

**COURSE
GUIDE**

**MPA 870
LOCAL GOVERNMENT ADMINISTRATION**

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Introduction

At this stage of our national commitment to democracy, it is important to examine what happens at the grassroots by looking at the trajectory of local government which of course is an essential constitutional expression. Regardless of the epoch of our national evolution, the form of government, and the nature of the political and ruling classes, local government had always been considered an inescapable and indispensable bulwark of the political system and accepted by all as an important means of extending and encouraging political participation to millions of people, and possibly also bringing development at the very door-steps of citizens. All are agreed that the local government is the government that is the closest to the grassroots and makes the highest impact on them. Changes in the system directly affect many Nigerian, the majority of who reside in the rural areas. MPA 870 Local Government Administration is a semester course work of three credit hours to be taken by all students doing master's degree in Public Administration. It exposes them to evolution, the changes local governments have witnessed in Nigeria, various theories used in studying it, its place in National Scheme of things; its relationship with other tiers of government: sources of generating revenue and other science and practice of local government.

The course consists of 25 units which tells you what the course is all about. Additionally, it contains other vital scholarly information such as Tutor-marked Assignment and notification of Further Reading Materials which will help to span, elevate and exposes students to many textbooks and journals in the Theory and Practice of local government.

Course Aims

The aim of this course is to inform, educate, enlighten and expose students to the evolution, principles, practices, theory and workings of local government which is widely acknowledged as a viable instrument for rural transformation and for the delivery of social services to the people.

Measurable Outcomes

By the end of this unit, you will be able to:

- explain the meaning and functions of local government
- analyse various changes local governments have undergone in Nigeria and types of local government.
- describe problems of local government and local government finance
- identify how local government relates with both state and federal governments

- describe various theories of local government
- explaining origin, evolution and development of local government
- discussing the place of local government in National scheme of things
- explain Stating various changes that law taken place in the local governments in Nigeria.
- highlighting the various theories of local government as well as types of local government
- identify various sources of finance both statutory and non-statutory open to local government
- examining relationship between local government and other tiers of government

Study Units

There are 3 modules of this course. For preciseness, coherency and easy understanding it is subdivided into 15 units.

Module 1

- Unit 1 Concept of Local Government
- Unit 2 Creation of Local Government
- Unit 3 Justification for Local Governments
- Unit 4 Functions of Local Government
- Unit 5 The Nature of Local Government

Module 2

- Unit 1 Criteria for the Measurement of Decentralization
- Unit 2 Arguments in Favour of Decentralization
- Unit 3 Problems of Local Government
- Unit 4 The Control of Local Government
- Unit 4 Babangida's Administration Innovation
- Unit 5 Importance of Revenue to Local Governments

Module 3

- Unit 1 Local Government in Colonial Era
- Unit 2 Post-Colonial Local Government System in Nigeria
- Unit 3 The 1976 Local Government Reform
- Unit 4 Babangida's Administration Innovation
- Unit 5 Importance of Revenue to Local Governments

Module 4

- Unit 1 3 Efficiency Theory of Local Government
- Unit 2 Democracy Theory of Local Government
- Unit 3 Accountability Theory of Local Government
- Unit 4 Presidential Type
- Unit 5 Parliamentary Type

Module 5

- Unit 1 Prefectoral type of Local Government characterized by Centralisation
- Unit 2 Communist Type of Local Government
- Unit 3 The Council Manager
- Unit 4 Commission Type of Local Government
- Unit 5 The Role of Local Government in National Development

**MAIN
COURSE**

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MODULE 1

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Unit 2	Creation of Local Government
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UNIT 1 CONCEPT OF LOCAL GOVERNMENT

Unit Structure

- 1.1 Introduction
- 1.2 Intended Learning Outcomes
- 1.3 Main Content
 - 1.3.1 Meaning of Local Government
- 1.4 Reasons for the Establishment of Local Government
- 1.5 The Importance of Local Government:
- 1.6 Summary
- 1.7 References/Further Readings/Web Resources
- 1.8 Possible Answers to Self-Assessment Exercise(s)



1.1 Introduction

In this unit, we shall examine the meaning of local government from different perspectives; the reasons for creating of local government as well as the importance of local government. We are able to establish that local governments are developmental intermediary between grassroots people and national scheme of things. It is a system of government that fosters democracy. It is grassroots – based consisting of small units of local communities upon which political power are developed to cater for their needs. It engenders greater participation of the people in the process of government. It is designed to serve as a viable instrument for repeal and even development of local 11 government as their areas serve as units for sharing government amenities and offices e.g sitting of government establishment, appointment of commissioners, ministers and sharing of federation accounts etc.



1.2 Intended Learning Outcomes

- define the term local government
- explain the importance of local government .

- discuss the characteristics of local government.



1.3 Concept of Local Government

1.3.1 Meaning of Local Government

The term local government has been defined in various ways by public administrators, political scientist, writers and scholars. According to Ogunna (1988), it is a political authority, purposely created by the state government under a law by which local communities within a definite area are organized to manage their own affairs within the limit of the law under which the authority is created. In the words of Okoli (1983), it is a process of devolution of power to the local authority to provide services of local nature. Alao (1986), viewed it as a government of grassroots which is designed to serve as “instrument of rural transformation”. In his own contributions, Golding (1981), viewed it as a political authority set up by a nation or state as subordinate authority for the purpose of dispersing or decentralizing political power. This idea of local government by Awa (1981), has been reinforced by the Federal Republic of Nigerian Guidelines for local government in Nigeria which elaborately defined local government as “government at local level exercised through representative councils established by law to exercise specific powers within defined areas. These powers should give the council substantial control over local affairs, (including staffing) and institutional and financial powers to initiate and direct the provision of services and to determine and implement projects so as to complement the activities of the state and federal governments in their areas and to ensure, through devolution of functions to these councils and through the active participation of the 12 people and their traditional institutions, that local initiative and response to local needs and conditions are maximized” Federal Republic of Nigeria. Local government therefore plays crucial role in rural as well as urban development the world over. The importance of local government in rural development process made Abubakar Rimi to remark as far back as 1978 thus, “Local government is the most important government of our land. The local government is the nearest a 9nd most immediate government for the man. The man in my village does not care about who the president is. He does not even care about who the governor of Kano State is. He cares only about those who are counselors and chairman of his local government” (constituent Assembly: 1978:994). Local government is therefore, a powerful instrument of rural and urban development. Consequently, if appropriately structured, based on adequacy of units; adequately funded, sufficiently staffed with well qualified and continuously trained, motivated and dedicated personnel, enjoy a measure of freedom from

the state government, it will give effect to mass participation of the people in the process of government as well as serve as a spring signboard for local participation and rural development. Local government is therefore designed to achieve multi-dimensional goals of economic, social, cultural and political development. It is form of government most desired all over the world today due to its therapeutic cleansing effect on rural development problems.

1.4 Reasons for the Establishment of Local Government

According to Ezeani (2005:257) there are a number of reasons why local government are created and they are as follow:

1. To assist the central or state government to maintain law and order.
2. To complement the efforts of central or federal or state government in the provision of series of services within their areas of authority. Local government all over the world is seen as an efficient agent for providing services that are local in character. According to Mackenzie (1961:14) in Ezeani (2006) 'local government exists to provide services and it must be judged by its success in providing services up to a standard measurable by a national inspectorate. It is argued that because of its closeness to an area, local government can provide certain services far more effectively and efficiently than the central or federal government (Ezeani 2004:40). Local Government particularly in developing countries is seen as a veritable instrument for rural development. Consequently, all over the world, local governments have been assigned some functions under the law they include; -
3. To assist the central and state governments carry out their functions and policies, especially those areas that require local knowledge and participation for successful execution. -
4. To make appropriate services and development activities responsive to local wishes and initiatives by devolving or delegating them to local representative bodies. -
5. To assist the Central or Federal and State Government in resolving conflicts in the rural areas. -
6. To sensitize and mobilize the various communities in their areas of authority in order to get involved in the overall development of their areas.-
7. To facilitate the exercise of democratic self-government close to the grassroots of our society and to encourage initiative and leadership potential. -
8. Local governments act as a medium through which the federal or state government promotes mutual understanding and meaningful communication between people who are resident in the rural

areas (Olisa, 1990:93). Other rationales for the creation of the local government according to the National Guidelines for Local Government Reform (1976:1) include; -

9. To provide a training ground for democracy. Local government serves to promote democracy at the grassroots. This is the view espoused by the democratic participatory school which argued that local government functions to bring about democracy and to afford opportunities for political participation to the citizen as well as to educate and socialize him politically (Ezeani 2004:37).
—
10. To make appropriate services and development activities responsive to local wishes and initiative by developing or delegating them to local representative bodies and —
11. To mobilization material resources through the involvement of members of the public in their development. 14 —

Acting as a veritable instrument for development (Ola 1984:14) The local government can do a lot to promote human development index which is very low compared to that of other countries, the roles of local government towards the development process includes; a. Helping to inculcate in people positive citizenship attitudes, such as consideration, self-control, community responsibility and identity. b. Providing basic community services which is both to improve the quality of people lives and enable the community attract economic activities. Such basic community services includes, primary health care, basic primary education, provision of basic infrastructure etc and c. Helping people, especially in the rural areas to organize themselves for the mobilization and effective management of community resources and central government programmes respectively. According to Afegbua (2010) Local government is conceived as a platform for political education, a forum for breeding politicians; and a training ground for national politicians as a means of gaining access to power, pressure and control as the case maybe. Furthermore, Chukwuemeka (2003:195) posited that the basic reasons that justify the creation of local government system are:

1. Local government is more responsive to the needs of the citizens than large units of government.
2. It is the government at the grass root and near enough to the people, and therefore being able to articulate and tackle the problems of the citizenry.
3. The existence of local government recognizes the superior capacity of the local people to understand and conduct their own local affairs. The people themselves are able to secure a closer adaptation of public services to local needs than they to the central or state governments, looking at the locality from afar.

4. Local governments encourage people to become involved in the lives of their communities
5. Naturally, people tend to resist imposition from above (outside) but they tend to defend what they themselves have decided upon the way people look at the 15 command from an outside body than what they have decided to do by themselves.
6. Local Government is a form of decentralisation under the centralization of power and foundation in the centre which might be tended to high handedness of government and deposition.
7. Local Government is intended to relieve the central/state government of excessive amount of business from the center and thus, decongest the national and state governments.
8. Local government upholds personal liberty.
9. Local government is an instrument of political education, providing a form of socialization for political space for its participants.
10. Local government helps to pool resources together at the local level for the provision of a wide range of essential social services.

Self-Assessment Exercises 1

1. Define the term local government.
2. Explain two importance of local government.

1.5 The Importance of Local Government:

Jawaharial Nehru emphasized the importance of local government when he said that “local self-government is and must be the basis of any true system of democracy. Democracy at the top may not be a success unless you build on this foundation from below”. Historically too the local government preceded national government when people started living organized life, they were in small communities. They cooperated with each other in organizing many of their affairs like growing food, looking after the cattle, organizing defence against the enemies and beasts etc. They became the selfgoverning communities. With the passage of time, the communities became bigger and bigger and some of their functions were taken over by the larger communities, i.e. the national government. Defence, administration of justice, policing are some of such instances. Nevertheless the basic and primary needs of the people continued to be looked after by the local authority. But it does not mean that the emergence of the national government has decreased the importance of the local government. The fact is that the concept of welfare state has enlarged the scope of functions of the government as a whole, both at the national and local levels. If the number of 16 functions of the national government has increased, so has the number of functions of the local government. The existence and functioning of local government t grass-root level have many advantages. That advantage

“primarily lies in the convenience at least cost, for at this level the range of activities and the jurisdiction of work of officials is not as vast as in a district or a state. As everyone knows everyone else, the chance for fair and open working are greater. Cases of corruption are few, as no body would like to be exposed. ‘Some Community effort and citizen participation in decision-making are higher and since citizens have a stake, solutions for the subjects handled are likely to be relevant and more pragmatic’”.

1. Grass-root Democracy: Local government provides scope for democracy at the grass-root level. If direct democracy can still be practicable, it is only at this level, otherwise democracy at the state or national level has become only indirect or representative type. G.D.H. Cole says that “Democracy is nothing unless it meansletting the people have their own way not only in the mass by means of an aggregate vote on nationwide scale, but also in their lesser groups and societies of which the great society is made up, and through which it is made articulate in such a way that the less clamorous voices can be heard”.

2. Serves as a training school: Local government is an excellent ground for creating and training future leaders. The participation of people at the local level in the management of their own affairs, gives them necessary experience to handle bigger affairs later at the state or national level. Thus the local government serves as a training school for democracy. The advisory committee of U.S. Commission on Inter-government Relations rightly remarked, “The counties, cities, towns, villages and boroughs serve as training schools for the leaders of government, and in the affairs of local government are tried those who aspire to state and national offices”. Lord Bryce regarded local government as the best school of democracy and the best guarantee of local government as a general. He said, “The institution of local government is educative in perhaps a higher degree at least contingently, than any other part of government. And it must be remembered that there is no 17 other way of bringing the mass of citizens into intimate contact with persons responsible for decisions”. Local government servers not only as a training ground for the politicians to function at the state and national levels, but also it provides an outlet for competent and public spirited persons of the locality to render social service to the community. It is from such a group of experienced and tested persons that there emerge leader who can take up responsibilities at state and national levels. Therefore local government ensures a regular flow of talent to higher levels. It is for these reasons that the local self-government is regarded as the best school of democracy and the best guarantee for its successes. Many of the Indian leaders of the national movement like MotiLal Nehru and JawaharLal Nehru, Ferozeshah

Mehta and VallabhBhai Patel, Dr. Rajendra Prasad and Subash Chandra Bose, etc. had risen from the service they rendered in the local governments.

3. Encourages participation of the people in public affairs: Local government affords opportunity to the people to participate in public affairs. Democracy no doubt means government by the people, but it has become impracticable for the common people to participate in public affairs at the state or national level. The affairs of the modern state are too complex to understand for an ordinary citizen. Moreover the affairs at the national level are too far removed to be of much interest for him. The large size of the modern state is another handicap. On the other hand, local government is too close to the citizen. It affects his everyday life. The affairs of the village, the town or the borough are his own affairs, in which he is naturally interested. Moreover, these are too simple for an ordinary citizen. Sanitation, need of education for the village or town's children, maintenance of streets and roads, street lighting, management of local markets, etc. are subjects which he understands. None else than him can know the problems arising in these matters. None else than him also knows the solutions of these problems. Therefore he is encouraged to participate in the management of these affairs.

4. More competent to solve local problems: Modern State is too large in size and the scope of its functions has expanded in recent times. Therefore it hardly has the time to attend to the local problems of the people. It is competent to deal with the 18 problems which are common to all the people or which are national in nature like defence, foreign affairs, currency, communications and international trade etc. But it is neither competent nor has the knowledge to deal with the local problems of the people. The local problems vary so much that no single agency can manage them. The problems of the villages are different from those of the towns. The problems of desert regions are different from those of mountainous areas. Even the needs and problems of one village or town will be different from those of the other village or town. Therefore it is the local government which is present at the spot which can understand and solve those problems. Local affairs can best be managed locally. Local affairs are bound to be neglected if they are dealt with by the Central Government. Local government is preferable precisely because locally elected institutions employing their own specialist staff are better placed to understand and interpret both the conditions and the needs of local communities.

5. Local government is economical: It costs the taxpayer much less if his local affairs are managed by the local government. If these affairs were to be managed by the Central Government that means that the Central Government will have to keep a large bureaucracy. It will be a

big administrative state. Its agents or employees serving at the local level will have to be paid at the central rates which are generally very high. It will make it very expensive and increase the burden on the taxpayer. On the other hand, the local government can manage these affairs with the help of locally available specialists or employees who will cost much less. Thus management of local affairs by the local government results in economy. Moreover the local government knows that the money being spent is its own money which has been raised through local sources. Therefore it will try to economize and avoid wastage. Also, the people of the local community can keep a watch on the work being done by the local government and can hold it accountable for any misuse of funds or financial lapses. The Central Government has no accountability to the local community; therefore the chances of misuse of funds or wastage are greater if these affairs were to be managed by it.

6. Reduced the burden of the Central Government: Local government in a way acts supplementary to the Central Government. No doubt historically the local government is prior to the state or national government, but with the passage of time many important functions got transferred to the Central Government. It resulted in the division of functions – affairs of national importance such as defence, foreign affairs, currency, communications etc. began to be performed by the latter, leaving affairs of local interest and importance which required local knowledge, in the hands of the former. It is useful for both. Since the local functions are performed by the local government, the Central Government is freed from that responsibility and burden, consequently it can better concentrate on affairs of national importance. The local government too knows its area of activity in which it can develop its competence.

7. Serves as a channel of communication: The local government serves as two-way channel of communication between itself and the Central Government. “Desires and aspirations of the local community are articulated and carried upward to the State Government, and plans and programmes of the State and the Central Governments flow in the reverse direction. In times of national emergency local government acts as the field post of the distant Centre, transmits national decisions to far-flung corners, mobilizes the people for national tasks and keeps the Centre informed about happenings in the locality.”

8. Vital for national progress: Local government promotes diversity of experience and creative activity through democratic action. Thus it contributes to national progress through resilience, strength and richness of democracy. Edward Jenks remarks, “In countries where the organs of local government are under the thumb of the central authority, although

the efficiency of administration may be great, the political character of the people will be unsatisfactory; it will be apathetic for long periods and then dangerously excited, with the result of instability and corruption in the Central Government. On the other hand, a country of strong local government may be slow to move and blundering in its methods, but it will be a country of steady progress and of political stability and honesty”.

Self-Assessment Exercises 2

- | |
|---|
| <ol style="list-style-type: none"> 1. Local government as a grass-root Democracy. Discuss. 2. Give Reasons for the Establishment of Local Government. |
|---|



1.6 Summary

In this unit we have able to establish that local governments the world over is designed to serve as an instrument for rural development. In federal structure like ours, local government is the basic unit of democracy; it is the fountain head of democracy upon which national democracy is established Local government is a third tier government in Nigeria as well as the closet tier of government to the people. The guidelines for 1976 Local Government Reform in Nigeria elaborately describes it as government at the local level exercised through representative councils established by law to exercise specific powers over local areas. The Primary Goal of local government is to bring government nearer to the people for the purpose of maximum participation of rural inhabitants, utilization of local resources (men and materials) for rapid and even development of local communities.



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1.8 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1(1)

1 local governments are developmental intermediary between grassroots people and national scheme of things. It is a system of government that fosters democracy. It is grassroots – based consisting of small units of local communities upon which political power are developed to cater for then needs.)

Answers to SAEs 1(2)

To assist the central or state government to maintain law and order.–

To complement the efforts of central or federal or state government in the provision of series of services within their areas of authority)

Answers to SAEs 2(1)

Local government provides scope for democracy at the grass-root level. If direct democracy can still be practicable, it is only at this level, otherwise democracy at the state or national level has become only indirect or representative type. G.D.H. Cole says that “Democracy is nothing unless it meansletting the people have their own way not only in the mass by means of an aggregate vote on nationwide scale, but also in their lesser groups and societies of which the great society is made up, and through which it is made articulate in such a way that the less clamorous voices can be heard

Answers to SAEs 2(2)

1. To make appropriate services and development activities responsive to local wishes and initiatives by devolving or delegating them to local representative bodies. –
2. To assist the Central or Federal and State Government in resolving conflicts in the rural areas. –
3. To sensitize and mobilize the various communities in their areas of authority in order to get involved in the overall development of their areas. –

UNIT 2 CREATION OF LOCAL GOVERNMENT

Unit Structure

- 2.1 Introduction
- 2.2 Intended Learning Outcomes
- 2.3 Main Content
- 2.4 Rational for the Creation of Local Government
- 2.5 The Need for Local Government
- 2.6 Summary
- 2.7 References/Further Readings/Web Resources
- 2.8 Possible Answers to Self-Assessment Exercise(s)



2.1 Introduction

The governing body of such an entity is elected or otherwise selected. Local government is a product of decentralized administration as well as a grassroots government recognized by law. Consequently, the UNO (1961:1) viewed it as a political sub-division of a nation (or in a federal system, a state) which is constituted by law and has substantial control of local affairs including the power to impose taxes or to exert labour for prescri.



2.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- justify the Rational for creation of local government
- provide at least 10 reasons for the creation of 22 local government
- list the reasons for local government creation.



2.3 Rational for the Creation of Local Government

These authors (Olowu 1985; Okoli, 2000; Enemuo, 2005) in Ezeani (2006) are all of the view that the Rationale for the creation of the Local Government system includes;

1. **Political Integration and Nation-Building:** This is to create an opportunity for political participation, articulation of interests and achievement of sense unity. It is envisaged that local government assures better access to information which enhances intra and inter-

- group relationship as well as the understanding of the environment with a view to improving capacities for survival
2. **Training in Citizenship and Political Participation and Articulation:** The local government makes it easier to gain the people's knowledge and initiative. The opportunity to conduct their local affairs for their benefit and upliftment.
 3. **Promotion of Accountable Governance to the Local People:** To promote the exercise of democratic self-government at the grassroots that encourages local initiative and leadership, it also provides a framework for mobilizing and sustaining developmental initiatives. The local government screens the local populace against over-concentration of power at the higher level.
 4. **Promotion of Claim-making on State and Federal Government:** Having been established by status, the local government is a more credible stakeholder in national affairs than individuals and communities. The interests and choices of the local government are integrated into national policies. Such policies are often implemented through the instrumentality of the local government especially those that require local knowledge and participation.
 5. **Promoting Channels of Communication:** The local government serves as a two-way channel of communication between the local population and the higher levels of government. It aggregates local interest and transmits these to higher level of government and also creates awareness of higher government policies and programmes. Okoli (2009) gave four reasons for the existence of local government. The first is that local government acquires its meaning and rationale only within the territorial confines of a national environment. Secondly, local government exists to fill a gap which the national government is too remote to fill. Under the circumstance the existence of local government becomes necessary to carry out purely local activities. Thirdly, local government exists only to implement the ideas, objectives programmes and aspirations of the national government. Fourthly, the ideology of the national government will, to a large extent, determine the structure and functioning of local government (Okoli, 2009). 1.3.2.

