# THE ROLE OF LOCAL GOVERNMENT IN NATIONAL DEVELOPMENT: THE CASE OF DAMBATTA LOCAL GOVERNMENT (1987 - 1991)

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**BEING THESIS SUBMITTED TO THE POSTGRADUATE SCHOOL, AHMADU BELLO UNIVERSITY, ZARIA IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE AWARD OF MASTERS IN PUBLIC ADMINISTRATION (LOCAL GOVERNMENT)**

**JULY, 2000**

# CERTIFICATION

This thesis entitled **The Role of Local Government in National Development : The case of Dambatta Local Government in Kano State (1987-1991),** by Danguda Galadima, meets the regulations governing the award of the degree of the Master of Public Administration (Local Government) of the Ahmadu Bello University Zaria, and is approved for its contribution to acknowledge and literary presentation.

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# DEDICATION

*This work is dedicated to my mother* **HAJIYA HADIZA (HAJIYA LADI)** for her untiring guidance and support to me since the death of my father thirty years ago.

# DECLARATION

I hereby declare that this thesis has not been presented and accepted for the award of any other degree before.

I certify that the thesis is solely the result of my own independent investigation.

DANGUDA GALADIMA

SUPERVISOR

DR. ADEJO ODOH

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I am very thankful to the ALMIGHTY GOD for saving my life and giving me the ability to undertake and complete this thesis.

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## ABSTRACT

In this country, the existing efforts in the process of development seem to have neglected the rural area, as most of the rural dwellers are facing problems due to the absence of socio-economic infrastructural facilities and services required for the improvement of their living standard. This therefore calls for redirecting attention towards embracing rural development for a balanced development between the urban and rural areas.

Considering the fact that Local Government is a tier nearest to the people, there has been the belief that it can be an effective provider of services to the people. This was certainly what motivated and necessitated the enactment of the 1976 Local Government Reform and indeed the various modifications in local government administration for improving performance of the Local Government. However despite all this effort Local Government performance has not reached the expected level as there are a lot of rural communities lacking basic socio-economic amenities.

Realizing above, this thesis appraises the performance of Dambatta Local Government with a view to establishing the extent of its developmental efforts and the problems it has faced in trying to provide services to the people. In doing so, the thesis takes into considera ion the fiscal and physical operations of the Local Government for the period 1987-1991. In order to aid the assessment, relevant data was collected, collated and analyzed. The data was collected from documents of the Local Government such as annual estimates, books of accounts on revenue and expenditures; National Development/Rolling Plan files; and Progress Reports and handing over notes files. Also, interviews and inspection visits to some places of local

government projects and community development projects, were undertaken.

Having assessed the performance of the Local Government, the following major findings have been established:

a) The internal revenue of the Local Government for the period under review was low and this was one of the hindrances to pursuing more develop ment projects.

b) The expenditures pattern of the Local Government emphasized too much on recurrent spending thereby reducing the Local Government ability to provide more development services to the people.

c) The spread of projects executed by the Local Government, was not even as their concentration was on the center and few villages, neglecting most ol the rural settlements particularly those scattered.

d) The Local Government lacked enough professional staff to support the delivery of its essential and basic services to the people.

e) Even tr ough self-help groups in the area had executed some meaningful praveMS both the number of axecwad projects and that of registered self-help gioups fell much below the number of communities in the area. This therefore shows that much was desperately desired in respect of mobiliz ing people to participate in community development.

Finally, bearing above in mind, the work has recommended that there should be concerted effort of redirecting management practices towards maximum utilization of available resources for a balanced development between urban and rural areas.

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## ABBREVIATIONS

| | |
|---|---|
| i.e | That is |
| F.M | Financial Memorandum |
| SAP | Structural Adjustment Programme |
| e.g | Example |
| FGPC | Finance and General Purpose Committee |
| LGSC | Local Government Service Commission |
| NULGE | Nigeria Union of Local Government Employees |
| MAMU | Medical and Health Workers Union |
| NRC | National Republican Convention |
| SDP | Social Democratic Party |
| MAMSER | Mass Mobilization for Social Justice Economic Recovery and Self Reliance |
| KNARDA | Kano State Agricultural and Rural Development Agency |
| No | Number |
| EPI/ORT | Extended Programe on Immunization /Oral Rehydration Therapy |
| LEA | Local Education Authority |
| UPE | Universal Primary Education |
| REB | Rural Electrification Board |
| NCE | Nigeria Certificate for Education |
| KASEPA | Kano State Environmental Protection and Property Agency |
| GDP | Gross Domestic Product |


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# CHAPTER ONE

## THE NATURE OF THE STUDY

### 1.1 Introduction:

This research intends to assess the contributions of Local Governments to the National Development. In doing so, particular reference is made to the performance of Dambatta Local Government in Kano State, between 1987 and 1991.

Dambatta Local Government came into existence when the 1976 Local Government Reform was to be implemented. Therefore, it was one of the pioneer Local Governments to have started operating in accordance with the 1976 Local Government Reform. Dambatta town is the headquarters of Dambatta Local government, and is 56 km North of Kano. Prior to the 1976 Local Government, Reform, Dambatta was the headquarters of the then Kano North Central Administrative area, existed under an administrative arrangement of decentralizing the functions of the then Kano State. Government.

Conceptually, a Local Government, more especially under a devolved system, is obliged to perform certain socioeconomic and political functions as its contributions to the developmental process. In realization of this therefore, a lot of efforts are being made with a view to making Nigerian Local Government system responsive to the much needed desire of enabling the Local Governments contribute their quota towards National development. Notable of such efforts are: the formulation and implementation of the 1976 Local Government Reform; enshrining the provisions of the 1976 Local Government Reform in the 1979 constitution; the inclusion of local Governments programs and projects in the

National Development plans; instituting the Dasuki Committee which worked out some strategies for improving Local Government administration; applying the 1988 Civil Service Reform to Local government; and providing more funds to the Local Governments, occasioned by eventual increases in the percentage of financial statutory allocation to Local Governments from 10% - 15% and from 15% - 20% in 1989 and 1992 respectively. All together, the intent has been to enable Local Governments partake actively in the process of national development. However, despite all these efforts, the performance of Local Governments in providing services to the people is low, and hence their contribution to the developmental process has been below expectation.

Then, what problems account for the low performance of Local Governments in Nigeria? Before answering this question, it is imperative to bear the following issues in mind, being crucial in determining the extent to which Local Governments have performed their functions in pursuance of their role in National Development.

i) The level of financial resource availability in the Local Government Council viz - a viz revenue generation which includes:-

   a) Federal/State Governments grants to the Local Government: and

   b) Internal revenue, taking into account its base, capacity and effort.

ii) Availability of human resources in terms of:-

   a) Manpower quality, its availability and utilisation.

b) Mobilization of people to participate in their own development e.g. through community development.

iii) Availability of other resources i.e the level of material resource availability

and utilisation.

iv) The degree of autonomy granted to the Local Governments to enable them operate.

v) The historical and socio economic background of the Local government areas.

vi) The relationship between Local Governments and Federal- State Governments/Other Organisations.

vii) The support of people to Local Governments.

viii) The extent to which Local Governments utilised or misused opportunities granted to them.

Now, the question is, to what extent have the issues high-lighted above, favoured or hindered Local governments in the performance of their functions as contribution to the development process? As mentioned earlier, the performance of Local Governments in the process of National Development, has been below expectation, due to certain problems. These problems include financial mismatch between revenue and responsibilities; poor expenditures use policies; inadequate qualified personnel; wasteful expenditures, characterized by excessively expensive political administrative structure at the Local Governments, and a lack of appropriate developmental direction on the part of the Local Government; and frequent changes in structures, responsibility and number of the Local Governments, which has been tantamount to inconsistency and instability in our Local Government system. These are all responsible for low performance of Local Governments. Making a critical study of the listed problems, one can conclude that lack of proper management has been the central obstacle hindering the effective

participation of Local governments in the developmental process.

Before the year 1979, Local Governments were not included in the sharing of Federation Account, and there were persistent complaints on the insufficiency of funds, which had been identified as the central obstacle to the effective participation of Local government in the process of National Development. How ever, in 1979 Local Governments were included in the sharing of the Federation Account, and thereafter there were eventual increases in the percentage of financial allocation statutorily ascribed to them.

In fact, while statutory allocations can be seen as means of facilitating Local Governments to develop a solid foundation for an effective continuity of delivery of socio-economic services to their communities, revenue from domestic or independent sources, is desirable as it is very essential for the continuous existence of a Local government as an effective provider of socio-economic services to the people. Hence, the justification of a Local Government to substantially generate revenue internally, as one of its functions. In view of this assertion, we are therefore induced to ask ourselves these questions: Do Local Governments effectively utilise their statutory financial allocations in providing social services, and in evolving up viable economic services for more revenue accruable internally? What is the position of their locally generated revenue as to its percentage of the total revenue? Alas! The Local revenue of Local Governments, has been generally very low. This means that Local Governments have failed to properly observe one of their statutory obligations, which is fundamental to their existence as agents of socio-economic progress. As such their contribution to development is still low.

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One may still be tempted to ask this question; What are the reasons responsible for low generation of local revenue by the Local Councils? In deed there are certain issues which determine the effectiveness or otherwise of revenue generation. These issues involve both revenue base, revenue capacity as well as effort to generate. However, central to these issues, is the viability of the source of local revenue, which is very low to most of the local revenue for the Local Governments. Such that the most viable sources are statutorily assigned to state and Federal Governments.

