AN ASSESSMENT OF LOCAL GOVERNMENT SERVICE DELIVERY IN NIGERIA: A STUDY OF KADUNA NORTH LOCAL GOVERNMENT AREA OF KADUNA STATE, 1999-2011

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MSC/SOC-SCI/4245/2009-2010

A THESIS SUBMITTED TO THE SCHOOL OF POSTGRADUATE STUDIES, AHMADU BELLO UNIVERSITY-ZARIA, NIGERIA, IN PARTIAL FULFILLMENT FOR THE AWARD OF MASTER OF SCIENCE DEGREE IN POLITICAL SCIENCE

DEPARTMENT OF POLITICAL SCIENCE AND INTERNATIONAL STUDIES

AHMADU BELLO UNIVERSITY,

ZARIA

OCTOBER, 2015

DECLARATION

I, Obaje Paul Msc/Soc-Sci/4245/2009-2010 hereby declared that the research leading to the production of this thesis was conducted solely by me under the supervision of Mallam Garba Aminu and Dr. Jacob Audu. It has not been presented for award of any form of academic qualification. All references and sources of information under listed for the thesis have been acknowledged accordingly.

I accept the responsibility of any error (s) of omissions or commission that might be observed.

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_____

Signature Date

CERTIFICATION

This thesis has been carefully read, supervised, approved and accepted as having met the requirement for the award of Master's of Science (MSc) degree in Political Science, of the Faculty of Social Science, Ahmadu Bello University Zaria.

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DEDICATION

This work is dedicated to my dear wife; Juliana and my daughter Matilda for their patience, support and understanding. It is also dedicated to my cherished parents as well as siblings who have all been a great source of inspiration to me.

ACKNOWLEDGEMENTS

I humbly thank the Almighty God, who made it possible for me to successfully complete this work. Also, my special gratitude goes to my supervisor, Mallam Garba Aminu for His fatherly and professional guidance; he is indeed a Father. And to my second supervisor, Dr. Jacob Audu for his professional guidance. I sincerely thank both supervisors for their constructive and helpful criticisms.

I also wish to thank all my lecturers in the Department of Political Science who taught me during the course of my study and those I did not encountered. Thank you all.

A big thanks to my parent Mr. Lawrence Obaje and my late mother Mrs. Awo Obaje who are the architect of what I have done today and what I will do in future. I thank them for their parenthood, moral and financial commitment towards my success in all endeavors, may God reward and replenish their efforts.

I must acknowledge the painstaking support given to me by my friend Mr. Ilukwe Ugochukwu Edward who encourages me to keep the fire burning despite my tight schedule. I thank you for your effort and inspiration.

I also appreciate the support of all my colleagues in the M.Sc Class who are too numerous to mention and all those who I must have come across in the process of making this research thesis a reality. Thank you all.

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ABSTRACT

This study assessed the role of local government in service delivery with a specific focus on Kaduna North local government from 1999-2011. It sought to identify services delivered by local government and to ascertain the impact of the services on the wellbeing of the people. Two sets of questionnaires were designed and administered i.e. one for the inhabitants of the area and the other for employees of the local government, so as to capture both the views of the inhabitants of the area and the employees of the local government. Questionnaires were conveniently distributed to 360 inhabitants and 314 were returned. Questionnaires were also conveniently distributed to 30 employees of the local government and the 30 were returned. This was further aided by interviews, focus group discussions, personal observation and the review of relevant literatures. The study revealed that, mismanagement of funds, joint account system, lack of transparency and accountability and restricted revenue sources available to local government and inability to effectively utilize its internal sources of revenue generation had impacted negatively on the provision of public goods at the local level. This is evidence in the poor educational facilities, poor healthcare centres, roads, etc; several problems were however identified as constraints to the service delivery efforts of the local government. These are; lack of viable sources of revenue, mismanagement, joint account, undue interference from state government etc. Hence, this study therefore recommends for the full autonomous status of local government both financially and administratively in order to fully deliver on its mandate, viable sources of revenue and a leadership recruitment process that is merit driven and people of unquestionable character and integrity should be at the helm of affairs, among others.

CHAPTER ONE

1.0 GENERAL INTRODUCTION

1.1 Background to the Study

Local government administration in Nigeria has had a tortuous history. It is an important process of government with significant consequences for national development. It is about mobilization of human and material resources at the grassroots level for societal progress and development.

Local government is supposed to be broadly participatory and responsive to the needs of the people at the local community levels, such as villages and towns. Yet, during the period when the British colonized Nigeria and the mid 1970's when a major reform initiative was launched, local government administration was essentially undemocratic and authoritarian, either directly colonial in nature, or in indirectly so, but indeed undemocratic, under various traditional governance authorities referred to as Native Administration by the British colonial rulers (Jega, 2006:1). The local government reforms introduced by the Murtala/Obasanjo military regime in 1976, sought to democratize the system, by introducing elective offices, and also tried to use the new system 'to bring government nearer to the people' for the purpose of 'grassroots' development (FRN, 1976).The desire by the government to maximize rural and grassroots development is one of the major objectives of local government system in Nigeria. The above role is very significant because 70% of the country's population live and operate within this area (Ibok, 2010:12)

Historically, local government developed as an institution for the provision of essential services to the people especially at the grassroots. Through series of

reforms over the years, the system has undergone so many changes in respect of structure and function. In Omenka's view (cited in Tativ, 2011:2), the reforms were necessitated by the need to properly define the various organs and functionaries of local government because of the realization that local government is an essential instrument of service delivery.

According to the fourth schedule of the 1999 constitution of the Federal Republic of Nigeria,the exclusive function of local government includes, economic planning, collecting taxes, rates and the provision of social amenities like market, feeder roads, health services, portable water etc. among others. These functions simply defined the rationale behind the existence of local government system in Nigeria.

Local governments have a role to play in the economic development of any nation. Constitutionally, they should provide for the democratic representation of local communities. This role covers a wide range of responsibilities and services which impact heavily on the livelihoods of individuals. They are, for example, key to determining where infrastructure should be located, to protect our environment and to provide services which are crucial to quality of life-primary schools, primary healthcare facilities, drinking water, recreational facilities, roads and other services.

It is therefore expected that local government as sub-units should collaborate with the national government in the delivery of services towards the sustenance of democratic process.

Scholars have argued that democratic governance and service delivery at the local government level is the vital tool for the social, political and economic

development of Nigeria as a whole. It is worthy to note that Nigeria has been under military rule for a long time since 1966 and anytime there was a transition to civil rule raises citizen's expectation. The return to civil rule in 1999 after long years of military rule ushered in high citizen's development expectations at all levels of the three tiers of government. This is consistent with what democracy theoretically is all about and entails better life-participation, freedom, accountability of political leaders etc. This was the particular case in 1999 i.e. a revolution of expectations by citizens. After few years of civilian rule, political executives and politicians in general started to place high emphasis on their achievements at all levels of government. The study examines this issue at the local government level with an empirical focus on Kaduna North local government of Kaduna State. As an urban local government, it has a high population, diversities, complexities and demand for wide range of services due to its urban/metropolitan nature. There is however, a serious controversy among scholars and administrators including the general populace in respect to the actual performance of local government in Nigeria, as a grassroots government. This is particularly with reference to service delivery. To some observers and administrators the system is an embodiment of failure and a symbol of confusion, mediocrity, inefficiency and waste (Obasanjo, 2003, Tafida, 2005). There is a general low opinion about the role of local government as an agent of development and service delivery since the return to civil rule in 1999, while the politicians have orchestrated that there have been glaring service delivery, others are skeptical. In other words, virtually all the three levels of government have not satisfactorily performed genuine developmental roles.

Historically speaking, local governments have been assigned different functions. In colonial time, native authorities were primarily established for maintenance of law and order. With independence, emphasis shifted from law enforcement to the provision of social services (Adeyemo, 2005:18).

How well Nigerian local governments have carried out their constitutionally assigned functions has become a subject of national debate among scholars and practitioners. To say the least, their operations have come under serious and severe criticism with some persons calling for the scrapping of the third tier of government. Since the return to civil rule in 1999, there is a widespread agitation that the huge financial resources allocated to local government did not correspond to the services delivered. Therefore, this study is conducted to assess the service delivery mechanism of Kaduna North local government within the context of the current civil rule in Nigeria.

1.2 Statement of the Research Problem

The study assessed the nature of services delivered by the Kaduna North local government vis-à-vis its financial allocations since the return to civil rule in 1999-2011.

The expediency for the existence of local government anywhere in the world stems from the need to facilitate development at the grassroots. Within this understanding, local governments were created in Nigeria as a third tier of government to ensure effective, measurable and efficient service delivery to communities. Some of the services expected from local government authority include; Primary Education, Feeder Roads, Culvert and Bridges, Agricultural and

Natural Services and Health Care Services etc. Since the return to civil rule in 1999. Scholars and Practitioners have made different claims in respect of the performance of local government system in Nigeria.

1.3 Research Questions

The major questions addressed include:

(i) What is the nature of performance of the Kaduna North local government in service delivery in the areas of Primary Education, Health Care, Feeder Road and Infrastructural Facilities between 1999-2011?

(ii)To what extent these services delivered by the Kaduna North local government impacted effectively to the development of the people?

(iii) What are the challenges that have impeded or are impeding the effective performance of the local government in terms of service delivery between 1999-2011?

(iv) What are the possible solutions to these challenges?

1.4Aim and Objectives of the Study

The aim of the study is to examine the role of Kaduna North local government area of Kaduna state in service delivery. The specific objectives of the study include the following:

(i) To examine the nature of performance based on the services delivered by Kaduna North local government in the areas of Education, Health Care, Feeder Road and Infrastructure from 1999 to 2011.

(ii) To examine the extent to which these services have been delivered to the people of the area?

(iii) To examine the challenges facing Kaduna North local government in the delivery of services between 1999-2011?

(iv) To examine possible solutions to the challenges?

1.5 Research Assumptions

The study is guided by the following research assumptions:

(i) Kaduna North local government has provided some basic health and social services derived from its financial allocations.

(ii) Kaduna North local government has not significantly performed its role of service delivery within the available financial allocations between 1999-2011.

(iii) State/Local Government joint account system is a major constraint to effective service delivery by the Kaduna North local government.

(iv) Proper utilization of financial allocations can enhance the capacity of the Kaduna North local government in the delivery of services.

1.6 Scope and Limitations of the Study

The study focuses on service delivery by Kaduna North local government from 1999 to 2011. Specifically the study focuses on education, healthcare service, e.t.c.

The study commenced from 1999 as the beginning of the year of our case study because it is the year of the return to civil rule after long years of military interregnum. And also 2011 as terminal date because the span period is about one

decade and two years of civil rule, a period one will expect to see major differences between military and civil rule in terms of mode of governance generally and service delivery to the people in particular.

In conducting the study, the researcher faced a number of constraints which included: Finances- There is lack of adequate finance and sponsorship to carry out the research in all the local government areas of the state, that is why we are limited to the local government under study and Data Gathering- the secretive nature of government and the unwillingness of local government officials under study to reveal relevant document that they termed secrets in order to aid this research, especially those documents that have to do with the income and allocations to the local government from the federation account, internally generated revenue and files of various projects executed by the local government.

1.7 Significance of the Study

The study is significant because a lot of the studies on local government were done during the military era, now with the return to civil rule in place and the publication of huge financial resources allocated to the local government system. This has enabled us to have an insight into the activities of the local government system, which is not significantly different from the military era.

1.8 Research Methodology

Research methodology is one of the most important aspects of any scientific research. The researcher derived relevant materials on the subject under study from two main sources viz: Primary and Secondary methods of data collection:

- Primary Methods of Data Collection is the process whereby the researcher went to the field to get first hand information. Data was collected through the use of Questionnaires, Interviews and Focus Group Discussions (FGD).

- Secondary Method of Data Collection comprises published and unpublished works on the subject under study. It includes review of works written by scholars, policy makers, books, journals, magazines, newspapers, e.t.c. (Mbachu, 2005:60). These materials were sourced through the Kashim Ibrahim Library (KIL) ABU Zaria, Postgraduate Library of the Department of Political Science, Internets, and Newspapers etc.

1.8.1 Study Sample and Sampling Techniques

The population for this study comprised of all the people of Kaduna North local government. According to the 2006 census, the population of Kaduna North local government is 364,575 (NPC, 2006 Census).

Kaduna north local government comprises of the following twelve (12) wards; Kawo, Gabasawa, Kabala, Hanyin-Banki /Ungwa-Kanawa, Abakpa/Ungwa Shanu, Ungwa Dosa, Badarawa/Malali, Maiburji, Ungwa-Liman, Shaba, Ungwa-Sarki, and Ungwa-Gaji. Among the significant groups in the population are the youth, teachers, health workers, farmers, civil servants, women, traders, local government officials and functionaries, and politicians. These various groups were sampled.

The sample size of this study is 360 or 0.001% of the sampling frame. That is; 360 divided by 364,575 = 0.001%. We purposively selected 360 respondents judgmentally as a Non-Probability sampling technique.

Below is the distribution of the wards population of the local government and the sample size.

Table 1.1 Summary of Population and Distribution of Questionnaires Base on Electoral Wards

S/N	Electoral Wards	Population (2006 Census)	Sample Size Per Ward
1	Kawo	49,710	49
2	Gabasawa	38,892	38
3	Kabala	37,641	37
4	HayinBanki/Kanawa	44,608	44
5	Abakpa/Ungwa-Shanu	33,362	33
6	UngwaDosa	21,039	21
7	Badarawa/Malali	56,795	56
8	Maiburji	20,821	21
9	Ungwa-Liman	17,594	17
10	Shaaba	16,583	16
11	UngwaGaji	19,640	19
12	UngwaSarki	7,890	9
Total	12	364,575	360

Source: NPC 2006 Census Figures.

The ward sample size of the study was obtained through the use of the following formula:

$$\text{Ward Sample Population} = \frac{\text{Ward Population}}{\text{Total Population of the LGA}} \times \frac{\text{Sample Size}}{1}$$

e.g. for Kawo Wards = $\frac{49,710}{364,575} \times \frac{360}{1} = 49$

This is what was replicated in all the electoral wards to arrive at the samples for each ward.

The study area which is Kaduna North local government comprises of six (6) district and twelve (12) electoral wards. Below is tabular representation of questionnaire distribution and their percentages based on the twelve (12) electoral wards:

Table 1.2. Number of Questionnaires Administered in Each Electoral Ward

S/N	Electoral Wards	Questionnaires Distributed Number	%	Questionnaires Returned Number	%	Questionnaires Not Returned Number	%
1	Kawo	49	13.6	45	14.3	4	8.7
2	Gabasawa	38	10.6	34	10.8	4	8.7
3	Kabala	37	10.3	32	10.2	5	10.9
4	HayinBanki/Kanawa	44	12.2	41	13.1	3	6.5
5	Abakpa/Ungwa-Shanu	33	9.2	27	8.6	6	13
6	UngwaDosa	21	5.8	19	6.1	2	4.4
7	Badarawa/Malali	56	15.6	49	15.6	7	15.2
8	Maiburji	21	5.8	16	5.1	5	10.9
9	Ungwa-Liman	17	4.7	16	5.1	1	2.2
10	Shaaba	16	4.4	13	4.1	3	6.5
11	UngwaGaji	19	5.3	13	4.1	6	13
12	UngwaSarki	09	2.5	09	2.9	-	-
Total	12	360	100	314	100	46	100

Source: Field Survey, 2012.

On the whole, a total of 360 (100%) questionnaires were administered on the twelve (12) electoral wards of Kaduna north local government area. Out of this number only 46(12.8%) were not recovered and a total of 314(87.2%) questionnaires were recovered from the respondents. In addition, 30 questionnaires were administered to the staff of the local government and were all retrieved.

Our analysis will be based on the 314 questionnaires that were filled and retrieved and the additional 30 questionnaires administered to the staff of the local government.

The Multistage Cluster Sampling Technique was used to divide the population of the local government into ward cluster of convenience. This technique involves sampling in successive stages such that at each stage, selection is made by using any of the well known probability sampling methods.

After the division of the whole population of the local government into wards as cluster of convenience, **Systematic Sampling Method** was also used to alphabetically organize the population in order of wards and selection intervals based on households. The target groups is the adult males and females, the household population figures was used to determine the selection interval of the individual respondent at the ward levels, by dividing it with the sample size of each ward. Street arrangements of houses were used based on systematic intervals both in organized and unorganized settings, after the first household was selected randomly. Below are the household selection intervals.

Table 1.3 **Selection Interval of Sample Size Using Systematic Sampling Technique**

S/N	Electoral Wards	Households	Sample Size	Selection Interval
1	Abakpa/Ungwa-Shanu	6,814	33	207
2	Badarawa/Malali	13,581	56	243
3	Gabasawa	10,899	38	287
4	HayinBanki/Kanawa	11,386	44	259
5	Kabala	10,763	37	291
6	Kawo	12,142	49	248
7	Maiburji	5,845	21	278
8	Shaaba	5,322	16	333
9	UngwaDosa	5,924	21	282
10	UngwaGaji	5,729	19	302
11	Ungwa-Liman	4,887	17	288
12	UngwaSarki	3,066	9	341
Total	12	96,358	360	3,359

Source: Health Department, Kaduna North Local Government

The table above has shown the systematic selection of respondents via the number of households as arranged alphabetically. The selection interval was derived by dividing the total number of household in each ward by the sample size of each ward. Six research assistants were used to aid the researcher in the administration and retrieval of the questionnaires.

Focus Group Discussions (FGD)

Two categories of focus group discussions were conducted. These are; the local government officials and the residents of the area. Those who were drawn from the local government officials are ten (10) in numbers which cuts across the various departments in the local government.

While, that of the residents/inhabitants, four (4) wards were randomly selected through closed balloting system. Namely: Gabasawa, Kawo, Ungwa-Gaji and Shaaba wards comprising of 12 residents/respondents in each ward.

Interviews

Interviews were conducted whereby 30 people were interviewed. Amongst those interviewed were the past and present Chairmen of the local government who served up to the period of 2011. The Secretary of the local government, Heads of department in the local government, councilors, traditional authorities, community leaders, women, youths, etc.

All these categories of respondents were purposively selected because of their strategic importance in the local government and as inhabitants of the area; they are influential in decision making process.