Self-Assessment Exercises 1

- | |
|---|
| 1. Mention three rationals for the Creation of Local Government |
|---|

2.4 The Need for Local Government

The need for local government may be stated specifically as follows:

- a. It is more democratic. This is referring to the fact that it increases the scope for citizenship participation in the government of their locality.
- b. It provides valuable political education. This type of education expose citizens to power and authority – it is acquisition, its use and its risk.
- c. It trains people for higher public offices. Local government becomes a platform or a springboard for acquiring experiences for higher career in government.
- d. Local knowledge is brought to bear on decision by local government.
- e. It is more sensitive to local opinion. Councilors and representatives are closer to the people and respond much easily to their demands or to be voted out.
- f. Local initiative can easily be identified and taken on board especially in mobilizing the community to gain local support for projects.
- g. Power is more widely dispersed which is a safeguard against tyranny. The local government system protects citizens against this.
- h. Local variations and needs in service provision can better be handled by local government since it understands the needs of its own locality

Self-Assessment Exercises 2

The Need for Local Government



2.6 Summary

From our discussion so far, local government is a political authority which is purposely created by law or constitution for local communities by which they manage their local public affairs within the limits of the law/constitution. These according to 24 Ogunna (1976) have five implications: first local government is a political authority which means it is a level of government vested with legislature and executive powers to make and execute laws and policies. It is created by law or constitution which defines its structure, functions and powers, sources of revenue and composition of local Government. Third, it is created at the local level hence, it is the government which is nearest to the people. As such, it feels the greatest impact of the needs and problems of the people. Fourth, it is a government by which the local people manage

their affairs. Accordingly Goldiny (1975) defines local government as the management of their own affairs by the people of a locality. Fifth, a local government operates within a law or constitution which creates it. The law should define the specific areas and powers within which the local government should operate. From the fore-going, the justification for creation of local government cannot be ever emphasized.



2.7 References/Further Readings/Web Resources

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2.8 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1(1)

1. Promotion of Accountable Governance to the Local People
2. Promoting Channels of Communication
3. Training in Citizenship and Political Participation and Articulation:

Local government is a political authority which is purposely created by law or constitution for local communities by which they manage their local public affairs within the limits of the law/constitution. These according to Ogunna (1976) have five implications: first local government is a political authority which means it is a level of government vested with legislature and executive powers to make and execute laws and policies.

Answers to SAEs 2(2)

Answers to SAEs 1(2)

1. Power is more widely dispersed which is a safeguard against tyranny.
2. Local knowledge is brought to bear on decision by local government
3. Local initiative can easily be identified and taken on board especially in mobilizing the community to gain local support for projects.
4. It provides valuable political education

This is to create an opportunity for political participation, articulation of interests and achievement of sense unity. It is envisaged that local government assures better access to information which enhances intra and inter-group relationship as well as the understanding of the environment with a view to improving capacities for survival

UNIT 3 JUSTIFICATION FOR LOCAL GOVERNMENTS

Unit Structure

- 3.1 Introduction
- 3.2 Intended Learning Outcomes
- 3.3 Justification for Creating Local Governments
- 3.4 Summary
- 3.5 References/Further Readings/Web Resources
- 3.6 Possible Answers to Self-Assessment Exercise(s)



3.1 Introduction

Local governments in Nigeria is a third tier government that is seen as a development out of extreme necessity. It is an indispensable administrative units for quite a number of reasons. First, it is more democratic and increases scope or citizenship participation in the government of their locality; provides valuable political education; trains people for higher public offices; ensures that local knowledge is brought to bear on decision by local government; help to identify local initiative 26 easily; is more sensitive to local opinion; ensures that powers is more widely dispersed which is a safeguard against tyranny and handles more appropriately local variations and needs. That is why in this unit we want to provide justifications for creating local governments



3.2 Intended Learning Outcome

By the end of this unit, you will be able to:

- justify the reasons for the creation of Local Governments.



3.3 Justification for Creating Local Governments

Let us recall some of what you learnt in previous units of this course. In the unit, you learnt of the concepts of local government and decentralisation. Decentralisation was described as a system of dispersing power and authority from a central government to other units of agencies of government. You learnt that the implication of decentralisation of power is that power rather than being concentrated on a single focus of administration, it is shared among other lower levels

unit of government. You also learnt that local government is a form of decentralisation which can be defined as a political sub-division of a state as approved by law and for specific functions. It is a government at the grassroots level exercised through representative council, established by law to perform specific responsibilities in defined areas. Decentralisation and local government have their purpose in promoting administrative efficiency. There are some other globally acknowledged reasons why local government has become an attractive administrative system.

- i. The need for Decentralisation:** The first justification for local government is the need for decentralisation for reasons of largeness of many countries in terms of geographical area and equally large population. For instance, let us take Nigeria as our unit of analysis. Nigeria as a very large country geographically and demographically, it would have been very difficult for government to effectively rule directly from Abuja, the Federal Capital. Therefore, there is the need for decentralisation for the purpose of administrative efficiency and effectiveness so to be able to satisfy the basic needs of the people. Government realized this fact and consequently divided the country into 774 local governments. State governors have started creating more local governments in the states, though not approved by the federal government and that is why they tagged it development centre.
- ii. Trends in contemporary administrative practice:** Decentralisation of political and administrative power has been the vogue throughout the world which has resulted into the creation of local government, this global trend of which Nigeria has become a part is made possible because of the contemporary governance in the modern system. New problems are emerging for government attention everyday, the population is growing, new diseases such as AIDS is on the increase, there are inter-ethnic and national wars, problems of hunger and internally displaced people to mention a few have all pre-occupied government and subsequently brought up the need for administrative decentralisation.
- iii. Grassroot accelerated development** Nigerian leaders also realized that local government as the closest government to the people, it will easily know the problems of its people because of their closeness, small population and geographically united area to cope with, that local government will respond quickly to their development aspirations than the other higher levels of government, that is, state and Federal government.

- iv. Bridging communication Gap** 28 You should recall that said that Abuja is too far away to people at the remote areas of Nigeria. The president and the governors do not know many of these areas. A gap of communication therefore exists between the grassroot people and the two higher levels of government. Therefore, local governments serve to bridge the communication gap that exists between the chairman and councilors. It therefore acts as the link in terms of knowing the problems of the people by government on one hand, and what government is doing about the plight of the people on the other hand.
- v. Training of future leaders** Local government is seen as a training school for future national leaders. It is the belief that entering into political leadership right from the local level either as chairman or councilor will confer the necessary leadership training that will enable them to lead at the state regional level and from that level to the federal level. Passing through from local to state would have conferred the necessary leadership qualities and training for a higher task at the federal level. You will recall that many of our relatives or friends are now either chairmen of local governments or councilors of their wards in their respective local governments. These political office holders at the grassroot are indirectly being groomed for higher future political calling. Local government and development (Ajayi, 200;1-7).

Self-Assessment Exercises 1

- | | |
|----|---|
| 1. | Justify the place of local government as an engine of development in the rural areas? |
| 2. | explain the term local government bridging communication gap. |



3.4 Summary

The acceptance and practice of local government as lower level of government in most state of the world is a reflection of the utility of the administrative system in some ways. Local government is first seen as a means of decentralisation of power to lower levels in order to ensure efficiency in social service delivery especially for the rural people. The rural people most often are not aware of the existence of the higher levels of government, and on the other hand, the higher levels of government are ignorant of the needs and problems of the rural people. The local government therefore acts as the connecting bridge between the higher level governments and the rural people. It 29 bridges the communication between the two ends. Local governments, in modern times, have transcended beyond a mere administrative centre. More

importantly, they are now regarded as political schools for the training of future political leaders who will eventually take up the mantle of leadership. Local government offers the necessary training and provides the initial knowledge and experience for such tasks.



3.5 References/Further Readings/Web Resources

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3.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1(1)

The first justification for local government is the need for decentralisation for reasons of largeness of many countries in terms of geographically area and equally large population. For instance, let us take Nigeria as our unit of analysis Nigeria as a very large country geographically and demographically, it would have been very difficult for government to effectively rule directly from Abuja, the Federal Capital. Therefore, there is the need for decentralisation for the purpose of administrative efficiency and effectiveness so to be able satisfy the basic needs of the people.

A gap of communication therefore exists between the grassroot people and the two higher levels of government. Therefore, local governments serve to bridge the communication gap that exists between the chairman and councilors. It therefore acts as the link in terms of knowing the problems of the people by government on one hand, and what government is doing about the plight of the people on the other hand.

Nigerian leaders also realized that local government as the closest government to the people, it will easily know the problems of its people because of their closeness, small population and geographically united area to cope with, that local government will respond quickly to their development aspirations than the other higher levels of government, that is, state and Federal government. For instance, let us take Nigeria as our unit of analysis Nigeria as a very large country geographically and demographically, it would have been very difficult for government to effectively rule directly from Abuja, the Federal Capital. Therefore, there is the need for decentralisation for the purpose of administrative efficiency and effectiveness so to be able satisfy the basic needs of the people.

UNIT 4 FUNCTIONS OF LOCAL GOVERNMENT

Unit Structure

- 4.1 Introduction
- 4.2 Intended Learning Outcomes
- 4.3 Functions of Local Government
- 4.4 Characteristics of Local Government
- 4.5 Summary
- 4.6 References/Further Readings/Web Resources
- 4.7 Possible Answers to Self-Assessment Exercise(s)



1.1 Introduction

Local government is grassroots government recognized by law. It is defined severally by authors and bodies. Let us look at the definition of local government from the perspective of one author and two bodies or document. Maddick (1963) defines local government as, A sub-unit of government controlled by a local council which is authorized by the central government to pass ordinances having a local application, levy taxes or exact labour and within limit specified by the central government, vary centrally decided policies in local application. The United Nations defines local government as a political sub-division of a nation (or in a federal system, a state) which is constituted by law and has substantial control of local affairs including the power to impose taxes or to exert labour for prescribed purposes. The governing body of such an entity is elected or otherwise locally selected.



4.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- discuss comprehensively functions of local government
- .outline the characteristics of local government,



4.3 Functions of Local Government

The functions of local government include the followings:

1. **Maintenance of Law and Order:** Local governments maintain law and order through the bylaws which they enact to ensure orderly conduct, avoid breaches of the peace and safeguard lives and property within their jurisdiction. These bylaws are

- operational within a local government area, and are enforced by security agencies.
2. **Provision of Motor Parks and Markets:** Local governments provide and maintain motor parks and markets for the inhabitants of their localities.
 3. **Collection of Rates, Fees and Rents:** Local governments collect rates, fees and rents for the development of their areas. These include tenement rates, fees on 32 market stalls and motor parks, bicycle and motorcycle, licensing, radio and television fees.
 4. **Construction of Feeder Roads and Drainages:** Local government construct and maintain feeder roads, drainages, culverts, urban streets, etc. (the extent of their involvement in road construction is determined by the central government.)
 5. **Provision of Recreational Facilities:** Local governments provide recreational facilities such as swimming pools, amusement parks, football pitches, open spaces and other recreation grounds where the people can relax or engage in sporting activities.
 6. **Provision of Health Facilities:** The local governments provide and maintain health facilities such as health centers, maternity homes, dispensaries, as well as refuse dumps for waste disposal. They also provide health education, public health inspection services, and maintain public conveniences like cemeteries, toilets, abattoirs etc.
 7. **Registration of Births, Deaths and Marriages:** Local governments register births, deaths and marriage and issue appropriate certificates for these.
 8. **Provision of Educational Facilities:** The local government provides and maintains schools, libraries and adult education facilities. They fund primary schools by paying teachers' salaries and maintaining school buildings.
 9. **Enlightenment Campaign:** The local governments educate the citizens on the policies and programmes of the local, state and federal governments and relay to the central government the needs of their people.
 10. **Establishment of Customary Courts:** The local governments provide customary courts to handle disputes in their areas.
 11. **Naming and Maintenance of Streets:** Local governments maintain and name streets, and number houses on the streets within their areas of jurisdiction.
 12. **Establishment of Agricultural and Commercial Ventures:** Local governments provide agricultural extension services to local farmers. They also maintain small-scale agricultural holdings, to serve as reference centers to the peasant farmers who are used to the traditional method of farming.

- 13. Provision of Social Amenities:** Local governments provide social amenities such as water, rural electrification and television.

Self-Assessment Exercises 1

- | |
|--|
| 1. List and explain two functions of local government. |
|--|

4.4 Characteristics of Local Government

An analysis of the above definitions reveals certain essential characteristics of local governments. These are:

a) Local Area: A local government like any other government, has to operate in a geographical area. In the case of a local government that geographical area by its very nature has to be small or local, i.e. a village, a town or a city, in contrast to the whole country or state. But it is difficult to precisely fix the size of the territory or population of a local government. The population may not be more than a few hundred if it is a village. But it may run into several millions if the local government is operating in a modern metropolitan city like Greater London, Delhi, Kolkata, Mumbai or Paris. In fact the populations of these metro cities administered by their local governments are larger than the populations of some sovereign countries like Nauru, Malta, Mauritius, Monaco although the latter are members of the U.N. What is true of population also applies largely to the size of the territory. Nevertheless, there is a limit to the size of both population and territory beyond which it cannot go. Otherwise such local governments become difficult to administer. Where this has happened, efforts are made to decentralize the local government or divide the metro cities into several independent local bodies or to transfer their functions to autonomous boards.

b) Statutory Status: The local government enjoys statutory status, i.e. it is created by a specific law or statute. The Act of the Legislature establishing local government may be general, applicable to the whole state e.g. Local Government Act (1972) in England and Wales; The Local Government (Scotland) Act, 1973; various Panchayat Raj Acts passed by States in India like Gujarat Panchayats Act, 1994; U.P. Mahanagarpalika Adhiniyam, 1959 etc, or it may be a special legislation creating local government in a specific area e.g. Delhi Municipal Corporation Act, 1957; Bombay Municipal Corporation Act, 1988; London Government Act, 1964, etc. The main thing is that the local government is created by a law of the State Legislature from which it derives its status and powers. Its status or powers do not rest on the discretion or sweet will of the Central or State Government although the latter exercises some control over it. In India, after the passage of 73rd and 74th Amendments of the Constitution, the local governments have

been granted constitutional status. This is an important feature of the local governments because many of their other aspects directly flow from it.

c) Autonomous Status: Autonomy of the local governments is the natural consequence of their statutory status. Since the local governments are created by an Act of the Legislature or Parliament, that Act lays down their powers, functions and relationship with Central or State government. It also lays down how the local governments are to be constituted, and their term of office etc. The Central or State Government can exercise only that much control over the local governments as is envisaged in the status. That means that local governments are free or autonomous in exercising the powers and performing their functions as are envisaged in the statute. This autonomy cannot be curtailed unless and until the statute is amended by the legislature.

d) Local Participation: It is essential that people or inhabitants of the local area should be associated with the functioning of the local government. Participation of the local people in decision-making and administration of the local authority is important that is what gives it the character of self-government. It is called democracy at the grass-root level. In democratic countries participation of the people is ensured by making the local bodies elected or representative in character. In countries which are not democratic, participation of the people is provided through nomination or indirect election. Sometimes this procedure is adopted even in democratic countries for specific reasons. In America the governing bodies of many special districts are appointed and not elected by the people. In India, New Delhi Municipal Committee and Urban Improvement Trusts have nominated chairmen and members. Cantonment Boards in India too have partly elected and partly nominated members.

e) Local Accountability: Since local government provides services of local nature called civil amenities like sanitation, education, transport etc. to the people of the area, it is appropriate that it is accountable to the local people. The control of the local people will compel it to serve them better. Accountability is better ensured by making the local bodies elective institutions. If they do not function efficiently, they may be criticized by the people or defeated by them in the next elections. Absence of local accountability will make them indifferent to the needs of the local people.

f) Local Finance: Local governments have two main sources of finance (1) Grants-in-aid given by the Central or State Government, and

(2) taxes and levies imposed by the local governments themselves. Local governments are generally not self-sufficient in their financial resources. Therefore they are helped by the grant-in-aids provided by the Central or State Government. But dependence only on grants-in-aid will necessarily entail greater interference by the latter in the working of the local government. Therefore to make the autonomy of the local government real, it must be vested with the powers to raise revenues locally through taxation. That will enable it to spend its money according to the local needs. For this local government is provided with independent sources of revenue like taxes on local properties, fees on local markets, fairs and entertainments, etc. by the statute under which it is created. There are examples of local governments which do not have independent sources to raise their own revenues, as for instance in Saudi Arabia and United Arab Emirates. But no studies have been made to find out as to what extent the lack of independent financial resources has affected their autonomy from the control of the national governments in these countries.

g) Civic Services for the Local People: The main objective of the local government is to provide certain civic amenities to the people of its area at their door-step. The provision of these services ensures healthy living of local community. Sanitation, street lighting, sewerage disposal, registration of births and deaths, maintenance of parks, libraries, burial or cremation grounds, water supply, health care, primary education etc, are the functions which make life of the people of the area healthy and comfortable. Hence such functions are assigned to the local government. These are the basic needs of the people. Therefore the local government which performs these functions, is their first concern. 36

h) General Purpose: Local government is a general-purpose authority, in contrast to a single-purpose body. In other words, it is multi-purpose – performing several or variety of functions like health care, primary education, sanitation, water supply, regulation of local fairs and markets, maintenance of parks, libraries, etc, local transport and so and so forth. Recent trends, however, indicate that single-purpose authorities also have been set up at the local level to perform specific functions. For example, urban development boards like Delhi Development Authority, U.S. School Districts, Delhi Jal Board, etc. These are created to handle special situations and do not nullify our stand that the local government is a multi-functional authority.

Self-Assessment Exercises 2

- | |
|---|
| 1. General Purpose is one of the characteristics of local government discuss. |
|---|



4.5 Summary

Local governments is an indispensable instrument of rural development. It mobilises groups for community development; provide services that are very essential to grassroots people. As government closet to the people, it makes a lot of impact on them. Characteristics of Local Governments are:

- a. Legal entity which can sue and be sued for wrong doing.
- b. Power to make its own laws, policies plans and budges on what to do, how, why, where, when, for who and at what cost.
- c. Legislative body called a council composed of elected councilors and a chairman to make laws and policies.
- d. Executive body called the Committee composed of appointed or elected officials and the chairman to formulate policies and laws.
- e. Administrative body called the local government service composed of career civil servants to assist in formulating and in implementing laws and policies.
- f. Power to tap human, financial and material resources for public use within the geographical area. 38
- g. Answerable to a higher level of government (National or state or regional) on certain power and functions it carries out (especially concurrent function). This is to say that a local government is not absolutely autonomous



1.7 References/Further Readings/Web Resources

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1.8 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1(1)

local government is a very important level of government because of the following functions.

1. Maintenance of Law and Order
2. Provision of Motor Parks and Markets
3. Collection of Rates, Fees and Rents
4. Provision of Recreational Facilities
5. Provision of Health Facilities
 - i. Registration of Births, Deaths and Marriages
 - ii. Provision of Educational Facilities

Answers to SAEs 1(2)

- 1 Provision of Motor Parks and Markets:** Local governments provide and maintain motor parks and markets for the inhabitants of their localities.
- 2 Collection of Rates, Fees and Rents:** Local governments collect rates, fees and rents for the development of their areas. These include tenement rates, fees on 32 market stalls and motor parks, bicycle and motorcycle, licensing, radio and television fees.

Answers to SAEs 2(1)

Local government is a general-purpose authority, in contrast to a single-purpose body. In other words, it is multi-purpose – performing several or variety of functions like health care, primary education, sanitation, water supply, regulation of local fairs and markets, maintenance of parks, libraries, etc, local transport and so and so forth. Recent trends, however, indicate that single-purpose authorities also have been set up at the local level to perform specific functions. For example, urban development boards like Delhi Development Authority, U.S. School Districts, Delhi Jal Board, etc. These are created to handle special situations and do not nullify our stand that the local government is a multi-functional authority.

UNIT 5 THE NATURE OF LOCAL GOVERNMENT

Unit Structure

- 5.1 Introduction
- 5.2 Intended Learning Outcomes
- 5.3 The Nature of Local Government
 - 5.3.1 Decentralisation
- 5.4 Forms of Decentralisation
- 5.5 Summary
- 5.6 References/Further Readings/Web Resources
- 5.7 Possible Answers to Self-Assessment Exercise(s)



5.1 Introduction

Nigeria operates a federal system of government with thirty six states plus the Federal Capital Territory (Abuja) it in addition has 774 local governments charged with functions of delivering services to its geographical jurisdiction. As creatures of the federal government, local governments are constitutionally mandated to perform four key basic functions which are to provide a machinery for the discussion of local needs and for the provision of corresponding services within the competence and capability of the local area; to provide machinery for the execution at the local level of regional or federal government policy; to provide a consensus mechanism for the resolution of conflicts of interest at the local level and to provide a training ground for political participation and articulation. This implies that Nigeria local governments are to render cutting edge services that will foster socio-economic development for the rural people. If properly managed, local governments are viable instrument for rural transformation, development and the delivery of social service, to rural communities in their jurisdiction



5.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- explain the nature of local government
- describe decentralisation
- identify various forms of decentralisation.



5.3 The Nature of Local Government

Local government in words of Ogunna (1996) is designed to serve as a viable instrument for rapid and even development of local communities. As a community – based commissioners, members of public boards and commissions and so on. It is used in Nigeria as a bases for the sharing of the federation Accounts. Being a yard stick for sharing our national cake, it ensures that development is not concentrated in a few areas.

5.3.2 Decentralisation

Local government is a product of decentralized administrations. The term decentralisation is variously used to describe variants, sometimes confusing it not conflicting of administrative and geo-political arrangements in a country. According to UN (1968:88-89) decentralisation is the transfer of authority on a geographic basis whether by deconcentration (i.e. delegation of authority to field units of the same departments as local government or by devolution of authority to local government units or special statutory bodies. The above definition implies that there are different forms of decentralisation. According to Rondinehi (1981:137). Decentralisation is defined here as the transfer or delegation of legal and political authority to plan, make decisions and manage public functions from the central government and its agencies to field organizations of those agencies, subordinate units of government, semi-autonomous public corporations, areawide, regional development authorities, autonomous local Authority it creates a great sense of “we-feeling” among the people of the area. The sense of “we-feeling” fosters commitment to common cause that makes the mobilization of the people possible. It therefore seeks to exploit, tap, mobilize and harness the available human and material resources of local communities and local leadership potentials and patriotism for rapid community development. Local government areas serve as centres of socio-economic development. As a local initiative response to local needs and conditions are maximized, and healthy competition among various local governments are promoted, socio-economic development is highly accelerated. Thus local government is designed to lay a solid political and economic foundation for grassroots socio-economic and political development. Accordingly, Ex President Babangida put it aptly thus: Growth points must emerge from local government areas and provided the much needed push to activate and energize productive activities in rural Nigeria and to reverse the phenomenon of ruralurban drift. Consequently, local government ensures even development as their areas serve as units for sharing local government amenities and offices, e.g. sitting of industries, schools, medical establishment, appointments of ministers governments or non governmental organizations simply put, it refers to any transfer of administrative and/or political power or

functions from the central government and its agencies to sub-national structures or local organizations. The amount of power or functions that the central government transfers to sub-national structures or local government depends on the form of decentralisation.