Based on the foregoing, one can appreciate that though the provision of funds is very essential to the survival of an organisation, such is how ever seen as means for the realisation of organisational goals and objectives. The means can only be useful when they are prudently and effectively utilised, and this depends on the management strategies practically employed to pursue the means. In effect, therefore both the availability of funds and effective management should complement each other, if organisational goals and objectives are to be realised. This study is justified in realisation of the trend of efforts made to envolve up a Local Government system capable of responding favourably to the challenges of development in our localities,. But despite all these efforts the performance of the local Governments has been perceivably low, considering the living standard of the people in the localities. This study is therefore to establish the extend of local government performance and the reasons that account for low performance of Local Government in the development process.

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## 1.2 Statement of the Problem

For decades, there have been series of modifications in Local Governments administration, being effected to enable Local Governments in Nigeria perform effectively in the discharge of their assigned functions. We have witnessed the 1976 Local Government Reform, and in deed the application of the Presidential System to Local Government, all directed towards widening the horizon of Local Government as a tier of Government, through devolving more functions and power with enough funds to it. All these are made to enable the Local Governments ensure social and economic progress of their respective localities. However, upon all these efforts, the level of Local Government performance, is still not satisfactory, if one considers the rate of socio-economic development of our rural areas. Why?

The inability of local Governments to perform up to expectation, has therefore been substantially due to the neglect of certain issues which are of fundamental importance to the performance of the Local Governments in carrying out their role in national Development. The issues are all centered on leadership qualities expected to be exhibited by top local Government officials towards harnessing and maximum utilisation of resources for an effective delivery of socio-economic services at the Localities.

There have been more and more funds allocated and disbursed to the local councils. However, the impact of such availability of funds, is still not appreciable, as most of the localities are still lacking essential amenities for their socio-economic well-being.

At this juncture, one can therefore think that the major problem of Nigerian Local Governments is that of MANAGEMENT. Government policy should therefore tailor

Local Government's operations towards maximum exploitation and proper utilisation of resources for an ideal socio-economic progress of Nigerian Localities. Furthermore, this based on the availability of leadership qualities capable of managing resources frudently, for the much desired rural development for a balanced development between rural and urban areas.

Experiences have shown that a lot of policies meant to improve Local Government performance, have not been effectively implemented. This therefore suggests that policies are themselves not an end but means to an end, and the workability of the means, depends on the strategies employed to pursue them. In effect, the strategies worked out in pursuing the means, have proved ineffective and therefore the local Government performance in National Development, has been below expectation.

Based on the foregoing, the problem of this research is:- What has been the developmental effort of Dambatta Local Government Between 1987-1991, and what problems has it encountered in trying to provide services to the people?

## 1.3 . Objectives of Study

This study is borne out of realising the fact that Local Governments have a very important role to play in National Development and therefore the need to find out the extent to which they have been able to perform such role.

In pursuance of the above, the objectives of this study are as follows:-

a) To assess the performance of Dambatta Local Government with a view to finding out whether or not it has been able to contribute significantly to the development process;

b) To identify the problems hindering the performance of Dambatta

Local Government.

c) To recommend ways for improvements.

## 1.4 Scope of Study:

This study pays particular attention to the performance of Dambatta Local Government in Kano state, for a period of five years (1987-1991).

Bearing in mind the nature of the topic for the study, reference is made to the 1976 Local Government Reforms, for which Dambatta Local Government was one of the pioneer Local Government to have implemented its provisions.

However, after the implementation of the 1976 Local Government reform, there were lots of complaints of insufficiency of funds and this gave rise to a lot of modifications in terms of more funds to Local Governments to enable them improve.

Dambatta Local Government has been chosen as the subject of the study because this will offer the author enough opportunities to study and make lots of comparison and inference as one of the pioneer Local Governments to have implemented the first national reform (the 1976 Local Government Reform).

Furthermore, being the working place and home Local Government of the author, he would have an easy chance of going through records that are relevant to this study and this would greatly facilitate the conduct of the study.

The period 1987-1991 has been chosen because it was during the time that a lot of efforts were being made to consolidate the gains of the 1976 Local Government Reform- the first of its kind in the country. During the time issues such as the creation of more Local Governments and increases of the statutory allocation to Local Government were addressed with a view to making Local Government


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responsive to the challenges of development. As such, this trend of development ushered in additional dimension to the status of Local Governments. This therefore offers us an opportunity to start thinking that the reason for the inability of the Local Governments to perform up to expectation transcends the conception of lack of funds hitherto complained, especially in the 70s and early 80s

## 1.5 Hypothesis

The inability of Local Government to properly manage the lean resources available to it, has been responsible for its low performance in socio-economic and political development.

This study holds the view that the performance of the Local Governments, is generally low because they have not been able to manage their available resources properly. Thus, the belief is that an appreciable level of Local Government performance is realised if available resources are properly managed by a Local Government. As such high level of performance depends on proper management of available resources. Technically therefore, we can identify 'the inability of Local government to properly manage the lean resources available to it', as the independent variable and its low performance in socio-economic and political development' as the dependent variable .

## 1.6 Definition of Concepts

The major concepts defined are: National Development, Management, resources, performance, socio - economic development, and political development.

### 1.6.1. National Development

The term national development simply connotes the rate of progressive growth of a nation in ensuring health and qualitative educational system; stable and buoyant economy; well fed population; individual freedom and liberty; food security; respect and recognition from other nations; available and affordable essential goods and services high GDP (Gross Domestic Product) and income per capita ; stable political system as well as viable employment opportunities. In pursuance of this, a planning exercise is carried out through which a document called national development plan is prepare to shape and guide decisions and actions in the process of development.

Looking at the above the task of national development is quite enormous and highly sensitive. Therefore, it calls for sharing of responsibilities and functions among public and private sectors organizations for one and all to contribute in this onerous task of development.

For the purpose of this work, our focus is on national development as it concerns local government. For this therefore, we should bear in mind that local government has been identified that is can be an effective provider of socio-economic services to the people and therefore it has been recognized as suitable for taking part in the process national development. Hence, its contribution to the national development can be in the following forms:-

a. Political integration/Nation building which will include:

I. Posturing unity through creating an opportunity for political participation.

ii. Training in citizenship and political leadership.

iii. Promotion of accountable governance.

iv. Promotion of claim-making on central government.

b. Social development which will include:

I. Promotion of primary health care services in the localities through the provision of health clinics, dispensaries and health posts.

ii. Provision of primary and adult education.

iii. Provision of drinking water in the localities through the making available of open wells, hand pumps and boreholes

iv. Promotion of community development by mobilizing people to form viable self help groups for carrying out meaningful development projects.

c. Economic development in forms of:-

I. Promotion of agricultural production through the provision of extension services, improved seeds, fertilizer and related inputs to farmers in the localities.

ii. Provision and maintenance of roads, culverts and drainage, particularly the rural roads for the facilitation of transportation of people and agricultural products in the localities.

iii. Promotion of co-operative societies to stimulate investment and the development of small and medium scale industries in the rural areas.

iv. Promotion of commercial activities through the provision of essential facilities such as market stalls, lock up shops etc.

v. Provision of facilities and services for livestock productions

### 1.6.2 Management

Management can be defined as the co - ordination of all resources through the process of planning, organizing and controlling, in order to achieve stated objectives. As such management is accomplished by systematized and rationalized activities which are undertaken to set goals and to pursue the set goals to their logical conclusion.

For the purpose of this study, management means the ability of a Local Government to carefully utilise resources both human, material and financial so that it will be able to make an effective delivery of services to the people.

For our convenience, management in the Local Government involves planning, organising and controlling of Local Governments' operations so that the available resources can be judiciously utilised for the upliftment of socio - economic and political wel - being of the people. For this reason therefore, planning in Local government should seek to:-

1) identify the needs and problems of the people

2) Identify the resources in forms of:-

a) Human resources which should include:-

   i) Manpower: its quality and appropriateness to Local Government requirement;

   ii) People's knowledge, initiatives and enthusiasm in participating in their own development.

b) Material resources in terms of:

   i) Agricultural production and potentials: such as cultivable land that

remained uncultivated, including agricultural produce that are not properly utilised.

c) Financial resources in terms of:

I) Revenue generation, determining the percentage of Local revenue to the total, and that of Federal Grant to the total,

ii) The prioritizing expenditures to what projects and programmes aimed at maximizing socio - economic progress;

3) Evolve strategies appropriate for maximum utilization of the identified resources through:-

a) Utilising available financial resources for:-

i) The provision of services most needed by the people:

ii) The establishment of viable economic ventures which will have multiplier effects' in-

- bringing more revenue to the Local Government.
- Bringing more employment opportunity to the people
- Above all, in producing items or services essentially required by the people.

b) Staff Placement - right persons at the right places to operate positively towards realising organisational goals and objectives.

c) Work out effective strategies aimed at moblising people to participate actively in their own development. The strategies should be 'people oriented', in fact, total involvement of people in their own development. The orientation should be vigorously pursued through:-

I) properly organised adult education classes;

ii) careful explanations by village - level workers in the event of mobilising people to carry to out self help programmes and projects.

iii) community and religious leaders should be involved in enlightening the people.

Having planned all these, the Local Government should try as much as possible in seeing that all its operations move in strict compliance with the planned and organised actions and this is termed as 'controlling.

### 1.6.3 Resources

Resources are defined as community elements, existing to bear community problems. Thus, they facilitate the production of goods and services relevant for the socio - economic and political progress of the people. Things such as money, knowledge, administrative skill, private sector, associations, political popularity and constituent organisations are all resources.

For the purpose of this study, resources are public elements that are joined together and utilised for the production of public goods and services , so that the socio economic and political well-being of the greatest number of people can be maximized.