1.8.5 Method of Data Analysis

The data were presented in tabular form showing numbers of respondents, frequencies and percentages of responses to questions asked. This was also backed up by our interview and focus group discussions.

1.9 Organization of Chapters

The thesis is structured/organized into five closely inter-related chapters. The first chapter is the General Introduction which outlines mainly the background to the study, the research problem, aims and objectives of the study, research assumptions, scope and limitations, significance of the study, and methodology while the second chapter is Literature Review and Theoretical Framework, the third chapter is Perspectives on Civil Rule and Service Delivery in Nigeria, while the fourth chapter is Background of Kaduna North Local Government and Assessment of Service Delivery Role, the fifth chapter is Summary, Conclusion and Recommendation.

CHAPTER TWO

2.0 LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Introduction

This chapter reviewed relevant literature on the subject under study. The review is undertaken thematically. It also outlines theoretical framework that guides the study.

2.2 Conceptual Perspectives:

2.2.1 Local Government

Local government has been the concern of every responsive political system in the world. This is because; local government basically, is the involvement of grassroots people in the provision of social and economic amenities to the local areas. It is based on the principle that local problems and needs can be understood by the people of the locality better than by Central or State government (Arowolo, 2008:4**).** The existence of local government has always been defended on the basis that it is a crucial aspect of democratization and intensification of mass participation in the decision making process. No political system is considered complete and democratic if it does not have a system of local government (Shah, 2006:15**).**

Local government serves a two-fold purpose. The first is the administrative purpose of supplying goods and services; the other purpose is to represent and involve citizens in determining specific local public needs and how these local needs can be met. Local representative government is a process that span and connects

representation and administration at local levels within local government structures (Appadorai, 2004:287)

Local Government has been defined by various scholars in different ways. The United Nations office for Public Administration cited in (Ogbuzor 2006:2). defines local government as:

> a political subdivision of nation or (in a federal system) state, which is constituted by law and has substantial control of local affairs including the power to impose taxes or to exalt labour for prescribe purposes. The governing body of such an entity is elected

Awa (1981:10) sees local government as "a political authority set up by a nation or state as a subordinate authority for the purpose of dispersing or decentralizing political power" Wraith (1984:45) also defines local government as "the act of decentralizing power, which may take the form of deconcentration or devolution. According to Emezi (1984:25) on the other hand perceived local government as:

> System of local administration under local communities that are organized to maintain law and order, provide some limited range of social amenities, and encourage cooperation and participation of inhabitants towards the improvement of their conditions of living. It provides the community with formal organizational framework which enables them to conduct their affairs effectively for the general good.

Tumini (2011:83) defines local government as follows:

> Local democratic governing units within the democratic system of a country, which are subordinate members of the government vested with prescribed, controlled governmental powers and sources of income to render specific local services and to develop, control and regulate the geographic, social and economic environment of defined local area.

According to Mawhood (1983:86) local government maybe loosely defined as a public organization, authorized to decide and administer a limited range of public policies within relatively small territory which is a subdivision of a regional or national government.

Stoker (1990:215) defines Local government as governmental organization having jurisdiction not over the whole of a country but over specific portion of it.

For Sorka, local government connotes the decentralization or dispersion of authoritative decision making whereby the authority to make decision is displaced downwards from remote points near the top administration or outward from geographical locations, thus bringing authority closer to the people affected by it, (cited in Edigin and Otoghile, 2011:150). In the same vein, Oyediran sees local government as the diffusion of political process on area basis, i.e. local self administration and inclusion of noble ideals of impartiality, protection of minority rights and integrity, all of which are considered essential to the evolution of a liberal democratic society (1979: 171)

The Nigerian 1976 local government reforms (cited in Adeyemo, 2005: 150) defined local government as:

> Government at the local level established by law to exercised specific powers within defined areas (and) to initiate and direct provision of services and to determine and implement projects so as to complements the activities of the states and federal government in their area.

The Report of the Political Bureau (1987), in Nigeria sees local government as widely acknowledged as a viable instrument for rural transformation and for the

delivery of social services to the people. Local government may be seen as ‘’ a segment of a constituent state or region of a nation state’’, established by law to provide public service and regulate public affairs within its area of jurisdiction (Ikelegbe, 2005: 37). The above presupposes that it is the closest level to the people with powers to perform functions and mandates over its finances and manpower.

It is on the strength of the above that (Ikelegbe, 2005: 37) says that ‘’ it is government under the responsibility of the local people and in the interest of the local population by local representative bodies’’. As King (1988:3) observed, the local government is universally found in modern politics, although it goes by various appellations. Its legitimacy lies on its ‘’ claim to represent the interests or wishes of the local inhabitants and to administer their needs’’.

Founded on the democratic ideals, it is required ‘’ that they be given an opportunity to control their affairs at this level, especially since this is the point at which their interest and welfare are most likely to be directly affected (King, 1988:3). Also, Ola (1984:11) identified three schools of thought in functional conceptualization of the local government as a unit. The democratic-participatory school “holds that local government functions to bring about democracy and to afford opportunities for political participation to the citizen as well as to socialize him politically’’.

This bothers on training and injection of democratic tenets in the grassroots. From the stand point of the efficiency-services school, the appropriate functional focus of local government should be the provision of services, and its success or failure has to be judged by this yardstick (Ola, 1984:12).

The third perspective is the developmental school. This school essentially seeks to make the local government a tool for promotion of national consciousness and national integration (Ola, 1984:12). Its emphasis is on political development which modernization theorists see as the breaking down of primordial loyalties and the transfer of such loyalties to the central and national development. It can act as a means of dispersing and localizing political tension, and in that way neutralizing its impact (Abutudu, 2011: 24)

Thus, analysis or examination of various definitions of local government given above reveals that local government is a combination of various elements and no single definition is acceptable as a general definition. In essence, therefore, local government is a government institution with limited legislative power and authority which operates within clearly defined geographical and legal jurisdiction, within a nation or state.

2.2.2 Service Delivery

Municipal research and services centre (MRSC, 1993) defines service delivery as the actual producing of a service such as collecting refuse and disposing it or lighting the streets. Staus (2005:5) supports this view and suggest that in economic transactions, it is specialized skills and knowledge that are exchanged for money rather than physical resources. Whitaker (1980:11) observes that depending on the kind of service being offered each service has primary intention of transforming the customer and that the client himself/herself is the principal beneficiary.

As a crucial responsibility of government and government institutions, the public service should deliver services that a society requires to maintain and improve its welfare. Ghatak (2007:39) argue that public services are a key determinant of quality of life that is not measured in percentage income. The authors stress that service delivery is an important feature of the poverty reduction strategy. Hernandez (2006:9) concerns that services are vital to poverty alleviation and key to realizing the Millennium Development Goals (MDG's) both directly and indirectly, i.e. enhancing the availability and affordability of education, health and empowering women through entrepreneurial and employment creation opportunities.

According to the Organization for Economic Cooperation and Development (OECD, 2010:5) throughout the world cities face the most acute challenge of service delivery because of fast growing population. Khalid (2010:12) supports this view when he states that local council continues to face pressure to improve their service delivery. The increased level of education of the population has led to more vocal and discerning citizens that expect better services and accountability from the local government.

Thus, the problem of service delivery is not unique to any particular country alone; it is a problem that is faced by many countries of the world, especially in Africa and other developing countries. Humphrey (1998:15) alluded to the fact that, delivery of services has a direct and immediate effect on the quality of the lives of the people in a given community. Poor services can make it difficult to attract business or industry to an area and it will also limit job opportunities for residents.

Hence, as Besley and Ghatak (2007:25) indicate, improving public service delivery is one of the biggest challenges worldwide.

According to Tamrakar (2010:75) public services should be concerned with what the customers want, rather than with what providers are prepared to give. According to Ramseook Munhurunet'al (2010:56), public service providers are responsible and accountable to citizens or their customers.

Similarly, Hoogwout (2010:105) emphasizes that generally citizens are demanding increased convenience in their interaction with the government. The interaction between citizens and the government is through service delivery. Therefore, as Hoogwout (2010:106) concluded improving service delivery to individual citizens raises trust in the government. OECD (2010:82) indicates that services can be categorized in a number of ways including, the type of entity providing them, the type of user and the nature of the service provided.

The categories or types of service delivery according to OECD (2010:82) include Privates Services, Public Services and Collective or Joint Services.

2.2.3 Perspective on Local Government Creation and Service Delivery

According to Nchuchuwe and Oviasuyi (2003) many authors as well as schools of thought have posited that there is no theory of local government but rather the formulation of any theory on local government will be based on the functions of the aspect being studied.

However, different theories or models of local government that underpins the existence of local government or that serve as explanatory frameworks for the establishment, purpose, function and philosophy of local government have been

developed by scholars in the field of- Public Administration and Local Government studies.

Such models include: Democratic Participatory Model, Efficiency-Services Model and Developmental Model.

The three models or school of thought are relevant to performance, function and existence of local government.

Democratic-Participatory School: Central to this school of thought is the concept and practice of democracy. This school holds that local governments exist to bring about democracy and to afford the citizens the opportunities for political participation, training in the art of self government and for political education and socialization (Adeyemo, 2011:16; Ola, 1984:18)

Ani et'al (2013: 8) notes in this respect that the concept of local government involves a philosophical commitment to democratic participation in the politics and governing process at the grassroots level. Adeyemo (2011:21) points out further that there usually exists the opportunity in democracies for politicians especially parliamentarians, to move from local politics to state or national politics.

In essence, local governments do not only offer opportunities for political participation but constitutes a training base for state or national political participation. Joan and Rupak (2008:33) contend that the proper practice of democracy is maximized when people at the grassroots are empowered to elect their own representatives and are able to hold them accountable.

They further note that the degree of democratization of local government invariably affects the prospect of enhanced state or national democratic governance.

Horste et'al (2008:51) contends in this direction that democracy needs to begin at the local government level and if democratic structures and values are not established at this level, they would be missed elsewhere too.

Again, accountability, transparency and effective representation as basic attributes of democracy are realizable, in greater measures, at the local government level. Indeed, the fundamental desire to express distinctive identities through smaller, directly accountable self political units able to give expression to the immediate local needs of people (Joan and Rupak, 2008:41).

> Nico (2008:20) too expresses this imperative clearly thus:
>
> Local self governance plays critical role in enhancing democracy…. It brings government closer to the people through both representative and participatory democracy and allows for the deepening of democracy by facilitating the participation of minorities and disadvantaged groups.

Oviasuyi and Dada (2010:66) contend in this direction that participation of the citizens in governance particularly those at the grassroots area is more readily affected within the framework of the local government. Sharpe (1970:163) contends that local government serves as a political educator and as a means of socializing the citizens into politics through the medium of self government as he specifically argues thus:

> It is only by participating in and learning the arts of self government at the local level that the individual had a stake in and come to appreciate the virtues of free government at the national level.

The Efficient-Service School: The central point of the efficiency service model is that the primary purpose of the local government systems is to provide social

services such as law and order, local needs, primary education, sanitation and others efficiently (Chukwuemeka et'al; 2014: 86). According to Kaffe and Karkee (2003:111) the core argument of the efficient-service delivery school is that local governments exist to help to ensure efficient service delivery.

The leading advocate of efficient service school William Mackenzie cited in Adeyemo (2010:21; Chukwuemeka et'al, 2014:17) notes that service delivery to the local people is expected to pre-occupy the resources, power and time of the local government. The proponents of the efficient service argue that all is well even if there is less democratic participation in the governance process as long as the local or grassroots people get efficient services from the local government.

> Sharpe (1970:168) in this respect notes thus;
>
> Whereas the value of local government as a bulwark of liberty or at least as a handmaiden of democracy has been recognized, its role as an agency for providing services has evoked no comparable enthusiasm.

Generally, the argument by the efficient service school is that local government because of its closeness to an area, can provide certain service more efficiently than the state or central government. According to Eboh and Diejomaoh (2010:102), local governments worldwide are considered as strategic institutions for the provision of basic socio-economic, environment and other services. Their strategic vantage proximity to the grassroots makes them valuable and viable for providing effective and efficient services required by the community.

Chukwuemeka et'al, (2014:48) posits that;

> It is, to a large extent, the zeal and need to reposition the local government for greater and more effective service delivery that perhaps provided the impetus and imperative for the various local government reforms, in most political systems. In Nigeria, for instance, there have been various local government reforms to strengthen the capacity of the local governments to deliver services effectively and efficiently to the local and grassroots people

The Developmental School: The position of this school is that local governments, particularly in the developing world, are effective agents for improving the means of living socially and economically (Adeyemo, 2011:55). As well, local governments constitute reliable basis for the local or grassroots people to get a better share in national wealth. Specifically, the developmental functions of the local government include nation building, socio-economic and manpower resource development. Local government transforms centrally generated revenue allocated to them into infrastructural development.

Thus, local governments serve as veritable tool partners with the states and national government in national development issues as units of development by which national development efforts, resources and benefits percolate to the grassroots (Olowu et'al, 1991).

Again, decentralization or devolution of governmental powers to the local government affords the opportunity of participation in the development process to the local or grassroots people. With decentralization, the creative energy of the people can be harnessed. It also offers the opportunity for innovation and

experimentation to the sub-national units (Nico, 2008:11). Innovative policies and practices in one local government may be modified and replicated in others as well as adopted by the state or national government. Nico (2008:12) notes that allowing space to different entities not bound by a simple one-size-fit-all approach, decentralized decision making makes it possible for local government to experiment with innovative ideas. Ola (1988:44), noted that the existence of local government helps in decongesting government at the centre thereby freeing national leaders from onerous details and unnecessary involvement in local issues.

> Maddick (1963:24) notes this need for instituting local government in his comment thus: Local authorities provide the opportunity for local people to participate in local decisions and local schemes within the general national policies and to act above all, as local centres of initiative and development

Indeed, the expectation is that local governments being closer to the people and, as such, being better aware of the local needs of the people are in position to initiate and execute local projects and programmes and motivate people to actively participate in public affairs (Saalah, et'al 2011).

Tony, (2011:92) argued that from the foregoing, the basic need for the creation of local government is development. This is because the role of enhancing democratic participation and delivery of efficient and effective social services are ultimately development oriented (Tony, 2011:92). They all, indeed, are targeted at improving the social or economic lives of the grassroots or local people.

2.2.4 Local Governments as an Instrument of Service Delivery in Nigeria

Service delivery refers to the provision of social or public goods that will promote socio-economic wellbeing of the citizens. Public services offered by government are numerous and may include the provision of public utilities, security, economic development projects, and the enforcement of the law and so on. The delivery of public goods and services at the local government or the grassroot is aimed at moving the standard of living of the populace to the next level (Angahar, 2013:15).

Consequently, the efficient and effective provisions of basic amenities and social infrastructure, for the people at the grassroots are key factors to the existence of any government (Bolatito and Ibrahim, 2014:77).

In sequel to the above, the Nigerian Constitution assigns service delivery responsibilities to the three tiers of government with States and Local government playing the most significant role in the delivery of basic services.

In support of this position, Agba, Akwara and Idu (2013:59) contends that local governments are to use funds made available to them by both the federal and state governments and their internally generated revenue to improve on the lives of the people within their areas of operation through initiating and attracting developmental projects to the local government, such as; access roads, water, etc.; apart from being a viable political and administrative organ for the transformation of rural communities, local governments also act as the training ground for the breeding of grassroots democracy, that is, fundamental in national development (Adeyemo, 1995:12; Lawal and Oladunjoye, 2010:38).

Local government as a system of governance was created to ensure meaningful and balanced development especially at the grassroots through participatory approach, maximize citizen's participation and arouse government responsiveness. It serves as a form of political and administrative structure facilitating decentralization, national integration, efficiency in governance, and a sense of belonging at the local levels. The local government is a unit of administration all over the world (Agagu, 2004:11). Although it is a universal institution, however, it exists in different forms and in different political systems. Whatever the form of existence, local governments have been essentially regarded as the path to and guarantor of administrative efficiency, effective service delivery and participatory development (Arowolo, 2005:5). Local government is a critical tier of government because of its closeness to the people (Gboyega, 1987:9). Local government appeals to both the people and government as a feedback institution that relays the opinions and demands of the grassroots to a higher government (Adejo, 2003:80). It serves as an instrument of service delivery, promotion of democratization at the local level, and mobilization of human resources for grassroots enhancement. These functions have placed the local government in a strategic position for sustainable development.

The local government system has been a major feature of Nigerian government and politics since colonial rule. Though, over the years there have been changes in name, structure and composition.

Prior to the attainment of Independence in Nigeria, there was no uniformity in the local government administration. According to Yahaya (1989:283), two

different administrations emerged in Northern and Southern Nigeria; each of them conformed strongly to the ideological orientation of the regional political class in power. There was relative democratic system in existence in the south were the people were allowed to participate in governance, while, the north was said to be highly centralized and undemocratic. Here the authority was rested in one person.

From the foregoing, there was no uniform style of native authority administration throughout Nigeria. This means that each had its own peculiarities rooted and applied on the people under its domain, which had its belief rooted on the existing traditional norm.

During the early post independence era, the heterogeneous nature of Nigeria led to the emergence of various types of local governments, which were practiced by different regimes in Nigeria. According to Okoli (1989:34), the federal system of government adopted after independence further confirmed these differences, when it provided that each of the then four regions was responsible for the structure, legislation and operation of its local government councils. That was why between the 1967 and 1970, the name of local governments was different in all regions or states. In the north, the local government was then called local authority, it was called local government in the west, and in the east, it was known as district council. During this period, the traditional rulers had overwhelming influence on these grassroots governments.

The difference in the local government administration among the regions continued until the federal military government in 1976 established a uniform and single-tier system of government throughout the country. This reform was later

entrenched in the 1979 constitution, thereby giving it a full legal backing, and equally recognized it as a third-tier of government after federal/state governments. The uniformity is in the area of functions, structure, funding and management.

The desire by the government to maximize rural and grassroots development is one of the major objectives of local system in Nigeria. Its traditional role is that of rural transformation, and improving the lives of the rural populace (Adamolekun, 1983:71). The above role is very important as more than 70% of the country's population lives and operates in the rural sector of the economy where subsistence agriculture is the predominant way of life. It is however, disappointing to note that rural sector lacks the basic rural infrastructural facilities. As the closest level of government to the people, local government is thus strategically place to perform this difficult but important task of rural development.