5.4 Forms of Decentralisation

There are many forms of decentralisation. However, one of the distinctions that has often be made is between functional and area decentralisation. The former entails the transfer of authority to perform specific functions or activities to specialized organizations that have branches nation-wide. An example of functional decentralisation is the establishment of field offices within federal ministries dealing with health care, highway construction or agriculture. The later, area decentralisation has as its primary objective the transfer of public functions to organizations within well-defined sub-national spatial or political boundaries such as a province, district municipality, river basin or geographical region (Rondinelli, 1981:137) Furthermore, distinction has also been made among three levels of decentralisation – deconcentration, devolution and delegation.

i. Deconcentration This is an administrative measure involving the transfer of administrative responsibilities and decision making discretion from the central government or headquarters to the field and/or local administration.

This form of decentralisation grants some measure of freedom to the field staff to plan, make routine decisions and adjust the implementation of central directives to local conditions although within guidelines set by the headquarters (Rondinelli, 1981:137). Deconcentration is the least extensive form of decentralisation. Typical example of deconcentration in Nigeria at the federal and state levels include the field divisions of the federal and state ministries of education, works, agriculture, etc, and the Task Forces on road rehabilitation and maintenance.

ii. Delegation Delegation is a more extensive form of decentralisation than deconcentration. It implies the transfer of decision-making and management authority for specific functions to semi-independent agencies such as public area enterprises, regional planning and area development authorities, multi-purpose and single-purpose functional authorities, and special project implementation units (Luke, 1986:76). It is important to mention that often the organization to which the functions are delegated may not be located within the regular government structure. The delegation of functions to public corporations and special authorities has been used extensively by many governments in developing countries and by international lending institutions to execute development schemes (see Boodhoo, 1976:221-236). Also in Nigeria, such Federal agencies and programmes as Directorate of Food,

Road and Rural Infrastructure (DFRRI), Operation Feed the Nation (OFN); Expanded Programme on Immunization (EPI), the River Basin Development Authorities et cetera, are good example of delegation of authorities.

iii. Devolution 43 Devolution is the most extreme form of decentralisation. It involves the derogation of powers and responsibilities over specific functions by the central government to local government and/or special statutory bodies that at least in theory, operate outside the control of the central or federal government. Since public administration theorists have drawn a distinction between devolution and decentralisation. Sherwood (1969:60-87) and others for example, used “decentralisation to describe an intra-organizational pattern of power relationships”. In contrast, devolution, according to Sherwood (1969:60-87), means “the transfer of power to geographic units of local government that lie outside the command structure of the central government”. Thus, “devolution represents the concept of separateness, of diversity of structures within the political system as a whole” (Sherwood, 1969:60- 87). Based on the above distinction, devolution has certain characteristics (Rondinelli, 1981:138). First, it demands that local government be granted autonomy and independence and be clearly recognized as a tier of government over which the central governments has little or no direct control. Second, the local units must have clear and legally recognized geographical boundaries. Third, local governments must be granted corporate status including the power to raise sufficient revenue to perform assigned functions. Fourth, devolution involves the need to “develop local governments as institutions”. Finally, devolution entails reciprocal, mutually benefiting and coordinate relationships between central and local governments. According to Up hoff and Esman (1974) “local institutions which are separated and isolated from other levels are likely to be important developmentally”. Despite the above distinctions, devolution is regarded in this book as a form of decentralisation. It represents an attempt by the federal or central government to transfer powers and responsibilities to lower units of government which are granted substantial but not complete autonomy. Also although the above characteristics of devolution may be valid from a Western theoretical or legal perspective, actual requirements are less stringent in developing countries. As Rondinelli (1981:139) rightly points out: 44 Devolution is usually seen as a form of decentralisation in which local government units are given responsibility for some functions but in which the central government often retains some supervisory powers and may play a large financial role. It is important to mention that each form of decentralisation has different implications for institutional structure or arrangement, the degree of power and authority to be transferred, the degree of local

citizen participation and advantages and disadvantages for various groups in the political system (see Luke, 1987:79).

Self-Assessment Exercises 1

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|---|
| i. Discuss the concept of Decentralisation.
ii. Define delegation. |
|---|



5.5 Summary

In this unit, we discussed decentralisation. This is important since local government is a product of decentralized administration. We noted that decentralisation refers to any transfer of administrative and/or political power or functions from the central or federal government and its agencies to sub-national structures or local. We identified the various forms of decentralisation – deconcentration, delegation and devolution. Deconcentration is the transfer of administrative responsibilities and decision making discretion from the central government or headquarters to the field and/or local administration. Delegation which is more extensive form of decentralisation than deconcentration involves the transfer of decision-making and management authority for specific functions by the central or federal government to semi-independent agencies such as special statutory bodies, public corporations, regional planning and area development authorities etc. Devolution, the most extreme form of decentralisation, involves the transfer of powers and responsibilities over specific functions by the central or federal government to local government and/or special statutory bodies that enjoy substantial autonomy.



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Public Administration Vol. 49,



5.7 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1(1)

According to UN (1968:88-89) decentralisation is the transfer of authority on a geographic basis whether by deconcentration (i.e. delegation of authority to field units of the same departments as local government or by devolution of authority to local government units or special statutory bodies.

Answers to SAEs 1(2)

Delegation is a more extensive form of decentralisation than deconcentration. It implies the transfer of decision-making and management authority for specific functions to semi-independent agencies such as public area enterprises, regional planning and area development authorities, multi-purpose and single-purpose functional authorities, and special project implementation.

MODULE 2

Unit 1	Criteria for the Measurement of Decentralisation
Unit 2	Arguments in Favour of Decentralisation
Unit 3	Problems of Local Government
Unit 4	The Control of Local Government
Unit 5	Local Government in Pre-Colonial Era

UNIT 1 CRITERIA FOR THE MEASUREMENT OF DECENTRALISATION

Unit Structure

- 1.1 Introduction
- 1.2 Intended Learning Outcomes
- 1.3 Criteria for the Measurement of Decentralisation
- 1.4 Conditions for Effective Decentralisation
- 1.5 Summary
- 1.6 References/Further Readings/Web Resources
- 1.7 Possible Answers to Self-Assessment Exercise(s)



1.1 Introduction

Some form of local government exists in each country the world-over. Even though they may differ in such distinguishing features as: constitutional status, historical experience, structure and organization, as well as in the scope of their statutory, delegated or devolved responsibilities and functions among others, local governments are consensually regarded as governmental/administrative units closet to the people, or in more general parlance, the grassroots. Invariably, therefore, they act as veritable agents of local service delivery, mobilisers of community based human and material resources and organizers of local initiative in responding to a wide variety of local needs and aspirations. Importantly, also, local governments provide the basic structure and conditions for grassroots participation in the democratic process. The foregoing tends to lend credence to the contention of the universality of local government as a product and medium of Decentralisation. In this unit we shall examine criteria for the measurement of Decentralisation as well as conditions for effective Decentralisation.



1.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- provide some yardsticks for measuring decentralisation
- state degrees of decentralisation between two areas in relation to the powers delegated to them by the centre
- describe conditions that will make decentralisation policies successful.



1.3 Criteria for the Measurement of Decentralisation

Some criteria have been developed for the measurement of Decentralisation (Smith, 1979:214-222). Their weaknesses, notwithstanding they provide some yardsticks for measuring and/or comparing levels or degrees of Decentralisation between two areas in relation to the powers delegated to them by the centre. Some of these criteria are discussed in detail below.

Tasks of decentralised institutions This criterion relates to governmental functions or tasks assigned or performed by the different levels of government in a decentralised system. The assumption is that the more the responsibilities that are handled by the local less Decentralisation than reporting. Inspection, a third method, falls somewhere between the two.

ii. Delegation The amount of delegation to local political authorities is also another important criterion for measuring Decentralisation. the amount of delegation is measured by reference to three factors. The first is the extent of jurisdiction granted by the center. According to Smith (1979:218) “local authorities with a “general competence” will be taken as more decentralized than one subject to the rule of ultra vires”. The second factor is the form of central direction. Is it by control or by influence. The more the number of local decisions which are centrally influenced (subject to resistance) rather than controlled (backed by sanction), the greater the Decentralisation (Smith, 1979:218). The third, and last factor is whether central control is in form of initiation or veto.

iii. Creating Area Government The critical issue here is determining the source of the area government’s authority. Is it the legislature or the executive? A political system where local authorities have statutory powers and duties assigned to them by the legislature or the constitution

is more decentralized than one where statutory powers and duties are delegated by the executive.

iv. **Expenditure** This criterion measures Decentralisation by ascertaining the level of local expenditure as a proportion of total public spending. The higher the proportion of total public expenditure incurred by the local government the greater the Decentralisation. this criterion has been used by researchers in the United States of America to show how the level of state participation has increased in virtually all areas of local public policy (Gurmm and Murphy, Quoted in Smith 1979:128-129).

v. **Financial Dependence** Decentralisation is also measured by determining the rate of local government revenue in relation to the total government revenue. The assumption here is that the higher the financial dependence of the local government on the federal government, the less the Decentralisation. Financial dependence, therefore, reduces local government autonomy by increasing central or federal control. On the contrary, “when parts of an organization have their own sources of revenue, their own credit and expend their resources as they see fit, the organization is called decentlized” (Kaufman, 1963: 13). However, there should be less emphasis on the direct relationship between the proportion of local revenue emanating from the federal grants and level of Decentralisation. Financial dependence on the federal government does not necessarily lead to federal control or loss of local government autonomy. What is important is whether the federal grant has certain conditionalities or strings attached to it. For example, “grants may be specified for certain purposes and so restrict the freedom of the spending body to distribute the resources according to its own sense of priorities” (Smith, 1979:221). In addition, a grant may be accompanied by a ceiling for all local expenditure which if exceeded attracts certain penalty.

vi. **Personnel** The extent to which the federal or centre controls the selection and deployment of local personnel is another measure of Decentralisation. The assumption here is that the government, the more decentralized the system will be. Stephens (1974) has devised a “services index” to measure the state/local distribution of services such as police, education airports, penal institutions, and highways within the states in the United States of America. The index is based on the central (state) and local governments. Stephens (1974) classified a service as “central” if the state spends 60- 100%, as “Local” if the state spends 0-39% and as “joint” if the state accounts for 40- 50%. The services index might be adaptable to other countries.

vii. **Taxation** According to this criterion, local government and systems of Decentralisation can be compared on the basis of their powers or

raising revenue from their own sources rather than central subventions (Smith, 1974:216). There are two aspects of local taxation that need to be investigated for the purpose of measuring taxation. The first is the proportion of total state revenue which is generated locally. “This has been used to assess Decentralisation within the American states where it has been claimed that, as measured by the distribution of state-local revenues, the balance of power has altered “dramatically” in favour of the states” (Smith, 1974:216). The second aspect of local taxation which requires investigation is the extent to which it is allowed to expand faster than the rate of inflation. In other words, a decentralized system of government exists where there is no restriction on local tax rates, and where the tax base can expand faster than the rate of inflation. This view is also shared by Davey (1971:46).

viii. **Field Administration** This criterion measures the level of Decentralisation within field hierarchies. Field administration as we noted earlier involves the transfer of power and responsibilities from the headquarter of an organization to a field office. “The exercise of authority is based on appointment or bureaucratic recruitment. The authority so delegated is managerial or administrative” (Smith, 1974:217). The field administration system is designed to reduce the forces of localism and ensure uniformity in service provision throughout a state. Smith (1974:217) has identified the following variables as they relate to field administration’s contribution to the level of Decentralisation: The more the levels in the field organization’s hierarchy, the greater the Decentralisation involved irrespective of the differences in the powers of the different levels in the field. The responsibilities assigned to field personnel also determines or impacts on the level of Decentralisation. Usually, field officers have different tasks (approval of schemes, inspectoral functions, et cetera) with different degrees of autonomy. The type of inter-department co-ordination used will affect Decentralisation. A prefectoral system is more likely to reduce Decentralisation since it adds to the degree of central control over both the field agents of functional departments and any devolved institution. The rate at which field offices have to refer matters to central headquarters for decision is also an indication of how far a field service is centralized or decentralized. The higher the frequency, the less decentralized the field service. The level of Decentralisation to field officers is affected by the methods of control. Advance review involves

1.4 Conditions for Effective Decentralisation

Policies depends on the existence of, or the ability to create the following conditions (Rondinelli, 1981:142).

- i. **Favourable Political and Administrative Conditions:** These include strong political commitment and support from national leaders, government officials and line agencies to Decentralisation; strong administrative and technical capacity both within central government ministries and agencies and their field agencies and lower levels of government; and effective channels of political participation and representation for rural dwellers that reinforce and support Decentralisation.
- ii. **Existence of Favorable Organization Factors** 51 These include the allocation of planning and administrative responsibilities among levels of government based on decision-making capabilities, existing or potential resources and performance capabilities of each level; clear and unambiguous Decentralisation laws, regulations and directives that outline the relationship among different levels of government and administration; clear division of functions among organizational units as well as the roles and duties of officials; existence of effective communication linkages among local units of administration or government and between them and higher levels necessary for reciprocal interaction, exchange of information and ideas, cooperative activity and conflict resolution.
- iii. **Favourable Behavioural and Psychological Conditions** These consist of favourable attitudinal and behavioural disposition towards Decentralisation by both central and local officials as manifest in their willingness to share authority with rural people and accept their participation in planning change of implementation of development activities; a positive change of attitude towards Decentralisation by local elites and traditional leaders; and existence of trust and respect between citizens and government officials and mutual recognition that each is capable of participating in the planning and implementation of development activities.
- iv. **Resource Conditions** These include the provision of adequate funds for lower level of government or administration necessary for effective performance; granting of adequate authority to lower level administration or government to raise or obtain adequate financial resources to perform assigned functions; and existence of adequate physical infrastructure, and transportation and communication linkages, within local administrative or governmental units necessary for easy mobilization of resources and delivery of public services. It is important to mention that there does not exist a universally prescribed precise combination

of conditions necessary for making Decentralisation feasible. The conditions vary from one country to another and must be assessed based on the peculiarities of each country at the time Decentralisation policies were formulated.

Self-Assessment Exercises 1

1. What are the criteria for effective Decentralisation?
2. Explain conditions necessary for successful Decentralisation.



1.5 Summary

In this unit we were able to identify the following criteria for measurement of Decentralisation – the task of decentralized institution, taxation, the level of Decentralisation within field hierarchies, the amount of delegation to local political authorities, the level of expenditure as a proportion of public spending the rate of local government revenue as a total of government revenue etc. We equally identified the following conditions for effective e Decentralisation, namely favourable political and administrative conditions, existence of favourable organizational factors, provision of adequate funds to lower level of government etc.



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1.7 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1(1)

criteria have been developed for the measurement of Decentralisation (Smith, 1979:214-222). Their weaknesses, notwithstanding they provide some yardsticks for measuring and/or comparing levels or degrees of Decentralisation between two areas in relation to the powers delegated to them by the centre.

Answers to SAEs 1(2)

Favourable Behavioural and Psychological Conditions

These consist of favourable attitudinal and behavioural disposition towards Decentralisation by both central and local officials as manifest in their willingness to share authority with rural people and accept their participation in planning change of implementation of development activities; a positive change of attitude towards Decentralisation by local elites and traditional leaders; and existence of trust and respect between citizens and government officials and mutual recognition that each is capable of participating in the planning and implementation of development activities.

Resource Conditions These include the provision of adequate funds for lower level of government or administration necessary for effective performance; granting of adequate authority to lower level administration or government to raise or obtain adequate financial resources to perform assigned functions; and existence of adequate physical infrastructure, and transportation and communication linkages, within local administrative or governmental units necessary for easy mobilization of resources and delivery of public services. It is important to mention that there does not exist a universally prescribed precise combination of conditions necessary for making Decentralisation feasible. The conditions vary from one country to another and must be assessed based on the peculiarities of each country at the time Decentralisation policies were formulated.

UNIT 2 ARGUMENTS IN FAVOUR OF DECENTRALISATION

Unit Structure

- 2.1 Introduction
- 2.2 Intended Learning Outcomes
- 2.3 Arguments in Favour of Decentralisation
- 2.5 Summary
- 2.6 References/Further Readings/Web Resources
- 2.7 Possible Answers to Self-Assessment Exercise(s)



2.1 Introduction

Many countries in sub-Saharan Africa at independence inherited their systems of local governments from their erstwhile colonial masters. Thus, for instance, countries under former British colonial rule (Anglophone Africa) adopted the English model while those countries under French rule (Francophone countries) adopted the French model. However local governments in countries have witnessed a number of 54 changes, or in many cases, large scale reforms that today, the system of local governments operating in the erstwhile colonies differ in several fundamental respects from systems or models on which they were originally based. They have equally witnessed different types of Decentralisation process. In unit, we are going to look at the advantages and disadvantages of Decentralisation as well as the problems inherent in Decentralisation.



2.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- explain the advantages of Decentralisation
- describe the disadvantages of Decentralisation
- identify the problems inherent in Decentralisation.



2.3 Arguments in Favour of Decentralisation

There are a number of advantages associated with the transfer of greater powers and responsibilities from the central government to lower units of administration or organizations for development planning and

management in developing countries. Firstly, Decentralisation has become a strategy of overcoming some of the deficiencies of centralized national planning. The transfer of greater responsibilities to field staff, local government and/or local administration and other grassroots organizations, allows them freedom to tailor development plans and programmes to the needs of heterogeneous regions and groups within the country. Secondly, Decentralisation of responsibilities to government officials at the local levels provides then the opportunities to have closer contact with the local population, enhances their knowledge of and sensitivity to local problems and needs. Decentralisation also promotes equity in the allocation of government resources and investment by allowing greater representation for various groups political, religious, ethnic-in development decision-making. A good example is Sudan, 55 where Decentralisation was used to satisfy dissident political and religious groups demand for administrative autonomy (see Musa, 1973: 1-6). Another advantage of Decentralisation is that it could lead to capacity building among officials of local government and other local institutions, and thus enhance their capacities to assume functions that are not usually performed well by the central ministries. Such functions include the maintenance of roads and infrastructure and investment in areas remote from the national capital (Rondinelli, 1981:135). Decentralisation enhances the efficiency of central or federal government. This is because, it relieves top management officials of routine tasks that could be more effectively performed by field staff or local officials. The top management staff would, therefore, have more time to plan more carefully and supervise more effectively the implementation of development policies and projects (Rondinelli, 1981:135-136). Decentralisation is equally capable of enhancing political stability and national unity by providing opportunities for diverse groups in different parts of the country to participate more directly in development decision-making, thereby increasing their “stake” and commitment to the unity of the country. Again by transferring greater responsibilities to field staff, local officials and organizations, Decentralisation would facilitate greater “penetration” of national government policies and programmes to remote and/or rural areas whose inhabitants are sometimes insensitive and ignorant of national government plans, and where support for these plans are weak. Another merit of Decentralisation is that by granting some measure of autonomy and independence to local unit officials, it can promote flexibility, innovation and creative administration. This is because the local officials would now have the opportunity or freedom to experiment with new programmes and projects which if successful can be replicated in other areas of the country (see Lele, 1975, Chapter VIII and IX). Furthermore, Decentralisation is capable of providing “a structure through which activities of various central government ministries and agencies involved in development could be co-ordinated

more effectively with each other and with those of 56 local leaders and non-governmental organizations within various regions” (Rondinelli, 1981: L 136). Institutionalization of citizens participation in development planning and management can be realized through a decentralized administrative structure, which can facilitate the exchange of information about local needs and channel political demands from the local community to national ministries (see Rondinelli, 1981:136, Cohen and Uphoff 1980: 233-235). Decentralisation also would lead to greater mobilization of local resources for development. This is because “citizens within self-governing sub-national governments are likely to be more willing to contribute financially in support of development activities that are identified and implemented at the local level than they would contribute to central government” (Adamolekun, 2002:50). Finally, Decentralisation, according to the public choice school, promotes competitions and choice. By promoting competition among decentralized government units, Decentralisation will lead both to improvement in the quality of goods and services they provide and reduction of costs. Arguments against Decentralisation In spite of the advantages of Decentralisation discussed above, the following arguments which Prod’ home, (1995) summarized as the “dangers of Decentralisation,” have often been put forward. Firstly, pertaining to the argument of the public choice school, critics contend that competition among decentralized government units does not always result to reduction in the cost of providing goods and services. In addition, they argue that “the idea that citizens have a choice between jurisdictions is only practicable in certain socio-cultural and political contexts (for example, the United States)” (Adamolekun, 2002:51). On the issue of resource mobilization, allocation and utilization, critics of Decentralisation argue that the central or federal government in developing countries is better equipped to mobilize national resources and deliver results than the local levels due to the high caliber of manpower in its employ. It is also in a better position to tackle inter-jurisdictional inequalities. 57 Finally, critics of Decentralisation argue “that weak states cannot afford to decentralize, especially in the sense of devolution, because of the danger of further weakening the state” (Adamolekun, 2002:51). This argument is weak because autonomy for distinct communities or ethnic groups could actually contribute to the stability of the nation state. A good example is Switzerland which has remained stable despite its autonomous ethnic/linguistic cantons.

2.4 Problems in the Practical Implementation of Decentralisation

The implementation of Decentralisation policies in the developing countries has recorded limited success. Commenting about the implementation policies in Tanzania Picard (1980:239-257) notes that

while “Decentralisation has brought about a modicum of deconcentration of power to the regions and districts, the administrative structure has not been able to establish the mechanisms that will ensure increased participation at the district and sub-district level”. The following factors constrain the effective implementation of Decentralisation policies. The first is low commitment on the part of the dominant political leaders. This was the situation in Tanzania, Sudan and Kenya. In Tanzania, for instance, Nyerere initially received little cooperation from local leaders. The second and very important constraint to Decentralisation has been the continuing resistance of central government bureaucrats in both the national ministries and local administrative units. Writing on the situation in East Africa, Rondinelli (1981:140) notes: The resistance is attributable not only to the unwillingness of central ministries to transfer those functions that provided their base of financial resources and political influence, but also to the deep distrust that technicians and professionals within central ministries have of local administrators and tribal, religious and community leaders. In the case of Sudan, for instance, president Nimeiry had to reorganize in some cases abolish many central ministries to overcome bureaucratic opposition to Decentralisation decrees (Rondinelli, 1981:140).⁵⁸ The third is resistance from traditional elites and some local leaders who felt that Decentralisation will break up or weaken their traditional bases of political influence. The fourth is the centralist attitude of many government officials – both at the national level and in local communities – which make them oppose participation of rural people in development activities. The fifth constraint to effective Decentralisation in developing countries is the weak administrative capacity, especially, at lower levels of government. In most developing countries, there is a dearth of high caliber technical and managerial skills, especially, at the lower levels of government needed to carry out development activities. Sixth, Decentralisation policies in developing countries have been undermined by the failure of the central or federal government to provide the lower levels of government with adequate financial resources or adequate legal powers to collect and allocate revenues within local jurisdiction. This has been a major problem facing local governments in Nigeria. The lack of adequate physical and communication infrastructure in rural areas also undermines Decentralisation in developing countries. It makes coordination among decentralized administrative units almost impossible and constrains effective interaction among them the with central government ministries.