This study therefore perceives resources in three categories namely:-

a) Financial resources: specifically, financial resources here refer to statutory financial allocations to the Local Government in forms of state/federal Government Grants, as well as revenue generated internally

from Local sources.

b) Human resources: these involve

I) Manpower of the Local Government who are directly involved in the implementation process of Local Government policies, projects and programmes for the realisation of its goals and objectives:

ii) The inhabitant i.e the people of the area who constitute the peasant farmers, the artisans, politicians, and associations such as the Self - help groups, co - operative societies, political parties and other groups, whose individual and collective cooperation should be mobilised for their much needed active participation in their own development. This study refers to such kind of activities as 'people participation' or ' people involvement' which is very fundamental to Local Government existence.

c) Material resources: these include natural resources in forms of:-

i) Agricultural produce which form the major raw materials for the sourcing of industries, especially the small scale ones in the rural areas.

ii) Natural resources - such as rocks, laterite, clay e.t.c. which are essential potentials for the production of pots and other ceramic products as well as building materials.

### 1.6.4 Performance

The word 'performance' can be defined as a noticeable action or set of actions made to achieve certain designed goals and objectives. In the like


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manner, a Local Government exists to achieve its set goals and objectives through performing its assigned functions. In effect therefore, the noticeable actions made by it (the Local Government) in the event of accomplishing its functions, is what is referred to as 'Local Government performance'. In other words, a Local government performance refers to the outcomes of actions of the Local Government or the results of its operations as a public sector organisation.

To realise promoting the idea of democracy at the grassroots level while providing socio - economic services to the people, certain specific functions are to be performed by the Local Governments.

For the purpose of this study the term LOCAL GOVERNMENT PERFORMANCE is conceived as the ability of a Local Government to:

a) Provide socio - economic services and facilities such as primary education health services, roads, water, market stalls, agricultural services e.t.c

b) Generate revenue internally for the enhancement of the delivery of services to the people.

c) Mobilise people to be politically conscious and participate actively in their own development through community development.

### 1.6.5 Socio - Economic Development.

The purpose of national development is to bring about some qualitative improvements in the standard of living of the citizens by promoting industrialisation; agricultural development; the construction of roads and other


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transport facilities; and the availability of basic social and Welfare services like health, education and housing to the entire citizens. Hence, the justification for the dimensional classification of national development into socio - economic and political development.

Socio - economic can therefore be defined as a situation whereby a favorable change in the living standard of people is taken place as a result of the provision of services and facilities such as water, health care, education, development of agriculture, roads, industrial and commercial development. It is however, the belief of this study that socio - economic development is brought about when available resources (human, material and financial) are efficiently utilised.

For the purpose of this study, we can say that socio - economic development is taking place when the following are available in our localities:-

i) good drinking water;
ii) better housing;
iii) good quality food;
iv) better health care
v) good quality education;
vi) good all - seasons - roads for transporting people and farm produce;
vii) an efficient marketing system established through the setting up of cottage industries, farmers cooperative societies and small industrial co -operative societies

Provisions (i - vii) listed above indicate the level of socio - economic

development in the localities for which an appreciable level can only be realised when available resources are utilised efficiently.

### 1.6.6 Political Development:

Political development is realised when democratic principles are practicalised and maintained in the conduct of public affairs. As such in our situation, political development refers to four challenges, namely authority (control), unity, participation and distribution that are faced by both federal, state and local governments in the process of change. There are certain values such as cooperation, mutual understanding and respect, equity, freedom, dedication, hardwork, obedience, sense of human feeling and belonging, fair - play, justice, responsibility, accountability, acceptability, sincerity, uprightness e.t.c. which should be struggled for, upheld and defended for the sustenance of a viable political system in order to bring about political development.

This work tends to emphasis on the challenges of authority (control) and participation as central issues expected to be addressed by the Local Governments in ensuring political development within the context of Local Governance to mean the outcomes of the ability of a Local Government to exercise control, so that its effective existence can be justified, and to involve people to participate actively in influencing decisions which affect their lives. As such Local Governments should maintain a viable system of democracy at their respective localities through popular participation, whereby self expression, self determination and self reliance are given recognition and are allowed to be the basic on which Local Government activities are conducted.

## 1.7 Method of Data Collection:

The following means were used in securing the data relevant to the study:

1) Interviewing: Interview was conducted with both staff and non-staff of Dambatta Local Government with a view to acquiring information which shed more light on the operations of the Local Government, thereby clarifying the data gotten from some relevant documents of the Local Government. For this purpose some staff of the Local Government, notably - the Local Government Secretary, heads of Departments and some sectional heads were interviewed. Whereas, in attempt to hold interview with non-staff of the Local Government, twenty inhabitants of the Local Government area were interviewed. These 20 people were selected from 10 random ly selected Villages of the 50 villages in the area. Similarly, in the event of inspecting some of the projects executed by the Local Government and those executed communally by self-help groups, interview was held with some inhabitants of the places and this helped alot in acquiring more information on such projects.

2) Observation: inspection of some projects executed by the Local Government and the communities, was undertaken. Projects inspected include boreholes, open wells, health posts, feeder roads, culvert, drainage, market stalls, Islamiyya Schools etc. For this reason, out of the 50 villages in the area, 10 were randomly selected for the inspection visits. These include: Dambatta town, Gwarabjawa, Sansan, Fagwalawa , Ruwantsa, Makoda, Koguna, Ajumawa, Yammawa and Dukawa. In fact all these places were visited and projects sited

there were inspected.

3) Written sources: The following written sources were used as well:-

a) Printed/published materials such as text books, seminar/workshop papers, journals were used in securing ideas related to the study, especially when composing a review of related literature and theoretical framework for the study.

b) Local Governments documents -files, copies of annual estimates and other treasury books of accounts such as abstracts on revenue and expenditure were studied and relevant information there in was extracted. Relevant files containing information on the process/activities of the local Government were consulted where data in respect of the services rendered by the Local Government in the areas of water-supply, health, education, infrastractural facilities and community development was gotten. Similarly, files containing progress reports of the Local Government, were consulted with a view to acquiring more information on the operations of the Local Government during the period of study. Copies of the annual estimates of the Local Government for the years 1987 - 1991 were studied through which data on the estimated revenue and expenditure of the Local Government was secured. In the same vein, the annual accounts of the Local government for the period 1987 - 1991 were studied where data pertaining to the actual revenue and expenditure of the Local Government during the period under study was collected and analysed.

Specifically some of the data collected include the followings:

I. Estimated and the actual expenditure :- recurrent and capital together with a comparison on them.

ii. internal and external sources including the extent of their generation together with comparison of them.

iii. Estimated and actual revenue.

iv. Staff strength of the Local Government, taking into account the cadres and their relevance to the requirement of Local Government services.

v. Numbers of self help groups in the area and number of projects executed by them

vi. Amount of assistance extended to the self help groups by the local government

vii. Types of material resources available in the area

viii. Number and types of industries available in the area

ix. Numbers and types of other commercial undertakings available in the area.

## 1.8 Method of Analyzing the Data.

Bearing in mind the objectives of this research the data collected, was collated and a analyzed. As such the followings ways were followed in making the analysis

i. In determine the performance of the local Government in the area of internal revenue generation, internally generated revenue was compared with statutory allocation. Furthermore, percentage of each to the total revenue was also calculated in a bid to aid factual explanation .

ii. In the determining the performance of the local government in the field of provision of capital projects the information on total expenditures of the local government was considered under the classification of total expenditures into recurrent and capital. Figures on each of them were appropriately calculated and tabulated. Then, comparisons were made between capital and recurrent expenditures. The use of percentages was also employed to analyse the collected and collated figures on the expenditures. Furthermore, the types of the executed capital projects classified in economic, social, environmental and administrative sectors together with their corresponding locations aided the analysis

iii. In determining the level of people mobilization, both information on number of self help groups, number of projects executed by the self help groups and estimated costs of the projects were determined. To aid analysis, the information was appropriately tabulated and the percentages were calculated which supported analytical explanation.

## CHAPTER TWO

## LITERATURE REVIEW AND THEORETICAL FRAMEWORK

### 2.1 Literature Review:

This work realises that it is pertinent to examine some ideas, views and experiences of some scholars, researchers and policy makers as expressed in their works, newspapers, journals, seminars and workshops papers as well as policy documents, relating to the subject matter of the study.

Our contention is that for a Local Government to contribute meaningfully in the process of national development, appropriate management strategies should have to be worked out and implemented to ensure maximum utilisation of available resources, for an improved delivery of services at both urban and rural areas so that a balanced development can be achieved.

For an appropriate review, the following questions should be addressed.

- What is the justification for Local Government participation in development process?
- Of what significance is people's participation to Local Government performance?
- Why is it that, the performance of Nigerian Local Governments in the development process, is low?

Similarly, in attempt to answer the above stated questions, a deduction of the following statements can be made out of the questions to form the basic of our review of related literature.

- The justification for Local Government participation in Developmental

process.

- People's participation as a catalyst to Local Government performance.
- Appropriate Management practices and development processes in the Local Government.

### 2.1.1 The justification for Local Government participation in Developmental process:-

Prior to recognizing Local Government as the third tier, the responsibility of carrying out developmental activities was substantially vested on regional/State and Federal governments, leaving Local authorities mainly facilitating the maintenance of law and order in their respective areas. However, with the evolution of the 1976 Local Government Reform, Local Government attained its legitimate existence as the third tier and this formed the genesis for the realisation that Local Governance would be an effective means for rapid socio-economic progress of the people, in view of the fact that it is a tier nearest to the people. This has been manifested in the forwarding remarks of the Guidelines for the 1976 Local Government Reform when the then Chief of Staff Supreme Headquarters (Brigadier Shehu Musa "Yar'adua) pointed out:

> The Federal Military Government believes that it is only through an effective Local Government system that human and material resources could be mobilised for Local development. Such mobilisation implies more intimate communication between the governed and the governor. But above all, these reforms are intended to entrust political responsibility to where it is most crucial and most beneficial, that is to the people.