Historically, local government developed as an institution for the provision of essential services to grassroots. The pre-colonial societies had their respective systems of local government or local administration. Through series of reforms over the years, the system has undergone so many changes in respect to structure and function. These reforms according to Omenka (cited in Tativ, 2011:2) are informed by the need to properly define the various organs and functionaries of local government and in effect, reduce the strains and stresses that may occur. He further states that, the reforms were imperative because of the realization that local government is an essential instrument for rural development.

The role of local government according to Igbuzor (2006:12) formed the second objectives of the local government reforms of 1976 in Nigeria. According to

the Fourth Schedule of the 1999 Constitution of the Federal Republic of Nigeria, the exclusive function of local government include, economic planning, collection of rates and the provision of social amenities like markets, feeder roads, health services, portable water, primary and adult education,e.t.c among others at the grassroots. These functions simply defined the rationale behind the existence of local government system in Nigeria.

Enemuo (1999:317) submits that, development or service delivery is the most important of all the reasons for the establishment of local government. He posits that democracy has meaning only when it contributes to upliftment of the people's state of living. The emphasis here is that local government as a small unit of government will stimulate participation that will lead to development. In agreement with the above perspective Igbuzor (2006:12) is of the opinion that local governments has to effectively and efficiently establish and maintain services and utilities in order to satisfy the basic needs of the people. It is therefore, expected that the devolution of power to sub- national units like local government will help the government in the centre generally and most importantly brings about development.

In view of this, local government is seen as a vital agent for the social, political and economic development of Nigeria. However, since the colonial era to date, there have been critical views of local government that it has not served as agent of development or service delivery.

Local government being the lowest and closest level of government to the citizens is strategically well placed to serve as an effective instrument of development or service delivery and democracy (participation) at the grassroots level

of society. In Nigeria, there is a general consensus in the literature that local governments has not performed satisfactorily as an instrument of development and service delivery right from the colonial era where it served as instrument for the maintenance of law and order to perpetuate the colonial rule ((Yahaya 1979; Gboyega 1987; Olowu 1988; Bello-Imam 1996). The native administrations through indirect rule were undoubtedly the mainstay of colonial administration (Gboyega, 1987:69), without them the machinery of colonial administration would have lost its vitality and coherence (Gboyega, 1987:69). In the post-colonial era; all regional governments used local government as an instrument for coercing political support. The most formidable weapon in this respect was the local government police which was used to harass political opponents through arbitrary arrests and detentions (Yahaya, 1979; Gboyega, 1987; Olowu, 1988; Bello-Imam, 1996), customary courts were instruments for putting political opponents behind bars without the due process of the law as known to the civil courts. Charges were not only framed up, but the guilt of the accused and their punishment were usually predetermined in party caucuses even before accused were apprehended on trumped up charges (Gboyega,1987:88). Sanitary inspectors of local government councils were apt to arrest opponent or even personal enemies of councilors of the ruling party in the council for spurious offence relating to environmental sanitation, etc. Tax assessment committee levied excessive rates on politicians and known supporters of the opposition party (Gboyega, 1987:88). The executive and judicial arms of local government became ferocious hatcheries of all manners of political intimidation, nepotism and corruption (Gboyega, 1987:89).

The ineffective performance of the local governments as agents of development or service delivery has been attributed to weak revenue base; whereby the local government have to depends almost entirely on the federal and state government for funds to perform their statutory functions, low caliber of staff; due to shortage of right manpower, poor condition of service, inability to attract trained and technical manpower, lack of motivation and career progression, intergovernmental relations; whereby local government has been unduely subordinated in their relationship with other levels of government etc, (Yahaya 1979; Gboyega 1987; Olowu 1988; Bello-Imam 1996). All these impede the local government system from having the capacity and capability to perform and deliver results. The failure has necessitated series of reforms, the most far-reaching of which was the 1976 reform which attempted to redress the perennial well known problem of local government. (Yahaya 1979; Gboyega 1987; Olowu 1988; Bello-Imam 1996). Yet over the years to date the same problem have persisted or even worsened and today local government are seen merely as extensions of the State governments as was the case during military regimes especially before the 1976 reforms. The struggle for local government autonomy in Nigeria has been a recurring issue. It is as old as the history of Nigeria's colonial state, despite all attempts at democratizing the system of local governments in the country, the regions/state still had strong grip of the control of local governments for varying political reasons.

Although, a large measure of autonomy was granted to the local government from the review of 1976 local government reforms to enable it sustain itself as an effective third tier of government in Nigeria and also bring a meaningful

development throughout the country at the grassroots level (FRN 1976), which was subsequently enshrined in the 1979 Constitution, and also incorporated in the 1999 Constitution. In practice, the network of intergovernmental relations has seriously impeded the effort of local government to achieve the above objective. Intergovernmental relation is a product of federalism, whatever model or combination of interactions that manifest and its effectiveness to a great extent depends on the mental disposition of the political actors. The levels of interactions act as impediments to local government autonomy. In most cases, this pattern of interactions becomes indispensable and impedes development (Adeyemo, 1992:45). It has been difficult to practice an enduring, autonomous and developmental local government in Nigeria. Even though various institutional structures have been put in place since the 1976 Local Government reform, so as to concretize certain degree of autonomy, yet an amalgam of bottlenecks have been put on an emergent autonomous and developmental local government. These are constitutional provisions, political instability in the polity, financial fiscal problems, etc. (Adeyemo, 1997:10, Igbuzor, 2006:5).

It is an irony of fate that the military-induced reforms in the Nigeria local government system have their attendant contradictions; since the military structure is essentially hierarchical thus the operation of local government cannot be isolated from such contradictions that characterized military hegemony. Adeyeye (1996:92) opined that the Nigerian Federalism remains a formidable problem is evident in the various contradictions of military rule and the decrees they have spurned. Similarly, the continuous overbearing role has been exercise by state posses a tremendous

threat to the autonomy and developmental needs of local government. These can be seen within the realms of various contradictory rules, instructions, supervisory powers passed down to the local councils, some of which are outside the constitutional jurisdictions of the local governments.

Moreover, political instability that strongly manifested in the polity is among the militating factors against the autonomy and developmental needs of local government. This is due to the changing and swinging of political pendulum that oscillates between Sole-Administrator to Caretaker-committee and the elected government (Adeyemo, 2005:15). The most favored system was the sole-administratorship that further ceded the local government to state control and erodes its autonomy and development (Oyelakin, 1992:77). The usurpation of local government functions and revenue sources by state government is another serious area of eroding the autonomy and developmental needs of the local government. More often than not, parallel revenue boards, through the states unwillingly usurp and erode the revenue yielding areas of the local government. It is not uncommon to see such boards to include market, motor parks, building plan approval and forest royalty collection fund e.t.c (Oyelakin, 1992:77)

Furthermore, it is appreciated that finance is the bedrock of any meaningful development. A balance sheet of the comparative performance of Nigerian local governments is nothing to write home about. Most of the local government exists only for payment of salaries, as they depended on the federal allocation, which in most cases are deducted from source for the payment of primary school teacher

salaries. Even the mandatory ten percent (10%) Internally Generated Revenue of the State to Local governments is not forthcoming (Adedokun, 2004:81).

Other contradictions that tend to erode local government developmental roles include the inability of the local governments to meet the finances of their constitutional responsibilities. Similarly, the heavy cost of implementing the separation of power poses yet another threat to local government autonomy. It was also not uncommon for most of the local governments to embark on unbudgeted expenses (as imposed on them by higher levels of government). Political instability and policy inconsistencies are yet another problem. All these additional responsibilities constitute financial burden on most local governments and a menace to their developmental efforts. According to Mackenzie (1954:14) and Ola (1988:62), local government exists to provide services to the teeming population in its domain, and must be judged by its success in providing the services. The local governments in Nigeria are expected to have the available resources in their custody to achieve their stated objectives. But considering the state of affairs in government in Nigeria, all the resources available to them are not being effectively mobilized and utilized for the benefit of rural communities, which they are expected to cater for.

In other words, the decline in the provision of basic amenities for the upliftment of the rural environment is a clear testimony that such huge amount of money allocated local government were never mobilized and utilized as expected (Ovaga, 2009:254). That is why Sanyaolu, (2003: 17), did not mince words to state that transformation of the polity would be hundred times better than what was obtainable, if at least a reasonable fraction of money allocation in budgets were spent on their allocation

sectors. In other words, the needs of the rural dwellers would have been provided for, if the local governments were to spend their revenues judiciously.

No wonder why the former President Obasanjo quoted in (Ukertor, 2009:34) described the performance of local government in Nigeria in these words:

> What we have witnessed is the abysmal failure of the local government system. It is on record that at no time in the history of the country has there been the current level of funding to local governments from federation account, yet the hope for rapid and sustained development has been a mirage as successive councils have grossly under-performed in almost all areas of their mandate

Interventions over the local government financial operations by the higher tiers of government are another major factor militating against effective local government system in Nigeria. There have been various forms of protest by Nigerians against the interventions. For instance, Olamilekan (2006:13) was not comfortable with such interruptions by other levels of government noted that the control of the revenue accruing to local governments by both the federal and state government was not indicative of genuine desire to strengthen the local governments or meet the high expectations of the people. It is known that these tiers of government actually fund the local government system in Nigeria, but regrettably, they often turn around to collect a large chunk of allocations stipulated for the provision of rural needs. This is evident in one of the directives by former Governor OserheimenOsunbor of Edo state, that all councils should pay One Million Naira (1,000,000) each to the state government account (Otabor, 2010:13). This directive was irresistibly carried out without any official paper issued to the payees acknowledging the receipt of such money. In addition, it is worrisome to note that

the federal government intervenes indirectly. For instance, there are some federal agencies located at the local government headquarters premises and they are being directed to collect funds from their host councils for their up keep and conduct of state and national programmes.

Nigerian local governments have not been up and doing in terms of efficient and effective social service delivery to the grassroots. This is evident in the poor environmental state, deteriorating public school building, poor market facilities, and lack of health centres (Olusola, 2011:17). The provision of basic social services such as education and health, as well as maintenance of roads and public utilities within the jurisdictions of local government is now both a myth and mirage (Agba, 2006:68).

So far, the various literature that have been reviewed in this study have given divergent perspective on concept that are relevant to the subject matter of the study, among which are: the concept of local government, service delivery, local government as an instrument of service delivery etc, However, none of them have been able to effectively make "an assessment of the role of local government in service delivery, a study of Kaduna North local government (1999-2011)". It is therefore this gap in the existing literature that this study sets out to cover.

2.2.4 Theoretical Framework

This work adopted the Structural functionalist theory as postulated by Gabriel Almond, James Coleman and Bingham Powell.

Almond (1960) started his study of the various political systems with an attempt at defining what a political systems means. He disagreed with the definition

provided by Max Weber, that a political system is a human community that (successfully) claims the monopoly of the legitimate use of physical force within a given territory (Weber, 1946:78). He argued that this definition with its emphasis on territory as one of the characteristics and on the right to use physical force being ascribed to other institutions or to individual refers only to the state rather than to the political system.

To Almond (1960), "Physical" means separating out a certain set of interaction in society in order to relate it to other sets, a "system" means process of interactions. A system is comprehensive in the sense that it includes all the interactions, inputs and outputs which affects the use of physical coercion, in all the structures, including undifferentiated structures, like kinship, lineage and anomic phenomena like riots and street demonstrations and not merely the interactions which takes place within the structures associated with the state, like parliaments, executive, bureaucracies and formally organized units like parties, interest groups and media of communications.

Structural functionalist theory is then, a form of systemic analysis which looks at political systems as coherent wholes which influence and are in turn influenced by their environments. The interactions which characterize political systems (as particular kinds of social systems) take place between, not individuals, but the roles individuals adopt: these are the basic unit of structural functionalist theory.

The structural functionalist theory revolves around certain concepts, more important of them being the concept of functions and structures.

Three basic questions are involved:

a. What basic functions are fulfilled in any given system?

b. By what structure, and

c. Under what conditions?

Functions deal with the consequences involved, objectives as well as processes of pattern of action, structures refer to those arrangements within the system which performs the functions (Almond, 1960). Several analysis by scholars have tried to prepare lists of functions which a given system has to perform in order to survive though most of them have allocation for a certain amount of variation when it come to the analysis of specific cases. Almond (1960), for example, has talked of conversion functions, capabilities functions and adaptive and maintenance functions as the functional requirements of a political system.

Almonds (1960) structural functional theory attempt to shift the locus of analysis from the observable institutional political mechanism to any area where the actual performance of the functional requirement is actually located. This approach inclined to emphasize the search for process that maintains the stability of the system.

Almond (1960) stated that all systems perform two basic set of functions. The input and output functions. For him, the political systems is made up of a set of roles, structures and subsystems whose interaction are affected to a great extent by the psychological attribute and properties of the actors involved. Moreover, the process can be seen in relation to its environment so that the whole range of interactions can be interpreted as consisting of either input from the environment. Through time, the output may produce environmental changes which may lead to

new demand being made on the system or change in the system itself. It is this notion of feedback which enables the system theorist to incorporate in the analysis an account of the dynamic factors within which lead to change and development.

Almond (1960) discerns four input functions and three output functions: The four input functions are as follows;

- Political socializations and recruitment: This refers to the transmission of a political culture from one generation to the next. It also includes dissemination of new culture. On other hand, political recruitment includes the selection and training of leaders.
- Interest Articulation: refers to the identification of demands and their transmission from society to authoritative decision making. That is to say, it implies the process whereby opinions, attitudes, beliefs, preferences and other impulses from groups are converted into coherent demands on the political system. Various structures perform this function, but interest groups perform it best.
- Interest aggregation: refers to the filtering and consolidation of demand to a management load to the political system. Political parties are most suited to perform this function.
- Political communication: refers to the transmission of message among the elements of a system and between its environments. Mass media agency or establishment controlling the media of mass communication are most suited to perform this function.

On the other hand, the output functions are as follows:

- Rule Making: It is synonymous with legislation. However, rules must be made in a certain way and by specific institutions with certain kinds of limitations.
- Rule Application: Rules are applied by the bureaucracy; it is up to the bureaucracy to do this. A bureaucracy is at the core of modern government. However, there are also needs to be some decentralization. The presence of differentiated and well developed rule application structures greatly expands the capacity of a political system to manipulate its environment.
- Rule Adjudication: It is the duty of the judiciary to interpret the laws and determine guilt or innocence. An independent judiciary also works best for resolving conflicts which break out between citizens.

The criticism of this theory is based on the ground that it is incapable of generating scientific explanation due its inherent logics, but of course the paradigm is capable of generating description about relationships that logically seem to exist in a wide variety of political systems.

Furthermore, the identification of functions is alleged to rest on the interpretation the analyst places on observed development, meaning that there cannot be complete objectivity. That is to say, that the number of the identified functions can be more or less than the seven listed by Almond (1960).

The theory is also faulted on the ground that it is culture bound, since the functions attributed to the political system are very closely related or modeled on western political systems.

Finally, structural functional theory has been criticized partly because of the emphasis on system maintenance which it is said to be status quo-oriented and therefore conservative.

Although there are extant competing theories in social sciences that can guide a study of this nature, the one we consider suitable in analyzing and understanding the problem under investigation is the structural functionalism theory within the purview of Political Science.

It is a theory that sets out to interpret society as a structure with inter-related parts with each structure performing role function. The failure of one structure leads to dysfunctionalism or disorderliness in the system.

Structural functionalists like Gabriel Almond and Bingham Powell posited that for proper understanding of the structures (institutions) in the society, there is need to place them in a meaningful and dynamic historical context.Situated within the present study, the above postulations have relevant applicability in understanding and analyzing service delivery in local governments. Local governments are structures created in Nigeria to perform specific functions that will help bring government closer to the people. As postulated by Almond and Powell, an historical study of local government has brought to the fore some of the service delivery functions of local governments in Nigeria. The idea of dysfunctionalism or disorderliness advance by structural functionalists could be used in explaining the incapacity of local government to deliver services to the people in a timely, adequate and satisfactory manner.

Local government is one of the subsystems or structures of the Nigerian political system or state; it has both inputs and outputs functions which the study seeks to assess within the period under study. It is also one of the structures of the state established to perform specific social, economic and political functions at the local level. It is also suppose to operate on the democratic tenets. As a structure has it performed its expected role within the period under study?

The Structural Functionalist Theory enunciated that every structure performs a functional role, for the stability and maintenance of the system.

As a subsystem or structures of the Nigerian political system or State. Local government has been given certain constitutionally assigned functions to perform eg. Provision of basic social amenities, providing and maintenance of public conveniences etc. to enhance service delivery in its area of jurisdiction.

As a structure, the third tiers of government (local government) are generally believed to have failed woefully in the discharge of their constitutionally assigned function (Okoli, 2013:2). This failure can justifiably be link to their lack of autonomy. For instance, in the area of authority relationship, the local governments are clearly subordinated to the other tiers of government. In fact, the 1999 constitution, at best muddles up the status of local governments and at worst denies local government independent existence. For instance, and fundamentally, of all the tiers of government in Nigeria, it is only the local government that does not have the characteristics of tripartite division of governmental functions. It is only at the local level, that the judiciary does not exist and function. Any government that can make, implement and cannot interpret and pronounce on its laws is, indeed, no government.

It is this structural deficiency that has greatly impeded the status of local government as a government.

In the area of finance, local governments do not fare any better. Even though local government is the government closest to the grassroots, its statutory share of the federation account is not commensurate with its assigned functions and responsibilities. Moreover, even the amount that is due to it, does not get to it directly, but must be paid into state/local government joint account to be shared according to a law made by the State House of Assembly; this has further compounds the financial helplessness of the local government.

In the area of fiscal rights and revenue sources, local government is constitutionally consigned to non-viable sources of revenue. There is also the problem of overlapping fiscal jurisdiction between the federal and local government and between the state and local government.

With respect to personnel, local government's greatest albatross is political interference, leading to the politicization of appointments and general human resource management at the local government level. Even though the local government service commission is responsible for staff recruitment, training, posting and career advancement of the staff of the local government, at least from grade level 06 and above, the situation on ground shows that the entire process is being politicized.

All these constitutional, procedural and structural anomalies impoverish the local government and constrain its service delivery to the people.

