic programmes at grassroots level.

### **7.0 TUTOR-MARKED ASSIGNMENT**

Examine the socio-economic and development activities of your local government council.

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## **UNIT 4: EXCLUSIVE FUNCTIONS OF LOCAL GOVERNMENT IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Constitutional Provision on Exclusive Functions
  - 3.2 Uniqueness of the Local Government
  - 3.3 Unified Local Government System
  - 3.4 Organization Structure of the Local Government
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

The proximity of local government to the people placed it on a vantage position to understand the problems of the people, strategies for solving them and mechanism for generating feedback from them. Exclusive functions, Uniqueness of the Local Government, Unified Local Government System and Organization structure constitute the focus of this unit.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Identify constitutional provision on Exclusive functions
- (ii) Understand the uniqueness of local government
- (iii) Express the unified local government system
- (iv) Organization structure of the local government

### **3.0 MAIN CONTENT**

#### **3.1 Constitutional Provision on Exclusive Functions**

The Fourth Schedule of the 1999 constitution of Nigeria gives the exclusive functions of the local government as follows: Collection of rates, radio and television licenses; establishment and maintenance of cemeteries, burial grounds and homes for destitute or infirm, licensing of bicycles, trucks, canoes, wheel barrows and cars; establishment, maintenance and regulation of slaughter houses, markets, motor parks, and public conveniences, construction and maintenance of roads, streets, streets lightings, drains and other public high ways, parks, gardens, open spaces, naming of roads and streets and numbering of houses, registration of all births, deaths, and marriages. Others include levying of tenements rates, control and regulation of out-door advertising and hoarding, movement and keeping of pets of all description, shops and kiosks, restaurants, bakeries and other places for sale of food to the public,

laundries and licensing, regulation and control of the sale of liquor.

### **3.2 Uniqueness of the Local Government**

The uniqueness of the local government can easily be deduced from the performance of the exclusive functions. These are the most important functions of local government that have serious implications on the administration, the people, and the environment which is constitutionally required of every local government councils. The ability to perform these functions is part of the criteria for the creation of local government councils.

### **3.3 Unified Local Government System**

In view of the peculiarities of the Local Government Service, and the felt need to protect career Local Government officials from the buffeting of partisan politics, and to ensure the maximum utilization of the scarce high-caliber manpower resources available to Local Government to enhance capable hands in the service and preserve the significant gains made in building the Local Government Services in the recent past, the Unified Local Government System shall remain in each state accordingly, section III (I) of the civil Service Reforms, which forbids the posting of officers “from one ministry to another shall not apply in the Local Government in respect of Local Government employees on Salary Grade 07 and above. However, the posting of officers on Grade Levels 01-06 from one local government to another shall not be allowed save in exceptional circumstance and on mutual agreement among the local governments concerned.

From Grade Levels 07 and above, officers shall come under the control of the Unified Local Government System. Such officers shall be subject to posting to relevant department of various Local Governments provided that the posting of a Head of Department will be done in consultation with the receiving Local Government.

Each Local Government shall undertake the appointment, discipline and promotion of its staff on Grade Levels 01-06 under general and unified guidelines to be provided by the Local Government Service commission while officers on Grade levels 07 and above shall be appointed, posted, disciplined and promoted by the Local Government Service commission provided that all appointments shall be made to unfrozen posts in the approved budget of the Local Government.

With respect to recruitment, appropriate pre-entry qualifications shall be uniformly applied as provided in the approved scheme of service for Local Government Employees.

In carrying out recruitment into the Local Government Service, the Local Government and Local Government Service Commission shall take full account of the geographical spread and socio-economic diversities of the Local Government Area. Each Local Government shall be restructured vertically and horizontally to ensure overall management efficiency and effectiveness with high degree of specialization, job satisfaction, optimum span of control and clear lines of authority and responsibility.

### **3.4 Organization Structure of the Local Government**

Organization structure of a Local Government shall consist of the following Departments:

One (1) Department of Personnel Management

One (1) Department of Finance, Supplies, Planning Research and Statistics

Not more than four (4) "Operations" departments reflecting the basic functions areas of concern of Local Government as follows:

Education

Agriculture and Natural Resources

Works, Housing, Land and Survey; and

Medical and Primary Health

Depending on local circumstances and with the endorsement of the department of local governments in the Governor's office, a local government may have a full department of budget and planning research and statistics, however so called to enhance its management capability provided that the total number of departments does not exceed six. Therefore, any expansion in the local government shall be accommodated through the sub-divisions below the level of department provided that, in each case, the span of control does not exceed six.

Each department shall be sub-divided into divisions to reflect broad professional areas within a department. Each division shall sub-divide into branches to reflect sub-professional area. Each branch shall be sub-divided into sections to reflect specialized activities within a sub-professional area in all cases, the span of control shall not exceed six (6). The department, divisions, branches and sections of local government department shall be headed as in the Approved Scheme of Service for local government employees. Each officer shall bear a functional title reflecting his profession or area of specialization. Other local government employees (e.g. Drivers, Artisans, Messengers, Porters, and Cleaners etc.) shall continue to use their current functional titles, with the existing grade levels attached to them.

Every local government employee who satisfies the laid down criteria for advancement, can rise to the topmost post in the local government service, namely; that of Head of Department. Also, any local government employee that possesses the relevant qualification, training and experience may cross from one department of his/her local government to another department within the local government, in case of posts graded department, or within the Unified Local Government Service shall be subject only to requisite qualification, training experience, good report and vacancy.

Rewards and sanctions shall be based on concrete measurable performance and in consultation with the vice-chairman; secretary to local government and supervisor, a local government chairman shall set the target which employee in the local government shall aim at even in routine matters. In setting targets, it shall be noted that the targets are different from functions or job description. Targets shall be set in terms of time, cost, quantity and/or quality. Again, in setting targets for local government employees, the chief executive shall first take into account the relevant local government policies, the development plan and annual budgets.

The new evaluation scheme is based on four criteria suitably weighted and differentiated between POL 216

categories of staffnamely:

- i. Actual performance compared with performance standards
- ii. Character traits
- iii. Attendance and punctuality at work and
- iv. Leadership performance

The actual evaluation of an officer will take the form of awarding marks in respect of each of the fourcriteria.

The head of a local government department shall be subjected to annual performance evaluation according to weighted criteria based principally on the concrete achievements of the units under him. The head of department will be evaluated by the secretary to local government in consultation with the chairman. The secretary will be evaluated by the chairman of the relevant localgovernment.

#### **4.0 SELF ASSESSMENT EXERCISE**

Differentiate the uniqueness of the local government from the other levels ofgovernment

#### **5.0 CONCLUSION**

The exclusive functions of local government as guaranteed by the 1999 constitution reveal the importance of local government as a unit of government. It is these exclusive functions which the local government alone can perform with much effectiveness and efficiency that gives it its uniqueness as a third-tier of government. It is these exclusive functions that explain the purposeful roles of local government in national development.

#### **6.0 SUMMARY**

This unit brought to limelight those functions of local government regarded as exclusive. It is also these exclusive functions that the citizens at the local communities can easily identify and for which the local governments are held responsible.

#### **7.0 TUTOR-MARKED ASSIGNMENT**

Discuss the importance of the exclusive functions of local government.

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## **UNIT 5: CONCURRENT AND DELEGATED FUNCTIONS OF LOCAL GOVERNMENTS IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Concurrent functions of local government in Nigeria
  - 3.2 Delegated functions of local government in Nigeria
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

This unit will examine all those functions of government which are jointly undertaken by Local Governments and State/Federal Governments. The premise of concurrent functions is that it leads to better and rapid service delivery. These functions are guaranteed by the fourth schedule of the 1999 constitution.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Identify concurrent functions of local government in Nigeria
- (ii) Discuss delegated functions of local government in Nigeria

### **3.0 MAIN CONTENT**

#### **3.1 Concurrent Functions of Local Government in Nigeria**

In a federal system of government, powers are shared between the central and federating units and Nigeria federalism has three-tier of government where the local government is the third-tier. In this arrangement certain powers and functions are devolved to the lower tiers for the good governance of the country. These powers and functions are usually guaranteed by the constitution. The 1999 Constitution of Nigeria provides for local government concurrent list as follows; the provision and maintenance of primary, adult and vocational education; the provision and maintenance of health services; the development of agriculture and natural resources other than the exploitation of minerals; and such other functions as may be conferred on local government by an act of the National Assembly.