Self-Assessment Exercises 1

- i. What are the advantages of Decentralisation?
- ii. Discuss Problems in the Practical Implementation of Decentralisation.



2.5 Summary

In this unite we identify the following advantages of Decentralisation: it allows local institutions the freedom to tailor development plans and programmes to the needs of heterogeneous regions and groups within the country; it promote equity in the allocation of government resources to various groups; Decentralisation could lead to capacity building among officials of local government; it is capable of enhancing political stability and national unity by providing opportunities for diverse groups to participate in development decision making; et cetera. The arguments against Decentralisation discussed in the chapter include: the federal or central government is in a better position to ensure that economies of scale are realized; it could further weaken a weak state; et cetera. The chapter also examined the main problems in the practical implementation of Decentralisation in developing countries viz: low commitment on the part of the dominant political leaders; resistance from traditional elites and some local leaders who felt their traditional bases of political influence threatened; weak administrative capacity; inadequate finance experienced by lower levels of government, et cetera. Finally, the following conditions for effective Decentralisation are identified, favourable political and administrative conditions; existence of favourable organizational factors; provision of adequate funds to lower level of government, et cetera.



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2.7 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

There are a number of advantages associated with the transfer of greater powers and responsibilities from the central government to lower units of administration or organizations for development planning and management in developing countries. Firstly, Decentralisation has become a strategy of overcoming some of the deficiencies of centralized national planning. The transfer of greater responsibilities to field staff, local government and/or local administration and other grassroots organizations, allows them freedom to tailor development plans and programmes to the needs of heterogeneous regions and groups within the country.

Answers to SAEs 2

The implementation of Decentralisation policies in the developing countries has recorded limited success. Commenting about the implementation policies in Tanzania Picard (1980:239-257) notes that while “Decentralisation has brought about a modicum of deconcentration of power to the regions and districts, the administrative structure has not been able to establish the mechanisms that will ensure increased participation at the district and sub-district level”. The following factors constrain the effective implementation of Decentralisation policies. The first is low commitment on the part of the dominant political leaders. This was the situation in Tanzania, Sudan and Kenya. In Tanzania, for instance, Nyerere initially received little cooperation from local leaders. The second and very important constraint to Decentralisation has been the continuing resistance of central government bureaucrats in both the national ministries and local administrative unit.

UNIT 3 PROBLEMS OF LOCAL GOVERNMENT

Unit Structure

- 3.1 Introduction
- 3.2 Intended Learning Outcomes
- 3.3 Problems of Local Government
- 3.4 Summary
- 3.5 References/Further Readings/Web Resources
- 3.6 Possible Answers to Self-Assessment Exercise(s)



3.1 Introduction

Local government in Nigeria has undergone very numerous and constant reforms aimed at evolving a viable system that could serve the purpose for which local government is created. This is because successive administrations have not failed to cite local governments as a rallying point of National mobilization and veritable instrument of rural transformation. Despite these efforts, the uncontested reality on ground is that the Nigeria local government has failed to be a mobilizer of the masses and a viable instrument of rural transformation. The reasons for these are given below.



3.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- describe comprehensively the problems of Nigeria local government system
- proffer solutions to these problems.



3.3 Problems of Local Government

In spite of the various systems of local government that have been experimented upon via numerous and constant reforms and despite the fact that successive governments in Nigeria have not failed to cite the local government as a rallying point of National mobilization and veritable instrument of rural transformation, the uncontested reality on the ground today is that the Nigeria local government has failed to be a mobilizer of these masses and a viable instrument of rural transformation. The reasons for these are as follows:

1. **Structure:** Nigeria operates a single-tier multipurpose Local Government system. The two major characteristics of the existing local government are largeness and uniformity of local government areas throughout the federation. The government's emphasis on the largeness and uniformity of local government areas led to its failure to take into full account, the traditional political and social structure of the people. Hence Egonwan (1984:8) rightly observed that in an attempt satisfy the principles of largeness and uniformity, "communities with different modes of life, habits and surroundings were artificial merged". Furthermore, it led to the creation of local government areas in which the distance (both physical and social) between local government and the communities is enormous local government is neither "Local" in outlook nor "government" in operation. The size is too large to ensure massive mobilization, exploitation and utilization of local resources; mass participation, and citizens identification with, commitment to, and self-less sacrifice for, their local government
2. **Finance** 62 The local government in Nigeria have three main sources of revenue namely internal revenue government grants and loans. Internal revenue is made up of property rates market and motor park fees, Liquor license fees, bicycle, canoes and wheelbarrow license fees etc. The second source is the constitutional mandatory statutory 25% allocation from the federation accounts and statutory share of 25% of the state's total internal revenue fund. Research has shown that local governments have proved incapable of generating adequate revenue to meet their numerous functions. In summary local governments have numerous sources of revenue assigned to them but in practice they do not realize adequate revenue from these sources.
3. **Staffing** The function assigned to the local government as a third tier of government are diverse, numerous and complex requiring adequate well qualified and experienced technicians, professionals, administrators and artisans. The efficiency and effectiveness of the local government in the provision of the service to the people is a function of adequacy and professional competence of its personnel. Local government lack competent, adequate, honest and patriotic staff to carry out local government functions.
4. **Functions** The functions assigned to local government in Nigeria are admittedly enormous in scope and diverse in outlook. In fact, it is beyond the capacity of the local government hence they are unable to perform all the functions due to inadequate funds, how executive capacity; inappropriate structural and organizational

pattern, which tends to inhibit rather than promote full participation of the people in local government

5. **Institutionalized Corrupt Practice** There is a high incidence of corruption, fraud and embezzlement in local government especially in revenue section. Some revenue officials collect revenue for which they issue fake receipts to the payers and the fund so collect not paid to the councils. Others collect revenue without issuing sums of revenue are lost by local governments to one corruption collectors, licensing officials, collectors of fees and fairs, market masters, and valuation officers who sometimes collect with proper 63 owners so that their tenements are under-assessed or they completely escape valuation and rating.
6. **The Nature of Local Government Services** Some of the functions of the local government are very costly social services which do not yield and significant revenue. These include primary education, health services, provision of homes for destitute, construction and maintenance of roads and bridges, to mention a few.
7. **Difficult Internal Revenue Sources** The internal revenue sources of local government are generally poor, inelastic and very difficult to collect. Sometimes the expenditure revenue from a particular revenue sources would for exceed the expected proceeds from that revenue sources. Thus Ogunna (1988:19) rightly observed that “the state governments have thus acquired the more lucrative, elastic and collectable revenue sources, leaving local government with taxation with low ceiling, revenue which are administratively and politically difficult to exploit in an environment where the vast majority of the people are poor, self-employed and dispersed in rural areas.
8. **Excessive Bureaucratic Controls** It is discovered that the state ministry of local government delays the issue of receipts, birth certificates and other revenue documents which are necessary for revenue collection. Revenue collection is always halted whenever these relevant documents are not available. Furthermore, the Annual Estimates of local government are unnecessarily delayed by the ministry of local government many months after the commencements of the financial year they are meant or it usually distorch the local government plan of operation on delay the commencement of the collection of nearly introduced on increased revenue proposal
9. **High-Jack of Local Government Fund** It is equally discovered by a research carried out by the writer, that state government “high-jack” federal government allocations which pass through them thereby starving them of funds. As if that is not bad enough, most state government do not pay to local government their entitled 25% of the total state government internal revenue.

10. Inability to obtain Loan Local governments are unable to obtain loans from financial institutions despite the fact that it is their third legal source of revenue. They are unable to obtain loans because they lack collateral security Equally; they are not able to sell bonds for the improvements in the developed nations of the world.
11. **The local Nature of the Government** Local authorities experience serious problems recruiting trained and qualified staff. This is because people prefer to work in the big towns and other areas where conditions of services are better and salaries larger.
12. **Political Interference** Due to unhealthy politicization of issue, Nepotism, tribalism, sectionalism and favouritism are practiced in local government particularly in appointments promotions and the award of scholarships.
13. **Modernity Traditionality** There is always a serious conflict between traditional Rulers who are conservative in their approach to political problems and modern issues and the educated elites in the community.
14. **Non-participation of Citizen** The rural people do not come out in masse to participate in developmental programmes. This may be as a result of ignorance on the part of the rural people or neglect of the rural people by the government.
15. **Non-involvement of the Rural People**The rural people tend to be sensitive to issues like this. They feel neglected and so, perceive any development project or programme as serving the interest of the politicians, this is because they are aware that it is by full involvement of the rural people that they can develop a sense of social responsibility.
16. **Neglect on the part on the Government** The government and its agencies do not advice, arouse and stimulate the rural people to determine their felt needs. Obi (2009:575) says that the nature of community development project necessitates that it stems from the people's felt needs.
17. **Unhealthy Rivalry** 65 Unhealthy rivalries between politicians or between groups in the rural areas have been noticed to be a major militating factor. These issues tend to sabotage the efforts of government and its agencies as most meaningful development projects or programmes cannot achieve its full potentialities in an unfriendly climate.
18. **Lack of Planning** Ogunna (1996) rightly posits that planning is a crucial factor for rapid community development. In support of this assertion it is deciding in advance what to do it, how to do it, when to do it, who to do it and where to do it. Sustainable Rural development planning entails as intergrative activity which seeks to provide a framework of activities through which there is

massive commitment of the resources of the rural people in order to satisfy their felt needs.

19. **Bad Leadership** Emovon (1988:148) identifies bad leadership as the greatest obstacle to rural development. The planning and execution of development projects requires control, co-ordination, direction and supervision in order to attain the desired goal(s). a good leader should be able to inspire the people. He should organize and co-ordinate the rural people for self-help project, he should have high sense of accountability, honest and probity. He must be able to carry his subjects along, must be selfless and must be passionate about his subjects, Contrary to these most of the leaders found in the rural areas lack these qualities.
20. **Illiteracy Because** most of the rural dwellers are illiterate, they find it difficult to understand the idea behind a development project.
21. **Lack of Adequate Information** An effective sustainable rural development programme should aim at developing reliable information and effective discrimination of the information so that the rural dwellers can adequately understand that demands of a programme or project. This is necessary especially in a situation where the rural people may be asked to contribute money or pay a form of levy.
22. **Lack of Infrastructure** There are business opportunities in rural communities, but they lack requires infrastructure to have entrepreneurs and investors. For many communities to attract new investment and foster economic growth and development it should have basic social infrastructure. It is no longer news that there no access roads to many.

3.4 Solutions to the Problems of Local Government

These are some solutions to local government problems:

1. **Provision of Capital:** Adequate capital should be provided for the running of local government programmes. Both the central and state governments should increase the grants of local governments. Local governments should also extend and monitor their revenue-making machinery to enhance their income.
2. **Employment of Qualified Staff:** Qualified, experienced professional and administrators should be employed to make a career in the local government service. There should be periodic training of local government employees to enable them to update their knowledge.
3. **Improved Conditions of Service:** The conditions of service of the local government staff should be reviewed and enhanced.

- Furthermore, merit should be the yardstick of recruitment, promotions, transfer or discipline.
4. **Political Autonomy:** Political autonomy should be granted to local governments to enable them to remain independent and effective democratic institutions.
 5. **Probity and Accountability:** Bribery and corruption in the local government councils should be eliminated, with drastic punishment for proven cases. The central and state governments should establish effective mechanisms of checking mismanagement and the spending habits of local government officials.
 6. **Equitable Creation of Local Government:** The creation of new local governments should be in the national interest of bringing government closer to the people at the local level, rather than for political or ethnic considerations
 7. **Public Enlightenment:** People will understand the policies and payment of rates and even self-help projects when the local government educates them on these

Self-Assessment Exercises 1

- i. Enumerate the problems of local government
- ii. What are the possible solutions to the problems of local government



3.5 Summary

Local governments in Nigeria has failed woefully in their constitutional functions due to structural instability; excessive politicking, lack of adequate funding, poor staffing, official corruption, encroachment on local government functions by the state etc. Consequently the rural population did not feel the impact of the local government. Some of them knew the existence of local government only through their staff that they sometimes saw raiding their underdeveloped market places in search of rate and tax evaders.



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3.7 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

1. **Bad Leadership** Emovon (1988:148) identifies bad leadership as the greatest obstacle to rural development. The planning and execution of development projects requires control, co-ordination, direction and supervision in order to attain the desired goal(s). a good leader should be able to inspire the people. He should organize and co-ordinate the rural people for self-help project, he should have high sense of accountability, honest and probity. He must be able to carry his subjects along, must be selfless and must be passionate about his subjects, Contrary to these most of the leaders found in the rural areas lack these qualities.
2. **Illiteracy Because** most of the rural dwellers are illiterate, they find it difficult to understand the idea behind a development project.
3. **Lack of Adequate Information** An effective sustainable rural development programme should aim at developing reliable information and effective discrimination of the information so that the rural dwellers can adequately understand that demands of a programme or project. This is necessary especially in a situation where the rural people may be asked to contribute money or pay a form of levy.
4. **Lack of Infrastructure** There are business opportunities in rural communities, but they lack requires infrastructure to have entrepreneurs and investors. For many communities to attract new investment and foster economic growth and development it should have basic social infrastructure. It is no longer news that there no access roads to many.

Answers to SAEs 2

These are some solutions to local government problems:

1. **Provision of Capital:** Adequate capital should be provided for the running of local government programmes. Both the central and state governments should increase the grants of local governments. Local governments should also extend and monitor their revenue-making machinery to enhance their income.
2. **Employment of Qualified Staff:** Qualified, experienced professional and administrators should be employed to make a career in the local government service. There should be periodic training of local government employees to enable them to update their knowledge.
3. **Improved Conditions of Service:** The conditions of service of the local government staff should be reviewed and enhanced. Furthermore, merit should be the yardstick of recruitment, promotions, transfer or discipline.
4. **Political Autonomy:** Political autonomy should be granted to local governments to enable them to remain independent and effective democratic institutions.
5. **Probity and Accountability:** Bribery and corruption in the local government councils should be eliminated, with drastic punishment for proven cases. The central and state governments should establish effective mechanisms of checking mismanagement and the spending habits of local government officials.
6. **Equitable Creation of Local Government:** The creation of new local governments should be in the national interest of bringing government closer to the people at the local level, rather than for political or ethnic considerations.

UNIT 4 THE CONTROL OF LOCAL GOVERNMENT

Unit Structure

- 4.1 Introduction
- 4.2 Intended Learning Outcomes
- 4.3 The Control of Local Government
- 4.4 Reasons for Control of Local Government
- 4.5 Summary
- 4.6 References/Further Readings/Web Resources
- 4.7 Possible Answers to Self-Assessment Exercise(s)



4.1 Introduction

The founding fathers of the Nigerian local government system made a number of innovation aimed at strengthening the local government system in Nigeria and make it an efficient, effective and productive system. But inspite of these innovations, the system proved to be unresponsive, unproductive, ineffective, incapable of accelerating rural development due to anti-behaviourial mannerism ranging from lack of functional cooperation between the council and the people in particular and indigenious institution in general; poor planning, power struggle between chairman and councilors to criminal disservice and institutionalized stealing. All these anti-administrative behaviourial mannerism necessitate to institutionalisation of various control mechanism in local governments in Nigeria.



4.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- provide back to the control of local governments in Nigeria.
- describe various methods of control
- justify why local governments needs to be controlled.



4.3 The Control of Local Government

Local governments are controlled through the following mechanisms:

1. **Legislative Control:** Local governments are established by an act of parliament or decree stating their functions, powers and limitations. Their operations are thus guided by these laws, furthermore, the legislature could amend these laws or investigate the performance of, or allegations about particular local governments.
2. **Administrative Control:** The power of supervising the activities of local governments is delegated to the ministry or department responsible for local government. The department is empowered to approve their annual budgetary estimates, major projects, strategies of implantation and bylaws they take effect.
3. **Judicial Control:** Local governments are legal entities which can sue and be sued. Courts can call local governments or their officials to order if the breach any law establishing or guiding them. The court can declare their actions illegal or unconstitutional if they violate the provisions of the constitution.
4. **Financial Control:** The supervising department is empowered to approve or reject local government budgetary estimates. They may not introduce new rates or levies, implement new projects or obtain internal or external loans without approval by the supervising ministry. Their accounts are also audited by the central government auditors.
5. **Control by Public Complaints Commission:** Dissatisfied members of the public can seek redress through the public complaints commission, where their rights and 70 liberties are violated by local government employees. The commission could investigate the activities of such employees and recommend punitive or corrective measures.

4.4 Reasons for Control of Local Government

Local government administration is controlled for the following reasons:

1. **Effective Implementation of Policies:** Local governments are controlled to enable them to implement the policy guidelines and objectives of both the federal and state governments. They are expected to execute government programmes according to specification and guidelines.
2. **Even Distribution of Amenities:** Local government are controlled to ensure geographical spread of social amenities to the various communities. Without adequate supervision, some

- local governments may deprive certain communities of social amenities like water supply, feeder roads, dispensaries and maternity homes.
3. **Judicious use of Public Funds:** Local governments are controlled so that they can account for the statutory revenue and special grant which they receive from the federal and state governments. For example, contract award are thoroughly scrutinized to ascertain their genuineness and impact on the people.
 4. **Appropriateness of Laws:** Local government bylaws are subjects to approval to avoid possible abuses.
 5. **Appointment and Discipline of Staff:** Local governments are controlled to ensure proper recruitment, promotion, transfer and discipline of employees.
 6. **Approval of Annual Estimates:** They annual estimate of local governments are checked and approved to enable the central government to ensure consonance between their capital expenditure, recurrent expenditure and the expected income in a financial year.
 7. **Quality of Councilors:** Local governments are controlled so that the quality of councilors at the helm of affairs could be kept high enough

Self-Assessment Exercises 1

Discuss various ways of controlling local governments in Nigeria
What are the justifications for the control of local governments in Nigeria.



4.5 Summary

Control mechanism is a necessary administrative measure aimed at making workers in Nigeria local government system. In this unit we were able to identify various ways of controlling local government system which include legislative, administrative, judicial and financial control as well as that of ombudsman. We equally gave a lot of reasons why local governments are controlled in order to provide efficient, effective and productive and result oriented service.



4.6 References/Further Readings/Web Resources

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4.7 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

Local governments are controlled through the following mechanisms:

1. **Legislative Control:** Local governments are established by an act of parliament or decree stating their functions, powers and limitations. Their operations are thus guided by these laws, furthermore, the legislature could amend these laws or investigate the performance of, or allegations about particular local governments.
2. **Administrative Control:** The power of supervising the activities of local governments is delegated to the ministry or department responsible for local government. The department is empowered to approve their annual budgetary estimates, major projects, strategies of implantation and bylaws they take effect.
3. **Judicial Control:** Local governments are legal entities which can sue and be sued. Courts can call local governments or their officials to order if the breach any law establishing or guiding them. The court can declare their actions illegal or unconstitutional if they violate the provisions of the constitution.

Answers to SAEs 2

Local government administration is controlled for the following reasons:

1. **Effective Implementation of Policies:** Local governments are controlled to enable them to implement the policy guidelines and objectives of both the federal and state governments. They are expected to execute government programmes according to specification and guidelines.
2. **Even Distribution of Amenities:** Local government are controlled to ensure geographical spread of social amenities to the various communities. Without adequate supervision, some local governments may deprive certain communities of social amenities like water supply, feeder roads, dispensaries and maternity homes.
3. **Judicious use of Public Funds:** Local governments are controlled so that they can account for the statutory revenue and special grant which they receive from the federal and state governments. For example, contract award are thoroughly scrutinized to ascertain their genuineness and impact on the people.
4. **Appropriateness of Laws:** Local government bylaws are subjects to approval to avoid possible abuses.

UNIT 5 LOCAL GOVERNMENT IN PRE-COLONIAL ERA

Unit Structure

- 5.1 Introduction
- 5.2 Intended Learning Outcomes
- 5.3 Pre-colonial Era
- 5.4 Summary
- 5.5 References/Further Readings/Web Resources
- 5.6 Possible Answers to Self-Assessment Exercise(s)



5.1 Introduction

The primary purpose of local government is to bring government to the local communities so that the local people can participate fully in the process of government in order to provide essential local services and this accelerate the pace of social, economic and political development. The importance of local government in development of rural areas made various communities in Nigeria to be governed through the instrumentality of their traditional political institution before this unit we are going to see how our communities governed themselves through local government system before the coming of Europeans.



5.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- trace the evolution of local government
- analyse local governments during pre-colonial era.