CHAPTER THREE

3.0 THE EVOLUTION OF LOCAL GOVERNMENT SYSTEM IN NIGERIA

3.1 Introduction

Local government system has undergone three phases in Nigeria. These are: Pre-colonial, Colonial and Post-Colonial Phases.

3.2 Local Government System in the Pre-Colonial Nigeria:

Local administration at the grassroots level in Nigeria had always been in operation since time immemorial among the various people now called Nigeria, even before the colonial masters set their feet on the soil of Nigeria (Awofeso, 2004:14). Put differently, it is not debatable that the history of local government system in Nigeria is older than the advent of the erstwhile colonial masters. Colonialism, however, helped to widen the course of history of Nigerian administration systems as it contributed significantly to the evolution of modern local government in the country (Fatile, 2011:17). There had been traditional local administration in Nigeria before the introduction of the British system of local administration in Nigeria. Prior to colonization, there were in existence in most Africa enclaves, local administrative machineries founded upon traditional institutions (Agbakoba and Ogbonna, 2004:66). In the area known as Nigeria today, the existing tribes that make up the geographical areas had already one form of local administration or the other.

In the Northern part of the country, the Hausa/Fulani practiced a highly centralized form of government with the Emir at the head as both the political and religious leader. The Emirs however, delegated his power to District heads (Magaji's) to oversee the districts that made up the emirates. Ola and Tonwe

(2003:35) noted that the Hausa emirates had developed a well organized fiscal system, a definite code of land tenure, a regular scheme of local rule through appointed district and village heads, as well as trained judiciary which administered the Islamic laws. The North predominated by Islam used its religion to entrench centralized leadership reminiscence of sultanate which Coleman (1986:39) referred to as ‘’… a rigid class hierarchy existed together with habits and attitudes of political deference and subordination’’.

In the Western part of Nigeria, where Yoruba is the principal ethnic group, the unit of administration in the various communities centred on the Chiefs. Organizationally, the hierarchical structure of the Yoruba pre-colonial political system was such that, the Oba and his Senior Chiefs were collectively responsible for major decisions and administration at the centre, the headquarters or the empire’s capital (Awofeso, 2004:11).

The Oyo Empire ruled over the Yoruba race. This block of united tribesmen were according to Coleman (1986:30) split into four (4) states (Oyo, Egba, Ketu and Ijebu), and by 1850, as a result of Fulani conquest of Ilorin, four (4) new states emerged. Continuing, Coleman said the Alaafin of Oyo and council ruled over the Yoruba Kingdoms. The Benin kingdom also had a centralized state system with the Oba of Benin together with his council, lording over his subjects.

The Igbo’s are the major ethnic group in Eastern part of Nigeria. And as Awofeso (2004:10), noted, that the Igbo pre-colonial system has been described as acephalous, republican, fragmented and segmented. There was no sort of central authority, what they had was a diffusion of political authority into different groups

(Anyaele, 2003:71), the attitude of individualistic temperament did not permit for large groupings of people for the purpose of administration. Instead an extended family united for the sake of administration. According to Coleman (1986:45), '' the largest political unit has normally been the village group''.

The point established here is that during the pre-colonial system, there were pockets of traditional administrative set ups fashioned along the line of a King, Emir, Oba or Head of a family, lording it over his subjects with the use of traditional councils in large communities.

3.3 Local Government System in the Colonial Nigeria:

During the Colonial rule, local government was known as the Native Administration System. According to Gboyega (1987:15), the native administration system comprised four main interdependent parts:

(i) the Resident who provided direction and control.

(ii) the Native Authority, usually headed by a Chief who enjoyed legitimacy under the indigenous political system often supported by a council of elders.

(iii) the Native Treasury; and

(iv) the Native Court composed of representatives of the native administration.

These structures of the Native Administration were created and sustained on the basis of a body of values and political beliefs which were articulated as the Principles of Indirect Rule. These principles also regulated the relationships of these

structures to one another and constrained their development and adaptation to changing socio-political conditions.

According to Crowder and Ikime (1970:108), they identified the characteristics of Native Administration (i.e. Indirect Rule), as follows:

1. Legitimacy: In so far as possible pre-colonial dynastic lineages were continued.
2. Territorial Jurisdiction: the territorial jurisdiction of the traditional rulers was maintained; that is, the land boundaries of pre-colonial times were respected except were the Chiefs or people by their own consent agreed to federate for purposes of greater efficiency, large revenue, etc.
3. Native Authorities: Chieftaincies were designated native authorities, in which the Chief might be sole native authority or the Chief-in-Council constitute the native authority.

The native authority had specific functions;

(i) Collection of taxes which a fixed percentage was rendered up to the colonial administration.

(ii) Control of a budget established to spend the taxes retained by the Native Authority, which included initiating local development programmes, building and maintaining native authority schools and dispensaries, building and operating permanent markets, the construction of local feeder roads to join up with central government roads.

4. Legal System: the Chiefs and their traditional legal officers controlled the administration of law, including local police functions and the prisons,

according to customary legal principles and repugnant aspects as determined by the colonial government.

5. Appointment of Officials to Native Authority: the Native Authority controlled appointment and dismissal of its officials; the colonial authorities, however, had to sanction the appointment of the Chief himself.
6. The Role of the Political Officer: essentially the role of political officer in the Native Authority system was an adviser, almost as a lobbyist vis-à-vis the Native Authority in so far as local government affairs were concerned.
7. NA's as Legislative Bodies: the Native Authorities were legislative organs. With regard to legislation concerning traditional matter, the political officers would not interfere unless they were repugnant to human justice. With regard to legislation concerning modern administration, much of the legislation would originate from the political officers but be promulgated in the name of the Native Authority.

With the acquisition of Nigeria by Britain, first through slave trade and later through commerce, the colonial county used her bureaucracy supported by her Army and Police to retain domination over the territory of Nigeria. This now evolved a British superstructure designed to co-opt the existing native (traditional) authorities in what became known as Native Administration. '' The superstructure was with a few exceptions, all British; the mass base was all African'' (Coleman, 1986:52). Administratively, this devise was cheaper for the colonialist to maintain the existing institutions they met, except that allegiance now shifted. The Native Authority

(Indirect Rule) system succeeded most in territories where the traditional institutions were better organized and respected.

Starting from the North, then the West and Benin Kingdoms before East in that order. That is why an English type local government was first introduced in the Eastern region (Coleman, 1986:54), due essentially to the absence of a grand indigenous design.

As development was taking place and population was expanding, disgruntled or displeased subjects began to agitate for their own administrative territories. Of course, they got what they asked for from the British as means for getting more allegiance.

The principal aim of doing this was to be able to gain deeper penetration into the hinterland to prospect for raw materials. They created administrative outlets that help facilitate their exploits and carryout the process of Native Administration. According to Mukoro (2003:173), this reason can be held accountable for why native authority police, law and order thrived in almost all the administrative units of the protectorates while the superstructure was equally controlled and supervised by a British soldier in the person of Lord Lugard.

Local authorities began to get respite for life that was however short-lived only from 1950's when the British finally decided to permit some degree of self rule at the local level by emphasizing the participation of educated elites/nationalists. It becomes clear and as attested by Cowan cited in Mukoro (2003:172), that colonial policy in Africa '' were almost completely regulatory, not executive''.

According to Ayoade (1995:19), the indirect rule system was such that policies were transmitted to the traditional rulers who hardly understood the logic and rationale of the policies. Because of this practice, Ayoade contended that ''…there was no longer government in the colonial period that what existed was local administration…'' And in all intent and purpose, local administration is undemocratic in design and in function since the people were precluded from direct participation.

As a result of the momentum of self government and the parliamentary democracy introduced by the Macpherson Constitution of 1951. The local councils got a law which created five types of Native Authorities. These were; status of Chiefs and Council, the Chief-in-Council, the federated native authorities, County Councils and Municipal Councils.

3.4 Local Government System in the Post Colonial Nigeria:

The third phase took effect from Nigeria's independence of 1960. This phase was characterized by a multi-tiered local government structure in the Eastern and Western regions, where both elected and traditional elements were accommodated (Agagu, 2004; Ukwo, 2006; Agba, Akwara, and Idu, 2013). At this period different states operated the different systems of local government. However, local government administration took a new dimension in 1976 local government reforms initiated by the Obasanjo led Military government. The 1976 local government reforms introduced a uniform system of local government administration throughout the country, recognized local government as third tier of government and granted financial and functional autonomy to local government administration in Nigeria.

The reform was a major departure from the previous practice of local government administration in Nigeria (Oviasuyi, Idada and Isiraoje, 2010:89). It formed the foundation of the present day local government system in Nigeria in terms of structure, composition, functions, finance and democratic existence. Thus the reform equipped local government with political, administrative and fiscal responsibilities for service delivery (Imuetinyan, 2002; Ukiwo, 2006). In addition, the duties and responsibilities of local councils became that of being to levy rates and fees, administer motor parks, health services, law and order, provision and maintenance of roads and markets, etc. (1976 Local Government Reforms).

Most critical of note was that the 1976 reform provided for the unified service structure in the local governments by each state having a local government service board for the sake of personnel administration, and the federal and state governments were to give financial contributions to the local governments. Subsequently, the main tenets of the 1976 reform were incorporated in the 1979 Constitution.

The actors of the Second Republic ‘’… exploited, compounded and dramatized the shortcomings and loopholes in the system’’ (Gboyega, 1987:75). This was the situation until the Military regime of Buhari/Idiagbon came to power in January 1984.

The regime of Buhari dissolved the management committees put in place by the ousted civilian government. Sole Administrators or Senior Civil Servants were appointed for the local governments.

It was the regime of Ibrahim Babangida's transitional programme to full blown presidentialization that gave local government all the paraphernalia of a presidential system of government. The Chairman of each local government became the Chief Executive and Accounting Officer. According to Mukoro (2003:176), emphasized that; '' the Babangida regime erected the best structures that had semblance to true democracy''. But only little respect was given to this national objective. During the over five years that General Sani Abacha spent in power, local government was firmly under the control of the centre.

The 1999 Constitution ensures that the local government consolidates the tripartite system of government (made up of executive, legislature and judiciary) at grassroots level (Eboh and Diejomaoh, 2010:75). Executive powers are vested in the Chairman, Vice Chairman, Supervisor or Supervisory Councilors, as well as the structure of local government bureaucracy. The legislative functions are meant to be performed by the councilors, who represent the wards that make up the local government area. The judiciary on the other hand, is streamlined with the federal and state, and the local government can avail itself of the judicial process available to it (Eboh and Diejomaoh, 2010:76).

At present, Nigeria is a federation comprising three tiers of government. The federal government, State government and Local governments. The main tenets of the 1976 local government reforms that was incorporated in the 1979 Constitution was the main content that was modified and enshrined in the 1999 Constitution, which forms the basis of existence of the current local government structure.

CHAPTER FOUR

4.0 BACKGROUND OF KADUNA NORTH LOCAL GOVERNMENT AND ASSESSMENT OF SERVICE DELIVERY ROLE.

4.1 Introduction

This chapter outlines the background of the area under study, as well as services delivered by the local government and analyses of the relevant data collected on the subject under study in the light of which deductions and findings were drawn and verified against the assumptions posed in the first chapter.

4.2 Brief History of Kaduna North Local Government

Kaduna North local government area was first created in 1991 by the military administration of General Ibrahim Babangida, with its headquarter in Doka. (KNLG Manual).

The local government derived its current name when it was carved out from Kaduna local government which served as the parent local government. With the creation of new local governments in 1991 by the military administration of General Ibrahim Babangida, former Kaduna local government was split into two (2) local government areas (Kaduna north local government and Kaduna south local government with their headquarters at Magajin Gari and Makera respectively (KNLG Manual).

Kaduna north local government headquarter is situated in the heartbeat of the town of Kaduna, with a close proximity to the Central Market of the state and Arewa house, where the late Premier of Northern Nigeria, Sir Ahmadu Bello (Sardauna) lived and was killed by Major Chukwuma K. Nzeogwu who led the coup plotters

that aborted the first republic on the 15th of January, 1966. It is a historical headquarters which dates back to the colonial era, where the building served as the capital territory of Northern Nigeria with an administrator John Adams (a British) and Magajin-Gari Mallam Sambo, the District head, as Assistant Administrator (KNLG Manual).

4.3 Geography

The local government area is found between latitude $10^{0}35^{''}$ north and $10^{0}90^{''}$ north and longitude 7^{0} $25^{''}$E and $7^{0}20^{''}$E. It is bounded in the north by Igabi local government area and west by both Kaduna South and Igabi local government area (KNLG Manual). It experiences a typical tropical continental climate with a seasonal regime, oscillating between cool to hot dry and humid to wet weather (Adeleke and

Leong, 2012:5). This type of climate is characterized by two distinct seasons of dry and wet. The dry season sets in October and last till April of the following year, while the wet season starts around late April and last till October. The temperature is high throughout the year with mean minimum temperature at 230c and mean maximum at about 34^{0}C (Adeleke andLeonge, 2012:5). The area's natural vegetations consists largely of savannah woodland, the vegetation is predominantly made of grass land, shrubs, and baobab trees, spread in and around Ungwan–Rimi, Kawo and Gabasawa (Adeleke and Leonge, 2012:5).

Kaduna, the capital of Kaduna state is situated on the Kaduna River, the main tributary of Niger River and home to many crocodiles. The city's name is derived from the Hausa word crocodiles "Kada". It was founded by the British as the capital

of Northern Nigeria in 1917, and was recognized as the commercial, industrial and political centre of Northern Nigeria (Paden, 1986:211). The name "Kaduna" comes not only from the Hausa word Kada, but from Gbagyi word "Kadudna", which means "crossing the river of snails" (Paden, 1986:212). Kaduna is Gwari town but these original people were pushed to the outskirts (Paden, 1986:212).

4.4 People

The original inhabitants of Kaduna north local government area are the Gbagyi's and Hausa's. As a result of the historical nature of the local government area, it has undergone a lot of metamorphosis right from inception as a capital territory of Northern Nigeria and finally into a local government with its current name in 1991. There is no doubt that it has attracted people from other clans and ethnic groups to the area, like the Igala's, Yoruba's, Idoma's, Igbo's, Bajju, etc as well as traders, civil servants, etc.

The Population of the local government according to the 2006 census is 364,575, which consist of 187,075 males and 177,500 females (NPC, 2006 census). The cultural lifestyle is mixed up as a result of co-existence of different culture brought in by the people of different backgrounds, religion and western type of life. To date, Kaduna city has had the attribute of land almost totally made up of immigrants. It consists or characterized by urban population, people from all parts of Northern and Southern parts of the country. It is multi-ethnic and multi-religious e.g. Igbo's, Yoruba's, Igala's, Tiv, etc.

4.5 Economy

The economy of the local government is an urban economy which is diversified. The major occupation of the local government area is: commercial undertakings – banking, trading and local manufacturing, etc., other occupation include civil service, etc. As a result of the urban economy and services, a lot of commercial activities thrive in the local government because of its host of major hub of commercial activities like the Central Market which is located at the heart beat of the town, the Kawo market, which specifically has its day on Tuesday and a host of others. Agricultural activities also take place at the fringes or outskirts of the main town, cash and food crops are produced like maize, millet, rice etc (KNLG Manual)

The local government is blessed with the following historical and tourist sites among others, and both public and private establishments eg.

- General Hassan Usman Park (Government Garden), Lugard Hall, National Museum, Hamdala Hotel, among others (KNLG Manual).

It is also a location and host community for a number of institutions among which is the Prestigious Kaduna Polytechnic-College of Administrative and Business Studies (CABS) campus, Kaduna State University main campus, Joint Admission and Matriculation Board (JAMB) North–West headquarter, Police College, Training Command (TC) of the Nigerian Air force, Police Headquarter Kaduna state, One Division of the Nigeria Army, Nigeria Defence Academy (NDA), Airforce Base, Central Bank of Nigeria-Kaduna State branch, Banks like; First Bank, Zenith Bank, Ecobank, Nigeria Breweries, Peugeot Automobiles Nigeria Limited (PAN), Abubakar Gumi Market which is the main/central market, etc. (KNLG

Manual). Kaduna once had a flourishing textile company like the defunct Arewa Textiles, United Nigeria Textiles Limited, Kaduna Textiles Limited, Nortex, etc, however, most of the factories closed due to economic policy and neglect during the military rule, and more recently, competition from Chinese imports. As a result of the urban nature of the economy and services, the area serves as a concentration of huge wage labor both employed and unemployed and an improved network of roads in the main town that boost transport and commercial activities.

4.6 Administrative Structure

The internal management structure of Kaduna north local government is derived as contained under the 1976 local government reforms enshrined in the 1999 constitution of Nigeria. It consists of the legislative council, the executive council (that is the finance and general purpose committee), comprising of the Secretary of the local government council and heads of department of the local government. It is pertinent to note that the political functionaries (the chairman, councilors and supervisory councilors) and those who head political structures of the local government are responsible for political decisions, development, planning and budget evaluation, while, the administrative functionaries(the secretary and heads of department) on the other hand and those who head political structures of the local government are responsible for policy implementation and day to day running of the administration (Ilukwe, 2012:102). What is presently known as Kaduna state encompasses the area of the old Zaria (Zazzau) Emirate cum province. According to M.G Smith (1960:18), there are two broad cultural segments in this emirate-province. The first of these segments is what Smith referred to as the Muhammadan

Hausa Fulani's group. The group constitutes about 60% of the emirate population, occupies mainly the northern part of the province and dominates the structure of traditional governance as expressed in the emirate system (Smith, 1960:18)

The second ethno-cultural bloc of the Zazzau kingdom comprises a "pagan population" of some thirty tribes. These are located in the southern and western half of the territory. However, throughout this pagan dominated half of the territory is to be found the Hausa 'in enclaves, walled towns or open villages which are the foci of economic, political and administrative life in their respective areas (Smith, 1960:19). The territory is made up of the current Kaduna North local government areas of Kaduna state was part of the core area referred to as Zazzau Emirate since time immemorial and acknowledge far beyond (Abbas, 2014:2)

The local government area has six districts namely:

Doka, Kabala, HayinBanki/Abakpa, Malali, Gabasawa, and Kawo.