Having a critical look through the foregoing, bearing in mind the desire to mobilise resources, if development is to be realised in an appreciable level, one will certainly be convinced that an effective Local Government system will guarantee socio-economic and political progress in our localities.

Similarly, the people i.e the Governed should be treated as 'partners in progress", so that their much desired maximum co-operation can be attained. They should be fully intimated on the activities of Local Government as such activities will invariably have an impact on their life and such efforts should at best maximise their welfare.

The reform document can be seen as written mandate enabling the Local Government to partake in developmental process, and hence the reason for its need to contribute in national development.

For instance, 'Yar'adua mentioned'..... an effective Local Government system that human and material resources could be mobilised.....'. Even though there has been every justification for the Local Government participation in national development, but our system is still not effective enough in mobilising resources for the enhancement of Local Development and hence Local Government performance in development process is low. He also pointed out that such 'mobilisation implies more intimate communication between the Governed and the Governor'. In other words, mobilisation means that people should be fully involved in the operations of the Local Government, so that their maximum co-operation can be attained. However, all these statements were expressed and left on pages not practicalised to the later, as the required intimacy between the people and the Local Government is yet to be established in a significant scale.

Time and effort ought to be spent to develop good relationship between the people and the Local Government so that they will feel free to express their problems and needs, as well as be very willing to exhibit their initiatives, effort and knowledge for the enhancement of their own development. In order to make people become intimated with the operations of Local government, a properly planned enlightment campaigns have to be vigourously pursued, and this should incoporate mass literacy programme. This is very desirable as Ursula K. Hicks points out: "*Generally speaking before any substantial change can be introduced much patient* explanation at village level is required"[2].

Patient explanation here entails taking all possible means to make people acquainted with the purpose of Local Governance.

Local development involves the improvement of living standard of the people in the localities, through the provision of socio-economic services to the people. This is in view of the fact that many people reside in the rural areas, and if national development. is to be fully achieved, pursuing Local development is inevitable. As such Local Government being nearer to the people, should diversify efforts towards Local development. This is why it has emphatically mentioned in the 1976 Local Government Reform, when one of the aims states: "To mobilise human and material resources through the involvement of members of the public in their local development"[3].

Development strategies and programmes are becoming more and more concern with motivating community participation in development process, and local Government being nearer to the people, has been identified as a suitable agent that could encourage such participation, hence the justification for its involvement

in development process. This is because its nearness to the people offers it access to information on people and thereby using same in respect to services locations, as well as easier to harness people's knowledge, initiatives and enthusiasm for the facilitation of service delivery.

In furtherance of realising the desire for Local Government's participation in developmental process, Olowu D. has identified some potential roles of Local Government in national development which include:-

1) helping to inculcate in people positive citizenship, attitudes such as consideration, self-control, community responsibility and identity;

2) providing basic community services which both improve the quality of people's lives and enable the community to generate and attract economic activities, and

3) helping people, especially in rural areas, to organise themselves for the mobilization and effective management of community resources and Central government programmes, respectively[4].

Studying the above itemized potential roles of Local Government in national development, as suggested by Olowu, one can comment that the roles have certainly cut across the dimensional classification of national development into socio-economic and political development. This identification clarifies the need for the Local Government participation in the process of development. However, no matter the enormity and richness of the potentialities in our available resources, if effective management is almost absolutely lacking the workability of the potentials towards the desired development will certainly be impossible

In its continued determination to justify the participation of Local government in

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national development, the Federal Government incorporated programmes and projects of the Local Government into national development plan. Thus, Local Government's programmes and projects were first included in the fourth National Development Plan when the Federal government noted that:- the surest way to get to the grassroots through planning is via the Local Government authorities.[5]

Local Government being a tier nearest to the people, can certainly be the most veritable means for entrenching the feeling of national consciousness in people which is fundamental to national development. The projects executed by Local Government have in addition to pestering socio-economic progress, will as well be relevant to the psychological growth of individual citizens as Ursula K. Hicks observes:

> What counts more than anything else with the ordinary citizen is to see some tangible result of his tax contribution in which he can take a personal interest, be it a new market, school, dispensary, or an all weather road linking his village with other world.[6]

This means that an effective provision of socio-economic services to the people helps greatly in increasing the feeling of civic consciousness which will invariably encourage the desire to co-operate either by taxation and/ or by voluntary efforts through an active participation in meaningful self-help projects.

Most scholars view Local Government as an agent of development, because the provision of goods and services are the necessary requirements for sustainable development which can best be made by the Local Government. it is based on this A.D. Yahaya asserts:- "Such a purpose of Local Government can be more meaningfully understood if analysed from two basic objectives of Local Government. These are the political and administrative objectives of Local

Government"[7].

According to him the political objective attempts to ensure the sustainance of viable democracy at the local level, which is generally accepted to operate if an opportunity for popular participation is granted in the Local Government system, or if self expresssion, self determination and self relience are given recognition are allowed to be the basis on which Local Government activities are conducted.[8]

Whereas, the administrative objective of Local Government is geared towards enhancing the performance of Local Government in the discharge of its statutorily assigned functions.

Local Government being a product of decentralization is seen as an institution that can bring about an accelerated economic and social development. Hence, the justification for the Local Government's participation in development process. It is in line with this that Tony A.Edoh suggested some ways through which Local Government represents a substantial saving in cost of the administration of change in the Society, as follows:-

1) System frees national executives from onerous and detailed involvements even in the smallest project leaving them time to plan for bigger and more critical national projects;
2) It generates additional needed resources through the efficient collections of taxations and local rates.
3) Such authorities directly plan and execute their own development and community welfare projects which would have taken a long time to mate rialize were they to wait for the demands-burdened central government.
4) Because funds are used for projects needed and identified by the people at the grassroots themselves decentralisation makes for more rational

approach to the commitments of scarce resources; and

5) The system facilities the co-ordination of various nation technical services at the Local level and thereby enhances their effectiveness.[9]

Owing to above, there is a need for an adaptive and flexible administration that can favourably and easily respond to the particular unique needs of the locality, that is development administration, Tony suggested.

### 2.1.2 People's Participation as Catalyst To Local Government Performance.

Most literature on Local government administration, including policy documents emphasize on the need for the involvement of people in the activities of the Local Governments because such activities ought to improve people's well-being, and hence they (the activities of the Local Government) could be better pursued when the people participate actively.

Scholars have identified people's participation as a means of speeding up changes in the Society as it results in better decisions, when the people are provided with facts and necessary support. As such people's participation can be seen as useful learning experience that provides motivating forces required in carrying out meaningful programmes and projects.

Local development is fundamental to Local Government existence, because much of its performance is centred on the people and their well-being. In view of this, therefore their active participation is very imperative. People's participation in Local Government brings about local development as Alex Gboyega aptly asserts:-

> Citizen participation inculcates in individuals interest in activities which enhance the quality of their existence. It raises the individual's confidence in Government is nurt red by participation without which they either fail to understand or sympathize with government.[10]

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Furthermore, some scholars have viewed people's participation to also include their involvement in planning and implementation stages, as such involvement will go a long way in taking care of local constraints and the complexity of the local situation.

Bruner has emphasized the importance of involving people in the development of their localities. In his survey of literature, he concludes that:

> there is practically unanimous agreement in all studies that maximum involvement of potential and actual constitutes in programme building procedures the best result.[11]

Considering the foregoing it will be right if we say people's participation is a catalyst to Local Government performance, because an effective participation of people in the activities of Local Government will bring about the following achievements which invariably mean the realisation of Local Government's objectives.

a) Through the legitimate people's representatives (democratically elected offials) decisions in the Local Government are influenced by the people's inter ests, as their problems, needs and suggestions form the policy agenda of Local Government, which is aimed at improving their well-being.

b) People's participation also involves the mobilization of people to participate in self-help efforts. Such that if people are mobilsed properly, they will be motivated and their participation will be high, consequent upon which is the establishment of many meaningful projects undertaken communally and this will go a long way in maximizing the welfare of the people.

c) In pursuance of b) above, Local Government saves cost and this means an increased opportunity to pursue more programmes and projects for the improvement of the socio-economic well-being of the localities.

In fact people's participation helps a lot in making the Local government improve its performance which is primarily concerned with the up liftment of living standard of people in the localities.

It is pertinent to suggest that all possible efforts should be made to make people participate actively in the activities of Local Government, as this will certainly go a long way in improving the performance of the Local Governments.

It is hard to talk about Local governance in isolation of rural development, because there are a lot of people residing in the rural areas. Therefore the need for the provision of infrastructural facilities and services for their improvement of living standard of the people. The process of rural development requires the understanding, interest and active participation of the rural dwellers. This equally requires appropriate programme to educate the people. It is in realisation of this, that many scholars hold the view that the people should be enlightened through mass literacy programmes. However, there should be a considerable review of the programmes to transcend reading, writing and the acquisition of numeric skills, as Kayode Ajayi aptly suggests:-

> Thus, mass literacy programmes should not only promote the writing, reading and numeric skills of the beneficiaries, the contents of such programmes should also be such that will enhance the knowledge of the individual with regard to his/her environment, understanding of the structure and functions of Government at Federal, State and Local levels. as well as the features, and interrelatedness of the local organizations in his/her immediate environment.[12]

Above means that the programmes should be capable of arousing the consciousness of the people, especially rural dwellers and help them to understand the rural social structure, so that they will be able to participate actively in the process.

### 2.1.3 Appropriate Management Practices and Development Processes in the Local Government.

It has been the belief of most people that Local Governments in this country, have not been able to manage resources properly due to the lack of appropriate management strategies, as such their contribution to the developmental process, has been low. This is in line with Halidu's assertion on the management of resources by the public sector organizations where he points:

> A well organized and properly co-coordinated resources mobilization system is without doubt the basic requirement in the path to attaining sustained growth and socio-economic development in any society. Equally important within the development process is the management (allocation and utilization) of the harnessed resources.[13]

In view of the above, we are made to realise that management at the Local Government level involves the allocation and utilisation of both financial, human and material resources in providing socio-economic services to the people.