### **3.2 Delegated Functions of Local Government in Nigeria**

These are functions that are delegated by the House of Assembly of the State to local government councils and it include such functions as housing and industrial estate, using local government structures for electoral purposes, immunization and distribution of essential commodities, using the local government as a basic yardstick for quota and federal character allocation of resources and positions. These are all part of the covert functions of local government councils.

### **4.0 SELF ASSESSMENT EXERCISE**

Differentiate between concurrent and delegated functions of local government

### **5.0 CONCLUSION**

The place of local government in Nigeria is indispensable because of ever increasing demands of citizens. It is obvious that both Federal and State Governments can no longer cope with the space and challenges of governance, hence the need for this level of governance as the closest to the local population, for efficient and speedy service delivery.

### **6.0 SUMMARY**

In this unit, we have enumerated the concurrent and delegated functions of local governments which they perform jointly or separately with the state and federal governments. We also noted that these functions actually share the burden of governance with other tiers of government.

### **7.0 TUTOR-MARKED ASSIGNMENT**

Discuss the importance of the local government in the performance of concurrent and delegated functions.

### **8.0 REFERENCES/FURTHER READINGS**

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**MODULE 4: SOURCES AND MANAGEMENT OF LOCAL GOVERNMENT FINANCE IN NIGERIA**

**INTRODUCTION**

This module will examine how local governments generate and manage their funds as a unit of government. Consequently, internal and external sources of income, management of local government finance, pivotal roles played by private partners in income generation and management and inter-governmental relations as they affect local governments will be analyzed. This module is made up of five units.

- Unit 1 Internal Revenue Generation for Local Government in Nigeria
- Unit 2 External Revenue Generation for Local Government in Nigeria
- Unit 3 Management of Local Government Finance in Nigeria
- Unit 4 Public Private Partnership (PPP)
- Unit 5 Local Government and Inter-Governmental Relations in Nigeria

## **UNIT 1:INTERNAL REVENUE GENERATION FOR LOCAL GOVERNMENTS IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Taxes
  - 3.2 Rates
  - 3.3 Commercial activities
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

Internal Revenue generation is strategic to the survival and capacity of local government to discharge her responsibilities to the people. Prudence in generation of the revenue and level of commercial activities determine the level of income accruable to the local government. Taxes and tenement rates remain major sources of internal revenue. Adamu, S. (2019) in his work titled “Local Government finances in Taraba state” lucidly explained how mismanagement of resources especially funds in the local government system affect her capacity to discharge her statutory obligation to the rural dwellers.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Discuss taxes
- (ii) Explain rates
- (iii) Explain commercial activities

### **3.0 MAIN CONTENT**

#### **3.1 Taxes**

This is one-way local government raise their revenue by taxing the workable adults in the community. This is referred to as poll tax and it is supposed to be a substantial source of annual income for the council. Unfortunately, because of lack of adequate population statistics, it is difficult to adequately know and tax the employable adults in the locality. This is coupled by the fact that there is large scale evasion of taxes in Nigeria by the simple excuse that the rate of unemployment is high.

#### **3.2 Rates**

This is another major source of revenue for the local government councils and involves a wide range of activities where fees are charged. These include among others; tenement rate, radio and television licenses

fees, bicycle license fees, hoarding permit fees, motor park fees, registration of marriage fees, registration of birth and deaths, slaughter fees, truck operation fees, advertisement fees, market fees, hawkers permit, registration of local government contractors' fees, administrative charges, sale of liquor fees, sale of land of local government layout, dispensary and maternity and registration fees, miscellaneous receipts. The list is not exhaustive. Rates often times are flat irrespective of the ability of the payee to pay. This is one of the major defects of rates which make payers to avoid paying whenever they can.

### **3.3 Commercial Activities**

This is another major source of revenue for the local government council. It involves the council administration management ability to engage in commercial activities such as setting up of business ventures which might include micro finance, savings and loans or mortgage finance, building of stalls and shopping malls, renting out of local government properties like reception halls, chairs, canopies, tables, hire of local government plants such as tractors, generators, local and interstate transportation and ferry and boat transportation in the riverine areas and commercial farming amongst others.

### **4.0 SELF ASSESSMENT EXERCISE**

Draw a sharp distinction between taxes and rates

### **5.0 CONCLUSION**

Notwithstanding the regular flow of statutory monthly allocation from federation account, local governments explore and exploit other sources of income to augment monthly allocation. However, the internally generated revenue is the most difficult for the local government to generate and the level of income generated is dependent on the instruments used in the process.

### **6.0 SUMMARY**

In this unit, we have reviewed and discussed the various avenues and means through which local government generate its internal revenue. We have been able to expose the fact that the internally generated revenue can be grouped into three major areas, that is, taxes, rates and commercial activities. In contemporary times, local government councils with good management are likely to raise more internal revenue through commercial activities than through taxes and rates which are often times fixed and could be avoided by prospective payers.

### **7.0 TUTOR-MARKED ASSIGNMENT**

Discuss the three major sources of internally generated revenue for local government councils.

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## **UNIT 2: EXTERNAL REVENUE GENERATION FOR LOCAL GOVERNMENT IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Statutory Allocation
  - 3.2 Grants
  - 3.3 Loans
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

Local government also has another avenue of generating revenue other than the internally generated revenue. The other avenue is regarded as external revenue generation. The externally generated revenues are those revenues that local government acquired without a direct burden on the citizens of the locality. These are revenues that are given to local government for development of the citizens and for good government of the local government areas. The three major sources of externally generated revenue are the statutory allocation, which is often times very political in the allocation; the next is grants which must satisfy certain conditions before it is given and loans which attract some level of interests.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Explain statutory allocation
- (ii) Explain grants
- (iii) Explain loans

### **3.0 MAIN CONTENT**

#### **3.1 Statutory Allocation**

The 1999 Constitution of Nigeria made provisions for statutory allocations of public revenue to local government councils within the state. Section 7 (6a-b) of the constitution provides that the federal and states government are required by law to provide funds for local government to develop and for the administration of good government. This is a major source of revenue to the local government and it is usually reviewed upward. The statutory allocation to local government councils was 10% of the Federation Account in 1979; it was reviewed to 15% in 1991 and 20% in 1992. The statutory allocations

have always been a major source of political debate as there are always agitations for more allocations from the federation account. The federal government on its own part has always fulfilled its obligation of releasing to local governments their statutory allocations but state governments have often times failed in meeting with this obligation. In fact, because of the allocations from the federal government, many states have proposed a joint account for states and local governments so as to control the local government funds. In some regimes like the Obasanjo civilian regime, many local government councils were made incapacitated and weak. And many local government chairmen have taken this as an excuse not to meet up with the constitutional and administrative obligations to the citizens in their council areas of jurisdiction.

### **3.2 Grants**

Grant is another avenue of the externally generated revenue to local governments. Grants is different from statutory allocations because while statutory allocations are mandatory and constitutional rights of the councils, grants are voluntary and seasonal depending on the exigencies of federal and state governments. Grants could also come from the state or federal governments to local governments to help them undertake certain developmental projects. Grants are often earmarked for particular projects that are of utmost important to the local communities. Such projects are often supervised by the donor of the grants in order to be sure that the aim is achieved. Grants can also be for recurrent purposes. Apart from capital projects, recurrent grants can be given to local government to meet up with certain obligations like the payment of staff salaries. Again, it is often said that the relationship between the state, federal and local governments determine the level and frequencies of the grants received.

### **3.3 Loans**

This is another source of revenue for the local government. Loans are often sort from financial institutions by local government for both short- term and long-term projects. Often times, local government councils raise loans to invest in capital projects such as road transportation, building of shopping malls and financing budget deficits. Loans are often discouraged because of mismanagement and embezzlement by corrupt local government officials who perceived the loans as personal funds. Again, some officials undertake series of loans from financial institutions and passed the burden over to the incoming administration, which weaken the financial base of the local government council.

### **4.0 SELF ASSESSMENT EXERCISE**

Develop feasibility on how your local government can access a loan from a financial institution.

### **5.0 CONCLUSION**

Finance, whether through internal or external revenue generation is very important in local government administration. There is no meaningful project that can be achieved without adequate finance. The external revenue generation is a major source of local government finance. In fact no local government can survive without external revenue generation, particularly from the statutory allocations.