It also has twelve (12) electoral wards and are as follows; Gabasawa, Kawo, Kabala, HayinBanki/UngwaKanawa, UngwaShanu/Abakpa, UngwaSarki, UngwaDosa, Badarawa/Malali, Maiburji, UngwaLiman, Shaaba, and UngwaGaji.(KNLG Manual)

The local government council comprises of six departments. Each department is headed by a Head of department and there are various subunits under a particular department. Appendix E shows the structure of the local government and component units (department), as well as the department and sub-units under each division.

4.7 Service Delivery by Kaduna North Local Government

4.7.1 Local Government Finances and Expenditure

There are various sources of revenue to local government in Nigeria, of which, Kaduna North local government is not an exception. These principal sources are constitutionally enshrined, namely; federal allocation, state government grants (10% of their revenue) and internally generated revenue of the local government, amongst other numerous sources.

A cursory look at the summary of revenues generated by Kaduna North local government as presented by the revenue section of the secretariat shows that, the total federal statutory allocation received by the local government from 1999-2011 is N13,424,888,215 (KNLG Revenue Section) out of this amount a whopping sum of N5,522,458,536 (KNLG Revenue Section) was deducted at source by the State government, thereby leaving a net allocations to the local government from the federation account for the period as N7,902,429,679.(KNLG Revenue Section)

The study deduced from the summary of allocations that Kaduna North local government generated internal revenue of N2,827,120,322.(KNLG Revenue Section)

This comprises of local internally generated revenue, 10% internal revenue from State government and value added tax (vat) that accrued within the period.

Overall, if we add the net allocations to the local government from the federation account and the internal sources of revenue, that is; N7,902,429,679 + N2,827,120,322= N10,729,550,001 (KNLG Revenue Section) as the total amount in the coffers of the local government within the period under study.

In addition, Kaduna North local government expended to the tune of N854,925,152.5 (KNLG Works Department) as shown in our list of projects identified.

For more details on the summary of revenue allocation to Kaduna north local government, see Appendix F.

However, a careful study of the breakdown of list of projects embarked by Kaduna North local government indicates that from 1999-2006, the following projects have been embarked upon and the cost, such as:

Table 4.7.2 List of Projects Expenditure Embarked upon by Kaduna North local government from 1999-2011

Type of Projects	**Year**	**Numbers**	**Amount (N)**	**Percentage**
Construction of Shopping Complex at Kawo and Mando Park	1999-2011	2	415,744,644.52	48.62
Construction of Roads/Culvert/Drainage	1999-2011	99	219,231,164.39	25.64
Water Supply	1999-2011	19	22,036,851	2.57
Health	1999-2011	23	67,910,341.75	7.94
Education	1999-2011	36	90,881,408.50	10.63
Agriculture	1999-2011	5	7,457,888.34	0.87
Purchase/Installation of Transformers	1999-2011	16	31,662,854	3.7
Total	1999-2011	200	854,925,152.50	100

Source: Department of Works, Kaduna North Local Government Area.

Construction of Shopping Complex at Kawo/Mando Motor Park: In order to boost business and commercial activities as well as revenue base of the local government, shopping complex were constructed at kawo motor park N147,000,000 and mando motor park N268,744,644.52 total worth N415, 744,644.52 (Source: KNLG List of Projects File).

Roads/Culvert/Drainage: The construction of laterite in bachama road N3,987,060 construction of culverts and drainages at Kabala N4,623,300 Ungwa-Sarki N3,940,200 Abakpa N2,981,275.50 U/Dosa N635,218.50 Kawo N25,601,400. Construction of drainage at Ungwa Shanu Primary School N1,228,221.75 Oshogbo/Abubakar Kigo Road N599,592 Abeokuta Road N385,108.50 NDA/Transformer Road-Ungwa-Shanu N265,232.75 School Road-Ungwa Rimi N543,973.50 Dange/Sardauna Crescent N787,061.75. Further construction of drainage at various locality in the local government such as; Ungwa Kanawa, UngwaYero, Badarawa, Malali, HayinBanki, the reconstruction of road at Abuja Road-Doka N3,487.512 Ogbomosho West N12,883,080 Zaria Road N12,952,023 Danladi Road-Malali N10,519,992 Safara Road-UngwaSarki N7,666,641.67 Market road-Doka N14,530,614 School Road-Ungwa-RimiN9,205,980 Jaji Road-Ungwa Shanu N5,638,505.25, the tarring of Darma Road (Kawo) N19,552,837.50 Oriakpata/Benue-Road N17,752,350 Clara-Street-Rafinguza N9,921,240. The construction of bridge at Daura Road N29,092,777.20 Lere street N5,029,775, the construction of drainage at Warri Street at the cost of N2,292,026. A total of ninety nine (99) roads project were built at the cost of N219,231,164.39 (Source: KNLG List of Projects File).

Water Supply: The construction of borehole at Rafinguza N944,943.50 Ungwa Gwari N944,943.50 Ungwa Sarki N944,943.50, Ungwa Doki N944,943.50 Kwaru Badarawa N944,943.50 and a Modified Semi Urban Water Supply Scheme at Farin Gida N4,443,543.50, the construction of borehole at School Road-Ungwa-Rimi N2,436,100, Kabala/Doka N2,706,795 Another borehole at GGSS Kawo/Badarawa/ Hayin Banki N2,706,795 Drilling of 8nos of Borehole N7,455,000. All at the total cost of N22,036,851 (Source: KNLG List of Projects File:Form A).

Health: The construction of health clinic in Ungwa Sarki N6,913.575, construction of maternity wards and fencing at Malali Clinic N4,745,488, Zakari Isa Memorial Clinic Ibadan Street/Daura Road N7,047,691 Renovation of Health Clinics at Junction Road-Doka N2,785,851.25, Ungwa Shanu Clinic N6,805,244.5, Ungwa Rimi Clinic N2,903,635 Ungwa Dosa Clinic N4,613,763 Kabala Clinic N5,537,867.50 Badarawa Clinic N6,403,391.50 Warri Street Clinic-Doka N7,199,149 School of Health Clinic-Ibadan Street N1,464,545.25 Hanyin Banki Health Clinic N3,491,517.75 Ungwa Kanawa Clinic N998,623. From our analysis a total of thirteen(13) primary health institutions were renovated by giving them a facelift, though one health clinic was created at Ungwa Sarki, others was the construction of maternity wards and renovation, supply of medical equipments to various primary healthcare centres at cost of N7,000,000. All these cost N67,910,341.75 (Source: KNLG List of Projects File:Form A).

Education: In the aspect of education, the local government has been involved in the construction of 1 block of 2 classrooms in various location in the area such as; L.E.A. Adamawa Road, Ungwa Dosa, Ungwa Rimi, Ungwa Kanawa, Ibrahim Taiwo

Road, Kabala, Abakpa, Maiduguri Road, Hayin Banki, Badarawa, Rafin Guza, Ungwa Sarki, among others, supply of teaching equipments to various schools and renovation at the cost of N9, 993,375. These blocks of classroom were provided in 36 various primary schools within the local government. A total cost of N90, 881,408.50 was expended on Education (Source: KNLG List of Projects File:Form A).

Purchase/Installation of Transformers; at various location (13nos) which was not stated at N25,998,854 and additional purchase of 300 KVA transformer (3nos) N4,756,500 and installation of security light at Kawo motor park N907,500 overall total cost is N31,662,854. (Source: KNLG List of Projects File:Form A).

Agriculture: Construction of maize milling machine house at the rate of N2,158,062.09 at Kawo and Ungwa-Sarki, upgrading and renovation of slaughter slab at Kawo, Kabala Doki and Ungwa Rimi at the cost of N5,299,826.25 Total cost is N7,457,888.34 (Source: KNLG List of Projects File:Form A).

Generally, the study analysis was that 48.62% was expended on the provision of Shopping Complex, 25.64% on Road/Bridge, 2.57% on Water Supply, 7.94% on Health, 10.63% on Education, 0.87% on Agriculture, while 3.7% on the Purchase/Installation of Transformers. This has clearly shown that Construction of Shopping Complex took the large chunk of the local government expenditure, while Agriculture gets the lowest share of 0.87%. The study discovered that the local government within this period did not place high premium on Education and Health which is a central live wire of Human Capacity Development.

4.8 Public Assessment of Service Delivery

This study was conducted in Kaduna North local government area of Kaduna State. 360 questionnaires were administered as the sample size of the study, out of which 314 questionnaires (87.2%) were retrieved and 46 (12.8%) were not retrieved. The analysis was based on 314 questionnaires administered and the additional 30 questionnaires distributed to staff of the local government. Samples were selected by dividing the local government into ward cluster of convenience based on the 12 existing electoral wards using multistage cluster sampling technique and systematic sampling methods was further used to alphabetically organize the population in order of ward and selection intervals based on household.

These methods enabled the study to scientifically derive samples of respondents for the administration of questionnaires.

4.8.1 Socio-Demographic Data of Respondents

Table 4.8.1

S/N	**Age distribution**	**Frequency**	**Percentage**
A	18-29	32	10.2
B	30-39	76	24.2
C	40-49	114	36.3
D	50 and above	92	29.3
Total	-	314	100
S/N	**Sex**	**Frequency**	**Percentage**
A	Male	190	60.5
B	Female	124	39.5
Total	-	314	100%
S/N	**Marital status**	**Frequency**	**Percentage**
A	Single	132	42
B	Married	145	46.2
C	Divorced	27	8.6
D	Widowed	10	3.2
Total	-	314	100%
S/N	**Educational Level**	**Frequency**	**Percentage**
A	Primary level	42	13.4
B	O' level	153	48.7
D	Tertiary	6o	19.1
E	Others(Specify)	59	18.8
Total	-	314	100%
S/N	**Occupation**	**Frequency**	**Percentage**
A	No response	11	3.5
B	Civil servant	88	28
C	Farming	25	8
D	Business	112	35.7
E	Student	24	7.6
F	Others	54	17.2
Total	-	314	100%

Source: Field survey, 2012.

Table 4.8.1 has shown that, the age distribution of respondents was from 18years and above. It is also clear from the survey that a total of 10.2% were aged

between 18-29years. While 24.2% were aged between 30-39, similarly 36.3% were aged 40-49 and 29.3% were aged 50 and above.

It also shows that more than half of the study population is made up of males, representing 60.5%, while 39.5% are females. This is not deliberate per se, but because the males are economically active and can easily be seen, but the female have limitations placed on them which is religious purdah system (restrictions) and they are not willing to freely like their male counterpart to air their views.

The marital status of respondents as shown above in the table indicates that singles are 42%, respondents that are married represents 46.2%, respondents that are divorced represents 8.6%, and widowed represent 3.2%.

While, 13.4% had primary certificate, 48.7% had O' level, 19.1% had Tertiary education while 18.8% falls within the category of others. The level of western education in the local government is impressive considering the urban nature of the local government, though a lot need to be done to beef up the level of education of the people who are indigenous to the area.

And the occupational distribution of respondents revealed that 3.5% did not respond, whereas 28% were Civil Servants. More so, the table indicates 8% were farmers, while 35.7% being the majority of the sampled population were involved in business. 7.6% were students, 17.2% representing others.

(4.8.2) what services have been rendered or provided by the local government? Please answer the questions below.

Table 4.8.2 Responses on Recruitment of Qualified Teachers in Primary Education between 1999-2011?

Options	No. of Respondents	Percentage
Yes	85	27.1
No	205	65.3
No idea	24	7.6
Total	314	100%

Source: Field survey, 2012

Table 4.8.2.shows that 27.1% of respondents concurred that there was provision of qualitative education, while 65.3% disagreed, 7.6% are ignorant of the fact on ground.

Table 4.8.3 Responses on the Provisions of Adequate Teaching Equipments between 1999-2011?

Options	No. of respondents	Percentage
Yes	71	22.6
No	213	67.8
No idea	30	9.6
Total	314	100%

Source: Field survey, 2012

From Table 4.8.3 above, 22.6% agreed that there was provision of teaching equipments, 67.8% were unanimous that there was no adequate provision of teaching equipment, which lend credence to our earlier sample of lack of quality education. 9.6% of respondents have no idea.

Table 4.8.4 Responses on the Provision of Agricultural Facilities between 1999-2011?

Options	No. of respondents	Percentage
Yes	84	26.8
No	173	55
No idea	57	18.2
Total	314	100%

Source: Field survey, 2012

From Table 4.8.4 above 26.8% agreed that there was provision of fertilizers and agricultural input to farmers, while, 55% of respondents disagreed that there was no provision to local farmers, this was supported from the interview with the local government officials. They stated that fertilizer distribution is clearly politicized, as i top politicians hijacked the process and later re-sell at higher prices as part of political party patronage. 18.2% of respondents have no idea of the question at hand.

Table 4.8.5 Responses on the provisions of Roads/Culvert/Drainages between 1999-2011?

Options	No. of Respondents	Percentage
Yes	44	14
No	241	76.8
No idea	29	9.2
Total	314	100%

Source: Field survey, 2012

From Table 4.8.5 above, 14% agreed that KNLG provided roads network that links one area to another, while 76.8% disagreed that the local government is not functional as far as road construction was concerned, this was buttressed by our interviewee and consensus opinion of our focus group discussions with the people

who pointed out that most of the tarred roads in the area are interventions by the state government because of the strategic location of the area and the ones constructed by the local government are substandard e.g. Gombe Road linking to Kanti-Kwari market owned by the local government, which has since became a pothole spot, Zaria road etc. 9.2% have no idea.

Table 4.8.6 Responses on the provisions of healthcare facilities between 1999-2011?

Options	**No. of Respondents**	**Percentage**
Yes	91	29
No	181	57.6
No idea	42	13.4
Total	314	100%

Source: Field survey, 2012

From Table 4.8.6 above, 29% were of the opinion that there was provision of health care services, 57.6% disagreed that there was none, which means the local government has not live up to expectations in terms of health care services for its inhabitants as there is inadequate facilities and qualified personnel to manned the primary health care centre's. 13.4% have no response. An entrepreneur/school proprietor in our interview with him took a swipe at the health care facilities in the local government which is condemnable, he simply concluded by saying he can never patronize the primary health centre and focus group discussant were unanimous in their opinion about the poor state of health facilities and equipments in the hospitals. Only 10% appraise the structural uplift of some primary health care centre but at the same time, they lack equipments for proper medicare, they added.

Table 4.8.7 Respondent view on the effectiveness of the Local Council Leaders?

Options	**No. of Respondent**	**Percentage**
Yes	75	23.9
No	230	73.2
No Idea	9	2.9
-	314	100%

Source: Field survey, 2012

From the table above, 23.9% opined that the council leaders are effective, while 73.2% disagreed, rather some of the respondents argued that it was agitation by the people that the projects were executed, they stated further citing example that the kanti-kwari market/motor park was an abandon building used as a criminal hideouts and female victims are raped. It was as a result of the incessant attack and protest by the people that led to the renovation of structures and subsequent conversion to market/motor park, which also brought about the construction of Gombe road as an access road to the market and 2.9% have no idea. This corresponds with majority views we obtained from our interviewee that described the local government as reactionary and lacks initiatives. The Focus Group Discussions respondent decried the low level of activity of the local government.

Table 4.8.8 Are the services based on the needs and aspirations of the people?

Options	No. of Respondents	Percentage
Yes	68	21.7
No	198	63
No idea	48	15.3
Total	314	100%

Source: Field survey, 2012.

From table 4.8.8 above, 21.7% agreed that the services are based on the needs and aspirations of the people, while, 63% disagreed. This was corroborated by some of our interviewee and focus group respondents asserted further that the motives were rather selfish. 15.3% have no idea.

Table 4.8.9: Respondents views on Execution of Services?

Options	Frequency	Percentage
Yes	70	22.3
No	230	73.2
No idea	14	4.5
Total	314	100%

Source: Field survey, 2012.

Table 4.8.9 indicates that 22.3% viewed that the projects were well executed because it has empowered the people of the area by creating more shops and income, 73.2% were of the view that the projects were not well executed due to favoritism, funds were embezzled, poor infrastructures put in place, thereby leading to indebtedness and emptiness of local government treasury. 4.5% have no idea. These

corresponds with the majority of opinion of our interviewees and consensus opinion of our focus group discussants who viewed the establishment of the few available projects as a conduit pipe of corruption and inflated projects. The standard of the projects were poor and there was a serious connivance between the local government officials and contractors for kickbacks thereby endangering the local government finances.

From table 4.8.2 to 4.8.9, in relation to the first assumption we pose that; Kaduna North local government has provided some basic health and social services derived from its financial allocations. This shows clearly we have established that local government has provided some basic social services. This confirmed our assumption.

Table 4.8.10 Respondents view on the Impact of the Local Government between 1999-2011?

Options	**Frequency**	**Percentages**
Yes	43	13.7
No	91	29
Very Little	162	51.6
No Idea	18	5.7
Total	314	100%

Source: Field survey, 2012.

The above table indicates that 13.7% affirmed the impact of local government activities, 29% disagreed by saying No, 51.6% saw the impact of the local government has very little and 5.7% have No Idea.

Also, from the oral interview conducted with some respondents they criticized the performance of the local government was ineffective because funds meant for developmental projects had been embezzled by the leadership and that was why the local government staff were owed five (5) month's salary in 2011. In addition, the consensus opinions of our focus group discussants were of the view that the local government has less impact in uplifting the standard of the people. They added; if salaries cannot be paid for five (5) months, you can imagine how many families are suffering already.

Table 4.8.11 Respondents views on the Involvement of People in the Identification, Formulation and Execution of Projects?

Options	**Frequency**	**Percentages**
Yes	51	16.2
No	231	73.6
No Idea	32	10.2
Total	314	100%

Source: Field survey, 2012.

From table 4.8.11 above indicates that 16.2% agreed that the people are consulted in the identification, formulation and execution of projects, while 73.6% disagreed. 10.2% have no idea. The positions of those who were not involved was further corroborated by our interview with some officials of the local government and focus group discussions where it was alleged by various respondents that projects are imposed from above.

Table 4.8.12: How responsive and responsible were the local government leadership and officials to the needs of the people?

Options	No. of Respondents	Percentage
Satisfactory	15	4.8
Average	22	7
Fair	197	62.7
Poor	80	25.5
Total	314	100%

Source: Field survey, 2012.

From the above table 4.8.12 indicates that 4.8% viewed KNLG as excellent in terms of responsiveness to the needs of the people, 7% gave an average passmark, while 62.7% agreed that it has been fair so far. 25.5% opined that it was poor.