Our concern at the moment, is how and why the existing management strategies at the Local Government, have proved incapable in making the Local Government to manage resources effectively?

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Local Governments receive revenues in form of federal grants and locally generated revenue, which are supposed to be utilised in making them to achieve their set objectives of improving the socio-economic wel-being of the people. In doing so, there is the need to allocate and utilise funds available. This exercise is done through a budgetary; system, evolving up a tool for the management and control of Local Government financial resources. It is in realisation of the

usefulness of budget that Halidu States: "..... if properly organised, the budget could constitute a strong tool for the management of Local Government finances"[14].

However, the Local Government budget in this country has not withessed some significant changes, in making it effective enough to cope with the challenges of development facing the Local Governments. The management and control of finances in the Local Government, is still being informed by the provisions of the Financial Memorandum (F.M) which Halidu comments as:...one of the legacies of our colonial experiences which 'has refused' change to reflect the realities of the requirements of an independent nation vigorously pursuing developmental objectives[15].

Halidu identifies the following reasons as responsible for the ineffectiveness of Local Government budgets to make the Local Governments respond favourably to the developmental challenges.

1. The nature of Local government expenditure for which huge sum of annual revenue is being allocated to satisfying recurrent expenditures, mainly consisted of personal emolument and other charges.
2. The monopoly exercised by the F.M., in dictating the procedures which guide all aspects of financial administration in the Local Governments. Such that, the drawing up of a Local Government estimate, has to conform with the provisions of the F.M., thereby restricting the Local Government annual estimate to be nothing but a mere compilation of appropriated figures designed only to facilititate the control of expenditure.

3. The tendency of making budgetary exercise in the Local Government as a 'treasury centred' with an over-emphasis on the treasurer, considering his role in budget formulation, preparation and approval. Infact the tasks envisaged in a budgetary exercise, are quite enormous, and the result of which instead of the treasurer drawing up a budget, he invariably ends up compiling figures pertaining to specified revenue and expenditure.

4. The control which the state Government tends to exercise over Local Government finances, seems more than required, thereby imposing barriers to Local Government's ability to manage its funds.

In fact the reasons itemised above constitute some of the major barriers to the Local Government's ability to manage its financial resources properly. Unless appropriate administrative arrangements are worked out and effected with a view to eliminating the barriers, Local Government will continue to be incapable to manage its financial resources, and consequently its performance in development process will remain low. However, putting in place a well articulated and Co-ordinated system for control and management.[16] of finances in the Local Governments will certainly usher in a sound financial discipline the consequence of which will be an improved performance of the Local Governments, making their contributions to the developmental process to be much more significant.

The notion of the 'Treasury Centred' approach to budgetting[17] should hence-forth be replaced by an idea of setting up an organised budget and planning unit to handle the task. The unit will also facilitate in compiling the much required micro-economic data to aid planning and decision-making.

It is along similar thought that Ursula Hicks points out; Unless the money is well

spent the taxpayers cannot be expected to continue their willingness to contribute, but it will not be well spent unless the staff to organize the spending, and organize it efficiently is there.[18]

Thus, such arrangements of redirecting the Local Government's fiscal operations to a more viable performance, should as well involve the development of knowledge; skills; and spirit of dedication, honesty and hardwork in the Local Government staff for an efficient productivity. This is very desirable if resources are to be harnessed and utilised maximunly.

Many Scholars have viewed planning exercise as an essential part of management strategies, which facilitate greatly in realizing organizational goals and objectives. In the present economic situation, characterized by turbulence and uncertainties, more concerted effort towards planning exercise in all public sector organizations, is very desirable.

For instance, F.C. Nze has observed that the environments of Nigerian public sector organizations, including the Local Governments are becoming more and more turbulent, dramatised by the following trend and events:

> .....declining financial resources (as a result of declining federal revenue from petroleum) declining industrial and agricultural production, growing unemployment (rural and urban),population pressures, rural - urban migration, inflation, urban and rural squalor, inadequate rural and urban water supply, inadequate health and educational facilities, poor rural roads and related infrastructures, the structural adjustment programme (SAP), increasing destitution, and natural disasters (erosion, drought and floods)$_{19}$oil pollution, desertification and deforestation among others.

Above, are all together termed as socio-economic environmental turbulence and uncertainties, which Nze points out:


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> do not call for a 'business as usual' approach to public sector planning, ut for a determination on the part of public sector managers to move more than ever before, think and act strategically.[20]

In essence, in an attenuated economy, for Local Government functionaries to be able to fulfil their mission of improving the living standard of people in the localities, there is the need for them to plan strategically. This, they do by identifying the needs and problems of the people through a process called 'stakeholders analysis'; identifying the lean resources available; and working out strategies to manage the identified issues. This determination will help them to develop a 'vision of success' for the Local Government, which will guide its operations towards maximising the welfare of the people, as a public sector organization.

A lot of reform measures have been made to improve Local Government administration in this Country. However, little or no effort was made to educate the people on such reform measures, emphasizing the essence of Local Governance, and this has been one of the factors responsible for low performance of Local Governments. As such an effort to educate the people on Local Government system should be part of the strategy to be pursued in improving the performance of Local Governments. As such some scholars noted that ".....the first strategy which will lead towards the realisation of the aims and goals of new reforms is educating every one to understand the totality of the system"[21].

Experts of development administration have been cautioning that resources should not be wasted, but should be utilised for sustainable development. This wise advice does not isolate Local Governments because they are endowed with

a lot of resources, which are yet to be harnessed at an appreciable level. Such that the Local Governments should appreciate the fact that they are abundantly endowed with resources and it is time for them to utilise them for the up-liftment of socio-economic well-being of the people.

Editing the 1976 Local Government reforms, some scholars highlighted certain constraints to the effective performance of the then Local authorities as:-

1) Limit of revenue resources;
2) Absence of loan able funds;
3) Inability to initiate and implement essential capital development projects due to lack of loan able funds.
4) Poor revenue collection resulting sometimes in late payment of staff Salaries;
5) Unnecessary delay in payments of grants due from central Government;
6) Non-viability of many local authorities especially those with small population.
7) Inability to meet the rising costs and increasing demands for improved ser vices;
8) Ineffective financial control and management generally due to poor and inadequate staffing.[22]

The issue of finance has, to some extent, been addressed as there have been increases and prompt disbursement of statutory grants to the Local Governments. What is yet to be exercised is the proper management of the funds

available. Related to this is the internal revenue, which most Local Governments have been unable to generate enough.

Manpower development is very crucial for an organizational survival, and indeed the realisation of its goals and objectives. However, this is an exercise which requires enough time and effort. Some efforts are being made in this direction, but still more is required to get enough qualified and dedicated personnel especially professionals such as engineers, doctors, nurses etc, to man the services of the Local Government in view of its increased responsibilities.

Furthermore, some scholars have viewed that the Local Government areas are blessed with many resources - such as many healthy and able young people, who are not fully mobilised, and other natural resources such as vast fertile land which has been remained unutilised. There are a lot of people with the potentials required for the execution of meaningful development projects, as such they should be mobilised to participate in self help projects.

It is along similar thought that Adejo Odoh has identified certain problems which contribute towards low performance of the Local Governments. The problems he termed as challenges of Local Governments, which include revenue generation, mass mobilization, development and intergovernmental relations.

He has observed that leadership in Local Government is not stable, the result of which a scrapping the system as it lacks consistency. He points out:

> The greatest instability in the political system has taken place at the Local level.Today. it may be an elected council, tomorrow a sole administrator, then management or caretaker committee.[23]

He pointed out that Local Governments have relented their efforts to generate enough revenue internally. Internal revenue is very crucial to Local

Government existence and all efforts to improve its collection are therefore very desirable and imperative.

He has mentioned that Local Governments have not mobilized human resources adequately, despite the fact that they are endowed with communities full of healthy and able people, who should better be mobilized for the improvement of living standard.

He observed that the delivery of services by the Local Governments is a point of great concern, because this has been subjected to inflated contracts for unviable projects that have little or no concern with improvement of the living standard of people in the localities. This aim at self enrichment to the detriment of public interest, which requres a sort of redirection on the part of the leadership to manage resources properly towards improving the welfare of the people.

He explained that another area where Local Governments have problems, is intergovernmental relations, in which instead of less control over them (the Local Governments), there has been much control with unnecessary interference by the State Government. This is often limiting the Local Government ability to pursue developmental projects. In fact, the ideal situation of inter-governmental relations should be that of less control and more evenue for consultations and co-operations, so that the two (Local and State Governments) exist as partners in progress.

## 2.2. Theoretical Framework:

As certain issues ought to have been taken into consideration when formulating policies so also some should be addressed for effective implementation

of the formulated policies. However, little attention is given to the conditions required for the realization of the effective implementation of policies in this country. Such that, most of the policies formulated are beautifully decumented, so much so that when the documents are read through, one appreciates their appropriateness as means of pestering socio-economic and political progress. Hence, the popular contention that implementation of policies, just comes automatically without taking into consideration certain pre-requisites for effective implementation. This is true with all the policies formulated towards making Local Government to be an effective provider of services to the people. However, they are ineffective, not because they are not suitable completely, but because less or no adequate care is given to their implementation. It is against this background that this study focuses attention on some of the theories propounded for effective implementation process, so that appropriate strategies can be pursued to enable Local Governments perform favourably.