## **6.0 SUMMARY**

In this unit, we have discussed the three main sources of externally generated revenue, that is, statutory allocation, grants and loans. We have discussed that statutory allocations and grants are from the State and Federal governments to local governments. While the statutory allocations are compulsory and guaranteed by the constitution, grants are voluntary and come periodically when it is perceived that such grants will be necessary to undertake a project of utmost importance to the local government area.

## **7.0 TUTOR-MARKED ASSIGNMENT**

Examine the differences between internally generated revenue and externally generated revenue of local government.

## **8.0 REFERENCES/FURTHER READING**

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## **UNIT 3: MANAGEMENT OF LOCAL GOVERNMENT FINANCE IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Financial Management under the Military Regimes
  - 3.2 Financial Management under the Democratic Regimes
  - 3.3 Spending Limits
  - 3.4 Internal Audit
  - 3.5 Local Government Audit Alarm Committee
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Mark Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

Management is the ability to have prudent control of the available sources and the ability to utilize these scarce resources to the optimum, particularly for the development and the welfare of the citizens. Financial management involves the prudent utilization of the income and expenditure. Although the development of every society depends on the amount of resources available to them, but most importantly, it is the method and means by which these resources are employed that give the ultimate results. Evidence has shown that poorly managed resources have been responsible for our lack of concrete development. In view of this, checks must be put in place on the prudent utilization of the financial resources of local government in order to avoid the excesses of those in authority to manage these resources.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Understand financial management under the military regimes
- (ii) Understand financial management under the democratic regimes
- (iii) Explain spending limits
- (iv) Explain the functions of the internal audit
- (v) Understand the functions of State Auditor General for Local Government
- (vi) Understand the functions of local government Audit Alarm Committee.

### **3.0 MAIN CONTENT**

#### **3.1 Financial Management under the Military**

Local government financial management under the various military regimes was basically to the dictates

of the sole administrators who were appointed by the various states military governors. The sole administrators were not in any way accountable to the people but to the regimes or military administration. Again, the sole administrators were career civil servants who were perceived to be in good book of the military governors, they were often times not chosen on merits. And because, they were not chosen by the people, they were not also accountable to the people. Therefore, many of the local government councils were full of abandoned projects; teachers and other local government workers were owed salaries of several months and years. The point must be made that local government statutory allocation was increased and guaranteed during the 1976 local government reforms and during Babangida regime, the fact also remains that these finances were diverted into private pockets and the projects the money were meant for never saw the light of the day. Basically, management of finance of local government in military regimes was just an avenue for embezzlement of funds as accountability was to the extent to which the regime perceived it.

### **3.2 Financial Management under the Democratic Regimes**

Management of finance under democratic regimes is more prudent because there are so many checks put in place for financial control. One of such control is the legislative control. Local government operates under a legislative framework established by the constitution. These legislative provisions constitute the system of control binding the local authorities on financial disbursement. Technically, the local government operates under three levels of legislative framework. That is, the National Assembly, the State Assembly and the Legislative Councils, but practically operates more under the local councils legislative councils who are directly responsible for the budget and implementation of the local government finance. The chairman and its supervisory councilors operate the budget of the council as passed by the legislative councilors. At the federal and state levels, the legislature can pass a law on financial management and the local government is bound to conform. There are also the financial and monetary regulations and policies of the central government that also affects the financial management of local government. It is now the financial policies of the central government to publish all monies allocated to both the state and local government. This is further strengthened by the use of both internal and external auditors who must audit the spending activities of the local government. Other forms of management of the local government finance include grants which are not to be lodged in the central purse of the local government accounts but are meant for special projects and finally, loans which are also meant for investment purposes or for debt settling. However, it is important to state that the human factor and the financial and management skills of the personnel of local government must not be ruled out. The more skillful and efficient the personnel of the council are, the better, the utilization of local government resources.

### **3.3 Spending Limits**

It is no longer necessary to maintain spending limits for the executive committee of the local government (consisting of the local government chairman, vice-chairman, supervisors and the secretary to the local government, treasurer in attendance) as in the past. This is subject to the following conditions:

(i) The provision of the financial memoranda should be scrupulously adhered with particularly those relating to the control expenditure as well as contract, purchases, payments and personal advances procedures;

(ii) The projects should be contained in the approved budget or approved supplementary estimates of the local government for the year;and

(iii) For the avoidance of doubt, it shall no longer be necessary to refer any contract, whatever its size, to any organ or functionary of the state government for approval provided the project had received the prior approval of the legislative arm of the local government during the normal process of the annual budget exercise.

However, individual monthly spending limits will be maintained for local government functionaries as follows:

Functionary	Annual Internally Generated Revenue		
	Above N 2m	N1-2m	Below N1m0
Chairman	75,000	30,000	15,000
Leader	20,000	12,000	7,000
Vice-chairman	18,000	9,000	5,000
Secretary	15,000	8,000	4,500
Supervisor	15,000	8,000	4,500
Clerk	8,000	4,500	3,000
Head of department	8,000	4,500	3,000

The individual spending limits are subject to the following conditions:

(i) All expenditures approved by an individual officer shall be reported within a week to the next higher officer for information

(ii) Each officer authorizing expenditure shall be held personally accountable even after leaving office, for the expenditure approved by him

(iii) The limit of authority to approve expenditure shall be subject in the usual manner to budgetary appropriation, availability of funds and financial memoranda

(iv) All expenditure beyond the individual spending limits shall be referred to the next budgetary appropriation, availability of funds and financial memoranda

(v) The total monthly expenditure authorized by each officer shall be formally reported in the monthly statement expenditure rendered to the legislative arm of each local government

(vi) Until all local governments can boast of qualified personnel in budget preparation, the inspectorate staff of local governments in the deputy governor's office shall continue to assist needy local government in ensuring that the budgets are prepared in accordance with stipulated guidelines

(vii) All contractual agreements, local government purchase orders, job order forms or such other documents relating to contracts, supplies etc, shall be signed by the head of personnel management department only after the appropriate approving authority has given the necessary approval. If the head of personnel management department observes any irregularity, he/she shall invite the attention of the approving authority to it. However, if that authority insists, he/she shall raise an audit alarm

(viii) The inspectorate staff of the deputy governor shall continue to provide technical assistance, advice

and guidance (not control) to local governments as and when necessary

(ix) All approvals for expenditure shall be in writing

### **3.4 Internal Audit**

Every local government is to have an internal audit headed by a qualified accountant to provide a complete and continuous audit of the accounts and records of revenue, expenditure, plant, allocated and unallocated stores where applicable. Notwithstanding the existence of an audit unit in a local government, The individual officer's responsibilities shall subsist and departmental checks shall continue. The internal Auditor of each local government shall be directly responsible to the accounting officer. He shall submit to the accounting officer, as well as the state auditor general for local governments, on the true progress of the audit. He shall also issue special reports, if necessary, where in his opinion; the attention of the state auditor general for local governments should be drawn to any irregularity or apparent departure from earlier internal audit reports/recommendations. In any local government where a system of stores stock verification does not exist, the internal auditor shall assume the control of stock verification staff and direct their programme of inspection.

### **State Auditor-General for Local Government**

The state Auditor-General for local government shall perform the following functions:

- (i) Has power to carry out, on regular basis, the auditing of local government accounts;
- (ii) Has power to sanction and surcharge any officer as stipulated in the guidelines governing offences and sanctions. However, appeals against such decisions shall be to the public accounts committee which shall be a permanent body of government with power to hear and determine such appeals;
- (iii) Be the chairman of the local government audit alarm committee;
- (iv) Has access to the state governor through the governor's representative on the audit alarm committee and;
- (v) Notifies the public accounts committee of audits of significant importance and serious pre-payment audit queries for which the accounting officer of the local government is liable or responsible. In addition, any other sensitive issue which, because of its urgency cannot wait until the committee is convened, shall be dealt with by the state Auditor-General for local governments.

The state Auditor-General for local governments shall be appointed by the state governor in the same manner as the state auditor general. He shall possess qualifications and cognate experience comparable with those of the state auditor general with whom he shall enjoy with those of the state Auditor General.