5.3 Pre-colonial Era

Historically, local government in Nigeria has evolved extremely diverse and to a large extent, developmentally dysfunctional structural forms (William Groff, 1986). The system of local government in Nigeria, before, during and even after the advent of the British rule has been a subject of trial and reforms. Several patterns have been experimented and abandoned in frustration. Local government system has in fact, gone very numerous and constant reforms aimed at evolving a viable system that could serve the purpose for which local government is created. The

local government system in Nigeria has evolved through the central government's earlier phase of Decentralisation of function (especially during the period of British colonial rule) to the federal government's current phase of Decentralisation through increased devolution of powers and functions to authorities which, to a great extent, have now been institutionalized as the third tier of government in the country. In this context, the structure, powers and functions of local government in Nigeria have undergone several changes in accordance with the regime in power, the core task of the regime in power and the failure of that resultant structure to be in congruent with the core task of the regime in power by various administrations from pre-colonial to the present post-colonial era. That is, the development objective and priorities of various regime in power, the existing structures they set up to achieve such goals as well as their perceptions of the role which local authorities should play. Local government in Nigeria, Ogunna (1977) correctly noted has undergone constant numerous reforms aimed at evolving a viable system that could serve the purpose for which the local government is created. Before the advent of the British colonial administration various communities in Nigeria were governed through the instrumentally of their traditional political institutions. In the North, the Hausa/Fulani 74 Emirates operated highly centralized hierarchically organized political system. They were authoritarian large-scale states and were ruled by powerful Emirs. There were clear specifications of function of the political structure. The political system has a long standing system of tax assessment and collection. The emirates were divided into districts, which were headed by Hakimis while each district was divided into villages each of which was headed by a village head. In essence, the local government administration under the Hausa/Fulani traditional political system was under the district heads (Hakimis) and village heads. They were charged with the responsibility of maintaining law and order, collecting taxes within their respective areas and settling minor disputes. In the discharge of those functions, the district and village heads were responsible and accountable to the Emir. The Yoruba's of Western Nigeria had centralized chiefdoms in which the Obas ruled their various chiefdoms. The Obas played roles as constitutional monarchs in the sense that they ruled their respective kingdoms with a council of chiefs which exercised dominant powers. Each Yoruba kingdom consisted of the Obas town or capital city and the subordinate towns. The capital city was directly administered by Obas while the others governed the subordinate towns through chiefs known as Baales or Olojas. The Baales or Olojas and their subordinate chiefs conducted the affairs of the subordinate town which constituted the local government functions of the political system. The Baale settled minor cases and disputes, maintained law and order, allocated vacant land and paid Annual tributes to the Obas. In Eastern Nigeria, the Igbos had fragmented and diffused autonomous communities. In this system, many

groups and institutions like age grades, women association, Ozo title societies, the council of Elders, the people assembly (Oha) shared political authority with the chief of the community. One of the distinctive characteristics of the Igbo political system is that it functioned with many groups and institutions which shared in political authority within the system. Thus, Gailey in his book, *Road to Aba*, correctly observed that the presence within “the village of different organization each charged with executive and moral function effectively prevented undue concentration of power. The autonomous community in the Igbo 75 traditional political system was federation of village. Each village was comprised of kindred units. In view of the fragmented nature of the political system, it is difficult to distinguish between the structure performing local government functions from those concerned with central government functions. Nevertheless, one can argue that the local government functions were carried out by the village’s kindred units. The village and kindred traditional authorities’ maintained law and order within their areas settled disputes, established and maintained village markets. Constructed village paths and ensured regular cleaning of streams and springs which provided water supply. The village authorities made rules and regulations

Self-Assessment Exercises 1

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|---|
| i. Trace the evolution of local governments during the per-colonial era in Nigeria. |
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5.6 Summary

Prior to coming of colonial masters, various communities were governed through the instrumentality of their traditional political institutions. In the Hausa – Fulani, the Emir, District heads (Hakimis) and village heads performed the functions of local government like maintaining law and order, collecting taxes, and settling minor disputes. Similarly in Western Nigeria, the Oba and his council of Chiefs like Baale, Uloga and other subordinate chiefs did the same. In Eastern Nigeria due to their fragmented , diffused, Republican, democratic and autonomous nature many people participated in the governance like the Chief, Ozo title holders, Age grade, Peoples Assembly (Oha) council of Elders, Umudas the Chief Priests etc.



5.7 References/Further Readings/Web Resources

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5.8 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

Historically, local government in Nigeria has evolved extremely diverse and to a large extent, developmentally dysfunctional structural forms (William Groff, 1986). The system of local government in Nigeria, before, during and even after the advent of the British rule has been a subject of trial and reforms. Several patterns have been experimented and abandoned in frustration. Local government system has in fact, gone very numerous and constant reforms aimed at evolving a viable system that could serve the purpose for which local government is created. The local government system in Nigeria has evolved through the central government's earlier phase of Decentralisation of function (especially during the period of British colonial rule) to the federal governments current phase of Decentralisation through increased devolution of powers and functions to authorities which, to a great extent, have now been institutionalized as the third tier of government in the country. In this context, the structure, powers and functions of local government in Nigeria have undergone several changes in accordance with the regime in powers, the core task of the regime in power and the failure of that resultant structure to be in congruent with the core task of the regime in power by various administrations from pre-colonial to the present post colonial era. That is, the development objective and priorities of various regime in power, the existing structures they structures they set up to achieve such goals as well as their perceptions of the role which local authorities should play. Local government in Nigeria, Ogunna (1977) correctly noted has undergone constant numerous reforms aimed at evolving a viable system that could serve the purpose for which the local government is created. Before the advent of the British colonial administration various communities in Nigeria were governed through the instrumentally of their traditional political institutions. In the North, the Hausa/Fulani 74 Emirates operated highly centralized hierarchically organized political system. They were authoritarian large-scale states and were ruled by powerful Emirs. There were clear specifications of function of the political structure. The political system has a long standing system of tax assessment and collection. The emirates were divided into districts, which were headed by Hakimis while each district was divided into villages each of which was headed by a village head. In essence, the local government administration under the Hausa/Fulani traditional political system was under the district heads (Hakimis) and village heads. They were charged with the responsibility of maintaining law and order, collecting taxes within their respective areas and settling minor disputes. In the discharge of those functions, the district and

village heads were responsible and accountable to the Emir. The Yoruba's of Western Nigeria had centralized chiefdoms in which the Obas ruled their various chiefdoms. The Obas played roles as constitutional monarchs in the sense that they ruled their respective kingdoms with a council of chiefs which exercised dominant powers. Each Yoruba kingdom consisted of the Obas town or capital city and the subordinate towns. The capital city was directly administered by Obas while the others governed the subordinate towns through chiefs known as Baales or Olojas. The Baales or Olojas and their subordinate chiefs conducted the affairs of the subordinate town which constituted the local government functions of the political system.

MODULE 3

Unit 1	Local Government in Colonial Era
Unit 2	Post-Colonial Local Government System in Nigeria
Unit 3	The 1976 Local Government Reform
Unit 4	Babangida's Administration Innovation
Unit 5	Importance of Revenue to Local Governments

UNIT 1 LOCAL GOVERNMENT IN COLONIAL ERA

Unit Structure

- 1.1 Introduction
- 1.2 Intended Learning Outcome
- 1.3 Colonial Era:
- 1.4 Summary
- 1.5 References/Further Readings/Web Resources
- 1.6 Possible Answers to Self-Assessment Exercise(s)



1.1 Introduction

When the British took over Nigeria as a colonial territory, the British colonial government introduced the Native Authority system which served as local government at that time. It was a form of local government based on traditional authority which exercised legislative, executive and judicial powers over a local community under the ultimate control of British authority. When Lord Lugard arrived Nigeria, he saw perfect system of local administration in the north and decided to make effective use of traditional rulers through the concept of indirect rule as we shall see the in the course of our discussion. According to him the Native Authority was introduced as a matter of administrative expediency and practical necessity.



1.2 Intended Learning Outcome

By the end of the unit, you will be able to:

- state reasons why colonial administration used existing local authorities in local administration.



1.3 Colonial Era

During the earlier period of British colonial rule in Nigeria, local government was an extension of the central colonial administration through the mechanism of “indirect rule” which involved the administration of the local area through the existing traditional authorities. The British colonial administration in Nigeria was organized hierarchically under two parallel administrative structures, the field (political) administration and the departmental administration. Under the field (political) administrative structure, the country was divided into districts, division, provinces and regions each of which was headed respectively by the district officer, district commissioner, (or lieutenant governor). In order to maintain law or order, security, a few basic services and the stability of the colonial regime, these field officials combined both administrative, political and judicial functions as magistrates (at the 78 lower levels of the field administrative hierarchy); as controllers on customary courts, the police and prisons; and as intelligence officers. Above all, they controlled and supervised the administrative activities of local authorities. The rationale for the colonial administration’s use of existing local authorities in local administration was not directed by the need to initiate the process of participatory democracy at the local level. This is because local administration was dominated by traditional rulers and councilors nominated by the colonial administration. Some of the reasons for the colonial policy of indirect rule included lack of adequate manpower and financial resources for colonial administration; lack of knowledge of local conditions, customs and traditions of the colonized; the need to prevent colonial revolts and unfavourable equatorial climate and tropical diseases which often claimed the lives of some of these. British officials, acute dearth of administrative, secretarial, professional and technical officials, fear of consequences of tampering with the established religion and finally but more importantly, the existence, at that time of already established and relevant traditional authorities especially in the North. Where these traditional authorities did not exist, policies were directed at creating them. Even though this system of local administration succeeded to a great extent, in linking the traditional institutions to the colonial administrative machinery, it remained authoritarian in character and could not encourage the growth of democratic participation at the grassroots level. Consequently, substantial reforms local administration took place in the 1950 & 60s. The attempt made by the British colonial administration to introduce and maintain indirect rule, as a system of local administration in the Eastern and Western region was not as successful as it was in the North. This is because the existing traditional authority systems in these areas were not as congruent as those in the northern region with the structural requirements of “indirect rule”. In

some parts of the Eastern region, where the institutions of traditional authority did not exist (prior to British colonial administration) attempts were made to create “warrant chiefs”. In these areas, new powers given to the traditional rulers were in conflict with the traditional norms which merely recognized such rulers as the spokesmen of their 79 communities. In the West, the Obas unlike the Emirs did not possess absolute authority over their subjects before the introduction of “indirect rule”. Their powers were checked by the council of chiefs and secret societies. Even where they became very authoritarian and oppressive, they were advised by their subjects (through these mechanisms) to commit suicide. Again, as in the Eastern Region, the new judicial, fiscal and administrative powers-which were exercised by the traditional rulers under the period of “indirect rule”, were in conflict with the norms and traditions of their communities. In the 1950s and 1960 attempts to reform the local administrative system in Nigeria took various forms in the eastern, western and northern parts of the country. While the reforms in the east and west were aimed at increased democratization of the local government system, those in the northern were mainly aimed at reducing the enormous power exercised by traditional rulers at the local level. In the eastern region, the local authority ordinance was replaced by local government ordinance in 1950. Under the local authority “a number of chiefs and elders were appointed by the government to form the native authority council of the area” (Oyediran, Gboyega, 1979, p. 170) but the local authority ordinance made it possible for majority of the councilors to be directly elected. In terms of structure, the 1950 ordinance ushered in a three-tier system of local government made up of county, district and local councils. The ordinance also curtailed the controlling powers of the district officers by making it optional for the councils to accept or reject their advice. A similar local government reform took place in the western region following the introduction of the local government law of 1952. Under this law elected representatives were to comprise 75 percent of the total council membership. A three tier British mode of local government structure comprising divisional, district and local councils was also introduced. And, as in the eastern region, the supervisory powers of the district officers were reduced. The two important factors which help to explain the above changes in the composition and structure of the local government in these two regions are the increase in the number of educated elite and the agitation by 80 nationalists for participation in the exercise of political power at the local, regional and federal levels. Despite these reforms, local government in these regions still had a number of similar problems. These ranged from the problem of viability (in terms of the small size of most of the local government units, and their resulting inability to generate adequate resources for provision of services) to lack of adequate and well trained staff, corruption among local government workers, and conflict of authority between the district and the divisional

county councils. Further reforms of the local authority system which took place in Northern region between 1959 and 1966 (when the military intervened in politics for the first time in the country) were aimed at extending those reforms to regional government and party in power to the local areas. Politics parties in Nigeria were ethnically based, and local communities served as recruiting grounds for aspiring politicians. Because of this linkage between partisan politics and local administration, the permanent staff of the local authorities in the Northern region continued to participate fully in partisan politics until 1967 when the military banned them from doing so. For similar political reasons, the Native Authority police and prisons were transferred to the federal government, and their judicial responsibility taken over by the state government. There were wide-spread accusation that the Native authority police, prisons and courts have been used as instruments of oppression and victimization against political opponents. Other attempts by the Northern regional government to manipulate the local authorities were reflected in the Native authority amendment law of 1958 and the Kaduna capital territory amendment law of 1962 which constituted Kaduna into a local authority headed by a high ranking regional civil servant. These anomalies in local government administration were part of the reasons, which informed the military government's decision in 1966 to dissolve all local councils and replace them with sole administrators. All these developments confirm the observation that government in Nigeria (in terms of their structure and operations before 1976 local government reforms in the country) could not provide the basis for meaningful participation of people in social and economic development at the local level.

Self-Assessment Exercises 1

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|-------------------------|
| i. Define Colonial Era. |
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1.4 Summary

Lord Lugard administrative system in Nigeria was “practical necessity” that arose from a number of factors. The first was the vastness of the area in terms of geographical territory and population. The second was absence of communication facilities in such vast territories which will indispensable requirements for direct administration. The third factor was poor fund to administer the territory, the fourth was the fear of tampering with religion, the fifth was that the people particularly their leaders, were opposed the British intrusion and resisted it violently; the sixth was lack of large body of British armed forces which would be used to garrison the whole territory as well as to suppress the aggressive resistance of the people and keep them quiet.



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1.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

During the earlier period of British colonial rule in Nigeria, local government was an extension of the central colonial administration through the mechanism of “indirect rule” which involved the administration of the local area through the existing traditional authorities. The British colonial administration in Nigeria was organized hierarchically under two parallel administrative structures, the field (political) administration and the departmental administration. Under the field (political) administrative structure, the country was divided into districts, division, provinces and regions each of which was headed respectively by the district officer, district commissioner, (or lieutenant governor). In order to maintain law or order, security, a few basic services and the stability of the colonial regime, these field officials combined both administrative, political and judicial functions as magistrates (at the 78 lower levels of the field administrative hierarchy); as controllers on customary courts, the police and prisons; and as intelligence officers. Above all, they controlled and supervised the administrative activities of local authorities. The rationale for the colonial administration’s use of existing local authorities in local administration was not directed by the need to initiate the process of participatory democracy at the local level. This is because local administration was dominated by traditional rulers and councilors nominated by the colonial administration. Some of the reasons for the colonial policy of indirect rule included lack of adequate manpower and financial resources for colonial administration; lack of knowledge of local conditions, customs and traditions of the colonized; the need to prevent colonial revolts and unfavourable equatorial climate and tropical diseases which often claimed the lives of some of these. British officials, acute dearth of administrative, secretarial, professional and technical officials, fear of consequences of tampering with the established religion and finally but more importantly, the existence, at that time of already established and relevant traditional authorities especially in the North. Where these traditional authorities did not exist, policies were directed at creating them. Even though this system of local administration succeeded to a great extent, in linking the traditional institutions to the colonial administrative machinery, it remained authoritarian in character and could not encourage the growth of democratic participation at the grassroots level. Consequently, substantial reforms local administration took place in the 1950 & 60s. The attempt made by the British colonial administration to introduce and maintain indirect rule, as a system of local administration in the Eastern and Western region was not a

successful as it was in the North. This is because the existing traditional authority systems in these areas were not as congruent as those in the northern region with the structural requirements of “indirect rule”. In some parts of the Eastern region, where the institutions of traditional authority did not exist (prior to British colonial administration) attempts were made to create “warrant chiefs”. In these areas, new powers given to the traditional rulers were in conflict with the traditional norms which merely recognized such rulers as the spokesmen of their communities. In the West, the Obas unlike the Emirs did not possess absolute authority over their subjects before the introduction of “indirect rule”. Their powers were checked by the council of chiefs and secret societies. Even where they became very authoritarian and oppressive, they were advised by their subjects (through these mechanisms) to commit suicide. Again, as in the Eastern Region, the new judicial, fiscal and administrative powers-which were exercised by the traditional rulers under the period of “indirect rule”, were in conflict with the norms and traditions of their communities. In the 1950s and 1960 attempts to reform the local administrative system in Nigeria took various forms in the eastern, western and northern parts of the country.

UNIT 2 POST-COLONIAL LOCAL GOVERNMENT SYSTEM IN NIGERIA

Unit Structure

- 2.1 Introduction
- 2.2 Intended Learning Outcomes
- 2.3 Post-Colonial Local Government System in Nigeria
- 2.4 Summary
- 2.5 References/Further Readings/Web Resources
- 2.6 Possible Answers to Self-Assessment Exercise(s)



2.1 Introduction

Local governments administration in Nigeria from pre-colonial through colonial to post colonial era has been changing constantly. Most people entrusted with the management of these changes must have clearly demonstrated the dynamics of the change. The local government law of 1960 which came into force on 1st July 1960 further made some reforms in the structure among which was the designation of Rural District and Urban District council as county and urban county councils respectively. The reform created twelve administrative provinces and twenty-nine administrative divisions in the Region. Under the new structural arrangement there were local government commissioners and the provincial assemblies which were 83 above municipal and urban councils. The local government law of 1960 in addition to the creation of 12 provinces and 24 divisions, also gave effect to the municipality (Port Harcourt) 12 urban county councils, 93 county councils and 170 local councils and so many innovations as we shall see later.



2.2 Intended Learning Outcomes

By the end of the unit, you will be able to:

- describe the type of local government administration in South East and South South.
- explain the main purpose of local government reform in early 1970s in Northern Nigeria
- explain the system of local government in operation in Western Nigeria.



2.3 Post-Colonial Local Government System in Nigeria

There were further efforts on the part of the state government to reform the local government system after the civil war, which ended in 1970. The main objectives of these reforms and their structural patterns were similar in the eastern and western states but different in the Northern states. But in essence the nature of local government reorganizations during the first half of the 1970's reflected greatly the tendency of military administration" in the country towards centralization of state power. Thus, the "development in the eastern and western state, respectively, were not aimed at creating autonomous and highly democratized local government systems, they were rather designed to facilitate the extension of the powers and development efforts of the governments of the local communities. To this effect, local government administration in the south eastern and Midwestern states was called "development administration". According to the architects of this reform, development was defined as "comprehensive changes of transformation in cultural, educational, economic, social and political fields and administration was perceived as "the harnessing and management of resources in men and material to meet or bring about these aspirations 84 of communities in the context of the overall development of the state (Oyedirna, Gloyega, 1979, p 176). In the south-eastern state, development administration comprised two levels of local administration – the area development committee and urban or country development council. An area development committee served a number of villages for the purpose of co-ordinating their efforts in project development. Also, in the midwestern state, there were two levels of local administration – development councils and development committee. Even though the reforms were aimed at socio-economic development at the grassroots; they could not promote the development of participatory democracy at the local level. In all the states all the members of development council, area and development committee were appointed by military Governors. Moreover, the resident, divisional officers, or development officers represented the state governments in the local government. A variant of the development administration approach to local administration was the divisional administration which was adopted in the East central state. This consisted of a two-tier system of local administration. The upper level was known as the divisional council while the lower tier was the community council. The divisional council never really took off and their powers were exercised by resident or divisional officers. In the Western states, the reforms that were introduced in local administration were patterned after the American model council manager system. Here again, the emphasis were on viability and efficiency and not on the democratization of the local government system. The reform involved

the reconstitution of the existing local government units into single-tier local government councils. However, membership of councils were based not on elective representation but on appointment by the military governor. Other limiting factors are those from the District officers and the ministry of local government. The former acted as adviser to the councils and monitored their activities on behalf of the state government. The later approved the budget of local government councils before they could operate them and disburse funds for programme development. 85 In the Northern states, the local government reforms of the early 1970s were aimed at increasing the level of popular representation and reducing the power and influence of traditional rulers in local administration. The creation of six more states in the former Northern Region created a favourable climate for achieving some of these objectives. The creations of more states resulted in the reconstitution of existing emirate councils into more local administration units. In Kano State, for example, the existing four emirate councils were split into eighth local administrative areas. Also, in North central states, six local authorities were created out of the former two emirate councils of Zaria and Katsina. These changes involved substantial reduction in the influence of the traditional rulers. The reforms also involved the abolition of the chief-in-council type of council in favour of the chief-and-council type, (which implies that the emir or chief no longer has the right to veto decisions reached by majority of the council members). It proposed that the two-thirds of the total council membership would be elected by popular votes. Other members of the emirate could comprise the chief or emir as chairman, a small number of traditional rulers and some ex-officio or nominated members. It may be pertinent to note that the implementation of the elective aspect of the reform was delayed because of the state of emergency in the country. In order to further weaken the power of the traditional rulers, the northern state governments took steps to harmonize their methods of selection and appointments and sought for input from their communities before making such appointment.

Self-Assessment Exercises 1

What was the system of local government in post - colonia?
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2.4 Summary

It is interesting to note that certain characteristics were common to all those traditional political institutions above which include fragmentation of local government units; inadequate staffing; poor finance; complete lose of requisite autonomy and emphasis on “administration” rather than “government”. Local government in this area was seen as the extension

of the state government. Even though the reforms were aimed at socio-economic development of the grassroots level, they could not promote the development of participatory democracy at the local level. In fact, these various reforms did not improve local government in Nigeria. The system the reforms produced were very unviable, unresponsive and unproductive



2.5 References/Further Readings/Web Resources

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2.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

There were further efforts on the part of the state government to reform the local government system after the civil war, which ended in 1970. The main objectives of these reforms and their structural patterns were similar in the eastern and western states but different in the Northern states. But in essence the nature of local government reorganizations during the first half of the 1970's reflected greatly the tendency of "military administration" in the country towards centralization of state power. Thus, the "development in the eastern and western state, respectively, were not aimed at creating autonomous and highly democratized local government systems, they were rather designed to facilitate the extension of the powers and development efforts of the governments of the local communities. To this effect, local government administration in the south eastern and Midwestern states was called "development administration". According to the architects of this reform, development was defined as "comprehensive changes of transformation in cultural, educational, economic, social and political fields and administration was perceived as "the harnessing and management of resources in men and material to meet or bring about these aspirations 84 of communities in the context of the overall development of the state (Oyedirna, Gloyega, 1979, p 176). In the south-eastern state, development administration comprised two levels of local administration – the area development committee and urban or country development council. An area development committee served a number of villages for the purpose of co-ordinating their efforts in project development. Also, in the midwestern state, there were two levels of local administration – development councils and development committee. Even though the reforms were aimed at socio-economic development at the grassroots; they could not promote the development of participatory democracy at the local level. In all the states all the members of development council, area and development committee were appointed by military Governors. Moreover, the resident, divisional officers, or development officers represented the state governments in the local government. A variant of the development administration approach to local administration was the divisional administration which was adopted in the East central state. This consisted of a two-tier system of local administration. The upper level was known as the divisional council while the lower tier was the community council. The divisional council never really took off and their powers were exercised by resident or divisional officers. In the Western states, the reforms that were introduced in local administration

were patterned after the American model council manager system. Here again, the emphasis were on viability and efficiency and not on the democratization of the local government system. The reform involved the reconstitution of the existing local government units into single-tier local government councils. However, membership of councils were based not on elective representation but on appointment by the military governor. Other limiting factors are those from the District officers and the ministry of local government. The former acted as adviser to the councils and monitored their activities on behalf of the state government. The later approved the budget of local government councils before they could operate them and disburse funds for programme development. 85 In the Northern states, the local government reforms of the early 1970s were aimed at increasing the level of popular representation and reducing the power and influence of traditional rulers in local administration. The creation of six more states in the former Northern Region created a favourable climate for achieving some of these objectives. The creations of more states resulted in the reconstitution of existing emirate councils into more local administration units. In Kano State, for example, the existing four emirate councils were split into eighth local administrative areas. Also, in North central states, six local authorities were created out of the former two emirate councils of Zaria and Katsina. These changes involved substantial reduction in the influence of the traditional rulers. The reforms also involved the abolition of the chief-in-council type of council in favour of the chief-and-council type, (which implies that the emir or chief no longer has the right to veto decisions reached by majority of the council members).