The result of table 4.8.10 - 4.8.12 and the additional responses from the in-depth interview and focus group discussions confirmed our second assumption that, Kaduna North local government has not significantly performed its role of service delivery within the available financial allocations between 1999-2011.

Table 4.8.13: Are the services rendered or provided by Kaduna North local government functional or effective?

Options	No. of Respondents	Percentages
Yes	69	22
No	211	67.2
No Idea	34	10.8
Total	314	100%

Source: Field survey, 2012.

Table 4.8.13 above, indicates that, 22% were of the view that services rendered or provided were functional and effective, while 67.2% disagreed, 10.8% have no idea.

Table 4.8.14: Respondents Opinion on Obstacles to Service Delivery?

S/N	Options	No. of Respondents	Percentage
A.	Joint Account System	172	54.8
B.	Corruption	34	10.8
C.	Incompetent/Bad Leadership	57	18.2
D.	No Response	51	16.2
Total		314	100%

Source: Field survey, 2012.

The table 4.8.14 above shows that 54.8% were of the view that joint account system is a great obstacle preventing service delivery, 10.8% posited that corruption constitutes an impediment to service delivery, 18.2% attributed incompetent and bad leadership, and 16.2% had no response. These tallies with the opinion of our interviewee both at the local government level (officials) and the ward level (residents) and the consensus of opinion of our focus group discussants who viewed joint account system as the singular most detrimental factors that prevents service delivery to the people. To them, other factors are secondary.

Table 4.8.15: Respondent view on Joint Account System as a problem to effective service delivery?

Options	Frequency	Percentages
Yes	214	68.2
No	71	22.6
No idea	29	9.2
Total	314	100%

Sources: Field survey, 2012.

The table 4.8.15 above shows that, 68.2% were of the view that the joint account system constitute a problem to effective service delivery, while, 22.6% disagreed. 8.9% were of no idea. This corresponds with the general opinion of our focus group discussants as they view the joint account system was a problem in the delivery of services.

Table 4.8.16: Respondents views on judicious used of resources for developmental project?

S/N	Options	Frequency	Percentages
A	Yes	5	16.7
B	No	25	83.3
C	Neutral	-	-
Total	-	30	100%

Source: Field survey, 2012.

The table above clearly indicates that; 16.7% was of the opinion that funds were judiciously utilized for development project, while 83.3% was of the view that local government funds were not judiciously utilized.

Table 4.8.17Are there interferences by Kaduna state government which affects the performance of Kaduna North local government in the discharge of her responsibilities?

Options	No. of Respondents	Percentage
Yes	27	90
No	2	6.7
No Idea	1	3.3
Total	30	100%

Source: Field survey, 2012.

From the table above 90% were of the view that interference by the Kaduna State government hampered the performance of Kaduna North local government, While 6.7% disagreed, rather it is the constitutional responsibility and 13.3% has no idea.

Those who agreed buttress their view further by sighting the issue of joint account that enables the State government to control local government funds before disbursement, this allows the state to have powers over the local council thereby interfering and monitoring the kind of project local government can initiate, as a matter of fact, it is the project that was granted approval by the State government that local government can execute.

This positions tallies with majority of our interviewee and focus group discussants who viewed the interference as excessive.

Table 4.8.18: Respondent views on transparency and accountability in the Identification, Formulation and Execution of Projects

S/N	OPTIONS	NO. OF RESPONDENTS	PERCENTAGE
A	Yes	7	23.3
B	No	23	76.7
C	No Idea	-	-
Total		30	100%

Source: Field survey, 2012.

From table 4.8.18 above 23.3% were of the view that there is transparency and accountability in the identification, formulation and execution of projects, while 76.7% disagreed. In the focus group discussions, the researcher had with the staff of the local government, particularly, those in the revenue section, it was confided that even chequer who is the appropriate person responsible to append his signature before any project is executed, is not even aware of some project executed. He is only authorized to append his signature without knowing the content, cost, or nature of the projects to be executed; he abides by directive from above. This clearly shows that there is no transparency and accountability in the execution of projects.

Table 4.8.19: Local Government Officials Response to Impediment to Service Delivery?

OPTIONS	NO. OF RESPONDENTS	PERCENTAGE
Yes	28	93.3
No	2	6.7
No Idea	-	-
Total	30	100%

Source: Field survey, 2012.

From table 4.8.19, 93.3% were of the view that there are obstacles militating against service delivery, while, 6.7% disagreed.

In view of the above, those who responded in the affirmative further points to the fact that Kaduna State Government/Joint Account is a major culprit in this exercise, because it has succeeded in impeding the autonomy of the local government, imposition of caretaker chairman who are stooges, which stifles local government funds, approval from the state government before embarking on any major projects and a host of other constraint from the State House of Assembly and the Ministry of Local Government.

Both local government officials and inhabitants generally concurred on the factors or problems that limit the capacity to effectively deliver developmental services. From our interview with top officials of the local government. We realized that various constraints or challenges are encountered in the process of providing services to the people.

It was emphasized that the highest amount of money the local government can spend without waiting for approval from the State government is five hundred thousand naira (500,000) only. This affect service delivery, as projects are dictated from above, the joint account system impedes on the proper functioning of the local government, as resources are tampered with before it finally gets to the council.

This clearly confirms our third assumption that; Joint Account System is a major constraint to effective service delivery by Kaduna North local government.

4.9 DISCUSSION, FINDINGS AND VERIFICATION OF ASSUMPTIONS.

The thrust of this work was to assess the services delivered by Kaduna North local government between 1999 and 2011. This was done by evaluating the performance of the local government in services rendered vis-à-vis the financial allocation to them.

General Discussion.

Kaduna North local government is by all standards an urban local government with high population size and density, hence demands for wide ranging services in the areas of housing, transportation, education, health, sanitation, electricity, water, etc. As an urban/metropolitan local government, there are diverse peoples from all parts of the country engaged in diverse occupations that want and expect the local government to provide relevant services. The demand for service delivery by the local government was heightened by the return of the country to civilian rule in 1999.

This study attempted to assess the role of the Kaduna North local government in service delivery to its populace. From the data collected, presented and analyzed, the following deductions or findings were made viz:

-Kaduna North is an urban local government and therefore has a herculean task of providing wide range of developmental services and infrastructure. The return to civil rule in 1999 raised people's expectation from the government.

-Opinions differed on the service delivery role of Kaduna North local government within the period studied. The local government officials generally concurred that they have done fairly well given the resources at their disposal and the urban nature of the local government in the provision of educational, health and other social amenities to the people. The general public on the other hand, concurred that the local government did not optimally perform in terms of service delivery, because they are yet to really feel the impact of governance.

-Impediments to the effective performance of the local government include: -Revenue: The local government is constrain by over dependence on state and federal government for revenue in order to perform its task. This is a clear constitutional requirement that strangulate the system as a result of lack of financial/revenue autonomy due to joint accounts, there is lack of popular participation of the people in the governance process.

Against the background of the following itemized assumptions posed below, the study verifies the following:

1. **Kaduna North local government has provided some basic health and social services derived from its financial allocations.**

The findings of this research revealed as indicated in the data analysis which tallies with the views of majority of the interviewee and focus group discussion, from table 4.10 to 4.14 that Kaduna North local government provided some basic social services as derived from its financial allocations that is not qualitative and far below expectation. This could be seen in the lack of enough recruitment of qualified teachers, table 4.10.1 indicated 65.3% disagreed about the quality of teachers in the area. Moreso, the lack of adequate provision of teaching equipment as affirmed by 67.8% of respondents as shown in table 4.10.2 coupled with lack of adequate provision of agricultural inputs as shown in table 4.10.3 where 55% of the people and consensus of opinion in our focus group discussions berated government politicization. Table 4.10.4 and 4.10.5 scored the government low in terms of road construction and health facilities; these were further buttress by the consensus of opinion by our interviewee and focus group discussants that the facilities were substandard.

2. **Kaduna North local government has not significantly performed its role of service delivery within the available financial allocations between 1999-2011.**

The findings of this research revealed that Kaduna North local government has not significantly performed between 1999 and 2011.

It was clear from our research as itemized on table 4.8.10 were majority of the respondents (51.6%) were of the consensus opinion that the impact of the local government is very little. This were further buttressed by table 4.8.11 were (73.6%) of the people opined that they were not involved in the identification, formulation and execution of projects and the lack of responsiveness and responsibility to the needs of the people as shown in the table 4.8.12.

From our analysis, it can be said that the non involvement of the people in the development of policies, programmes and projects also greatly contribute to the failure and sustenance of most development efforts of the local government. Since the approach is faulty, the output will be defective. It failed to recognize the priorities of the people which the policies and programmes are meant to benefit.

3. **State/Local Government Joint Account System is a major constraint to effective service delivery by Kaduna North local government.**

The findings of this research revealed that, there was generally very little positive impact created by the local government on the lives of the people due to joint account system and lack of viable source of revenue.

The traditional function of development or service delivery accorded to local government has not been reasonably performed in Kaduna North local government due to joint account system, overbearing influence in the administrative structure by the State government etc. as the basics of life are not given the attention and urgency they deserved by the local government.

4**. Proper utilization of financial allocations can enhance the capacity of the local government in the delivery of services.**

The views from our respondents and consensus of opinion from interview and focus group discussions clearly shows that if local government not encumbered by state/local government joint account and there was proper utilization of resources could enhance the capacity of the local government to deliver services.

The consensus view as expressed from local government officials and residents alike that was triangulated beneath our questionnaires expressed optimism for local government to be granted financial autonomy and freedom to enhance their performances.

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CHAPTER FIVE

5.0 SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter is a summary of the major highlights of the thesis, from which conclusions were drawn and recommendation made.

5.2 Summary

This study assessed local government service delivery in Nigeria with specific reference to Kaduna North from 1999-2011. The study assessed the nature and performance of Kaduna north in its delivery of services to its inhabitant since the return to civil rule in 1999. The study therefore ascertained whether the local government had been able to effectively and efficiently established and maintained services and utilities that significantly improved the basics of live of the people and development.

The study made use of both the primary and secondary sources of data collections through the use of field questionnaire, interview, focus group discussions, participant observations and review of relevant literature on the subject matter. The structural functionalist theory as espoused by Gabriel Almond was used as the theoretical framework of the study; the point of departure of this theory is that, it is a form of systematic analysis which looks at political systems as a coherent whole that performs certain functions. Therefore, local government was seen as one of the structure of the state established to perform specific social, economic and political function and operate according to democratic tenets. The joint account

system and other instrument of financial control impeded the performance of Kaduna North local government in the delivery of services.

The study discovered there was a disconnect between the people and those in authority in the area, which has engendered lack of confidence in the ability of the local government to inspire and mobilize the people for their common good.

Also gathered from the findings was that, the local government made very little efforts in uplifting the living standard of the people. This according to the people seriously affected performance of service delivery to the inhabitants. The local government has failed to impact positively on the lives of the inhabitants of the area, as attested by majority of our respondents.

Local government as a concept has a meaning in its practical sense, when the people of the local government levels benefit optimally. The whole essence of decentralization and the creation of local government as a sub-unit are to quickly and easily feel the impact of government especially in a democratic setting and federal framework.

5.3 Conclusion

The research assessed the services rendered by Kaduna north local government from 1999 and 2011, in areas of education, health care delivery, infrastructural development, etc. The local government in the period under review performed below expectation. There is no doubt that as a third tier of government it has a central role towards her area of jurisdiction, in terms of development. This is an important reason that led to its establishment. It therefore, means that local

government has meaning only when it contributes to the upliftment of the people's lives and state of living.

Kaduna north local government had not succeeded in the performance of this role in the area during the period covered. This stem from the fact that there was still high level of inadequate and infrastructural deficits like poor feeder roads, portable water, educational facilities, health care services etc.

Nonetheless, it could be observed that the low level of performance by Kaduna North local government can be attributed to problems encountered in her developmental drives such as financial emasculation in the name of joint account, poor leadership/mismanagement, etc.

5.4 Recommendations

The study offers some measures aimed at improving the performance of the local government system.

1. The local government system in Nigeria needs to be reorganized and restrategized in its policies and programmes to meet the specific needs of the people, in order to make it more functional in the rendering of services such as quality feeder roads, quality and affordable health care services, and improved access to quality educational services etc.
2. Enhancement of democratic practices should be encouraged at the local government level to make the system truly emanates from the people. In so doing, it will enhance transparency, accountability and rule of law. By

extension, it will also promotes democracy at the local government level, enhances participation and the delivery of services.

3. The non-involvement of the people in decision making process is counterproductive. The people should be made as part and parcel of development initiative and process. The over-reliance on elite as the only important stakeholder for consultation is not healthy for the system. A holistic approach, concerted efforts and mechanism should be put in place so that local initiatives can be stimulated to enhance the people's conditions.

4. Security of tenure of elected chairman and councilors should be guaranteed in our constitution. The excessive abuse faced by elected representatives of the local government level and lack of adequate protection of their offices calls for concern. They are left at the mercy of the whims and caprices of the State government that can remove an elected representative of the local council at will, and appoint a sole administrator or caretaker chairman without recourse to the people's mandate is antithetical to their autonomy and development. This trend should be stopped. A fixed term of office for specific period as enjoyed by their counterpart at the state and federal level will go a long way to protect local government finances and enhances development.

5. Direct allocation of finances to local government is important for their development. The issue of state/local government joint account is a strangulation of the system, as often state governments makes substantial deduction from the local government funds and uses other financial

instruments to control local government chief executives for their selfish interest.

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Appendix A

STRUCTURED QUESTIONAIRE FORMAT FOR COLLECTION OF DATA

SECTION A: INTRODUCTION

Department Of Political Science,
Faculty of Sciences,
Ahmadu Bello University,
Zaria, Nigeria.

Dear Respondent,

I am a postgraduate student of the above university. I am presently conducting a research on "An Assessment of the Role of Local Government in Service Delivery, A Study of Kaduna North Local Government Area of Kaduna State. 1999-2011"

Please, kindly assist in answering the questionnaires before you. You are expected to give your honest and sincere views on the questions by ticking the options. Best assured that all information given here shall be treated with absolute confidentially and shall be used for the purpose of this study only.

Thanks for your anticipated cooperation.

Obaje Paul

(M.SC/SOC-SCI/4245/2009-10)

SECTIONB: BIODATA OF RESPONDENTS

Introduction: Please tick ( ) were appropriate.

1. Age: (a) 18-29 ( ) (b) 30-39 ( ) (c) 40-49 ( ) (d) and above

2. Sex (a) Male ( ) (b) Female ( )

3. Marital status: (a) Married ( ) (b) Single ( ) (c) Divorced ( )

4. Qualifications: (a) Adult Literacy ( ) (b) Primary ( ) (c) O'A' Level ( ) (d) Others

5. Employment Status: (a) Employed ( ) (b) Unemployed ( )

6. Occupation (a) Civil Servant ( ) (b) Farming ( ) (c) Student ( )

(d) Business ( ) (e) Others _____

QUESTIONNAIRES FOR LOCAL GOVERNMENT RESIDENTS

SECTION C:

7. What services have been rendered or provided by the local government? Please answer the questions below.

7i. Whether there were recruitment of enough qualified teachers in primary education by Kaduna north local government between 1999-2011. (a) Yes ( ) (b) No ( ) (c) No Idea ( )

7ii.Whether there were adequate provision of teaching equipments by Kaduna north local government between 1999-2011. (a) Yes ( ) (b) No ( ) (c) No Idea ( )

7iii. Whether there were provision of fertilizers and agricultural inputs to local farmers between 1999-2011. (a) Yes ( ) (b) No ( ) (c) No Idea ( )

7iv. Whether there were provision of Roads/Drainage/Culverts by Kaduna north local government between 1999-2011. (a) Yes ( ) (b) No ( ) (c) No Idea ( )

7v. Whether there were provision of healthcare facilities in Primary Health Care centre's by Kaduna north local government between 1999-2011.

(a) Yes ( ) (b) No ( ) (c) No Idea ( )

8. Are the services consistent with the campaign promises of the political leaders?

(a) Yes ( ) (b) No ( ) (c) No Idea ( )

If no, briefly explain----------

9. Are the services based on the needs and aspirations of the people? (a) Yes ( ) (b) No ( ) (c) No Idea ( )

10. Are the services well executed?

(a) Yes (b) No ( ) (c) No Idea ( )

If Yes/No, Explain----------

11. Can you say that the activities of the local government from 1999 to 2011 have impacted positively in uplifting the standard of living of the populace? (a) Yes (b) no (c) very little (d) no idea

12. Are the people involved in the identification, formulation, and execution of projects (a) Yes ( ) (b) No ( ) (c) No Idea ( )

If yes, how----------

13. How responsive and responsible are the local government leadership and officials to the needs of the people. (a) Excellent (b) Average (c) Fair (d) Poor

14. Are the services rendered or provided by Kaduna north local government functional or effective. (a) Yes (b) No (c) No Idea

15. What in your opinion prevents service delivery in Kaduna north local government? (a) Mismanagement of Funds (b) Corruption (c) Incompetent/Bad leadership (d) No Response

16. Do you consider the elite in the local government area as a problem to effective service delivery? (a) Yes ( ) (b) No ( ) (c) No Idea ( )

Appendix 'B'

Department of Political Sciences,

Faculty of Social Sciences

Ahmadu Bello University,

Zaria – Nigeria.

Dear Respondent,

I am a postgraduate student of the above addressed University. I am at present conducting a research on "An Assessment of the Role of Local Government in Service Delivery.A study of Kaduna North Local Government Area of Kaduna State 1999-2011.

You should please, assist in answering the questionnaire before you. You are expected to give your honest and sincere views on the questions by ticking the option (s) that bears your view to the questions below. I promised and urged that it shall be treated with absolute confidentiality and only be used for purpose of this study.

Thanks for the anticipated cooperation.

Obaje Paul

(M.Sc/Soc –Sci/4245/2009 -2010)

SECTION B: BIODATA OF RESPONDENTS

Instruction: Please Tick ( ) where appropriate.