The state Auditor General for local government shall have an independent outfit and shall be based at the state headquarters. Audit queries shall be addressed to the chairman and answered within the time limit stipulated in the rules governing offences and sanctions. Where the query concerns the accounting officer, it shall be answered by him in person. If the accounting officer does not respond within the stipulated time limit to a query that affects his office, the state auditor general for local governments shall inform the public accounts committee, the governor and the relevant legislative arm of the local government in writing.

Where the failure to answer the audit query is by an officer other than the chairman of local government, the state Auditor-General for local government shall impose, through the local government service commission, the necessary sanctions or punishment on the erring officer who shall have the right to appeal to the public accounts committee.

To ensure the effectiveness of audit functions, all local governments entering into contract agreements is supposed to include a clause enabling the state Auditor-General for local governments have access to sites for purpose of auditing or monitoring contract performance.

### **3.5 Local Government Audit Alarm Committee**

Every state is supposed to have a local government audit alarm committee in each state comprising the following:

- (i) State Auditor-General for local government
- (ii) Director of local government inspectorate (representing the governor's office)
- (iii) Representative of the state Accountant General's office

The work of the Audit Alarm Committee shall be facilitated by the following local government officials:

- (i) All Heads of Department
- (ii) Treasurer to local government and
- (iii) Head of Internal Audit

It shall be their individual and joint responsibility to alert the local government audit alarm committee before irregular or illegal payment is made. Failure to do so promptly will make them liable to appropriate share of punishment as provided under the guidelines on audit queries and sanctions.

It shall be an offence for any local government functionary to process any queried payment under the audit alarm system any further, without an audit clearance certificate issued by the state Auditor General for local governments once a prepayment audit alarm has been raised.

All revenue officers of local government shall ensure the collection of revenue and shall continue to account for them and render returns to local government treasurers in accordance with the existing financial regulations. Local governments shall render monthly returns of receipts and expenditure to the legislative arm of the local government and the state auditor general for local governments with copies to the governor's office not later than the third week of the following month.

The office of the treasurer to the local government and that of the internal auditor shall be strengthened to enable them function more effectively.

### **4.0 SELF ASSESSMENT EXERCISE**

State the differences between financial management under the military and democratic regimes

## **5.0 CONCLUSION**

The management of local government finance is very important in the life and survival of the local government. As a result of the mismanagement in the past, emphasis is now being placed on accountability and transparency, good governance and the rule of law. Financial and monetary policies are being put in place to regulate financial spending and budgeting.

## **6.0 SUMMARY**

In this unit, we have been able to examine the modes of financial management of local government. We discussed the financial management under the military regimes which were less accountable to the people and the people could not also call for accountability because of the dictatorial posture of the military regimes. On the other hand, we discussed financial management under the democratic regimes. We found out that there are checks, policies and regulations put in place for prudent financial management. These include legislative control, the financial and monetary policies, auditors, grants and loans for specific projects as control mechanisms

## **7.0 TUTOR–MARKED ASSIGNMENT**

Discuss the various ways local government finance can be efficiently managed

## **8.0 REFERENCES/FURTHER READINGS**

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## **UNIT 4: PUBLIC-PRIVATE PARTNERSHIP (PPP)**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Forms of Public-Private Partnership
    - 3.2 Characteristics of Public-Private Partnership
    - 3.3 Reasons for Public-Private Partnership in Local Government in Nigeria
    - 3.4 Advantages of Public-Private Partnership in Local Government in Nigeria
    - 3.5 Public-Private Partnership and Economic Development in Local Government in Nigeria
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

In this unit, we shall examine the adoption of Public-Private Partnership (PPP) as a veritable instrument for transparent management of local government scarce resources. Public-Private Partnership allows local government to transfer exclusive rights to a private agency to develop and/or operate an infrastructural facility under certain conditions for a fixed period which is usually long term. Its introduction will re-jig local government administration by reducing the intractable problems, ineptitude and gap between programmes of local governments and the desire of rural dwellers.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Understand and explain the meaning of public-private partnership
- (ii) Explain the impact of public-private partnership on economic development of local government in Nigeria.

### **3.0 MAIN CONTENT**

#### **3.1 Forms of Public-Private Partnership**

Classification of Public-Private Partnership is strictly dependent on certain criteria: project involved, type and ratio of sharing risk, modality for sharing return on investment (i.e. profit), duration of partnership (contract), type and level of commitment (i.e. roles) of both parties as gazetted in the agreement. Consequently, we have:

- (i) Build Operate-Transfer (BOT)
- (ii) Design Build Operate
- (iii) Concession

Build Operate and Transfer is a form of contract that empowers private partner to design, build, finance, and operate a project and generate revenue for a period of time enshrined in the contract. However the management of the agreed project or facility by the private partner remains his exclusive responsibility while the ultimate ownership rests with the local government. Design Build Operate refers to those projects owned, financed and constructed by government. Private partner is usually contracted to manage those facilities for specific target (i.e. expected services or output and dividends).

Concession bestows temporary right of ownership on private investor known as concessionaire. He is expected to take control of operation, dividends and authority of the facility for the period stated in the contract. The period or span of the concession is usually longer than Design Build projects. Ownership of the facility at stake is reverted to the government when the span of the contract elapses.

### **3.2 Characteristics of Public-Private Partnership**

It is important to point out the difference between public-private partnership and privatization. The latter is outright sale of public investment to private individuals or private corporate entities with its attendant transfer of ownership. With reference to any investment under public-private partnership, the ultimate ownership rests with the public through its agency called government.

Basic characteristics of public-private partnership include the following:

- (i) Investments are joint initiative of government and non-government actors
- (ii) It is a creation of law i.e. it draws inspiration, guidance and functions from relevant extant laws of the constitution
- (iii) Being an offshoot of a contract, the responsibilities and accrual of both parties are spelt out in the deed of partnership
- (iv) Risks involved in such project are borne by both parties either equally or in relative proportion.
- (v) Major contributions of private partner are expertise, prudence, fund and efficiency while government bestow legitimacy by adopting and adapting either to her public policy or constitution of the state.
- (vi) Remuneration of private partner is strictly dependent on quantity, quality and time bound output.

### **3.3 Reasons for Public-Private Partnership**

Various reasons have been canvassed for adoption of public-private partnership. Notwithstanding plethora of reasons, you are advised to be focused on those that are relevant to local government administration in Nigeria. Some of those reasons include:

- (i) Curbing of Corruption: Corruption literally means any act of dishonesty and illegality exhibited by a person while occupying public office. Operationally, corruption is perversion of one's public office or official designation for personal aggrandizement or enrichment. Corruption is usually epitomized by embezzlement, looting, nepotism, injustice etc. Corruption has crippled local government system in Nigeria. Allocation that accrues from federation account, internally generated revenue and other funds meant to take care of problems of rural dwellers are constantly diverted to personal accounts.
- (ii) Expertise: Most of the projects that require public-private partnership demand high level of expertise

or skill because of the services needed. Expertise refers to unique knowledge in particular field of endeavor. Optimum identification of appropriate resources (both human and material), maximum utilization of needed resources and projection of output-cum-dividend constitute major indices of measuring expertise.

In local government administration of Nigeria, employment is mainly based on political patronage, geographical spread and other considerations devoid of expertise. This has hampered management of resources, formulation and execution of strategic projects and services delivery of local government administration in Nigeria. Private partnership has played pivotal role in revamping the system. The reason is not far-fetched because remuneration accruable to private partners is strictly dependent on performance i.e. service, output generated.

(iii) Efficiency has to do with the delivery of services or output in consonance with quantity, quality and time, but over the years, local government system has been ridden with inefficiency. Unqualified personnel, paucity of resources and fund, overlap of duties, interference and intervention by state government, poor remuneration just to mention but a few, account for high level of inefficiency in the local government system. The aim of private partner is to maximize profit through prompt quality service delivery. From the above, it is instructive to note that expertise and efficiency are partners in progress or better still that efficiency is an offshoot of expertise.

### **3.4 Advantages of Public Private Partnership**

Advantages of public-private partnership include:

- (i) Quality/quantity of output
- (ii) Prompt service delivery
- (iii) Optimum utilization of resources
- (iv) Reduction of risks and wastages
- (v) Reduction of underemployment and redundancy

Adoption of public-private partnership in the local government system has enhanced quantity and quality of production of goods and services. Contribution of more improved expertise by private investors and ultimate aim of maximizing profit usually repositions production for greater exploits or achievements. Bureaucracy with challenge of Red-Tapism (i.e. prolong protocol) has hampered services at the local government level. Public-private partnership discards unnecessary protocol in its operations. The above entails quick decision-making procedure, rapid response mechanism, quick mobilization of resources-cum-funds, articulation of strategy, incisive analysis of needs of indigenes and residents of local government areas, fund generation etc. The above salient attributes of public-private partnership expedite service delivery.