UNIT 3 THE 1976 LOCAL GOVERNMENT REFORM

Unit Structure

- 3.1 Introduction
- 3.2 Intended Learning Outcomes
- 3.3 The 1976 Local Government Reform
- 3.4 Defect's of 1976 Local Government Reform
- 3.5 Summary
- 3.6 References/Further Readings/Web Resources
- 3.7 Possible Answers to Self-Assessment Exercise(s)



3.1 Introduction

In 1976, history was made in Nigeria when the military administration of Gen. Murtala Mohammed and Gen. Olusegun Obasanjo in their determination to introduce a system of local administration that would really cater for the interest of rural communities, decided to embark on a nationwide local government reform. The guidelines on the 1976 local government administration define a local government as a “government at local level exercised through representative councils established by law to exercise powers within defined areas ... has substantial and financial power to initiate and direct the provision of services ... and to ensure ...that local initiative and response to local needs and conditions are maximized? These definition was in accord with the UN definition of a local government which is a political sub-division of a nation ... constituted by law and has substantial control of local affairs ... The governing body of such an entity is elected or otherwise locally selected. The foreword to the 1976 reforms also gave reasons why the reform become necessary at that time. The foreword specifically said that “the defects of the previous local government systems are two well know to deserve further elaboration here. Local governments have over the years suffered from continuous whittling down of 88 their powers. The state governments have continued to encroach on lucrative functions of local government which falls on the exclusive preserve of the local governments.



3.2 Intended Learning Outcomes

By the end of the unit, you will be able to:

- list the major achievement of 1976 local government reform
- outline the major shortcoming of the 1976 local government reform.



3.3 The 1976 Local Government Reform

In 1976, the military administration under Mohammed/Obasanjo regime took a bold initiative in the reformation of the local government throughout Nigeria. The reform guideline (The Federal Republic of Nigeria, 1976), were strictly implemented by all the states of the federation. The main provision of this reform was entrenched in the 1979 constitution. This local government reform marks a turning point in the evolution of local government in Nigeria for a number of reasons: first, it is the first time in the political history of Nigeria when the federal government initiated local government reforms for all the state government in Nigeria. Secondly, a uniform system of local government reforms was for the first time introduced for all the states of the federation. Thirdly, there is uniformity of local government areas based on a given population range, of between a minimum of 150,000 and a maximum of 800,000. Fourthly, the federal government started to give statutory allocation of local governments. Fifthly, local government started to be recognized as a third tier of a government. Sixthly, with the democratization of the local government, the traditional rulers lost their positions within the local government throughout the federation. Seventhly, local government staff training, in which the federal government is involved, becomes an integral part of the local government management strategy. Eighthly, the reform was instrumented to the historic entertainment into the constitution of the structure, function, funding and democratization of local government. Ninthly, the reform introduced full time chairman of the local 89 government and supervisory councilors and councilors were paid fixed salary instead of sitting allowance.

3.4 Defects of 1976 Local Government Reform

One would expect with the lofty innovation of that system, it would have proved a viable, productive and efficient local government system. This was not to be because the government's emphasis on the largeness and uniformity of local government areas led to its failure to take into

full consideration of the traditional political and social structure of the people. In an attempt to comply with the principle of “largeness” and ‘uniformity” full account was not taken of all three sets of values which are involved in the structuring of the appropriate local government areas which include, economic values (economic viability), political values (political viability) and administrative value (administrative suitability). As a result of over emphasis on largeness, most local government areas lost touch with the local people. In attempt to satisfy the principle of largeness and uniformity, communities with different modes of life, habits and surroundings were artificially merged. It led to creation of local government areas in which the distance (both physical and social) between the local government and communities are enormous. It led to creation of local government that is neither “local in structure nor government” in operation. The size of local government produced by that reform was too large to ensure massive mobilization, exploitation and utilization of local resources; mass participation and citizenship identification with, the commitment to and self-less sacrifice for their local government. This full participation of the local people in the management of local affairs or local democracy, which was envisaged by the guideline of the reform, was lost. The lost of full identification of the people with, and support for their local government equally led to the loss of spirit of “we feeling” all of which are indispensable catalyst in community development. All these were due to the structure of local government this reform produced. Again, the functions assigned to the local government under the 1979 local government reform were so much and local government could not perform them effectively. In the first place, most local government suffers from inadequate funds. 90 The available funds, according to Ogunna (1988), are utilized by most local governments in paying staff salaries. Secondly, most local government does not possess well-qualified technical and professional staff for policy planning and execution. Thirdly, some state governments interfere in the functions of the local government, which are considered to be lucrative. Fourthly, some of the functions of the local government are very costly, social service, which do not yield any significant revenue. Wide range of the functions was just provided for local government on the paper without providing adequate means and measures to ensure that those services are provided and at an adequate standard. Consequently, the local government could not perform these wide range of functions. In fact, some rural inhabitant know the existence of local government only through their staff that they sometimes see raiding, their under-developed markets places in search of rate and tax evaders. Fourthly, financial problems crippled the system. The 1976 local government assigned three broad sources of revenue namely: internal revenue, allocation from state and federal government and loans. The internal sources include general rate, property rate, market and the motor park charges, fees from variety of

licenses, fines and profit from commercial ventures. The secondly main source of revenue for the local government is the 15% of the statutory allocation from federal government and the 10% of the states total internal revenue fund. An intensive research conducted by Ogunna (1988) revealed that local governments are incapable of generating adequate revenue to meet numerous functions.

Self-Assessment Exercises 1

- i.. Discuss the major achievements of 1976 local government reform.
- ii. Outline the major shortcoming of the 1976 local government reform.



3.5 Summary

The 1976 reforms and the 1979 constitution were specifically designed to make local governments autonomous and self-sustaining. To a reasonable government extent, the high hopes placed on the two items did not materialize. Sir Thomas Elyot once said, “no operation or affair may be perfect, nor no science or art may be complete, except experience be there unto added, whereby knowledge is ratified and consolidated”. By applying the 1976 Reforms and the 1979 Constitution, it was found that in actual practice there were still certain impediments that militated against the achievement of the desired dream in local government administration in the country. Some of these impediments include noticeable interference of state governments in the following ways:

1. The 1976 Edict has provisions which empowered the military governor to cause enquiries to be held in any local government council at such times and in such places as he might consider necessary.
2. The military governor was empowered to appoint any persons to conduct such enquiries.
3. The 1976 Edict said that where a council in any year failed to hold meetings it was required to hold or where the military governor was satisfied that a council was not discharging its functions in a manner conducive to the welfare of the inhabitants of the area of its authority, the military governor might.
 - a. Suspend the council.
 - b. Appoint a management committee to look after the affairs of the council.
 - c. Declare the seats of the chairman and other members of the council vacant.

- d. Declare vacant the seats of any members of the council other than the nominated members. 92
 - e. Allow the management committee to remain in office until such time as the military governor might order.
 - f. Dissolve the council where he was satisfied that the council has defaulted in the performance of its duties.
 - g. Instruct local government inspectors to inspect the accounts of the council.
4. Section 149 of the 1979 Constitution directed that the federation account should be distributed among the federal and state governments and local government councils. The 1981 Finance Law directed that 10% of the federation account should be given to local governments through the state ministries of local government. Some local governments were not happy about his arrangement and openly accused some state governments of not releasing all the allocations they received from the federation account. The states themselves were directed to remit 10% of their internally generated revenue to local governments. Some states failed to discharge this obligation when due and the local governments were nonplussed as to whom to lay their complaints as they assumed that both the state and federal governments were aware of what was going on.
 5. The 1979 Constitution impliedly permitted state governments the discretion of creating more local governments if there was the need. The states took advantage of this and created about one hundred more local governments, especially in the constituencies where the party in power at the time had the greatest advantage thereby bringing the total from 301, as contained in the 1979 Constitution, to 401.
 6. Between 1979 and 1983 the governor of a state was empowered to appoint councilors and supervisory councilors. Even the appointment of the chairman or the councilor was done with the concurrence of the governor. Under these conditions the lofty aims envisaged in the 1976 Reforms became scuttled and unattainable. With reduced income local government councils could neither assert their autonomy nor attract high caliber human resources, which is very essential in developing the rural areas. Efforts were, however, made to rectify the 93 defects noticeable in both the 1976 Reforms and the 1979 Constitution in the 1989 Constitution and its supporting decrees.



3.6 References/Further Readings/Web Resources

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3.7 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

In 1976, the military administration under Mohammed/Obasanjo regime took a bold initiative in the reformation of the local government throughout Nigeria. The reform guideline (The Federal Republic of Nigeria, 1976), were strictly implemented by all the states of the federation. The main provision of this reform was entrenched in the 1979 constitution. This local government reform marks a turning point in the evolution of local government in Nigeria for a number of reasons: first, it is the first time in the political history of Nigeria when the federal government initiated local government reforms for all the state government in Nigeria. Secondly, a uniform system of local government reforms was for the first time introduced for all the states of the federation. Thirdly, there is uniformity of local government areas based on a given population range, of between a minimum of 150,000 and a maximum of 800,000. Fourthly, the federal government started to give statutory allocation of local governments. Fifthly, local government started to be recognized as a third tier of a government. Sixthly, with the democratization of the local government, the traditional rulers lost their positions within the local government throughout the federation. Seventhly, local government staff training, in which the federal government is involved, becomes an integral part of the local government management strategy.

Answers to SAEs 2

One would expect with the lofty innovation of that system, it would have proved a viable, productive and efficient local government system. This was not to be because the government's emphasis on the largeness and uniformity of local government areas led to its failure to take into full consideration of the traditional political and social structure of the people. In an attempt to comply with the principle of "largeness" and 'uniformity" full account was not taken of all three sets of values which are involved in the structuring of the appropriate local government areas which include, economic values (economic viability), political values (political viability) and administrative value (administrative suitability). As a result of over emphasis on largeness, most local government areas lost touch with the local people. In attempt to satisfy the principle of largeness and uniformity, communities with different modes of life, habits and surroundings were artificially merged. It led to creation of local government areas in which the distance (both physical and social) between the local government and communities are enormous.

UNIT 4 BABANGIDA'S ADMINISTRATION INNOVATION

- 4.1 Introduction
- 4.2 Intended Learning Outcomes
- 4.3 Title of the main
- 4.4 Babangida's Administration Innovation
- 4.5 Summary
- 4.6 References/Further Readings/Web Resources
- 4.7 Possible Answers to Self-Assessment Exercise(s)



4.1 Introduction

The founding fathers of the 1976 local government system made a number of innovations aimed at strengthening the local government system in Nigeria and make it an efficient, effective and productive system. But in spite of these innovations, the system proved to be unresponsive, unproductive, ineffective, incapable of ensuring rural development as a result of structural unsuitability, low executive capability, poor financial resources base, lack of requisite autonomy from the state government; poor financial management, lack of functional co-operation between the council and the people in particular and indigenous institutions in general, poor planning and lack of delegation of duties, communicating conflicts interests among the councilors. Moreover, the system the reform produced did not possess appropriate strategy and sound organizational framework required for effective management of local affairs and for the mobilization of the ruler inhabitants for effective participation in community development projects. This resulted in yet another reform by Babangida administration.



4.2 Intended Learning Outcomes

By the end of the unit, you will be able to:

- highlight the major contents of 1976 local government reform.
- explain the major limitation of reform
- describe IBB's administration innovations in the local government.



4.3 Babangida's Administration Innovation

Babangida has as its major cardinal objectives the establishment of a viable and enduring people oriented political system devoid of perennial disruptions. In pursuance of this noble objective, the Babangida administration decided to introduce a viable and responsive local government system which could serve as a foundation of a new democratic order and a veritable instrument of rural development. The Babangida's administration made significant achievement in area of the local government system for the following reason: first, the structure of the local government system created by his administration 589 was more appropriate and acceptable than the structural arrangement of 301 local government areas of 1976 reform. Local governments created by IBB are nearer to the people and so expected to be more responsive. Secondly, the Babangida administration not only retained the functions of local government as provided by the 1979 constitution but also directed all state government to stop with immediate effects encroachment on some of the money yielding functions of the local governments. Thirdly, the IBB administration allocated to the government the responsibility for provision and management of primary education. Fourthly, the reform which the Babangida administration made in local government system, strengthen the financial based of the local government. This was made by stopping state government from encroachment on the revenue-yielding functions of local government from increasing the local governments statutory shares of federation account from 10% to 15% to 20%,: by directing that the local government statutory share from the state government "total revenue be changed to total internal revenue "thereby removing the allegation of double share (by state government) of 10% of total internal revenue to local government and by giving local government. This prevented the incidence of "high jacking" of the fund. Fifthly, IBB administration granted autonomy to the local government. Local government autonomy simply refers the freedom of the local government to recruit and manage its own staff, raise and manage its own finance, make policies, law and provided services within the limits and allocation function and powers without interferences. This autonomy removed excessive control by the state governments on local government. To consolidate the principles of autonomy, the administration abolished the ministries of local government in all the thirty six sates of federation, and reorganized constantly 96 local government services commission: made local government creatures of the constitution via democratically elected local government councils and free from state government excessive control and by directing that the statutory allocation from the federation accounts due to local government be paid directly to them to avoid state government interference. Sixthly, the Babangida administration

introduced for the first time presidential system at local government level. There was, for the first time the principles of separation of powers and checks and balances at local government level throughout the federation. Seventhly, the IBB administration made a significant reform in the size of representation by ensuring effective representation at the grassroots, which engenders full participation of people in the management of their own affairs. This was done by making the entire voters in the local government area to constitute electorate that will select a chairman for that area and fixing the total membership of the councils at a minimum of 10 members and a maximum of 20 councilors. Eighthly, by constitutionalization of Local Government Elections, the IBB adhered strictly to the principles of democratically elected local government council there by making any local government which is established without democratically elected council illegal and unconstitutional. Ninthly, Babangida administration introduced open ballot system (OBS) in the local government elections thereby minimizing election rigging, saving time to announcing election results and reducing administrative cost etc.

Self-Assessment Exercises 2

- | |
|---|
| i. Discuss comprehensively IBB's contributions in local government administration in Nigeria. |
|---|



4.4 Summary

Babangida administration made tremendous efforts towards making the impact of local government felt among the masses through increased funding, direct allocation, scrapping of joint - state local government account and devolution of powers to this tier of government. He stopped local governments from being “wiping boy” in the hands of both state and federal governments by stopping high jacking local government funds. He equally reduced the high incidence of corruption and institutionalised stealing in the system.



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4.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

Babangida has as its major cardinal objectives the establishment of a viable and enduring people oriented political system devoid of perennial disruptions. In pursuance of this noble objective, the Babangida administration decided to introduce a viable and responsive local government system which could serve as a foundation of a new democratic order and a veritable instrument of rural development. The Babangida's administration made significant achievement in area of the local government system for the following reason: first, the structure of the local government system created by his administration 589 was more appropriate and acceptable than the structural arrangement of 301 local government areas of 1976 reform. Local governments created by IBB are nearer to the people and so expected to be more responsive. Secondly, the Babangida administration not only retained the functions of local government as provided by the 1979 constitution but also directed all state government to stop with immediate effects encroachment on some of the money yielding functions of the local governments. Thirdly, the IBB administration allocated to the government the responsibility for provision and management of primary education. Fourthly, the reform which the Babangida administration made in local government system, strengthen the financial based of the local government. This was made by stopping state government from encroachment on the revenue-yielding functions of local government from increasing the local governments statutory shares of federation account from 10% to 15% to 20%,: by directing that the local government statutory share from the state government "total revenue be changed to total internal revenue "thereby removing the allegation of double share (by state government) of 10% of total internal revenue to local government and by giving local government. This prevented the incidence of "high jacking" of the fund. Fifthly, IBB administration granted autonomy to the local government. Local government autonomy simply refers the freedom of the local government to recruit and manage its own staff, raise and manage its own finance, make policies, law and provided services within the limits and allocation function and powers without interferences. This autonomy removed excessive control by the state governments on local government. To consolidate the principles of autonomy, the administration abolished the ministries of local government in all the thirty six sates of federation, and reorganized constantly 96 local government services commission: made local government creatures of the constitution via democratically elected local government councils and free from state government excessive control

and by directing that the statutory allocation from the federation accounts due to local government be paid directly to them to avoid state government interference. Sixthly, the Babangida administration introduced for the first time presidential system at local government level. There was, for the first time the principles of separation of powers and checks and balances at local government level throughout the federation. Seventhly, the IBB administration made a significant reform in the size of representation by ensuring effective representation at the grassroots, which engenders full participation of people in the management of their own affairs. This was done by making the entire voters in the local government area to constitute electorate that will select a chairman for that area and fixing the total membership of the councils at a minimum of 10 members and a maximum of 20 councilors. Eighthly, by constitutionalization of Local Government Elections, the IBB adhered strictly to the principles of democratically elected local government council there by making any local government which is established without democratically elected council illegal and unconstitutional. Ninthly, Babangida administration introduced open ballot system (OBS) in the local government elections thereby minimizing election rigging, saving time to announcing election results and reducing administrative cost etc.

UNIT 5 IMPORTANCE OF REVENUE TO LOCAL GOVERNMENTS

Unit Structure

- 5.1 Introduction
- 5.2 Intended Learning Outcomes
- 5.3 Importance of Revenue to Local Government
- 5.4 Sources of Revenue for the Local Government
- 5.5 Areas Where Local Government could make Bylaws to Generates Revenue
- 5.6 Problems of Revenue Generation in the Local Government
- 5.7 Summary
- 5.8 References/Further Readings/Web Resources
- 5.9 Possible Answers to Self-Assessment Exercise(s)



5.1 Introduction

According to Ogunna (1996) for the local government to serve as a powerful instrument for rapid transformation it should possess a solid financial base. Finance is the life-wire of an organization. It is the lubricating element which greases and makes the administrative machine of an organization move. It therefore follows that for the local government to discharge its statutory functions effectively, it discharge adequately funded. Generally, sources of revenue allocated to the local government 99 vary from country to country and from time to time. Nigeria local government system have so many sources of revenue. These include statutory allocation, rates, grants, fees and charges, fines, earnings and profits, loans and miscellaneous sources etc. These sources we want to examine in the unit.



5.2 Intended Learning Outcomes

By the end of the unit, you will be able to:

- identify sources of local government revenue both statutory and non-statutory.
- explain why local governments do not generate reasonable revenue.
- state areas where local government can make bye laws to generate revenue



5.3 Importance of Revenue to Local Governments

The founding fathers of 1976 local government reform and framers of 1979, 1989 and 1999 constitution recognized the importance of finance in the “life” and “blood” of local government. They recognized that money or finance is the bedrock and the sinews of any organization. To give meaning to this realization, section 7 subsection 6(a) and (b) of the 1999 constitution direct that:

1. The National Assembly shall make provisions for statutory allocations of public revenue to the local governments in the Federal and
2. The House of Assembly of a State shall make provisions for statutory allocations of public revenue to the local governments within the State.

Also, section 162 sub-sections (3) – (5) of the 1999 Constitution state that: Any amount standing to the credit of the Federation Account shall be distributed among the Federal and State Governments and the Local Governments in government either in whole or in part.

1. Rents derived from letting or leasing any building or land belonging to a local government either in whole or in part.
2. Statutory allocations or grants-in-aid out of the general revenue of Nigeria or of the state, or of the public revenue;
3. Any sum of money which may lawfully be assigned to a local government by any public corporation.
4. Interest on the investment funds of a local government
5. Such sums of money as may be granted to a local government by any other local government.
6. Such sums of money as may be paid to a local government by a joint board.
7. Any other moneys lawfully derived by a local government from any other source not herein before specifically mentioned shall be and form part of the revenue and funds of such local governments. Each state, on such terms and in such manner as may be prescribed by the National Assembly. Any amount standing to the credit of the State in the Federation Account shall be distributed among the States on such terms and in such manner as may be prescribed by the National Assembly. The amount standing to the credit of Local Governments in the Federation Account shall be allocated directly to the State for the benefit of their local governments on such terms and in such manner as may be prescribed by the National Assembly.

Now, we will make some in-depth study of the various ways in which a local government, apart from the statutory grants, from both the federal and state governments, could muster sufficient funds for running its

affairs. We will also discuss some expose by a number of experienced persons versed in local government administration on the methods of maximizing the revenues of local government councils. Before the 1979, 1989 and 1999 Constitutions were promulgated, the 1976 Edict on Local Government Reforms said that the revenue and other funds of a local government council should consist of the following:

1. Money derived from community tax and rate imposed by the local government by virtue of the provisions of this Edict.
2. Money derived from licences, permits, dues, charges or fees specified by any byelaws or rules made by a local government;
3. Money payable to a local government under the previous or any other enactment.
4. Receipts derived from any public utility concern or any service or undertaking belonging to or maintained by a local government

5.4 Sources of Revenue for the Local Government

Funds to run the affairs of local governments from the following sources:

1. **Grants form Federal or State Government:** Grants are money made available to local governments to help them carry out their programmes. These could be block or general grants. Matching grants or special grants. A block grant is based on population; the matching grant is to aid local governments on large projects or provision of infrastructure, while special grants are made to assist local governments in providing some services of national importance, eg. Education and health
2. **Statutory Allocations:** The Nigerian constitution stipulates that the revenue of the federal shall be shared between the three tiers of government i.e. the federal state and local governments. Consequently, local governments receive a percentage of the federally generated revenue annually. This percentage changes with time, according to acts and decrees.
3. **Loans from Banks:** A local government can obtain loans from financial institutions to enable them to finance development projects such as water supply, rural electricity, construction of roads and provision of health facilities.
4. **Rates:** Rates refer to the levies collected by local government authority from the services the council provides. The rates are collected on market stalls, motor parks, supermarkets and shops. Some rate are also collected from bicycle and motorcycle licenses television, radio, sets etc.
5. **Special, Levies:** This refers to levies imposed on the residents of local governments as a means of generating internal revenue.