1. Age: (a) 18 – 25 ( ) (b) 26 – 30 ( ) (c) 30 – 40 ( ) (d) 41 – 50 ( ) (e) 51 and above ( )

2. Sex: (a) Male ( ) (b) Female ( )
3. Marital Status? (a) Married ( ) (b) Single ( ) (c) Divorce ( ) (d) Widowed ( )
4. Specify Qualification: (a) FSLC ( ) (b) SSCE ( ) (c) OND or NCE ( ) (d) HND or Degree ( ) (e) MSc/MA and above ( )
5. Employment Status: (a) Employed ( ) (b) Unemployed ( )

6. Department

a. Personal management ( )

b. Finance, planning, research/statistics ( )

c. Primary Health Care ( )

d. Works, Housing and Land survey ( )

e. Agriculture and Natural resources ( )

f. Education and social development ( )

QUESTIONNAIRES FOR LOCAL GOVERNMENT OFFICIALS

6. Whether the local government has judiciously used its resources for developmental projects?

   (a) Yes ( ) (b) No ( ) (c) No idea ( )

   If yes/no, briefly explain----------

7. Are there interferences by Kaduna State government which affect the performance of Kaduna north local government in discharging her responsibilities? (a) Yes ( ) (b) No ( )

   If yes, explain----------

   ----

8. Is There Transparency and Accountability in the Identification, Formulation and Execution of Projects?

(a) Yes ( ) (b) No ( ) (c) No Idea

9. Are there major obstacles militating against service delivery to the people of Kaduna north local government? (a) Yes ( ) (b) No ( ) (c) No Idea

If yes, explain----------

Appendix C

Interview Questions

1. To what extent has Kaduna north local government been able to perform its functions?
2. What are the services delivered that you can identify?
3. What do you consider as the major challenges faced by the local government in carrying out its functions?
4. In comparative terms, how do you rate the performance of Kaduna north local government under democracy and in previous military rule?
5. To what extent can you say that the absence of local government autonomy has adversely affected development of policies and programmes?
6. Can the non performance on the part of local government in service delivery be attributed to inadequate resources?
7. What is impact of the local government in areas of education, feeder roads, water, electricity, and health services, etc. in your locality?
8. In your own view, how do you assess the performance of Kaduna north local government from 1999-2011.

Appendix D

The List of Interviewee

S/N		SEX	POSITION/ STATUS	DATE	TIME
1.	Hon. Nasiru Mohammed	M	Political Adviser to the Chairman Kaduna North LG.	10th December, 2012	11am – 1pm
2.	AlhajiDanjumaIsyaku	M	Director of Personnel Management/Head,Admin	12th December, 2012	9am-10.03am
3.	Hon. HarunaInuwaDogo	M	Honourable Member Kaduna State House of Assembly	12th December, 2012	10.30am – 11:30am
4.	Hon. Sabo Babayaro	M	A Politician and former member, House of Assembly, Kaduna State.	18th December, 2012	11:02am – 11:57am
5.	MallamNura Mohammed	M	Residents/ Elder	15th December, 2012	3pm – 3.30pm
6.	Hajiya Fatima Bala	F	Residents-Kaduna North	22nd December, 2012	4pm – 5.30pm
7.	Hon. Shehu Ahmed Giant	M	Former chairman, Kaduna North Local Government	5th January, 2013	10am – 11am
8.	Mrs. HannatuMachok	M	Kaduna North Local Government	5th January, 2013	2.15am – 2:30am
9.	Mrs. Maimunat Mohammed	F	Women Leader, Kaduna North	6th January, 2013	10:13am – 10:38am
10.	AlhajiDahiruYari	M	Town Treasurer (Revenue)/Head of Finance, Kaduna North LG.	7th January, 2013	12:05pm – 12:45pm
11.	Mal. AbdulraufIdris	M	Head-Education and Social Development (ESD) Kaduna North LG.	8th January, 2013	11”05 – 11:30am
12.	Mallam Yusuf Ali	M	HOD Works, Kaduna North LG.	8th January, 2013	11:45 – 12: 15am
13.	HajiyaAminaAbubakar	F	HOD Health, Kaduna North Local Gov.	8th January, 2013	12:30 – 1:15pm
14.	MallamNasiru L. Abubakar	M	Editor, Weekly Trust and Resident of Kaduna North Local Government	9th January, 2013	9am – 10am
15.	Mal. Suleiman MohdAminu	M	HOD Agric Kaduna North Local Gov.	9th January, 2013	11am – 12:00am
16.	Hon. Sani Suleiman	M	Former Chairman Kaduna North Local Gov.	9th January, 2013	2pm – 3:00pm

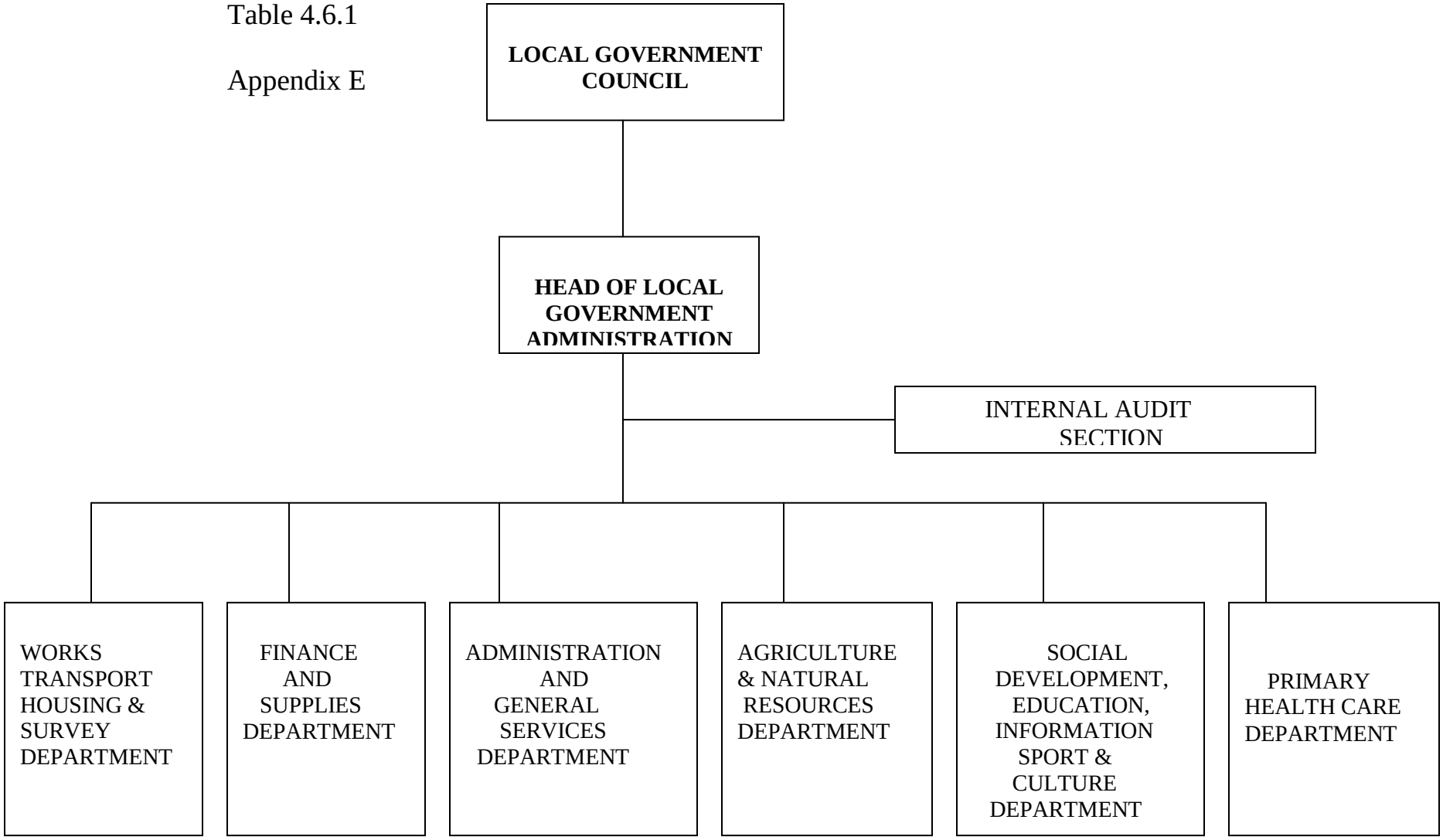
17.	Mr. AuduLoko	M	Youth Activist Kaduna North LG	10th January, 2013	9am – 10:30am

S/N		SEX	POSITION STATUS	DATE	TIME
18.	HajiyaHadizaYahaya	F	Female Activist/ Politician Kaduna North LG	10th January, 2013	12am – 1:00pm
19.	Mr. Andrew Adeyemo	M	Proprietor/ Entrepreneur, Kaduna North.	10th January, 2013	2pm – 3:00pm
20.	Hon. Nazifi Mohammed	M	Commissioners for Youth Affairs Kaduna State.	11th January, 2013	9:10 – 10am
21.	AbdullahiUsman	M	Secretary-Kaduna North Local Govt	5th May 2014	10:03am – 11:49am
22.	Bala Mohammed Tijjani	M	District Head-Doka	5th May 2014	2:07pm – 2:22pm
23	AlhajiShehuJa'e	M	District Head-Badarawa	6th May 2014	11:33am-11:56am
24	AlhajiJibrin Mohammed M.	M	District Head-Kawo	6th May 2014	1:29pm-2:05pm
25	Alhaji Yusuf Ladan	M	District Head-Kabala	7th May 2014	10:15am-11:08am
26	Alhaji Mohammed Jibo	M	District Head-Gabasawa	7th May 2014	12:25am-12:55am
27	Alhaji Abba Kura	M	District Head-HayinBanki/Abakpa Ward	8th May, 2014	9:35am-10:18am
28	GarbaAminuKyakya	M	Councillor-Shaba Ward	8th May, 2014	11:32am-12:22am
29	Shafiu Sabo	M	Councillor-U/Gaji Ward	9th May,2014	10:43am-11:45am
30	Abdullahi Ismail	M	Councillor-Kawo Ward	9th May,2014	12:08pm-12:52pm

STRUCTURE OF LOCAL GOVERNMENT COMPONENT DEPARTMENT

Table 4.6.1

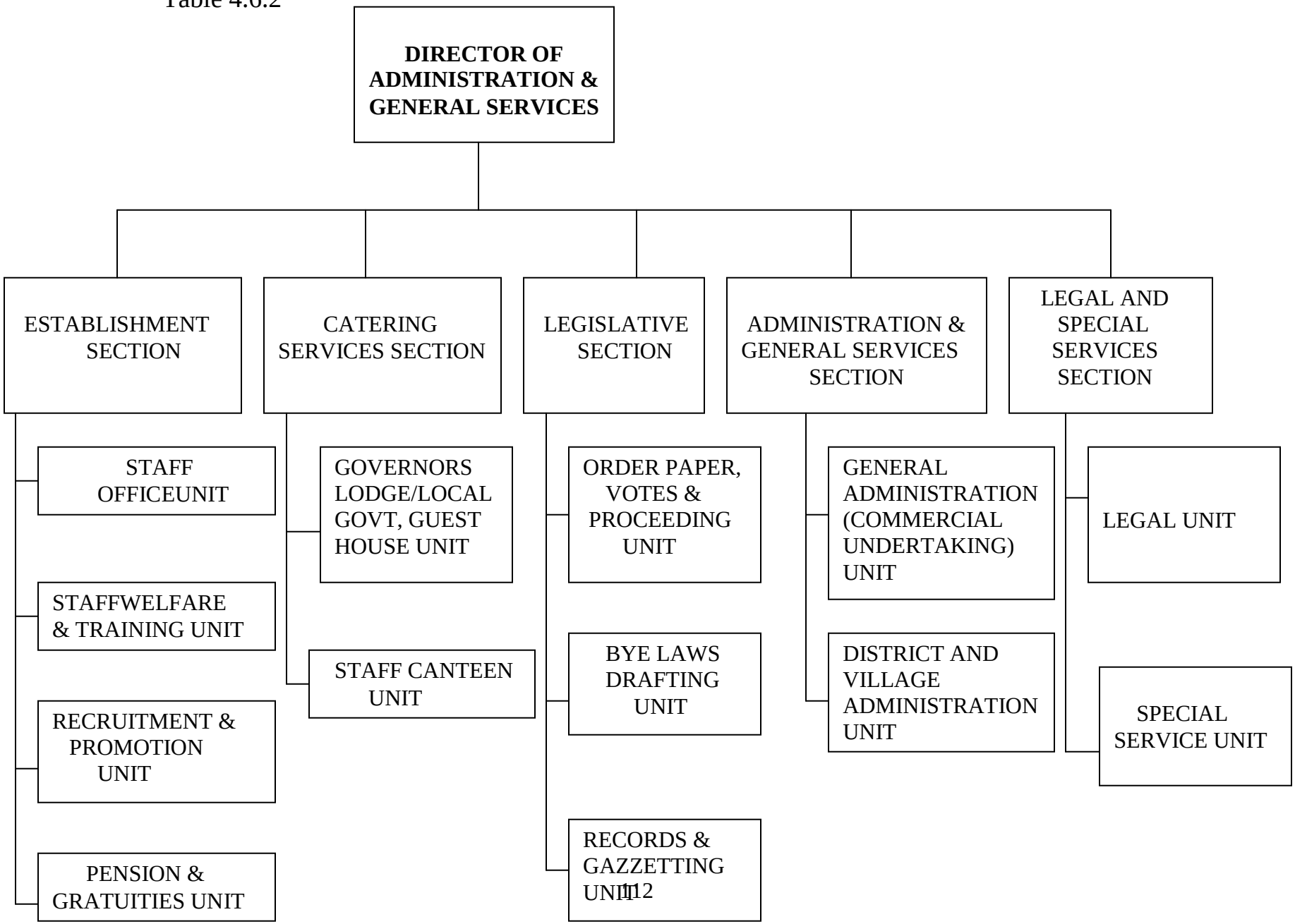
Appendix E



Source; Kaduna North Local Government Secretariat (Manual)