Achievement of any policy requires adoption and deployment of relevant resources. It requires also prudent management of resources. Experience garnered over the years has proved that private partners or investor manage resources better than government. The reasons for the above axiom are:

- (i) Private partners are mainly experts
- (ii) They have zero tolerance for wastage.
- (iii) They are profit oriented
- (iv) The contract that engages them is subject to renewal and abrogation based on performance.

Every investment involves what is regarded as Risk Portfolio which is the level and type of risk inherent in that investment. Private partners by virtue of their expertise are eminently qualified to analyze potential risk of any investment. Redundancy refers to a situation where workers either are idle or generate output that does not justify their wages. Redundancy reduces output and this also impact negatively on the profit. This is an area that Public-private partnership is positioned to play pivotal role.

### **3.5 Public-Private Partnership and Economic Development**

Public-private partnership has assisted in the efforts of local governments in tackling the needs of rural dwellers. Construction of feeder roads, collection of tolls from roads and markets, vigilante activities, management and disposal of waste, generation of internal revenue, digging and servicing of boreholes and other water schemes etc. have boosted developmental strives in the local government areas.

### **4.0 SELF ASSESSMENT EXERCISE**

Discuss major classification of public-private partnership

### **5.0 CONCLUSION**

Notwithstanding the various reforms aimed at restructuring and repositioning of local government administration in Nigeria in order to tackle the problem of rural dwellers, the impact of this strategic tier of government is yet to be felt by the people. Hence the need to involve private investors in assisting the local government performs the statutory roles of the local government. Public-private partnership has performed creditably in vital areas such as revenue generation, auditing, management of facilities, waste disposal etc.

### **6.0 SUMMARY**

This unit has examined the importance of adopting PPP as the strategy aimed at assisting the local government in the discharge of their statutory responsibilities. PPP model allows local government to transfer risk to a private investor to use his expertise to develop and operate or supervise an infrastructural facility under agreement with mutual benefits.

### **7.0 TUTOR MARKED ASSIGNMENT**

Explain the impact of public-private partnership in rural development

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## **UNIT 5: LOCAL GOVERNMENT AND INTER-GOVERNMENTAL RELATIONS IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Federal-Local Government Relations
  - 3.2 State-Local Government Relations
  - 3.3 Local-Local Government Relations
  - 3.4 Two-Way Relationship
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Reading

### **1.0 INTRODUCTION**

In a federal system, the issue of inter-governmental relations has become more and more important in contemporary times. The federal principle involves the central government and federating units. Nigeria operates a third-tier federal system, which presupposes that the three tiers must relate vertical and horizontally for the good government of the country. The stability of the federal system depends on the level of collaboration of all levels of government. Inter-governmental relations are the level of positive or negative interactions and transactions among the various units of government. In modern times, with the expansion of government activities, it is no longer fashionable for government to operate in isolation therefore, the scope of inter-governmental relations have expanded to accommodate the socio-political and economic issues that bothers on the lives of the government and citizens. Local government relates with other levels of government in three ways, that is, federal-local government relations, state-local government relations and local–local government relations. The first two are vertical relations while the last is regarded as horizontal relations.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Explain federal-local government relations
- (ii) Discuss state-local government relations
- (iii) Explain local-local government relations
- (iv) Understand two-way relationship.

### **3.0 MAIN CONTENT**

### **3.1 Federal-Local Government Relations**

This is a vertical relation that involves the federal and local government in carrying out programmes and policies which the federal government cannot carry out alone. For better implementation of such programmes, which is perceived to have a lot of local contents and implications, the local government must be carried along at the level of its formulation and implementation. Government programme such as National Economic Empowerment and Development Strategy (NEEDS) is also replicated at the local government level as Local Economic Empowerment and Development Strategy (LEEDS) in order to achieve the goals and objectives at the local level. The Expanded Programmes on Immunization (EPI) of the federal government cannot be successfully implemented without the involvement of the local government councils. There is also the relation in the areas of control of local government by federal government. After all, the local government is the creation of the federal government, therefore, the federal exercise some level of policy control over the local government particularly in the areas of financial and statutory allocation, health, education, and transport amongst others.

### **3.2 State-Local Government Relations**

This is the most popular and the closest inter- governmental relations. The local governments feel that they belong more to the state than the federal. Most of the state policies and programmes are often times projected to be executed at the local government level. Co-operation between state government and local government councils might be vertical, but the relationship is almost fused because it occurs on a daily basis. Political party difference or ideology is almost non-existent in state–local government relations. As a matter of fact the state policies cannot be successful implemented without the co-operation of the local government councils. Since the federal is an abstraction, it is the state and local government that can relate in practical terms. Therefore, states cannot afford to isolate the local government from the implementation of its programmes. State and local government co-operate in almost every areas, such as education, health, human development feeder roads, transport, politics and finance.

### **3.3 Local-Local Government Relations**

This is a horizontal relation. Co-operation can be in the area of economic venture or in the area of solving common problem that affect their corporate existence. For instance, two local governments may decide to construct a feeder road that links them to an urban Centre. There can also be co-operation in the areas of political and social economic issues of a national scale. For instance, if the local government councils feel that their political right is being threatened, they may co- operate in order to speak with one voice which will gather more magnitude than each pursuing their case individually. This is one of the reasons for the formation of the Association of Local Governments Chairman of Nigeria (ALGON), Association of Local Government Secretaries, Association of Local Government Treasurers, etc. Basically local-local relations are to discuss and co-operate in the areas that affect the people of the locality, which often times are people of the same ethnic nationality.

### **3.4 Two-Way Relationship**

Inter-government relations are a two-way relationship which de-emphasizes all about central control of the units but brings out the true nature of the relationship which rests effectively upon a mutual flow of policy-making and technical information. In other words, for the central government to make the right policy, it depends on the unit to make or supply the necessary technical information. The complementary nature of central-local government relations rests its principles on inter-governmental relations.

### **4.0 SELF ASSESSMENT EXERCISE**

Discuss the kind of cooperation that exists between the local government and other levels of government.

### **5.0 CONCLUSION**

Inter-governmental relations are for the co-operation of governments at different levels for the successful implementation of programmes and policies with the needed effectiveness and efficiency. No single level of government carries out programmes and policies that involve the daily existence of the people without the co-operation of all the levels of government. However, the nature of inter-governmental relations does not always present a rosy situation of co-operation, acceptance, peaceful, smooth and friendliness at all times. Relations among the federal, state and local governments can sometimes be very hostile and antagonistic. Particularly, where the political ideology or party is different, where there is personality clash, perception of political and party leaders etc. In fact, discontentment and disagreement are even more rampant under the democratic dispensation because of the freedom of expression, association and democratic principles than under the military regime where everyone is to conform to the dictates of the ruler. It is pertinent to conclude that, the more the three tiers of government co-operate in the implementation of programmes and policies, the more developed and united the federal system will be and the more the people will benefit from the government policies.

### **6.0 SUMMARY**

In this unit, we have been able to discuss the three levels of governmental relations as it affects the local government. There are basically five levels of inter-governmental relations who are; federal-state relations, federal-local relations, state-state relations, state-local relations, local-local relations. Our area of concern does not include federal-state and state-state relations. However, this could also have certain influence on the areas that we have discussed. We have explained that inter-governmental relations have a great advantage in the successful implementation of programmes and policies that affect the lives of the people positively. We have also stated that inter-governmental relations can sometimes be very hostile which can have a backlash on the programmes and policies of government.

### **7.0 TUTOR-MARKED ASSIGNMENT**

Examine the three levels of inter-governmental relations as it relate to local government.

## 8.0 REFERENCES/FURTHER READING

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**MODULE 5: PROBLEMS OF LOCAL GOVERNMENT IN NIGERIA.**

**INTRODUCTION**

This module gives an insight into the plethora of problems militating against the performance of local government administration in Nigeria. Political, Socio-Economic, developmental and Financial problems are closely examined. Misappropriation of fund in local government system is thoroughly analyzed. In this module, we shall succinctly look at five units.