A lot of theories have been propounded towards ensuring effective implementation of policies and programmes. However, for the sake of this study the ideas of Williams and Gittinger are referred. Thus, Williams asserts:

> In its most general form, an enquiry about implementation seeks to determine whether an organization can bring together men and materials in a cohesive organizational unit and motivate them in such a way as to carry out the organization's stated objectives.[24]

The focus of attention to Williams understanding of an effective implementation strategy is the idea that there should be cohesive organizational units that are deliberately designed towards realizing the set objectives of an organisation .

Similarly, Williams idea on organizational consideration has influenced the

works of Gittinger on rural development as he holds:-

> When the organizational and administrative aspects of a project are considered, not only are we concerned that eventually organizational and administrative problems will be overcome, but we must also make realistic assessment of how fast they will be overcome since the contribution of an investment to creating new wealth is very sensitive to delays in implementation.[25]

Therefore, appropriately designed organizational administrative procedures are the pre-requisites for an effective implementation strategy, which is capable of bringing about rapid socio-economic and rural transformation.

In discussing this model, the author employed some concepts which are discussed below:-

a) **Control:** To control is to ensure that all operations at all times are carried out in accordance with the standard formulated, with the orders given and the laid down principles. Willansky defined control as: the problem of getting work done and securing compliance with organizational rules .[26]

In essence therefore, a policy or programme implementation is said to have been effectively controlled when proper application of rules and regulations is ensured, proper utilisation of resources is ensured, and when proper direction or goals which the policy or programme is designed to accomplish are properly established.

b) **Delegation of authority**: This is a situation whereby an authority to act and decide is handed over to a point where information can be easily acquired, through which an organizational structure and personnel are developed in order to acquire an effective implementation of policy or programme.

c) **Communication:** This refers to a network through which an

information pertaining to the established standards, principles and objectives of a policy or programme, are adequately and clearly transmitted, and are fully understood by those individuals responsible for implementation. Such that they should be clearly stated and effectively disseminated so that those to implement can know what is expected of them and subsequently act appropriately towards the attainment of the set objectives.

d) **Compliance:** This is when subordinates accept and act in accordance with the directives of their superiors. As such without compliance to the rules, regulations and objectives to be achieved, those involved in the implementation will certainly perform below expectation.

e) **Participation:** This means taking part, involvement or becoming a party to a process. According to Schosser and Moten, participation is viewed as: "the involvement in the decision making affecting the political, social, economic and cultural lives of the participants"27 .

Thus, it is only when an individual is part of the planning process and he takes part as a person in the implementation that we can say he participates in decision-making. Therefore the participation by the population to be affected by a policy or programme is a necessary pre-condition for successful implementation.

f) **Co-ordination:** This is a process of making activities involved in a policy or programme implementation to properly relate each other toward their effective accomplishment for the achievement of the stated objectives of the policy or programme.

According to him, these concepts of control, compliance, delegation of authority, communication, participation and coordination are essential ingredients

for an effective implementation of policies and programmes.

### 2.3.1 Factors that Facilitate Implementation of Policy/Programme in Relation to Local Government Administration:

It would be recalled that the ideas of Williams and Gittinger are centered on organizational and administrative consideration for an effective implementation of policy and programme to be actualised. In essence this organizational consideration guarantees organizational survival which will ensure effective implementation of policy/programme for the achievement of organizational goals and objectives. For an organizational survival, and indeed, an effective implementation of policies and programmes to be attained, certain factors have to be taken into consideration and the factors have bearing on organizational consideration. These include clear and realistic objectives; availability of resources; good communication and enforcement activities; characteristics of implementing agencies; political and socio-economic conditions; and the disposition of implementors which are itemised and explained below in relation to Local Government administration.

a) **Clear and realistic objectives**; successful implementation requires that policy/programme objectives should be clearly stated to avoid misinterpretation by implementors, as the misinterpretation will lead to poor implementation, resulting to an inability to realise the objectives.

Our situation is that policies and programmes objectives designed for Local Government administration are often beautifully documented, but the absence of interest and determination in the implementors to internalize and appreciate the

contents of the objectives, has been the major problem. The implementors don't pay special attention towards the understanding of policy/programmes objectives, and hence even if the objectives are clearly stated there is the tendency of misinterpreting them and the result of which has been poor implementation.

b) **Policy resources**: these include human, material and financial resources which should be adequately provided to facilitate effective implementation.

Looking at the above in relation to the existing realities in our Local governments, one may tend to realise that:

I. For many years Local Governments in this country, have been lacking enough qualified personnel capable of implementing and executing policies and programmes designed for the much needed socio-economic progress in the localities. However, this will be overcomed through numerous training opportunities opened up for local Government employees, in addition to employing more qualified personnel into the Local government Services.

ii. Our localities are endowed with material and human resources suitable in aiding socio-economic progress. However, such resources are not adequately utilised by the Local Governments to facilitate the implementation of policies and programmes designed to improve Local Government performance. More strategic efforts are required to identify resources and utilise them accordingly. Inhabitants in our localities should be adequately mobiilised towards their progress.

iii. There has been continued effort towards making enough funds

available to Local government through increasing statutory financial allocation to the Local Governments,. However, the funds are not adequately managed, coupled by poor generation of Local revenue, all together making Local Governments incapable to meet up with the commitments financially required of them for effective implementation of polices and programmes:

c) **Communication and enforcement activities**: Both standards and objectives of a policy or programme should be clearly defined and communicated to implementers so that they can know precisely what is expected of them and thereby make the implementation process move towards the realisation of the stated objectives. However, this is a difficult and complex exercise which may a long the line of the implementation the implementing bodies may distort either intentionally or otherwise.

The situation of our Local Governments in this respect is that more effort is desperately required towards making Local Government employees understand the set standards and objectives meant to be accomplished by them as implementing agents.

d) **Characteristic of implementing agencies:** For an effective implementation to be realised, the agency, or department charged with such responsibility should possess the following charesteristics, itemised and explained:

i) **Adequate and competent staff:-**

There should be enough qualified manpower to properly inteprete the policy/programme content, mobilise necessary resources for implementation; translate inputs into output and thereafter relate performance of the programme

against the stated objectives, if successful implementation is to be realised.

Relating this to the situation of our Local Governments, one may advance a deduction that the Local Governments, are yet to have enough qualified manpower capable of making the tasks outlined above. Hence, implementation exercise in our Local Governments is incapacited.

ii) **Control of lower units by higher units:-** This refers to a situation in which subordinates always comply with directives from their superiors so that the activities of the units are conducted in consonance with rules and regulations stipulated.

In fact it appears that discipline in our Local Government personnel is low as instructions given to facilitate operations are often not adequately adhered to. This is a result of many factors, including the inability of the superiors to lead by example and lack of determination in the subordinates to work towards realising organizational objectives. It is only when the superiors are ready to lead by example and ensure proper monitoring of the activities of the subordinates that the implementation process can be enhanced.

iii) **Political support for the policy/programme:** An agency requires political support from the elected officials (representatives of the people) for effective implementation of its policies and programmes.

Our Local Government system has been characterised by inconsistency and instability-today it is caretaker committees tomorrow it may elected councils, as such under such a trend the much required political support is often lacking, and consequently implementation process is adversely affected.

iv) **Staff moral:** For an agency to get its policy and programme to be

effectively implemented the existence of staff morale is desirable. Therefore Staff morale should be boosted by involving subordinates in policy decisions and providing certain motives to the them.

e) **Economic, Social and political conditions:** For successful implementation of a policy/programmes both economic, social and political conditions and should have to be taken into consideration. Such that the extent of the availability of resource, the nature of public opinion and its relationship with the policy, the extent to which elites favour or oppose the implementation of policy/programme, the extent to which private interest groups are mobilised in support of the programme, and whether or not the policy/programme is opposed to beliefs and culture of the people.

Our localities are blessed with vast resources - both human and material. However, it appears that little or no effort has been made to identify and utilise such resources. Typical example of this is the inability of Local Governments to utilise vast uncultivated fertile land to boast agricultural production as well as low rate of mobilising people to participate actively in their own development.

f) **The Disposition of implementors:** The staff as the implementors of a policy or programme, have certain personal values or selfish interest which either beneficially or detrimentally affect the implementation process and therefore this is an important aspect to be taken into consideration. However, policy/programme formulators often give little consideration to the psychology of implementors, which has a great influence over the process of implementation.

It has also been held that some employees of the Local Governments do alter the requirements of policies and programmes to involve their personal interests in the

event of implementation, consequent upon which the result of implementation does not conform with the anticipated formulation.

It is therefore very essential that the disposition of implementors is considerably taken care of, when designing a policy or programme, so that it will not have a negative influence of the intent of the policy or programme in the event of implementation.

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## CHAPTER THREE

## HISTORICAL DEVELOPMENT OF DAMBATTA LOCAL GOVERNMENT

### 3.1 Dambatta as a Local Government

Dambatta Local Government is located between latitude $12^0$ 25 N and longitude $8^0$ 31 E. Dambatta town, the headquarters of Dambatta Local Government is 56km North of Kano. The Local Government is bounded by Kazaure and Roni local governments (Jigawa State ) to the north, Babura Local government (Jigawa state) to the east; Minjibir Local Government (Kano State) to the south; and Bichi and Tsanyawa Local Governments (Kano State) to the west.

Dambatta is located on a plain and grassy land, and the area is covered by green grass during the rainy season, with streams and rivers such as Tukurwa and Thomas rivers. The area has a tropical savannah climate with distinct wet and dry seasons.

The mean annual temperature of the area is about $25.55^0$ C. During the rainy season, from December to February, the temperature sometimes falls as low as $10^0$ c. Whereas, in the hot period of the year, from March to May, the temperature could be up to $21.1^0$ c, particularly by morning hours and in the afternoon times it could rise up to $27.8^0$ c.