6. **Income from Commercial Ventures:** One of the sources of revenue to local governments is income from their commercial activities. Some local governments maintain transport services, farm, holiday resorts; consultancy services guest houses, etc.
7. **Income from Investments:** Local governments derive revenue by investing their money in profit yielding economic ventures such as buying of shares entering projects that could provide good revenue in return.
8. **Personal Income Tax:** Local government council collect income taxes from nonsalary earners keep some percentage of what is collected, and pay the balance to the state government salary earners are excluded from payment of personal income tax as a result of the Pay As You Earn (P.A.Y.E) system, in which their taxes are deducted at source by their employers and paid directly to government.
9. **Court Fines:** court fines are imposed on individuals that violate local government bylaws, sanitary regulations and ban on street trading and hawking.
10. **Property or Tenement Rate:** Property or tenement rate is imposed on the owners of private and commercial houses. It based on the value of the building and property.

5.5 Areas Where Local Government could make Bylaws to Generates Revenue

We have discussed that a local government could enact byelaws or adopt the ones already in existence to get revenue for the council. Listed below are some areas where a local government could make byelaws to generate revenue:

1. Towing of vehicles (cars, lorries, tankers) as fines for obstructing the roads or wrong parking.
2. Registration of emblems for motor vehicles, registration permits, haulage permits, delivery permits for pick-up vans
3. Hackney permits for trucks, tankers, tippers
4. Licences for radios, television sets etc
5. Licences for bicycles, canoes, wheelbarrows, liquor of all types, supermarkets, hawkers, palm-wine tapping/selling.
6. Slaughter fees for cattle, goats, sheep, pigs etc 103
7. Cattle dealers' licences, cold room dealers' licences, dried meat and fish dealers' licences, hunting goldsmith licences, marriage, birth/death registrations, identification fees, title/initiation licences, disco/house warming licences.
8. Pound fees licences, eg cattle, goats, sheep, pigs
9. Dispensary and maternity fees
10. Registration of contractors of various categories

11. Licences for minor industries such as block-moulding, bread baking, kerosene dumps, garri/cassava grinding, motorcycle/radio repairing, rice milling, hari dressing, sewing/tailors etc
12. Licences for quarrying stores or collecting sand
13. Licences for the registration of stenographic institutes, furniture/vulcanizer workshops, printing presses and building materials depots.
14. Licences for livestock sold in the markets, heaps of palm fruits, heaps of yam, milled and unmilled rice, heaps of potatoes, and baskets of tomatoes.
15. Fees from the customary rights of occupancies
16. Fees for street manning
17. Fees from market stalls and motor parks
18. Fees from the hire of vehicles and road-making equipment
19. Sale of potable water and agricultural produce
20. Ferry fees
21. Tender fees
22. Cloth dyers fees
23. Building plans
24. Shop/kiosk fees
25. Interest on loans, dividends, and fixed deposits
26. Registration of septic dislodging licence fees
27. Dispensary and maternity fees
28. Burial and vault fees
29. Pest control fees The list above is not exhaustive. It can be expanded depending on the area and the location of the local government

5.6 Problems of Revenue Generation in the Local Government

In spite of the fact that local government possess large areas of activities or internal revenue generation they continue to cry about poor finances. Except in very few and exceptional cases, the revenue expectations under each head in the local government estimates are never achieved. The collections in some heads are too ridiculous and shameful to merit a mention. An obvious question one may ask is, why have the collections been so discouraging in spite of the enabling byelaws? Below are some of the issues militating against the full realization of the revenue efforts of local governments.

1. Transport facilities: Revenue driving and collection need movement from place to place. When revenue officers are not provided with the means of movement, their work is greatly impaired.

2. **Indiscipline and dishonesty:** Some local government officials do not take their duties seriously enough. They prefer to lie their pockets instead of rendering correct financial returns to their employers. In many places the public regard some local government staff as living embodiments of bribery and corruption. All revenue officers should ensure that money collected for the local government is promptly paid to the local government treasury in accordance with the Financial Memoranda. Strict supervision should be mounted to ensure that the original receipts given to customers tally with the duplicate and triplicate copies in the revenue booklet receipts. Experience has shown that a fraudulent revenue officer could issue a correct receipt to a payer only in the original receipt and write different figures in the duplicate and triplicate copies of the receipt books, which he submits, to the treasuries.
3. **Lack of quick enforcement apparatus:** To sustain the revenue efforts of local governments, it is necessary to give teeth to the council's byelaws. This leads to the necessity for the establishment of revenue courts. The magistrates' courts are so congested that it takes a long time to prosecute a defaulter. It is recommended that, like the federal government, which established the revenue courts, local 105 governments could make effective use of customary courts in implementing their byelaws.
4. **Lack of Encouragement:** Local governments could set revenue targets for their revenue officers. Hardworking and honest officers would be rewarded adequately as an incentive to others. The reward could be in the form of accelerated promotion and cash bonus gifts.
5. **Further areas of lack of supervision:** There should be strict supervision of revenue officers. The sanctions in the Financial Memoranda and the Implementation Guidelines on the Application of Civil Service Reforms in the Local Government Service should be applied strictly. If the supervisory staff compromise their posts, they would not be in a position to discipline their subordinates.
6. **Updating the byelaws:** Byelaws should be updated to make for easy application. The essence of revenue byelaw is to produce money for the local government. It may not be worthwhile to embark on a byelaw whose application will result in spending more money than revenue.
7. **Illiteracy:** Some revenue collectors have a very low educational background. When illiterate or semi-literate persons on rate drives meet equally illiterate persons, arguments and bad language are likely to ensue leading to disorder without actually achieving the real purpose of the drive. It is very necessary to

- train all categories of staff especially those whose duties involve meeting and interacting with the public.
8. Embezzlement: Some revenue collectors, intent on dishonesty, deliberately defy the Financial Memoranda and keep their collections longer than necessary thereby exposing themselves to malversation.
 9. Employment of extend Companies: Some local governments have farmed out their revenue collection to companies to the exclusion of council staff. The staff on the other hand do everything possible to discredit the companies. The resultant effect is low revenue yield, quarrels and recriminations without achieving the objective of hiring the companies.

Self-Assessment Exercises 1

- i. Outline and explain any six sources of local government revenue
- ii. Why is revenue generation problematic in local government



5.7 Summary

Finance constitutes the life-wire of any organization whether it is public or private, central or local government organizations. For the local government to operate meaningfully as a third tier of government, it should possess a strong financial base which will enable it to acquire high quality personnel and materials for effective executive of all its functions. The 1976 local government Reform as well as the framers of 1979, 1989 and 1999 constitutions of Federal Republic of Nigeria recognized that and consequently provided for elaborate sources of revenue for the local government. Despite all these sources, local governments generated inadequate internal revenue, realized undue share of revenue from the statutory allocations from the state and federal governments, and secured little or nothing from loan



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5.9 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

Funds to run the affairs of local governments from the following sources.

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3. **Loans from Banks:** A local government can obtain loans from financial institutions to enable them to finance development projects such as water supply, rural electricity, construction of roads and provision of health facilities.

Answers to SAEs 2

In spite of the fact that local government possess large areas of activities or internal revenue generation they continue to cry about poor finances. Except in very few and exceptional cases, the revenue expectations under each head in the local government estimates are never achieved. The collections in some heads are too ridiculous and shameful to merit a mention. An obvious question one may ask is, why have the collections been so discouraging in spite of the enabling byelaws? Below are some of the issues militating against the full realization of the revenue efforts of local governments.

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pockets instead of rendering correct financial returns to their employers. In many places the public regard some local government staff as living embodiments of bribery and corruption. All revenue officers should ensure that money collected for the local government is promptly paid to the local government treasury in accruing with the Financial Memoranda. Strict supervision should be mounted to ensure that the original receipts given to customers tally with the duplicate and triplicate copies in the revenue booklet receipts. Experience has shown that a fraudulent revenue officer could issue a correct receipt to a payer only in the original receipt and write different figures in the duplicate and triplicate copies of the receipt books, which he submits, to the treasurers.

3. Lack of quick enforcement apparatus: To sustain the revenue efforts of local governments, it is necessary to give teeth to the council's byelaws. This leads to the necessity for the establishment of revenue courts. The magistrates' courts are so congested that it takes a long time to prosecute a defaulter. It is recommended that, like the federal government, which established the revenue courts, local 105 governments could make effective use of customary courts in implementing their byelaws.
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5. Further areas of lack of supervision: There should be strict supervision of revenue officers. The sanctions in the Financial Memoranda and the Implementation Guidelines on the Application of Civil Service Reforms in the Local Government Service should be applied strictly. If the supervisory staff compromise their posts, they would not be in a position to discipline their subordinates.

MODULE 4

Unit 1	Three Efficiency Theory of Local Government
Unit 2	Democracy Theory of Local Government
Unit 3	Accountability Theory of Local Government
Unit 4	Presidential Type
Unit 5	Parliamentary Type

UNIT 1 3 EFFICIENCY THEORY OF LOCAL GOVERNMENT

Unit Structure

- 1.1 Introduction
- 1.2 Intended Learning Outcomes
- 1.3 Efficiency Theory of Local Government
- 1.4 Summary
- 1.5 References/Further Readings/Web Resources
- 1.6 Possible Answers to Self-Assessment Exercise(s)



1.1 Introduction

Scholars and practitioners of local governments have advanced various theories aimed at making local government highly understandable. These theoretical perspectives have either ventured into the theoretical area of what functional responsibilities local governments are supposed to perform or have tried to justify the existence of local government or discussed the nature of local politics. In all, the theories will hopefully contribute to a better understanding of local politics. As Stoker (1990:203) rightly noted, “An examination of different theoretical perspectives forces us to ask new questions; to consider the views of diverse range of thinkers; and provides access to competing explanations of the world of local politics.



1.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- describe the efficiency service theory of local government.



1.3 Efficiency Theory of Local Government

The advocates of efficiency services believe that since local governments are produce of decentralization, efficient services at the local government level cannot be provides satisfactorily without decentralization. Decentralization is thought necessary because many states are very large in area and in terms of population. It therefore becomes very difficult to administer all parts of the nation concerned from the national capital. Decentralization through local governments made possible the creations of small units and centers of governmental power that can cater for equally smaller number of the population. Two, you also learnt that the burden of governance in the modern day world grows everyday. Both man – made and natural disasters affect nation’s everyday existence. This therefore demands that the central government should only concern itself with national issues while minor and local issues should be left to the small units of government. Three, you were also told that local government serves to bridge the communication gap between the rural, grassroot people and the other higher levels of government. In most cases, the local people are not aware of the existence of the higher levels of government, and likewise, the higher tiers of government are too preoccupied with national issues and therefore, may not have sufficient time to pay adequate attention to local issues. The local government becomes a tool to bridge the communication gap between the two. The efficient services or efficiency theory of local government provides more insights into the value of local government as a grassroot government. The efficient services theorists believe that the local government occupies the best position for the efficient performances of certain functions. This is made possible because of the nearness of the council to the people, and the smallness of the population. 110 Firstly, decisions on policy issues are easily and quickly arrived at since the targets of decisions can be quickly reached, consulted and responses (feedback) from them known quickly. The closeness of the local government similarly make possible in depth knowledge of the nature of the problems of the people possible and invariably the appropriate solutions to the problems. Adequate understandings of he people’s problems and the resultant solutions are easier to know because a large percentage of the locality are indigences who know the local government area inside – out and have adequate knowledge of the peculiarities of the area.

Self-Assessment Exercises 1

- | |
|---|
| 1. What are the major tenets of efficiency service theory |
|---|



1.4 Summary

In this unit, you learnt the efficient services theory which believes that local government is best placed to engage in efficient service delivery to the local people because of its narrow geographical area and small population and limited level of resources required to perform. The crux of this theory is that the main purpose of local government is to provide services to the local people. The proponents of this school justified the existence of local government on the ground that it is an efficient agent for providing services that are local in character. To them local governments exist to provide services and it must be judged by that.



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1.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

The advocates of efficiency services believe that since local governments are produce of decentralization, efficient services at the local government level cannot be provides satisfactorily without decentralization. Decentralization is thought necessary because many states are very large in area and in terms of population. It therefore becomes very difficult to administer all parts of the nation concerned from the national capital. Decentralization through local governments made possible the creations of small units and centers of governmental power that can cater for equally smaller number of the population. Two, you also learnt that the burden of governance in the modern day world grows everyday. Both man – made and natural disasters affect nation’s everyday existence. This therefore demands that the central government should only concern itself with national issues while minor and local issues should be left to the small units of government. Three, you were also told that local government serves to bridge the communication gap between the rural, grassroot people and the other higher levels of government. In most cases, the local people are not aware of the existence of the higher levels of government, and likewise, the higher tiers of government are too preoccupied with national issues and therefore, may not have sufficient time to pay adequate attention to local issues. The local government becomes a tool to bridge the communication gap between the two. The efficient services or efficiency theory of local government provides more insights into the value of local government as a grassroot governmen

UNIT 2 DEMOCRACY THEORY OF LOCAL GOVERNMENT

- 2.1 Introduction
- 2.2 Intended Learning Outcomes
- 2.3 Democracy Theory of Local Government
- 2.4 position of local government
- 2.5 Summary
- 2.6 References/Further Readings/Web Resources
- 2.7 Possible Answers to Self-Assessment Exercise(s)



2.1 Introduction

This unit presents another theoretical view of local government. The last unit presents the view of efficient services theorists on local government. According to them, local government occupies the best positions to provide efficient services to the people of the local area. The reasons being that local government operates on the basis of small scale due to the small population being served coupled with the smallness of land area. Because it renders limited services, only small resources are therefore required to perform its functions. The local government is also a vantage position to know the nature of the problems confronting the people and invariably in a better position to know the appropriate solutions better than the higher levels of government. The democracy theory of local government perceived the system from another perspective.



2.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- explain the relevance of local government growth and development of democracy.
- state the democracy theory of local government
- state how local government can help in promotion of democracy.



2.3 Democracy Theory of Local Government

There is the need to refresh your memory on what you learnt in the last unit concerning the efficiency theory of local government. According to the theory, local governments occupy the best place in providing efficient services to the people because of the smallness of the

geographical area and population coupled with limited resources required. It is also averred that because the local government officials are closer to the people, they have the advantage to appreciate the nature of the problems of the locality and consequently provide the most suited solutions. The democracy theory of local government focuses on the democratic benefits derivable from the practice of local government system. The theory believes that local government serves as a training ground for political leaders. It observes that most national politicians use local government as a lever for acquiring political training and leadership qualities by first contesting as councilors at the local government level (Ajayi 2000:6). 113 After spending some years at the local government level and having secured the necessary experience at the level, these local politicians can then contest politics at higher levels of the state and federal governments. It is based on this opportunity provided that Lord James Bryee remarks that local government is the best school of democracy and the best guarantee for its success is the practice of local self – government. The concept of self- government at the local level simply implies that it is local people themselves that govern themselves. This is made possible because the indigenes of the local government area constitute more than 70% of the workforce in the local government. All the political offices in the council such as the chairman, vice-chairman, secretary to the local government, supervisory councilors, house leaders, councilors and other positions are occupied by the indigenes of the area. Even, the workforce mainly consists of the indigenes of the area. Local government is also seen as one of the institution which provide political education. This involves the political education of the citizens by the local administrative institutions as the chief instrument. The political role of local governments give many people who lack either the opportunity of resource for national politics to participate in grassroot politics

I

2.4 Position of local government

local government occupies the best positions to provide efficient services to the people of the local area. The reasons being that local 112 government operates on the basis of small scale due to the small population being served coupled with the smallness of land area. Because it renders limited services, only small resources are therefore required to perform its functions. The local government is also a vantage position to know the nature of the problems confronting the people and invariably in a better position to know the appropriate solutions better than the higher levels of government. The democracy theory of local government perceived the system from another perspective. It is also averred that because the local government officials are closer to the people, they have the advantage to appreciate the nature of the problems of the locality and consequently provide the most suited solutions. The

democracy theory of local government focuses on the democratic benefits derivable from the practice of local government system.

Self-Assessment Exercises 1

i	Discuss democracy theory of local government
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2.5 Summary

You have learnt in this unit that local government has served as a kind of democratic, political school for people at the grassroots to enable them acquire the needed experience for higher political responsibilities. You also learnt that the concept of self – government is best demonstrated at the local government level. This implies that the political and administrative management of the local government is being shouldered by the indigenes of the locality who constitute the bulk of the workforce of the local government.



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2.7 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

There is the need to refresh your memory on what you learnt in the last unit concerning the efficiency theory of local government. According to the theory, local governments occupy the best place in providing efficient theory services to the people because of the smallness of the geographical area and population coupled with limited resources required. It is also averred that because the local government officials are closer to the people, they have the advantage to appreciate the nature of the problems of the locality and consequently provide the most suited solutions. The democracy theory of local government focuses on the democratic benefits derivable from the practice of local government system. The theory believes that local government serves as a training ground for political leaders. It observes that most national politicians use local government as a lever for acquiring political training and leadership qualities by first contesting as councilors at the local government level (Ajayi 2000:6). 113 After spending some years at the local government level and having secured the necessary experience at the level, these local politicians can then contest politics at higher levels of the state and federal governments. It is based on this opportunity provided that Lord James Bryce remarks that local government is the best school of democracy and the best guarantee for its success is the practice of local self – government. The concept of self- government at the local level simply implies that it is local people themselves that govern themselves. This is made possible because the indigenes of the local government area constitute more than 70% of the workforce in the local government. All the political offices in the council such as the chairman, vice-chairman, secretary to the local government, supervisory councilors, house leaders, councilors and other positions are occupied by the indigenes of the area. Even, the workforce mainly consists of the indigenes of the area. Local government is also seen as one of the institution which provide political education.

UNIT 3 ACCOUNTABILITY THEORY OF LOCAL GOVERNMENT

Unit Structure

- 3.1 Introduction
- 3.2 Intended Learning Outcomes
- 3.3 Accountability Theory of Local Government
- 3.4 Summary
- 3.5 References/Further Readings/Web Resources
- 3.6 Possible Answers to Self-Assessment Exercise(s)



3.1 Introduction

This unit concludes discussions on the theories of local government. We have treated efficient services and other theories. In this unit, you will learn about accountability theory. The demand for accountability is germane to good governance. Those who control and manage public resource must be made accountable, while political office holders must be held responsible for their promises and manifestoes to the electorate. The concept of accountability and the demand for it permeate every level of government including the local government.



3.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- explain the basic tenets of efficiency and democracy theories of local government as a way of recalling what you learnt in previous units
- explain the concept of accountability and what it constitutes.



3.3 Accountability Theory of Local Government

Efficiency, democracy, and development theories of local government. Democracy theory espouses that local government is a training school for politicians and future political leaders because it provides the primary avenue for knowing or learning about the intrigues of politics and complexity of governance. Local government is also perceived by the theory as the best parameter for gauging and guaranteeing the success of the practice of self-government. This submission is informed by the fact that majority of the workforce in the

local government is made up of the sons and daughters of the local government area. You also learnt, according to the theory, that local government provides political education for the citizens and thereby affording people at grassroot to be politically enlightened. Accountability and control theory of local government views the institution from another perspective. According to these theories, political participation of the citizens in their local affairs through election, they elect their representatives into the local councils. The electorate elects whoever they trust and is competent to shoulder the burden of responsibility of the council. The electorate elects the chairman, councilors, legislators and vice-chairman, from the locality as you learnt in unit 4. The local election allows the electorate to choose between competing claims and contestants. It is through choosing their representatives by themselves that the people can make the representatives accountable by the way they perform their duties efficiently to the local people, and cater for the collective welfare of the people rather than engaging in corrupt practices (Ajayi, 2000:7). The implication of the local electorate role of choosing their representatives directly is that when they are chosen by the people that they can be made accountable to the people. A major advantage of this practice again is that whatever maybe the success or failure of the locality, they are in the best position to decide whether the political officials will be re-elected again or rejected at the polls. Consequently, the function of electing the council officials, and the duty of watching and checking them lie with the citizens who are the electorate in the locality.

Self-Assessment Exercises 1

- | |
|--|
| 1. Explain the concept of accountability and what it constitutes |
|--|



3.4 Summary

You have learnt in this unit basic contribution of accountability and control theory to the understanding and relevance of local government institutions as a grassroot government. Specifically you learnt that the local people participate directly in the choice of their representatives in the local council. Finally we noted that although these theories were developed with local government in developing countries in mind, they are nevertheless relevant in varying degrees to developing countries.



3.5 References/Further Readings/Web Resources

- Ezeani, E.O. (2004). *Local Government Administration Enugu*: Zik-chuks Printing Press 118
- Hill, D.M. (1974). *Theories of Local Government Britain*. Allen & Unwin
- Mackenzie, W.J.M. (1964). *Theories of Local Government* London: Capers No. 2 .
- L.S.E Ola, R.F. (1984). *Local Government in Nigeria*. London: Keagan Paul International.
- Ozor, E. (2003). *Third-Tier Government in Nigeria*. Ibadan University Press Plc.
- Ugwu, S.C. (2000). *Issues in Local Government and Urban Administration in Nigeria*, Enugu Lecheries & Co.
- Zoaka, Y.A. & Dauda, S. (2010). *Issues in Local Government in Nigeria*, Kaduna, Joyce Publishers.



3.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

Accountability and control theory of local government views the institution from another perspective. According to these theories, political participation of the citizens in their local affairs through election, they elect their representatives into the local councils. The electorate elects whoever they trust and is competent to shoulder the burden of responsibility of the council. The electorate elects the chairman, councilors, legislators and vice-chairman, from the locality as you learnt in unit 4. The local election allows the electorate to choose between competing claims and contestants. It is through choosing their representatives by themselves that the people can make the representatives accountable by the way they perform their duties efficiently to the local people, and cater for the collective welfare of the people rather than engaging in corrupt practices (Ajayi, 2000:7). The implication of the local electorate role of choosing their representatives directly is that when they are chosen by the people that they can be made accountable to the people. A major advantage of this practice again is that whatever maybe the success or failure of the locality, they are in the best position to decide whether the political officials will be re-elected again or rejected at the polls. Consequently, the function of electing the council officials, and the duty of watching and checking them lie with the citizens who are the electorate in the locality.

UNIT 4 **PRESIDENTIAL TYPE**

Unit Structure

- 4.1 Introduction
- 4.2 Intended Learning Outcome
- 4.3 Presidential Type
- 4.4 Summary
- 4.5 References/Further Readings/Web Resources
- 4.6 Possible Answers to Self-Assessment Exercise(s)



4.1 Introduction

Local government systems in the world differ from one independent state to another dependency on the values, ideological orientation and the values of the people; the circumstances of their history and cultural background. Each sovereign state to suit its circumstances and the will of its leaders. In this unit, we are going to examine the presidential system of local government.



4.2 Intended Learning Outcome

By the end of this unit, you will be able to:

- define the presidential system of local government.