- Unit 1 Political Problems of Local Government in Nigeria
- Unit 2 Socio-Economic Problems of Local Government in Nigeria
- Unit 3 Developmental Problems of Local Government in Nigeria
- Unit 4 Financial Problems of Local Government in Nigeria
- Unit 5 Misappropriation of Funds in Local Government in Nigeria

## **UNIT 1: POLITICAL PROBLEMS OF LOCAL GOVERNMENT IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Local party Rivalries
  - 3.2 Political Rivalries between State and Local Government
  - 3.3 Frequent Political Reforms
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Reading

### **1.0 INTRODUCTION**

Local Government in Nigeria just like any other Government institution is confronted with a number of problems and challenges. These problems and challenges influence and sometimes hamper the effective and efficient performance in the discharge of its functions. Local Government over the years has been facing a lot of problems which have militated against its ability to function optimally and to actually develop as a strong tier of Government. Okechukwu, M. I *et al.*, (2020) identified one of the major problems of the Local Government as interference by state government.

### **2.0 OBJECTIVES**

At the end of this unit, you could be able to:

- (i) Understand local party rivalries
- (ii) Explain Political rivalries between state and local government
- (iii) Understand the frequent reforms
- (iv) Explain frequent interference by state and federal governments.

### **3.0 Main Content**

#### **3.1 Local political Rivalries**

One of the major problems of local government is political problems, which bother on the fact that local government is regarded as a training field for political participation. Therefore, local government is regarded as a guinea pig for politicians. There is also the problem of sharing of key political posts such as the chairman, Councilors and supervisory Councilors. Politics at the local government is highly

tempestuous, which involves a lot of victimization and discrimination. Rather than pull resources together for the advantage of the community, energy is dissipated on minor irrelevancies such as interpersonal rivalries, party differences, godfatherism, and location of ward and local government headquarters. There is also the problem of rivalries between the executive and the legislative arm of the local government. In such situations, the Chairman of the Local Government feels a sense of supremacy over the Councilors and therefore undermines the power of the Councilors. This normally creates a lot of rift to the extent that each Councilor and the Chairman appeal to the sentiments of their people thereby causing serious problems at the grassroots.

### **3.2 Political Rivalries between State and Local**

Another dimension of political problem at the local government is that which might result between the local government authorities and the state government, particularly when they subscribed to different political ideology or party. The state government is likely to discriminate against that particular local government in political appointment and revenue sharing or allocation. This might result in a lot of discontentment in the local government concerned. That particular local government at the end might be apolitical to the policies and programmes of the state government. Political problem could also emanate from the sitting of projects and distribution of amenities to favor a particular Local Government against others especially where those local governments are not in the good books of the state government. Political problems and challenges have a way of degenerating into other problems, which could have multiplier effects and thereby slow down the pace of development in the local government.

### **3.3 Frequent Political Reforms**

Another dimension of political problem is the issue of frequent reforms of the local government. Successive regimes over the years reform the local government to suit their regimes. For instance, the Federal Government at various times have abolished the Local Government Councils and changed the leadership, issued guidelines and decrees amending laws and imposed extra-budgetary expenses. It is important to state that political stability at the local government is a necessary condition for even development at the grassroots. Therefore, political problems at the local government level must be kept at the barest minimum.

### **3.4 Frequent Interference by State and Federal Governments**

The local government as the smallest unit of government is exposed to frequent interference by the state and federal governments. Although the local government is said to have political autonomy, such autonomy is often times infringed upon through policy direction and policy changes from the state and federal government. There have been cases where the local government council has been dissolved by the state government and in other cases the tenure of office of local government council has been reduced by

the state government. Under military regimes, local government officials have no fixed tenure of office. Their tenure of office was to the whips and caprices of the State Governor or Military Administrator (MILAD). Under the civilian regime, the constitution places the local government under the direction of the state, particularly as it relates to electoral matters. Therefore, the state electoral bodies have at different times changed the tenure of office of the local government elected officers. In all of these, the local government autonomy is often times challenged.

#### **4.0 SELF ASSESSMENT EXERCISE**

Examine the effect of frequent political reforms on the administration of local government

#### **5.0 CONCLUSION**

The political problems of local government stem from the fact that local government does not have absolute political autonomy. It is therefore, subject to the whips and caprices of the upper levels of government that is, the federal and state.

#### **6.0 SUMMARY**

In this unit, we have attempted to discuss the political problems of local government, which include interpersonal rivalries, party and ideological differences, godfatherism, lack of absolute political autonomy, interference or frequent reforms of the local government by the central government, imposition or change of leadership, location of wards and local government council headquarters and political wrangling between the state and local governments.

#### **7.0 TUTOR-MARKED ASSIGNMENT**

What are the impacts of political problems on Local Government development?

#### **8.0 REFERENCES/FURTHER READINGS**

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## **UNIT 2: SOCIAL-ECONOMIC PROBLEMS OF LOCAL GOVERNMENT IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Lack of Developmental Human Capacity
    - 3.2 Lack of Infrastructure
    - 3.3 Issues of Socio-Cultural Beliefs
    - 3.4 Friction with Traditional Institutions
    - 3.5 Corruption among staff
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

Every local government has its own socio-economic problems which is part of their daily existence. The basic reasons for the creation of local government are to solve the socio-economic problems that affect the people particularly at the local communities. If the principle of good governance is well practiced, at the local government level, then, the socio-economic lives of the people are supposed to be affected positively. The notion of even-development is for harmonious and equitable utilization of resources for the enhancement of the socio-economic lives of the people. However, the socio-economic problems faced by local government have deprived the people these even-developments.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Explain lack of developed human capacity
- (ii) Understand lack of infrastructure
- (iii) Explain issues of socio- cultural beliefs
- (iv) Determine friction with traditional institutions
- (v) Examine corruption among staff

### **3.0 MAIN CONTENT**

#### **3.1 Lack of developed Human Capacity**

One of the major socio-economic problems facing local governments in Nigeria is lack of developed human capacity. Local government lacks the technical and professional staff that could contribute meaningfully to the social development of the people. The professional and technical staff does not perceive the local government as a place to fully actualize and develop their career as those of their counterparts at the federal or state levels. This is further compounded by the fact that employment at the local level is not based on merit but rather on patronage such as appeals to ethnicity, political consideration, quota system, allegiance to political godfatherism, and other primordial factors. The effect of this is poor service delivery.

#### **3.2 Lack of Infrastructure**

Another major problem is lack of social amenities and infrastructure, which greatly affect the economic development of these local governments. Local government suffers more in terms of poor roads, electricity, portable water, medical and healthcare facilities, poor educational facilities and transportation. The absence of these social amenities does not attract economic investors to the local government areas and the result is that most local governments are not economically viable. They only depend on the statutory allocations from the federal and state governments. Again, the absence of these social amenities results in high prevalence of sicknesses and diseases, which often times, the local governments are not able to handle due to poor healthcare facilities or infrastructure.

#### **3.3 Issues of Socio-Cultural Beliefs**

Another socio-economic problem of the Local Government is the socio-cultural beliefs. There are certain cultural beliefs that inhibit development in some local government areas. There are certain places in some local government areas that are regarded as sacred and therefore, certain projects cannot be sited or located in such areas even if it is perceived to bring about development. There is also the issue of cultural biases and sentimental attachment to preserve the culture of the communities.

#### **3.4 Friction with Traditional Institutions**

One of the major problems of local government is how to contain the powers of traditional institutions. It must be noted that the evolution of local government took its roots from the traditional institutions who oversee the governance of the local communities. Contemporary governance and emerging democracies have reduced the powers and influence of these traditional institutions which have resulted in a lot of friction between them and the elected local government officials. The traditional institutions are not too comfortable with the loss of power. As a result, there is competition for the citizen's attention and allegiance. While some citizens subscribe to the local government council, others subscribe to the traditional institutions because of the closeness to the traditional institutions. In some cases, the traditional

rulers are so powerful and influential that officials of the local government pay obeisance to them, others solicit their support to stand for local government elections. However, an attempt to reduce these frictions has made the state and federal government to recognize these traditional institutions through the various states council of chiefs and traditional rulers.