The area falls within the region, having a mean annual rainful of about 762-1, 016(mm) millimeters. The average rainfall in a year is about 400-500mm. At times rain starts around the middle of May and continues up to September.

The area is characterised by Jigawa sandy type of soil, rock outcrops, light gravelly soil, and red laterite soil popularly known as 'Jangargari' or 'Jarkasa.' There is by the side of river Thomas some alluvial sand and clay.

The area is located within the Sudan Savannah type of vegetation, composing of variety of trees scattered over an expense of grassland. Most trees in the area are used to harsh drought and therefore can do with little rain e.g. neemp treet. Baobab, Ocacia Senegal (gum) Bagaruwa and more other trees are available in the area.

In terms of ground water regions, Dambatta could be classified under Chad basin (unconfined equiter) region.

Kano State where Dambatta Local Government is situated has about 5-10% land reserve. In view of desert encroachment, more trees (wind breakers) are being increasingly planted to avert the gradual desertification of the area e.g. The Tsamiyar Dogo/Yanbawa Afforestation Programme along Danbatta - Kazaure road.

Most of the people in the area, are farmers and the crops commonly grown in the area include millet, corn, wheat, rice, groundnuts, beans, pepper, tomatoes, onions, cassava, sweet potatoes e.t.c. Animals such as goats, sheep and cattle are reared intensively. In addition to farming, the people in the area do engage themselves in other occupations such as trading, bricklaying, carpentry, blacksmithing, tailoring, e.t.c.

The population of the area stands at 204,731 *(1963 census).* The Local Government comprises of one district, 50 villages and 295 wards *( see table 3.1).* The district is under the able leadership of Alhaji Muktari Adanan who is also the *Sarkin Ban Kano.* The major tribes in the area are Fulani and Hausa.

Before the creation of the Local Government in 1976, Danbatta was the headquarters of the defunct Kano North Central Administrative division, which comprised of Danbatta, Babura, Minjibir, Gezawa, Gabasawa, Garki and Ringim



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districts. In 1976 Dambatta Local Government comprising of Dambatta and Babura districts, was established. The take-off of the local government did not face with much difficulty of providing administrative office complex, because the buildings used as offices for the defunct Kano North Central Administrative Divisional headquarters in Dambatta town have been equally found suitable as the Local Government secretariat. Therefore, the Local Government took off with a befiting secretariat in Dambatta.

There was election into the Local Government councils in 1977, when the first council of Dambatta Local Government came into being. This council which stayed up to 1979, was under the chairmanship of late A. Bello Maisudan. The democratisation process of the second Republic did not reach Local Government, as no election into the Local Government Councils, was held throughout the era. However, caretaker councils were appointed to manage the councils. As such a caretaker council for Dambatta Local Government under the Chairmanship of Alhaji Habu Dambatta, was appointed. This was reigned upto October, 1983 when it was dissolved and another one was appointed under the chairmanship of Alhaji Lawan Abdulkadir, which lasted to December, 1983 when there was a complete change of government to military leadership. The sole-administrator style of Local Government administration was found feasible by the military leadership in 1984 and therefore sole-administrators were appointed to all Local Governments throughout the country. For this, Alhaji Idi Salihi Dal was posted as the sole-administrator of Dambatta Local Government, and he was later succeeded by another sole administrator in the person of Alhaji Babaganja Adamu. As part of the Federal Government's democratisation arrangements, in 1986 caretaker councils

replaced sole administrators in all the Local Governments in the country and this gave rise to an appointed caretaker council of Dambatta local government under the chairmanship of Alhaji Datti Mahammad, who handed over to his deputy Alhaji Tukur Wailare when the former contested chairmanship election in 1987. In 1987, there were elections into the Local Government councils on Zero party, for which Alhaji Datti Muhammad emerged victorous as the chairman of Dambatta Local Government. This council survived up to 1989 when all the Local Government councils in the country, were dissolved. In fact before the dissolution of the Local Government councils, more Local Governments were created, including Babura Local Government (now in Jigawa state), which was carved out from Dambatta Local Government. Yet, for a while, the sole administrator type of Local Government administration was reintroduced, when Alhaji Ibrahim Adamu was appointed as Sole-administrator for Dambatta Local Government. However, later, this type was replaced by appointed caretaker councils for all the Local Governments in the country, when indegenes of Dambatta Local Government were appointed as members (councillors) with Alhaji Ibrahim Adamu being retained and designated as chairman. In December, 1990 there were elections into the Local Government councils throughout the country, when Alhaji Murtala Musa Kore emerged victorous as chairman of Dambatta Local Government and took over from Alh. Ibrahim Adamu in January, 1991. The year 1991 has witnessed a lot of changes in Local Government administration in this country, paramount of which was the seperation of powers, giving rise legislative and executive arms in all the local government councils as part of a deliberate attempt of applying the Presidential system in Local Government.

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## 3.2. Structure, Composition and Functions Ofdambatta Local Government

As earlier on pointed out that the year 1991 witnessed the application of the Presidential system in local government, exemplified by the separation of powers between the executive and legislative arms of the Local Government councils. Some years before 1991, to be precise, 1977-1989 witnessed more or less common trends and issues in Local Government administration. In the period 1977-1979, in Dambatta Local Government, the chairman presided over meetings of the Local Government council.

There were three supervisory Councillors assigned to education and community development; works and finance; and Agriculture and health, who were selected from the Councillors. This dispensation was followed for the running of different councils of Dambatta Local Government that existed between 1979 and 1990. In 1991, this dispensation of Parliamentary system changed to a Presidential system, enabling the exercise of the legislative and executive powers at the local government level when it was decried:

1. The Local Government council of each local government is hereby declared to be legislature of the local government of that local government area.
2. Accordingly, the legislative powers of a Local Government shall be exercised by the Local Government council.[1]

The enabling decrees titled *Local Government (Basic constitutional and Transitional Provisions) (Amendment) of 1991,* made Local Government affairs to be carried out through a separation of powers between the executive and

legislative arms of the Local Governments throughout the country. Hence, the formation of legislative and Executive arms of Dambatta Local Government in 1991.

### 3.2.1 The Legislative Arm of Dambatta Local Government Council

This is composed of the following:-

a) All the ten elected councillors, out of whom the councillor representing Ajumawa ward has been appointed as speaker, who presides over the deliberations made by the council.

b) The Director Personnel Management (DPM), who serves as clerk to the legislative arm. His main functions include giving guidance and taking minutes of the meetings of the council.

As its name has suggested, this arm of the Local Government makes laws affecting the policies, programmes and projects of the local government. Laws made by this arm are referred to the executive arm of the Local Government for implementation, and the implementation is ensured through appropriate departments of the local government.

### 3.2.2 The Executive Arm of Dambatta Local Government

This is composed of the following:

a) The Chairman of the Local Government, who presides over the meetings of the executive committee.

b) The vice - chairman who is the supervisory councillor for Education and serves as a member of the committee.

c) The supervisory councillor for Finance as member

d) The supervisory councillor for Works as member

e) The supervisory councillor for Agriculture as member

f) The supervisory councillor for Health as member

g) The supervisory councillor for Community Development as member

h) Local government secretary who secretises the meetings.

I) The Director Personnel and Treasurer are co-opted for advice where necessary.

This arm of Local Government is also called as the Finance and General Purpose Committee (FGPC) with main functions of studying, various issues from the local government departments referred to it by, the chairman; referring issues that require the attention of the council; articulating the laws passed by the council with a view to shaping decisions and actions for implementation through the award of contracts and other appropriate means.

### 3.2.3 Other committees of the local government include the following:

a) The security committee

There exists a security committee in Dambatta Local Government with main function of ensuring the security of life and property in the local government area. The committee is composed of the following:-

| | | | |
|---|---|---|---|
| i) | The Local Government chairman | - | Chairman |
| ii) | The Divisional Police Officer | - | Member |
| iii) | The District Head of Dambatta | - | Member |
| iv) | The State Security Service officer (SSS) | - | member |
| v) | The Magistrate Court Judge | - | member |

| | | | |
|---|---|---|---|
| vi) | The Area Court Judge | - | member |
| vii) | The Imam, Dambatta Friday mosque | - | member |
| viii) | The Local Government Secretary | - | Secretary |

b) Land allocation and advisory committee

This Committee secrutinises all issues pertaining to land, such as application for plots, certificate of occupancy, land disputes etc., and hence the committee advises the Local Government on how such issues could be appropriately delt with. The committee is composed of the following:-

| | | | |
|---|---|---|---|
| i) | Local Government chairman | - | Chairman |
| ii) | District - head | - | member |
| iii) | Hod/works | - | member |
| iv) | Local Government surveyor | - | member |
| v) | KASEPPA representative | - | member |
| vi) | Head of Personnel Management | - | member |
| vii) | Land Officer | - | secretary |

c) Establishment committee

This committee deals with personnel issues which include recruitment, promotion, discipline, training etc. The committee is composed of the following:

| | | | |
|---|---|---|---|
| I) | Local Government secretary | - | Chairman |
| ii) | Director Personnel | - | member |
| iii) | All heads of Departments | - | Members |
| iv) | LGSC representative | - | member |

| | | | |
|---|---|---|---|
| v) | NULGE branch chairman | - | member |
| vi) | MHWU branch chairman | - | member |
| vii) | Staff officer | - | Secretary. |

### 3.2.4 Departments of the Local Government

In line with the guidelines on Local Government administration, Danbatta Local Government operates with six departments which include Personnel Management; Finance and Supply; Works and Housing; Agriculture and Natural Resources; Social Development; and Medical & Health.

a) Personnel Management Department

As its name suggests, this department is responsible for all personnel issues such as recruitment, promotion, advancement, discipline, retirement and training of staff of the Local Government. In addition to these personnel functions, the control of capital projects vote is made by this department. The department is headed by a senior officer designated as Director Personnel Management, who also serves as the clerk to Danbatta Local Government legislative council. Other key officers in the department include the Chief Personnel Officer, Staff Officer, Land officer and Head of special services unit.