4.3 Presidential Type

A presidential type of local government is a system in which the executive arm of the local government is separated from the legislative arm. In this system all the executive powers of the local government are vested in the chairman of local government or Mayor as he is sometimes styled. The chairman or Mayor is elected directly by the electorate of the local government area. This implies that the whole of the local government area is his constituency. The chairman appoints the political heads of Local government departments who assist him in the executive duties of the Local Government. These public officers are responsible and accountable to him.

Self-Assessment Exercises 1

Define presidential type of local government.



4.4 Summary

The major characteristic of the system is separation of powers and checks and balances. The system engenders forceful and dynamic political leadership at grassroots level. It is also capable of tapping the best human local resources for the 120 administration as the chairman chooses his aides who possess special knowledge and experience from anywhere in the council area. Examples of the presidential type are found in the U.S.A. and Nigeria.



4.5 References/Further Readings/Web Resources

- Ezeani, E.O. (2004). *Local Government Administration*. Enugu: Zik-chuks Printing Press 118.
- Hill, D.M. (1974). *Theories of Local Government*. Britain: Allen &Unwin.
- Mackenzie W.J.M. (1964). *Theories of Local Government*. London: Capers No. 2.
- L.S.E Ola, R.F. (1984). *Local Government in Nigeria*. London: Keagan Paul International
- Ozor, E. (2003). *Third-Tier Government in Nigeria* Ibadan University Press Plc.
- Ugwu, S.C. (2000). *Issues in Local Government and Urban Administration in Nigeria*, Enugu Lecheries & Co.
- Zoaka, Y.A. & Dauda, S. (2010). *Issues in Local Government in Nigeria*. Kaduna, Joyce Publishers.



4.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

A presidential type of local government is a system in which the executive arm of the local government is separated from the legislative arm. In this system all the executive powers of the local government are vested in the chairman of local government or Mayor as he is sometimes styled. The chairman or Mayor is elected directly by the electorate of the local government area. This implies that the whole of the local government area is his constituency. The chairman appoints the political heads of Local government departments who assist him in the executive duties of the Local Government. These public officers are responsible and accountable

UNIT 5 PARLIAMENTARY TYPE

Unit Structure

- 5.1 Introduction
- 5.2 Intended Learning Outcome
- 5.3 Parliamentary Type
- 5.4 Summary
- 5.5 References/Further Readings/Web Resources
- 5.6 Possible Answers to Self-Assessment Exercise(s)



5.1 Introduction

Professor Harold F. Alderter in his writing classified local governments in the world to four types, namely French, the Anglo –Saxon, the Communist and the Traditional. However, this classification according to Ogunna (1996) is considered inadequate as many local governments in the world do not fit into any of them. Furthermore, the fourth category the “traditional” cannot be regarded as a type in modern local government as it existed in pre-modern societies and is no longer relevant. Besides that each colonizing power designed their own system. That is why we have the parliamentary type which we are going to examine in this unit.



5.2 Intended Learning Outcome

By the end of this unit, you will be able to:

- explain the parliamentary type of local government



5.3 Parliamentary Type

The parliamentary type is a system in which the executive and legislative arms of the local government are fused. The chairman and secretary of the local government are members of the Council. The local government enjoys adequate local autonomy which is exercised by a popularly elected council whose tenure is for a fixed period. The council which is the highest political authority of the local government operates through committee system. The committees perform a great deal of executive functions of the local government, hence the committee

system is an indispensable element of this type and plays a crucial role in the provision of local 122 services. The council has full control in the management of local government staff. In some nations, Britain and the U.S.A, individual local governments employ and manage their own staff directly, while in others local governments have a common local government staff agency established by the central/state government which is responsible for the appointment, discipline and promotion of local government staff e.g. Local Government Service Board or Commission.

Self-Assessment Exercises 1

1. Explain the term parliamentary type of local government ?



5.4 Summary

In parliamentary type of local government the degree of autonomy enjoyed varies from state to state. But in any case the autonomy is never absolute. The central or state government has to exercise a measure of control in order to ensure that certain minimum national standards are maintained and effective provision of local services is attained. The greatest merit of the system is that it ensures full cooperation and understanding between the executive and the legislature as the two arms are completely fused thereby minimizing internal conflicts and tension.



5.5 References/Further Readings/Websites Resources

- Ikeji, C.C.(2002). Local Government and Government in Nigeria: Issues and Ecological Problems, *Global Journal of Social Science*, Vol. 1(1) pp 45-49.
- Ogunna, A.E.C. (1996). *A Handbook on Local Government*, Owerri Versatile Publishers
- Udenta, L.O.E. (2007). *Local Government: A Comparative Perspective*. Enugu New Generation Books. Uladosu,
- S.A. (1981). *Kaduna Essays in Local Government*. Ilorin: Gbenle Press Ltd.



5.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

The parliamentary type is a system in which the executive and legislative arms of the local government are fused. The chairman and secretary of the local government are members of the Council. The local government enjoys adequate local autonomy which is exercised by a popularly elected council whose tenure is for a fixed period. The council which is the highest political authority of the local government operates through committee system. The committees perform a great deal of executive functions of the local government, hence the committee system is an indispensable element of this type and plays a crucial role in the provision of local 122 services. The council has full control in the management of local government staff. In some nations, Britain and the U.S.A, individual local governments employ and manage their own staff directly, while in others local governments have a common local government staff agency established by the central/state government which is responsible for the appointment, discipline and promotion of local government staff e.g. Local Government Service Board or Commission.

MODULE 5

- Unit 1 Prefectoral type of Local Government Characterised by centralisation
- Unit 2 Communist type of Local Government
- Unit 3 The Council Manager
- Unit 4 Commission Type of Local Government
- Unit 5 The Role of Local Government in National Development

UNIT 1 **PREFECTORAL TYPE OF LOCAL GOVERNMENT CHARACTERISED BY CENTRALISATION**

Unit Structure

- 1.1 Introduction
- 1.2 Intended Learning Outcomes
- 1.3 Prefectoral type of Local Government Characterised by centralisation 1.3.1
- 1.4 Summary
- 1.5 References/Further Readings/Web Resources
- 1.6 Possible Answers to Self-Assessment Exercise(s)



1.1 Introduction

It is implicit from the preceding discussions that local government “is a by product of devolution of powers and functions of the central and in some instances, state/regional governments on a geographic basis to the elected representatives of the people at the grassroots” (Ozor 2003:20) it is equally important to note that the pattern or type of local government that exists in a particular country is largely dependent upon its ecology-the social-political, economic and legal context in which it operates. This type of local government is associated with French model. It is probably the most widespread of all models. Prefectoral model is usually regarded as the local arm of the central government. Although the local councils (Counseil Municipals) and their Mayor’s exercise important powers and performs important duties yet their proceedings are subject to the direction, approval or veto of the prefect –a highly 124 trained and very experienced civil servant who represents the government of France in its every respect.



1.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- explain the main features of prefectural type of local government.



1.3 Prefectural Type of Local Government Characterised by Centralisation

Hierarchical structure, Executive dominance, legislature domination and high degree of chain of command. This form of local government which is also referred to as the French type has its distinguishing characteristics as an integration of local government with the central administration and an absence of local autonomy. The local government operates as an extension of the central government. Although the local government has its separate staff, they are part of the civil service as they are recruited disciplined and promoted by the central government and operate under its regulations. The staff enjoy the same conditions of service with the civil service. The local government has a popularly elected council which is headed by a Mayor. An administrative officer appointed by the central government at the local level, known as the Prefect, exercises effective control over the council. He directs and supervises the council in the conduct of local affairs. The Prefect, a technocrat, is a professionally trained and experienced administrator. The Prefectural system is based on the pre eminence of the Prefect, the major element in local administration.

Self-Assessment Exercises 1

What do you understand by prefectural type of local government



1.4 Summary

In prefectural type of local government, the prefect is the central hub on which the entire local government revolves and as such he is the focus of local power. The policies and bye-laws of the council are forwarded to the Prefect for his assent before they are given the force of law. He is also empowered to veto decisions of the council which he considers inappropriate, or inconsistent with the central government policy or public interest. The Prefect protects the central government interests and values and ensures administrative efficiency at the local level. He serves as an important administrative and communication link between the

central government and the local administration. Examples of this type are the French Local Government system in France, and the Divisional Administration System of the former East Central State 1971 to 1975.



1.5 References/Further Readings/Web Resources

- Ezeani, E.O. (2000). *Local Government Administration*, Enugu: Zik-chuks Printing Press
- Katz E. (1999) “Local Self Government in the United States” <http://usinfo.state.gov/journals/itdhr0499/side/katz>.
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- Olowu, D. (1988). *African Local Governments as Instruments of Economic and Social Development* Hague: International Union of Local Government.
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- Ugwu, I. (2012). *Contemporary Issues in Local Government and Democracy in Nigeria*, Enugu Nigeria ACENA Publishers.



1.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

This form of local government which is also referred to as the French type has its distinguishing characteristics as an integration of local government with the central administration and an absence of local autonomy. The local government operates as an extension of the central government. Although the local government has its separate staff, they are part of the civil service as they are recruited disciplined and promoted by the central government and operate under its regulations. The staff enjoy the same conditions of service with the civil service. The local government has a popularly elected council which is headed by a Mayor. An administrative officer appointed by the central government at the local level, known as the Prefect, exercises effective control over the council. He directs and supervises the council in the conduct of local affairs. The Prefect, a technocrat, is a professionally trained and experienced administrator. The Prefectoral system is based on the pre eminence of the Prefect, the major element in local administration.

UNIT 2 COMMUNIST TYPE OF LOCAL GOVERNMENT

Unit Structure

- 2.1 Introduction
- 2.2 Intended Learning Outcome
- 2.3 Communist type of Local Government
- 2.4 Summary
- 2.5 References/Further Readings/Web Resources
- 2.6 Possible Answers to Self-Assessment Exercise(s)



2.1 Introduction

The communist type or model of local government is associated with defunct soviet union and is based on the ideology of democratic centralism. This ideology is primarily aimed at effective integration of all important institutions into the national political and economic framework or agenda. It is Characterised by communist party control: single candidate election and Broad scope of governmental powers. It is however necessary to mention that after the disintegration of USSR, this type of local government has witnessed a number of changes, or in any cases, large scale reforms.



2.2 Intended Learning Outcome

By the end of this unit, you will be able to:

- explain the term communist type of local government.



2.3 Communist Type of Local Government

The Communist form of local government is one in which the local government is organized and operated along socialist principles and ideals. The principle of centralism and one party dictatorship govern the system. The local government is an integral part of the central administration, and an inseparable part of national planning. In keeping with the socialist ideology, the socialist party gives direction and control to ensure that Local Government operates in line with the socialist policies and values of the national government. In the communist system, the local government is denied autonomy and its

staff are integrated with the national civil service. There are uniformity, common standards and unity of purpose in the operation of local government with the socialist states of the world like Russia China etc.

Self-Assessment Exercises 1

- | |
|---|
| i. What do you understand by the term communist type of local government? |
|---|



2.4 Summary

From the foregoing discussions, it is quite clear that local government under this model are mere extension or appendages of the central government for the purpose of economic planning and political and social mobilization (Okoli, 2000:8) According to Ozor (2003:23) under the communist model, the interests of the locality are equated with the interests of the state (which is controlled by communist party). This model of local government still exist in China, North Korea, Cuba, and all countries that still practice socialism/communism as their official government political ideology



2.5 References/Further Readings/Web Resources

- John, K. & Rupak C (Ed). (2008). *Local Government in Federal System* New Delhi: Viva Books Ltd.
- King, M.C. (1988). *Localism and Nation Building*, Ibadan: Spectrum Books University Press Ltd.
- Orewa, G.O. (1991). *Principles of Local Government* Lagos: ASCON
- Ostrom, N. and Bush (1998). *Local government in the United States* Washington D.C. Institution of Contemporary Studies Press.
- Sloker, G. (1990). *The Politics of Local Government*. London: Macmillan.



2.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

The Communist form of local government is one in which the local government is organized and operated along socialist principles and ideals. The principle of centralism and one party dictatorship govern the system. The local government is an integral part of the central administration, and an inseparable part of national planning. In keeping with the socialist ideology, the socialist party gives direction and control to ensure that Local Government operates in line with the socialist policies and values of the national government. In the communist system, the local government is denied autonomy and its staff are integrated with the national civil service. There are uniformity, common standards and unity of purpose in the operation of local government with the socialist states of the world like Russia China.

UNIT 3 THE COUNCIL MANAGER

Unit Structure

- 3.1 Introduction
- 3.2 Intended Learning Outcomes
- 3.3 The Council Manager
- 3.4 Summary
- 3.5 References/Further Readings/Web Resources
- 3.6 Possible Answers to Self-Assessment Exercise(s)



3.1 Introduction

The council manager form of local government has its root in America. It was established in the U.S.A. during the Second World War. It was from here that it spread to Nordic countries Australia and North-America but it was most popular in the United States during the second world war where half of the American cities of the population range of 25000 to 250,000 according to 1968 estimate adopted it.



3.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- define council-manager type of local government.



3.3 The Council Manager

The council manager form of local government has its root in America. It was established in the U.S.A. during the Second World War. The Council-Manager type is founded on the outmoded idea that there is a dichotomy between politics or policy and administration. In this case the democratically elected council is concerned with politics or policy while the manager who should be a professional expert administrator is concerned with administration. In this way administration is said to be divorced from politics. However, the dichotomy is not absolute as according to Appleby, politics and administration are “found to be reverse sides of the same coin, the two called government”. The Council-Manager plan is a system in which the Policy-making is placed in the hands of a democratically elected and politically responsible

council while the administration of the policy made by the council is entrusted on a professional expert in administration known as the 130 Council-Manager, who is appointed by the council on the basis of his professional qualification, administrative experience, and competence.

Self-Assessment Exercises 1

Define the term council manager type of local government?



3.4 Summary

In this form, the local government is likened to a business company, the council playing the role of the Board of Directors, and the manager that of the general manager. The manager is governed by the civil service principles of political neutrality, anonymity, security of tenure and professionalism. The primary goal of the system is high productivity and effectiveness in the provision of local services. This type was experimented in the former Western State of Nigeria under the Local Government Reform of April 1973. Its distinguishing characteristic is that the Local Government Administration is management-oriented with its emphasis on achievement of set targets and goals, and hence result-oriented.



3.5 References/Further Readings/Web Resources

- Alderfer, H.F. (1964). *Local Government in Developing Countries*. New York: McGraw-Hill
- Cockburn, C. (1977). *The Local State*. London: Pluto Press.
- Ozor, E. (1987) "Local Government or Local Administration which way Nigeria" In: Stephen O. Olugbemi (Ed.). *Alternative Political Futures for Nigeria*, Lagos: Nigerian Political Science Association.
- Stoker, C. (1990). *The Politics of Local Government*. London: Macmillan.
- Wralth, R. (1972). *Local Administration in West Africa*. London: George Allen & Unwi.



3.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

The council manager form of local government has its root in America. It was established in the U.S.A. during the Second World War. The Council-Manager type is founded on the outmoded idea that there is a dichotomy between politics or policy and administration. In this case the democratically elected council is concerned with politics or policy while the manager who should be a professional expert administrator is concerned with administration. In this way administration is said to be divorced from politics. However, the dichotomy is not absolute as according to Appleby, politics and administration are “found to be reverse sides of the same coin, the two called government”. The Council-Manager plan is a system in which the Policy-making is placed in the hands of a democratically elected and politically responsible council while the administration of the policy made by the council is entrusted on a professional expert in administration known as the Council-Manager, who is appointed by the council on the basis of his professional qualification, administrative experience, and competence.

UNIT 4 COMMISSION TYPE OF LOCAL GOVERNMENT

Unit Structure

- 4.1 Introduction
- 4.2 Intended Learning Outcome
- 4.3 Commission Type of Local Government
- 4.4 Summary
- 4.5 References/Further Readings/Web Resources
- 4.6 Possible Answers to Self-Assessment Exercise(s)



4.1 Introduction

The need to decentralize development efforts either through a process of deconcentration or devolution, is premised on the belief that it not only encourages citizen or community participation which is essential if the efforts are to be relevant and sustained, it also facilitates administrative control. Moreover, the combination of authority responsibility and accountability focused at the local level leads to much more active promotional efforts than otherwise. When properly incorporated and 132 sufficient powers and levels of authority devolved, local governments can therefore be expected to make significant contributions to the development process. In this unit we are going to examine the commission type of local government and see its contributions to growth and development of local government



4.2 Intended Learning Outcome

By the end of this unit, you will be able to:

- explain the commission type of local government.



4.3 Commission Type of Local Government

The Council-Manager form of local government is an American invention. It was established in the U.S.A during the Second World War. It was most popular in the United States during the Second World War where over half of the American cities of the population range of 25000 to 250,000 according to 1968 estimate have adopted it. The Council-Manager type is founded on the outmoded idea that there is a dichotomy between politics or policy and administration. In this case the democratically elected council is concerned with politics or policy while the manager who should be a professional expert administrator is

concerned with administration. In this way administration is said to be divorced from politics. However, the dichotomy is not absolute as according to Appleby, politics and administration are “found to be reverse sides of the same coin, the two called government”. The Council-Manager plan is a system in which the Policy-making is placed in the hands of a democratically elected and politically responsible council while the administration of the policy made by the council is entrusted on a professional expert in administration known as the Council Manager, who is appointed by the council on the basis of his professional qualification, administrative experience, and competence.

Self-Assessment Exercises 1

- | |
|--|
| i. Discuss the working of commission type of local government. |
|--|



4.4 Summary

In this form, the local government is likened to a business company, the council playing the role of the Board of Directors, and the manager that of the general manager. The manager is governed by the civil service principles of political neutrality, anonymity, security of tenure and professionalism. The primary goal of the system is high productivity and effectiveness in the provision of local services. This type was experimented in the former Western State of Nigeria under the Local Government Reform of April 1973. Its distinguishing characteristic is that the Local Government Administration is management-oriented with its emphasis on achievement of set targets and goals, and hence result-oriented.



4.5 References/Further Readings/Web Resources

- Blan (1977). *Government at the Grassroots*, California: Pulisader Publishers.
- Obi, M. (1995). “The Structure of Local Government in Nigeria” In: Ikejiani-Clark M. and F.C. Okoli (Eds.). *Local Government in Nigeria, Current Problems and Future Challenges*, Lagos, Mangrove Publications.
- Ogunna, A.E.C. (1996). *A Handbook on Local Government in Nigeria*. Owerri Versatile Publishers.
- Okolie, D. & Eze, E. (2006). *Local Government Administration: Concepts and Applications*, Enugu John Jacob Classic Publishers.



4.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

The Council-Manager form of local government is an American invention. It was established in the U.S.A during the Second World War. It was most popular in the United States during the Second World War where over half of the American cities of the population range of 25000 to 250,000 according to 1968 estimate have adopted it. The Council-Manager type is founded on the outmoded idea that there is a dichotomy between politics or policy and administration. In this case the democratically elected council is concerned with politics or policy while the manager who should be a professional expert administrator is concerned with administration. In this way administration is said to be divorced from politics. However, the dichotomy is not absolute as according to Appleby, politics and administration are “found to be reverse sides of the same coin, the two called government”. The Council-Manager plan is a system in which the Policy-making is placed in the hands of a democratically elected and politically responsible council while the administration of the policy made by the council is entrusted on a professional expert in administration known as the Council Manager, who is appointed by the council on the basis of his professional qualification, administrative experience, and competence.

Unit 5 The Role of Local Government in National Development

- 5.1 Introduction
- 5.2 Intended Learning Outcomes
- 5.3 The Role of Local Government in National Development
- 5.4 Summary
- 5.5 References/Further Readings/Web Resources
- 5.6 Possible Answers to Self-Assessment Exercise(s)



5.1 Introduction

In this section we shall attempt to discuss in greater detail, the crucial role of decentralized institutions like Local Government in the development process. One of the major shortcomings of earlier development efforts in most countries of the Third World was the over-centralisation of the process-the top-down approach. Unsuccessful results from this approach has brought about a rethinking which eventually manifested in the need for a decentralisation of both structures (machinery) and process of development. As the World Bank acknowledge, decentralisation or 135 'local control', ... provides the flexibility needed for proper integration and timing of activities, and for the modifications of programs in response to changing conditions. Community involvement, which is essential to a sustained development process, is greatly facilitated by local rather than centralized control. One particular advantages is that the problems of the community, as perceived by its residents and those imputed by local officials tend to be more easily reconciled.



5.2 Intended Learning Outcomes

By the end of this unit, you will be able to:

- explain the Role of Local Government in National Development.



5.3 The Role of Local Government in National Development

The need to decentralise development efforts either through a process of deconcentration or devolution is premised on the belief that it not only encourages citizen or community participation, which is essential if the

efforts are to be relevant and sustained, it also facilitates administrative control. Moreover, the combination of authority, responsibility and accountability focuses at the local level leads to much more active promotional efforts than otherwise. When properly incorporated and sufficient powers and levels of authority devolved, Local Governments can therefore be expected to make significant contributions to the development process. As the Federal Government (of Nigeria) noted in the 1981-85 Development Plan, “..... the surest way to get to the grassroots through planning is via the local government authorities”. Table 3.1 below gives a useful summary of the various areas and respects in which Local Governments are expected to contribute to the enhancement of the development process. Broadly, these areas fall in three major categories: Political integration/Nation Building; Social Development and Economic Growth.

Self-Assessment Exercises 1

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| i. Define The Role of Local Government in National Development |
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5.4 Summary

The central objectives of these plans which have invariably become the official medium for co-ordinating and pursuing the goals of development, include the following among a fairly lengthy catalogue:

- i. A just egalitarian society
- ii. Increase in per capital income
- iii. More even distribution of income
- iv. Reduction in the level of unemployment
- v. Diversification of the economy
- vi. Balanced development
- vii. Development of technology
- viii. Increase productivity
- ix. Attainment of higher levels of sufficiency in the production of food and other raw materials
- x. Enhancing the level of socio-political awareness of the people, and
- xi. The promotion of a new national orientation conducive to greater discipline, better attitude to work and cleaner environment. It goes almost without saying that all these goals still remain to a large extent illusory. Not only that, the problems which the plans have tried to address over the years are not compounded by the profound economic problems we are undergoing today.



5.5 References/Further Readings/Web Resources

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5.6 Possible Answers to Self-Assessment Exercise(s)

Answers to SAEs 1

The need to decentralize development efforts either through a process of deconcentration or devolution is premised on the belief that it not only encourages citizen or community participation, which is essential if the efforts are to be relevant and sustained, it also facilitates administrative control. Moreover, the combination of authority, responsibility and accountability focuses at the local level leads to much more active promotional efforts than otherwise. When properly incorporated and sufficient powers and levels of authority devolved, Local Governments can therefore be expected to make significant contributions to the development process.