### **3.5 Corruption among Staff**

Economic corruption has been elevated to a very high status even at the local government level in Nigeria. It has been argued that the local government officials have often times perceived the allocation to the council as their personal fund and share of the national cake, and have therefore, restricted themselves to paying salaries of staff and do away with the rest. Accountability is very poor at the local government level. This is coupled with the fact that the local government staff perceives their services to the people as personal service rather than as government services to the public. Therefore, they often times use their official capacity to extort money from the public. The local government council, like the state and federal governments has become one haven of official and economic corruption.

### **4.0 SELF ASSESSMENT EXERCISE**

Examine corruption on a major problem in the administration of the local government

### **5.0 CONCLUSION**

Local governments are everyday engaged in an attempt to solve the socio-economic problems of their localities. This is because the survival and the acceptance of the local government depend on the ability of the local councils to solve the socio-economic problems that confront the local communities. Some members of the communities might not be directly affected by the political issues of the local government, but every citizen is affected by the problem resulting from socio-economic angle. Therefore, local government administration must take seriously the issues involved in socio-economic problems of local government.

### **6.0 SUMMARY**

In this unit, we have discussed the socio-economic issues and problems that affect every citizen of the Local Government. This is because the issues involved are those that affect the standard of living of every citizen. The issues of healthcare, education, water, sanitation, human capacity development, transport, economic investment are problems that one is confronted with on a daily basis.

### **7.0 TUTOR-MARKED ASSIGNMENT**

Briefly examine those socio-economic problems that can affect the growth and development of Local Governments in Nigeria.

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## **UNIT 3: DEVELOPMENTAL PROBLEMS OF LOCAL GOVERNMENT IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Over Fragmentation of the Nation into local Councils
  - 3.2 Frequent Change of Government Developmental Policies
  - 3.3 Absence of Local Contents and Inputs
  - 3.4 Ineffective Public Support
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

One of the major justifications for the creation of local government is for developmental reasons. Proponents of local government have argued that the state and federal governments cannot effectively carry out all the developmental projects without the involvement of local government. Here, local government becomes a catalyst for developmental projects, particularly as it relate to the principle of even development. It is also perceived that the local government is in a better position to harness all the local ingredients and local content for developmental purposes. However, this has not been the case, as most developmental programmes at the local government are besieged with a lot of problems. These problems incapacitate the development of local government and hindered it from its initial justification of providing the needed social and developmental amenities for the local communities. The resultant effect is that the Local government system becomes moribund in performing its duties.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (1) Explain over fragmentation of the Nation into Local councils
- (ii) Understand frequent change of government
- (iii) Explain absence of local Contents and inputs
- (iv) Understand ineffective public support

### **3.0 MAIN CONTENT**

#### **3.1 Over Fragmentation of the Nation into Local Councils**

One of the major developmental problems of local government results from over fragmentation of the nation into local government councils. The effect of this is that local governments, in essence, are too small and too weak to muster high developmental projects that can affect the lives of the people positively. Therefore, local government undertake only little and small development projects that do not have a significant effect on the lives of the people. Again, there is the issue of the other levels of governments, state and federal putting too heavy burden of projects on the local government. Often times, these projects outweigh the available capacity of the local government system. The resultant effect is that there are lots of abandoned projects all over the place. This is further exacerbated by the fact that local government lacks the high technological base and personnel to undertake some of these developmental projects. The “bottom-up” approach to development which is supposed to encourage and initiate development from the grassroots is on the reverse. Instead, what we have is “up-bottom” approach where the decision on developmental projects are made and forced down on the people who often times do not understand the essence and the technology involved in implementing such projects.

#### **3.2 Frequent Change of Government Developmental Policies**

Another major problem to development of local governments is the frequent change of government and government policies. This was so frequent during the military era that the people did not believe in any developmental projects by local governments. There were cases where a Sole Administrator was appointed today and sacked the next day. Government projects were basically on paper and most of them were white elephant projects. In situations where there is frequent change of government, there is always lack of continuity of government programmes and policies which affects the continuity of development projects. In a situation where the incoming administration do not believe in the capability of the outgoing either in the personality or ideology, the on-going projects often times are reviewed or discontinued.

#### **3.3 Absence of Local Contents and Inputs**

The low participation of the people particularly in the formulation and implementation of these developmental projects is another area of concern. From past evidence, local government officials formulate, prepare estimates and carry out the implementation of projects without consultation with the people to know their needs, problems and challenges that they are facing in the community. There have been cases where the people are in need of portable water; instead they were given recreational centers. This is further worsened by the fact that, there is often times the absence of local content and inputs in developmental projects, particularly where the federal or state government wish is to come to the aid of local government in their development agenda. These projects are sometimes allocated and located indiscriminately using undemocratic criteria that are unprogressive to the people. The implication of this is that projects are foisted on local government without their knowledge and contribution to such projects

and as such cannot maintain such projects. Development becomes disarticulated, uncoordinated and therefore failed to meet the expectations of the people.

### **3.4 Ineffective Public Support**

Another problem of the local government is that of lack of public support for local government developmental activities and projects embarked upon by the local government. The public sometimes perceived these developmental activities and projects as an avenue for the local government officials to enrich themselves and their close associates, therefore the necessary public support needed for such projects and developmental activities are lacking. This is evident from the number of abandoned projects and developmental activities found in the various local government areas. And because they lack public support, the projects are often times criticized before its take off stage. It is important to emphasize that public support is very necessary in the execution of developmental projects.

### **4.0 SELF ASSIGNMENT EXERCISE**

Examine how lack of local contents and inputs affects the development of local government.

### **5.0 CONCLUSION**

Only very few government institutions have gone through frequent changes as the local government. These frequent changes and reforms have also had negative effects on the developmental projects of the local government. The whole essence of local is to give development to the people. Development promotes unity among the people and by extension improves the living standard of the people.

When the local communities are involved in developmental projects, it becomes easier to mobilize resources, incorporate local content and inputs which the people can easily identify with.

### **6.0 SUMMARY**

In this unit, we have discussed some of the drawbacks that can affect developmental issues in local government. We have exposed the fact that some of these developmental projects are exogenous and are not supported by the local communities. There is also the problem of overburden of projects on the local government and are therefore, not able to carry the project to its conclusion. This accounts for several abandoned projects that littered all the local government areas.

### **7.0 TUTOR-MARKED ASSIGNMENT**

Discuss the problems that can hinder development at the Local Government in Nigeria.

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## **UNIT 4: FINANCIAL PROBLEMS OF LOCAL GOVERNMENTS IN NIGERIA**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 Over Dependence on Statutory Allocations
  - 3.2 Undue Financial Control by the State Governments
  - 3.3 Problem of Tax Evasion
  - 3.4 Lack of Business Initiatives
- 3.5 Diversion of Local Government Allocation
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

The importance of finance in any human endeavor cannot be over emphasized. The success or failure and the effectiveness or ineffectiveness of local government depends on the financial resources available to the individual local authorities and the way these resources are utilized. Most of the local governments lack the financial muscles to carry out their duties effectively and efficiently. The basic essence of creating local government is to provide grassroots developments and to perform these functions; they have to be financially stable. However, the position is that most of the local governments are financially handicapped because they are not adequately funded. The principal sources of their income are the statutory allocation and grant from the federation accounts. Others are internally generated revenue, loans and investment. The argument is that most of the 774 Local Government Councils are not financially viable, particularly those in the rural areas and are therefore dependent only on the allocations from the federation account.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Understand over dependence on statutory allocations
- (ii) Explain undue financial control by the state governments
- (iii) Understand problem of tax evasion
- (iv) Identify lack of business initiatives
- (v) Understand diversion of local government allocation.

### **3.0 MAIN CONTENT**

#### **3.1 Over-Dependence on Statutory Allocation**

One of the major financial problems of local government is the over dependence on the State and Federal Government statutory allocations and grants. Most of the local governments are not financially viable and so cannot raise the funds needed for the performance of their roles and duties. It has been argued that internally generated revenue forms a very small percentage of the local government revenue which often times is not enough to pay the workers' salaries. It therefore comes to reason that when the statutory allocation is low or irregular, some of the local governments, particularly those in the rural areas find it difficult to perform their constitutional functions.