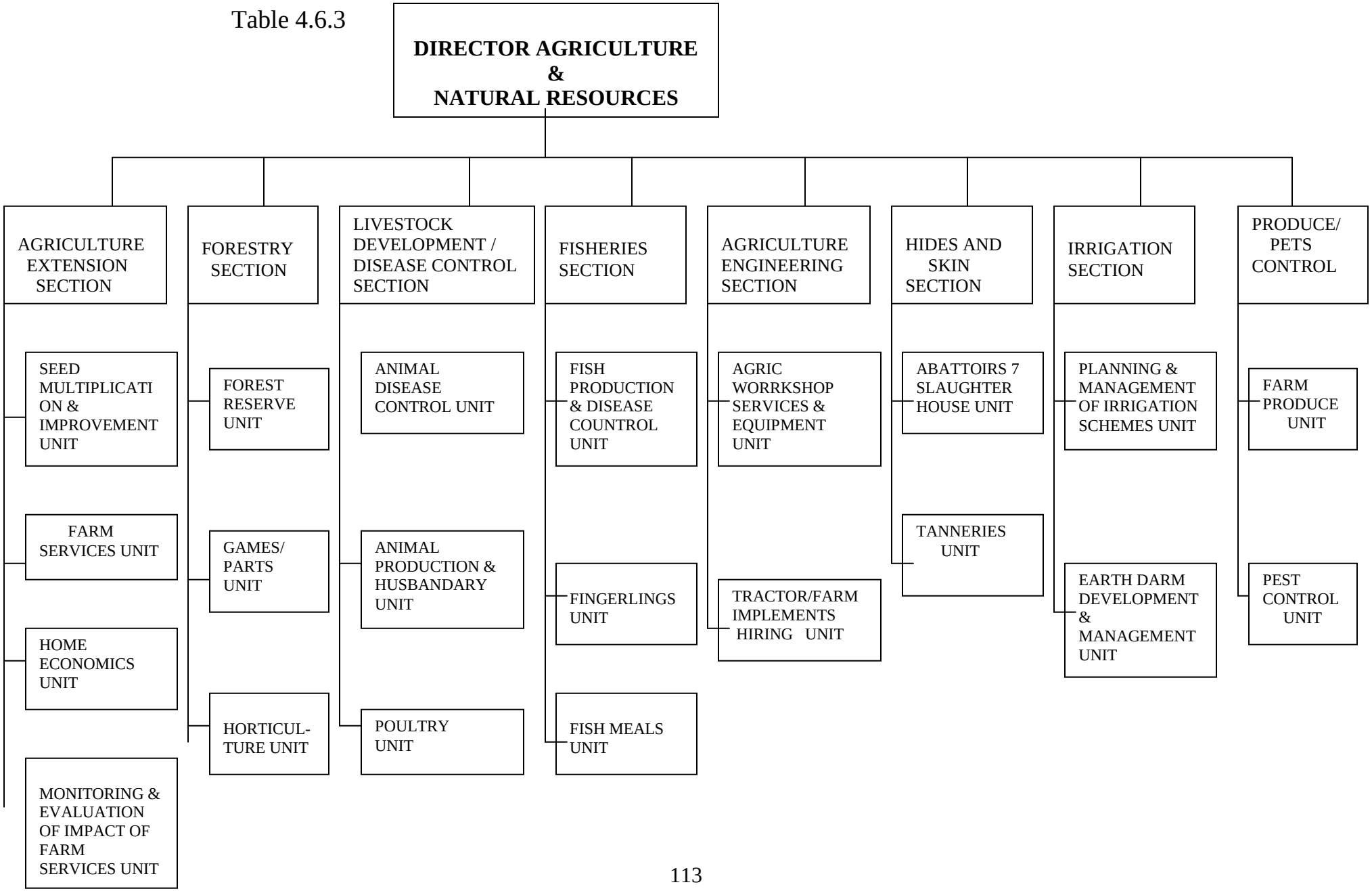
ADMINISTRATION AND GENERAL SERVICES DEPARTMENT

Table 4.6.2

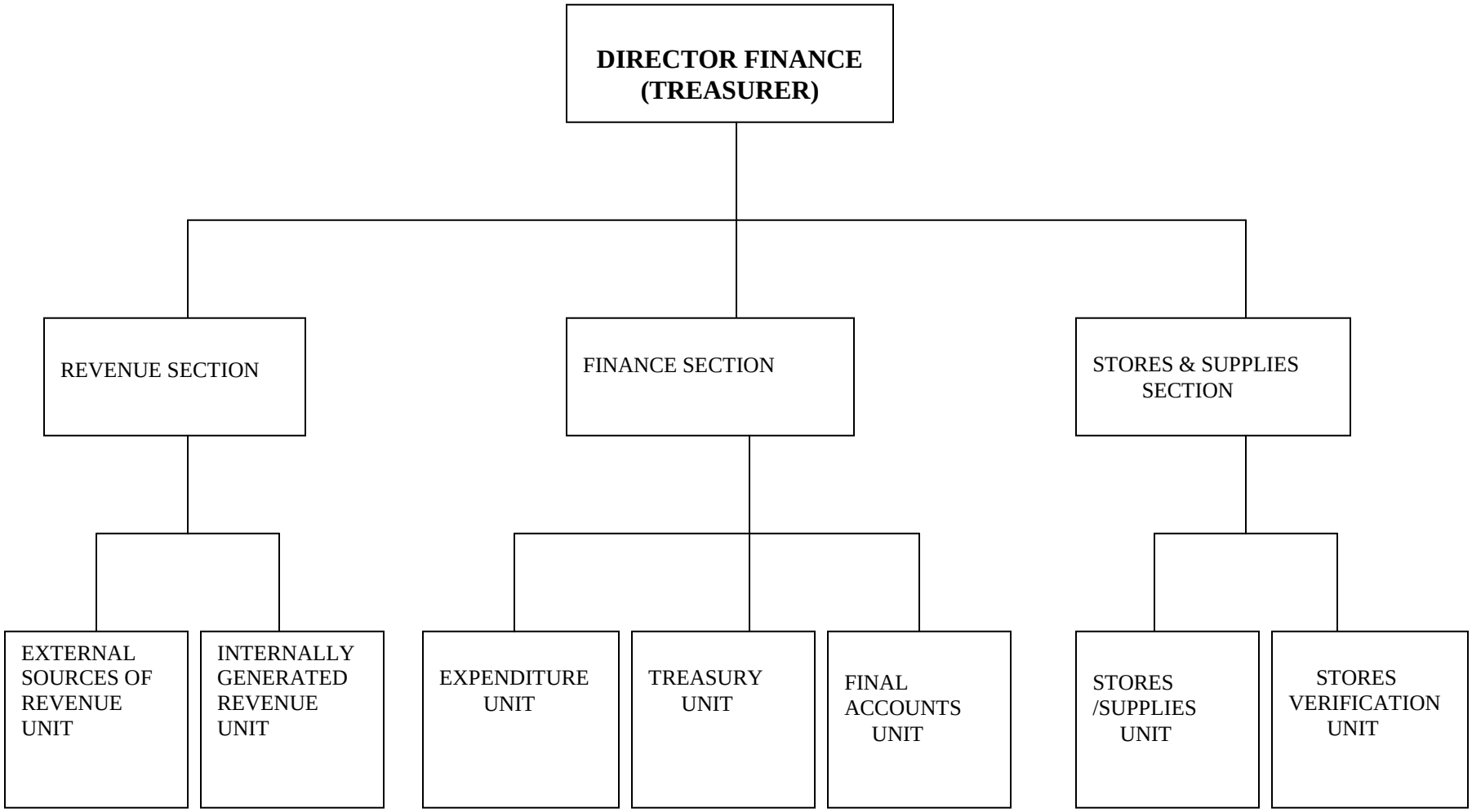


AGRICULTURE AND NATURAL RESOURCES DEPARTMENT

Table 4.6.3



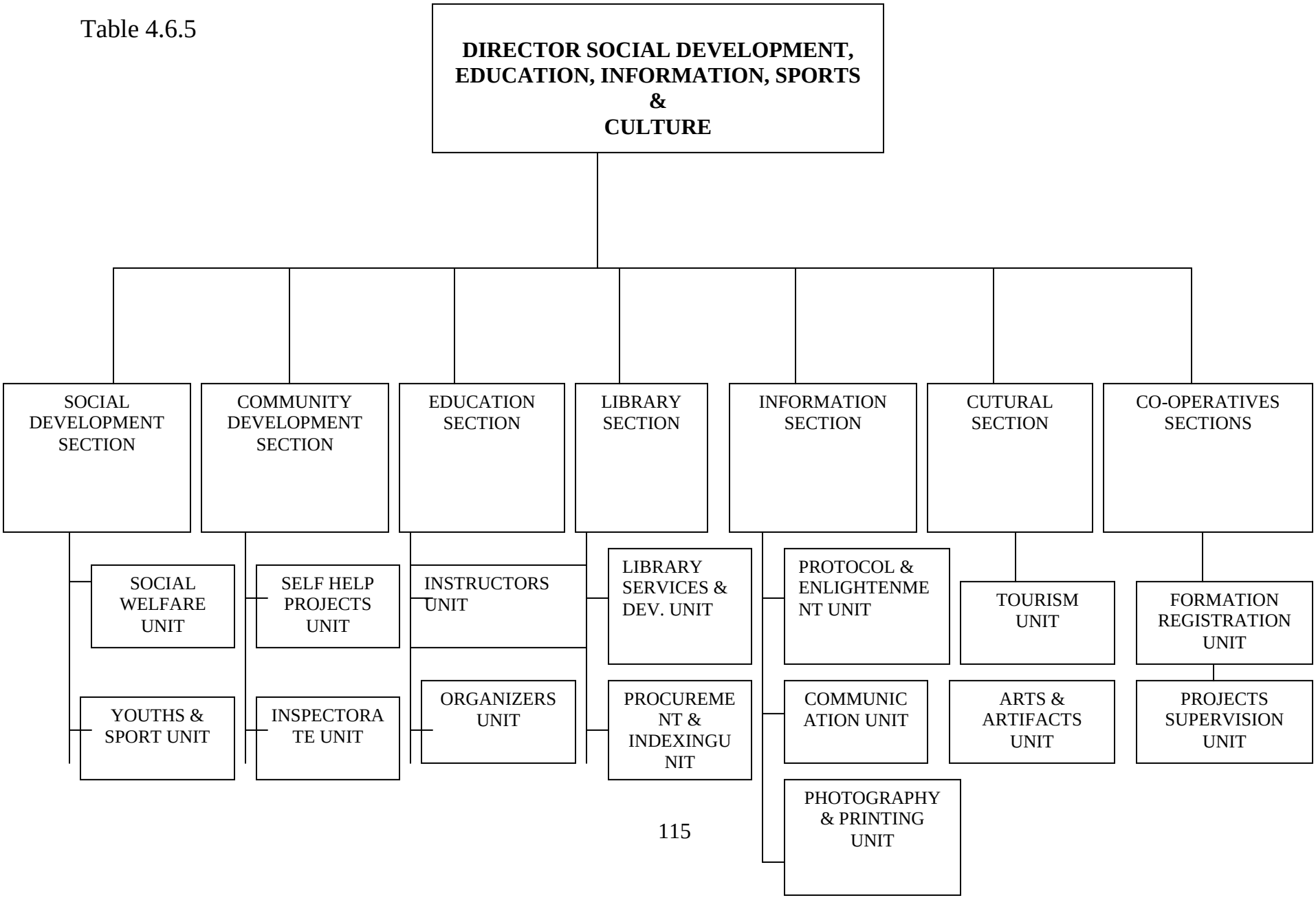
FINANCE AND SUPPLIES DEPARTMENT Table 4.6.4



Source; Kaduna North Local Government Secretariat (Manual)

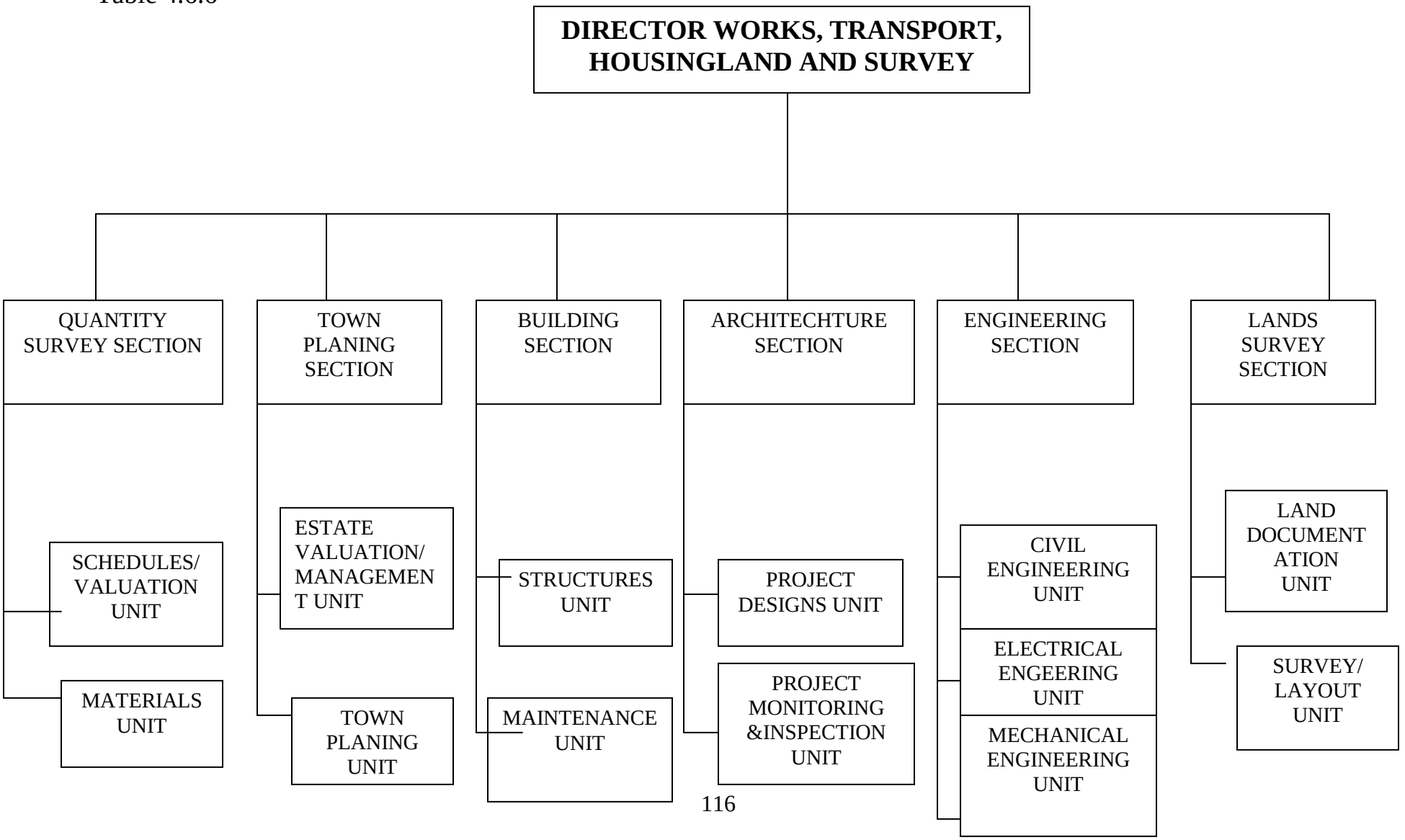
SOCIAL DEVELOPMENT, EDUCATION, INFORMATION, SPORTS & CULTURE

Table 4.6.5



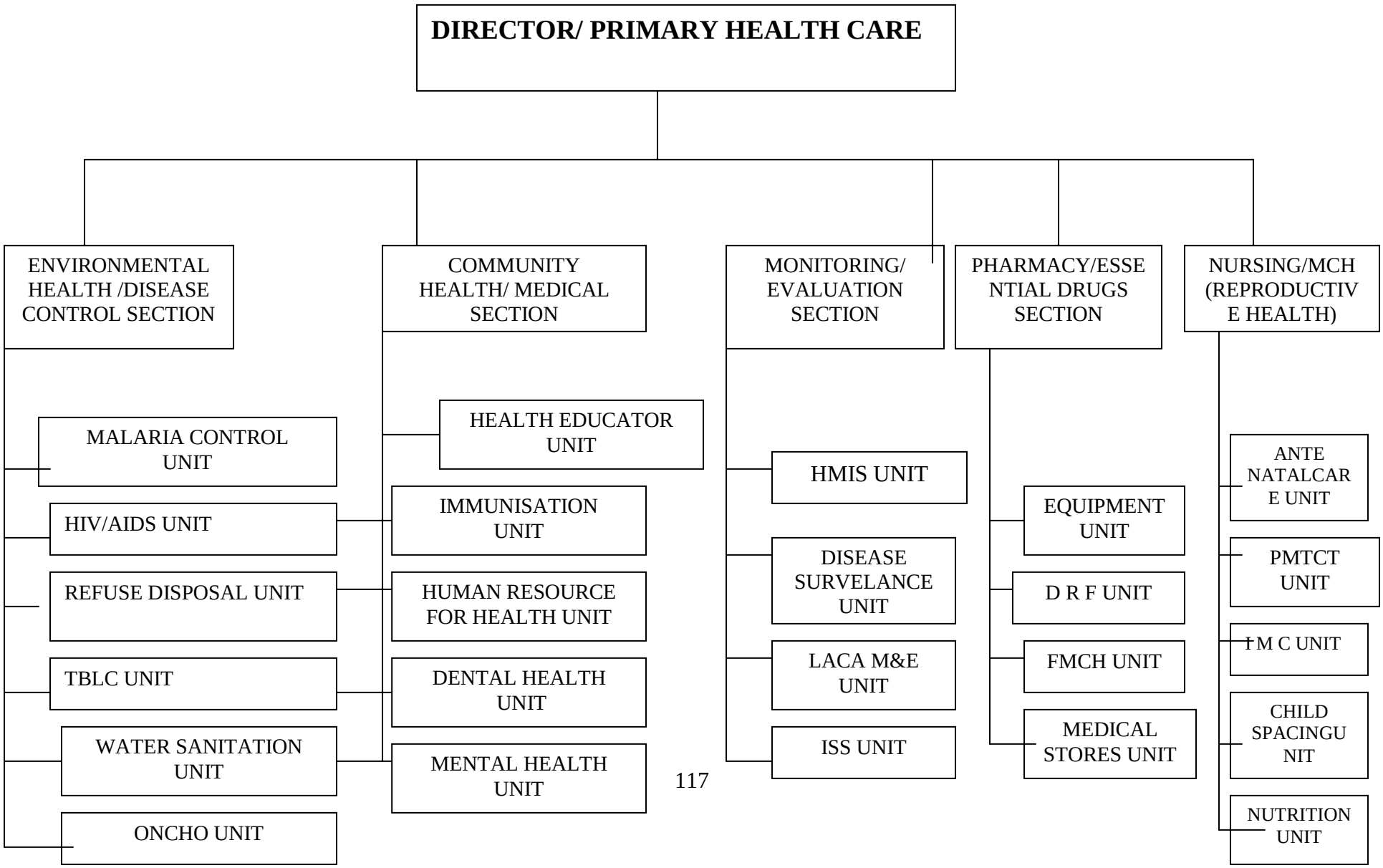
WORKS, TRANSPORT, HOUSING, LANDS AND SURVEY DEPARTMENT

Table 4.6.6



PRIMARY HEALTH CARE DEPARMENT

Table 4.6.7



Appendix F. Kaduna North Local Government: *Summary of Revenue Year 1999 – 2011*

Year	Statutory Allocation (Gross)	Less Statutory Deductions from State Government	Net Allocation to Local Govt.	Add 10% Internally Generated Revenue	Add Locally Generated Revenue	Add VAT	Total
1999	323,895,900	256,989,500	66,906,400	8,509,459	67,090,989	70,002,500	212,509,348
2000	325.972,000	265,575,600	60,396,400	8,749,900	68,900,700	75,898,700	213,945,700
2001	329,347,787	271,400,019	57,947,768	10,271,319	70,000,000	80,622,269	218,841,356
2002	665,719,772	265,742,400	399,977,372	7,457,268	80,000,000	66,626,306	554,060,946
2003	776,115,747	293,716,800	482,398,947	8,956,175	78,942,561	82,484,430	652,782,113
2004	867,811,937	312,816,400	554,995,537	11,016,330	119,800,000	111,360,409	797,172,276
2005	1,030,161,345	381,714,523	648,446,822	12,314,470	109,304,392	128,743,058	898,808,742
2006	1,350,438,579	419,320,564	931,118,015	36,548,763	110,000,000	179,421,203	1,257,087,981
2007	1,421,960,508	526,320,564	895,639,944	16,046,330	74,800,000	204,716,093	1,191,202,367
2008	1,454,985,601	605,456,723	849,528,878	24,244,505	88,752,211	121,322,515	1,083,848,109
2009	1,598,824,553	625,715,886	973,108,667	18,778,731	94,583,496	115,767,940	1,202,238,834
2010	1,634,898,667	645,281,242	989,617,425	21,391,886	92,624,758	98,996,708	1,202,630,777
2011	1,644,755,819	652,408,315	992,347,504	17,957,722	102,459,881	131,656,345	1,244,421,452
Total	13,424,888,215	5,522,458,536	7,902,429,679	202,242,858	1,157,258,988	1,467,618,476	10,729,550,001

Source: Kaduna North Local Government Secretariat (Revenue Section)

Appendix G.

Analysis of Respondents Biodata

Age Distribution of respondents

S/N	Age Distribution	Frequency	Percentage
A	18-29	32	10.2
B	30-39	76	24.2
C	40-49	114	36.3
D	50 and above	92	29.3
Total	-	314	100

Source: Field survey, 2012.

Sex Distribution of Respondents

S/N	Sex	Frequency	Percentage
A	Male	190	60.5
B	Female	124	39.5
Total	-	314	100%

Sources: Field survey, 2012.

Marital Status of Respondents

S/N	Marital Status	Frequency	Percentage
A	Single	132	42
B	Married	145	46.2
C	Divorced	27	8.6
D	Widowed	10	3.2
Total	-	314	100%

Sources: Field survey, 2012.

Educational Qualification of Respondents

S/N	Educational Level	Frequency	Percentage
A	Primary level	42	13.4
B	O' level	153	48.7
D	Tertiary	6o	19.1
E	Others(Specify)	59	18.8
Total	-	314	100%

Source: Field survey, 2012

Occupational Distribution of Respondents

S/N	Occupation	Frequency	Percentage
A	No response	11	3.5
B	Civil servant	88	28
C	Farming	25	8
D	Business	112	35.7
E	Student	24	7.6
F	Others	54	17.2
Total	-	314	100%

Source: Field survey, 2012