#### **3.2 Undue Financial Control by the State Government**

This is another problem of local governments as it relate to finance. Often times, the state government altered the financial plans of the local government by state policies, either by instructing the local government administration to maintain certain banking or financial regulations or ordering the local government to maintain joint accounts with the state government, this allows the state government to interfere with the finances of the local government. Another chronic financial problem of local government is the unilateral determination by states governments of the limits of income and of the income group local government can tax. In the process, the state selects the lucrative areas for themselves and allows the local government those areas that do not yield much income. Coupled with this, is the problem of revenue sharing formula which is always changing in favor of the higher levels of government. The local government often times does not have a say or contribution in determining the revenue sharing formula. Therefore, the revenue to the local government most times is always changing and unstable. There has been time when local government received zero-allocation from the federation account. The effect is that most of the local governments cannot break even or meet up with their financial obligations.

#### **3.3 Problem of Tax Evasion**

Another problem is the issue of tax evasion. This is a very serious issue because the local government does not have adequate statistical data of both employed and unemployed; therefore, tax evasion is very prevalent in the local Councils. This is coupled with the fact that the instruments of collection of the taxes are very crude and undeveloped.

Sometimes, the tax collectors are not trained on the principles and method of tax collection.

### **3.4 Lack of Business Initiatives**

Another problem is the lack of business initiatives by the local governments. Most of the local government depends solely on statutory allocation, internally generated revenue and grants at the expense of investing or formulating business ventures that can generate revenue for the development of the communities. There is also the problem of corruption and mismanagement, local government officials have often times corruptly enriched themselves from the little fund meant for the execution of economic and social services. These officials often times perceived local government funds as their personal money. Some local government officials have embezzled government funds through the execution of white elephant projects.

### **3.5 Diversion of Local Government Allocation**

Local governments have consistently faced the problem of diversion of their allocated funds. They often times do not get the right funding allocated to it by the budgeting authorities. The fund budgeted to local governments are either not released on time, or where it is, the correct amount do not get to the local government councils. The fund allocated are sometimes intercepted and hijacked by the state governments under the guise of financial control and accountability. These situations of diverting local government funds were very visible under the President Obasanjo civilian administration under the guise of state and local government joint account.

### **4.0 SELF ASSESSMENT EXERCISE**

Examine how tax evasion is a major problem to local government financial administration and development.

### **5.0 CONCLUSION**

Finance is one of the major cardinal issues involves in the development and administration of local government. Lack of adequate finance will continue to be a recurrent decimal as long as the problems identified above persists. For instance, the unemployed professional, traders, market women, the unemployed and artisans make up the bulk of the population in the local government. These groups of people are the ones that evade tax the more and they are very difficult to tax and to track. In essence, for local government to increase and improve on their financial conditions, they must devise strategies and means of tackling some of the problems enumerated above. They must reduce their over-reliance on statutory allocations and grants from States and Federal Governments. They must train their personnel on the modern issues and method of tax collection. The local government must also develop a method of curtailing the excesses of their officials in official spending and embezzlement. They must learn to be business oriented in order to create a viable local government that can solve the socio-economic and developmental programmes of the people. They must learn above all to increase their internally generated revenue without placing the burden on the people.

## 6.0 SUMMARY

In this unit, we have identified the financial problems of local governments and the effects on the development of the people economically and socially.

## 7.0 TUTOR-MARKED ASSIGNMENT

Examine the financial problems of Local Government in Nigeria and proffer strategies on how to improve on Local Government finance

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## **UNIT 5: MISAPPROPRIATION OF FUND IN LOCAL GOVERNMENT ADMINISTRATION**

### **CONTENTS**

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
  - 3.1 The Meaning of Misappropriation of Funds
  - 3.2 Types of Misappropriation of Funds
  - 3.3 The Nexus between Misappropriation of Funds and Underdevelopment in Rural Areas
  - 3.4 Strategies for curbing Misappropriation in Local Government Administration
- 4.0 Self-Assessment Exercise
- 5.0 Conclusion
- 6.0 Summary
- 7.0 Tutor-Marked Assignment
- 8.0 References/Further Readings

### **1.0 INTRODUCTION**

One of the challenges that hampered the performance of the local government administration is diversion of its fund and other vital resources. Monthly allocations from Federation account and internally generated revenue which ought to provide the much needed capital for developmental strives are constantly being siphoned.

### **2.0 OBJECTIVES**

At the end of this unit, you should be able to:

- (i) Explain the Meaning of Misappropriation of Fund
- (ii) Discuss the types of Misappropriation of Fund
- (iii) Understand the effects of that Misappropriation in administration of local government.
- (iv) Understand the strategies for curbing Misappropriation of local government funds.

### **3.0 MAIN CONTENT**

#### **3.1 The Meaning of Misappropriation**

It is an act of taking somebody's money or property for yourself especially when they have trusted you to take care of it. Misappropriation of public fund refers to diversion of money meant to solve problems that affect the people to private use. In respect to local government administration, corruption and diversion of fund are intractable problems that appear to defile any remedy. The above menace has deteriorated to the extent that the only visible obligation of some local government administration is payment of salary of workers. Articulation and execution of capital projects, provision of social amenities, social and welfare

schemes for rural dwellers, primary healthcare, etc are either abandoned or not in existent at all.

### **3.2 Types of Misappropriation of fund in the Local Government System**

The above refers to various extra-judicial means adopted and developed by leaders and staff of their local government to defraud huge sums of money from its coffers. These include:

- a. Contract inflation
- b. Fictions contract
- c. Ghost workers
- d. Travel allowance
- e. Privatization of government owned property, etc.

Inflation of the cost of contract is a major avenue through which chairmen and principal officers of local government system stifle the economy of the system. Contracts are also awarded on non-existent projects in the bid to 'retire' the fund of the local government. Fictions names of workers are added to nominal roll with attendant in wage bill. The salaries of these non-existent workers are paid into the accounts of these principal officers. Allowances are drawn from the purse of the local government for trips that most times are spurious. Some property and services rendered by the local government are privatized without the interest of the people but rather to the benefit of leaders of local government and their cronies.

### **3.3 The Effects of Misappropriation of Fund on Administration of Local Government**

Local Government Act of 1976 as amended bequeaths certain statutory roles on local government system which include:

- a. Payment of her staff salary
- b. Construction and maintenance of markets
- c. Collection of rates
- d. Collection of markets and motor parks tolls
- e. Construction and management of motor parks
- f. Construction and maintenance of public conveniences
- g. Construction and maintenance of rural feeder or access roads
- h. Construction, equipping and management of health centres.
- i. Construction and supervision of abattoirs, etc.

The above roles require fund for executions. Misappropriation of fund has incapacitated local government in grappling with the above responsibilities. Hence the call by certain citizens for the scrapping of local government system.

### **3.4 Strategies for Curbing Misappropriation of Fund in the Local Government System**

These include: Budget defense, Project monitoring, E.F.C.C, Public-Private Partnership.

Chairmen of local governments are expected every year to present budget estimates for each year to the Legislative arm of the local government for consideration. The Legislature is at liberty to review such budgets. The process of approving and executing the budget is always couched with some irregularities

such as budget padding. Projects being implemented by local government system are subjected to various supervisions from supervisory councilors, state and federal relevant agencies. Adoption of Public-Private Partnership has proven potent in checking and pruning down Misappropriation of public fund at local government level. The emergence of Economic and Financial Crimes Commission has provided the much needed platform for prosecution of corrupt officials of government of the local government. Independent Corrupt Practices Commission (ICPC) and other agencies engaged in the fight against corruption should beam their searchlights to the local governments to checkmate the high level of corruption ravaging the system.

#### **4.0 SELF ASSESSMENT EXERCISE**

Examine the effects of Misappropriation of fund on Local Government Administration in Nigeria.

#### **5.0 CONCLUSION**

Due to the economic quagmire prevalent in the local government system, there is need to articulate viable strategies to control corruption, misappropriation of fund and related cases of abuse of office at the local government level. There is need to revamp the local government administration in Nigeria so as to strengthen the local government to involve the best financial practice in the administration. The Local Government as presently constituted has been a platform for sharing monthly allocation and diversion of internally generated revenue.

#### **6.0 SUMMARY**

This unit has examined the effects of Misappropriation of fund of local government in Nigeria. It has highlighted the steps needed to combat this menace and repositioned the local government to fulfill its statutory obligations.

#### **7.0 TUTOR-MARKED ASSIGNMENT**

Discuss the strategies that can be used to tackle the menace of Misappropriate of fund in Nigerian Local Government System

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