Since this department is responsible for all personnel issues of the Local Government it keeps records on staff strength of the Local Government. For this a reference has been made to the staff strength of the Local Government as at 1991 which is contained in **Appendix C.**

It can be noted that the District Administration of Dambatta Local

Government plays advisory role to the Local Government, being a traditional authority. The coordination of such activities are done through Personnel Management Department.

b) Finance and Supply Department

This department accounts for all revenues and expenditures of the Local Government and keeps records on same (revenue and expenditure). It is also responsible for the Local Government stores and the promotion of commercial activities in the area. The department is being headed by the treasurer of the Local Government who is being assisted by the sectional heads. Thus, the department performs its assigned functions through its operational sections viz:- the Accounts; Revenue; stores; and Trade/Industries sections

c) Agriculture and Natural Resources Department

This department is responsible for all agricultural duties and functions performed by the Local Government. These duties include extension services; tractor hiring services; fertilizer and insecticide distribution; development of forests; veterinary services, development of fisheries, and development of co-operatives societies. These services are being carried out through 5 operational sections which include: Agriculture, forestry veterinary, fisheries and co-operatives sections. The department is headed by an assistant chief Agric superintendent. As its functions indicated this department requres the services of many extension staff. However, this is constrained by the non-availability of such staff as it has only five extension staff.

d) Social Development Department

This is another operational department of the Local Government which carries out functions such as mobilising self help groups towards executing community development projects; settlement of family disputes; repatriating lost and found persons to their places of origin; assisting the mentally illed persons and destitutes through the provision of medicaments, cloth and food and assisting victims of fire outbreaks and flood disasters with relief materials. The department is headed by a principal community development inspector, who is being assisted by sectional heads in the department.

e) Works and Housing department

This department has operational sections, namely: Building; roads, land & survey; technical workshop; water supply and housing.

The department is headed by a senior works superintendent. The department is responsible for the maintenance of all moveable and immoveable properties of the Local Government. It is also responsible for the supervision of all the capital projects of the Local Government.

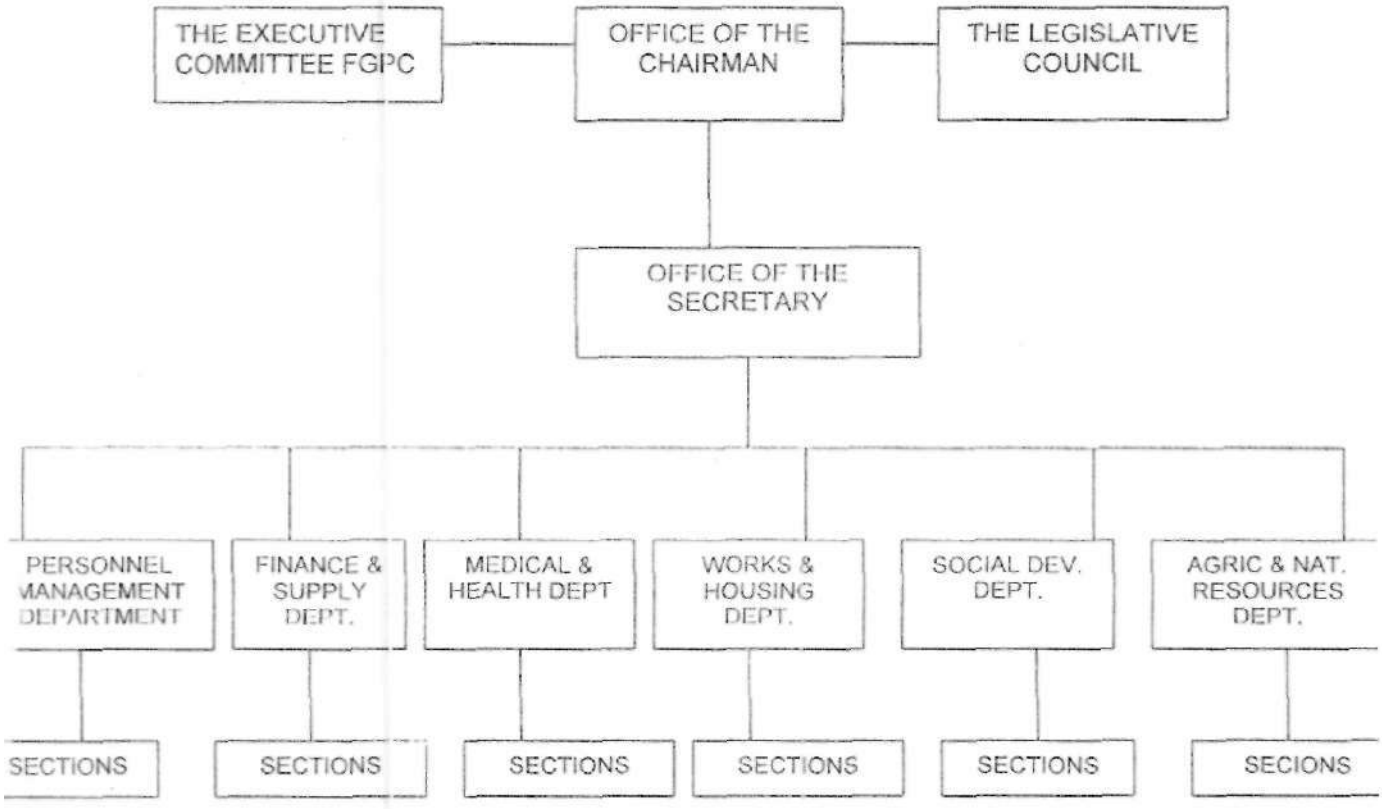
f) Medical and Health department

This is another important department in Dambatta Local Government which is headed by a senior Health superintendent. The department is responsible for carrying out health functions performed by the Local Government. These are pursued by the two operational sections of the department, namely curative and

preventive sections. The curative section is responsible for the running of all health facilities of the Local Government which include dispensaries, health-posts and leprosy clinics. It is also responsible for managing the medical store of the Local Government. The preventative section is responsible for immunization programmes and ensuring environmental sanitation in the Local Government Area.

CHART3.1

THE ORGANISATIONAL STRUCTURE OF DAMBATTA LOCAL GOVERNMENT AS AT 1991



### 3.2.5 The Functions of Dambatta Local Government

Dambatta Local Government has been performing functions that are statutorily assigned to it, as contained in the 1976 Local Government reform and the constitution of the Federal Republic of Nigeria. As such the Local Government performs the following functions.

a) It engages itself in mapping out development plans (rolling plans) which are translated into action through its annual estimates.

b) It collects rates and issues out licences for bicycles, trucks and wheel barrows through which it generates revenues internally. However, despite the availability of radios and television sets in the area, it is yet to start issuing licences for them as the accomplishment of its statutory mandates where it states: "Collection of rates, radio and television licenses"[2].

Similarly, it has not started assessing private houses and collecting rates on them as statutorily assigned to it where the constitution of the Federal Republic of Nigeria States: "Assessment of privately owned houses or tenements for the purpose of levying them such rates as may be prescribed by the house of Assembly of a State"[3].

c) It constructs and maintains road, culverts, drainages and provides street lightings.

d It establishes gardens

e) It controls and regulates out-door advertising, operation of shops, kiosk, restaurants and bakeries.

f) It takes part in the provision of primary, adult and vocational education through contributions and assistance given by it to the State Primary

Schools Management Board and State Agency for Mass Education.

g) It takes part in the development of agriculture within the area of its jurisdiction, through the provision of extension services, tractor services as well as sale of fertilizer and insecticides at subsidized prices.

h) It takes part in the delivery health care services through its health facilities strategically located in the Local Government area.

I) It controls and regulates environment with a view to sanitizing it.

j) It establishes, maintains and regulates slaughter houses, slabs, markets, motor parks public convenience, sewage and refuse disposal.

In conclusion, it can be seen that Dambatta Local Government has undergone stages of development since it was established in 1976. The Local Government area is blessed with abundant resources- human and materials which are required to be mobilized for the socio-economic development of the area.

The administrative set up of the Local Government has witnessed a lot of changes, characterized by different leadership types which featured in the following trend: a partially elected/ and partially selected council - a care taker council - sole administrator - an appointed caretaker council - an elected council - sole administrator - an appointed caretaker council - an elected presidential council. The trend of leadership types was witnessed by Dambatta Local Government between 1976 and 1991, which informed its instable and inconsistent nature featured in the Nigerian Local Government System.

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3. bid. P.

## CHAPTER FOUR

## POLITICAL DEVELOPMENT IN DAMBATTA LOCAL GOVERNMENT 1987-19991

### 4.1 An Overview

An ideal process of development embraces both urban and rural areas alike, so that a balanced development between rural and urban areas, is realized. However, observation has shown that in Nigeria, development has concentrated in the urban areas to the neglect of the rural majority. In order to check this anomaly there is the need for concerted efforts towards balancing up, by providing services to the rural dwellers for the up-liftment of their living standards as Eniola, C. Adeniyi points out:

> The betterment of lives of the rural majority must be of major concern to the local governments. They need good drinking water, good quality education, better housing, good quality food, better health-care and above all good all-season roads for the evacuation of their farm produce.[1]

To realize above, there should be an effective political system, capable of carrying the people a long in all matters of development. Thus, good governance through exercising democratic ideals.

Co-incidently, Dambatta Local Government came into existence a long with the1976 Local Government Reform. The reform which has engendered the democratic ideal in the Local Government as evident by three of its four objectives.[2]

The purpose of democratic ideal in the Local Government is further clarified by R. Wraith, who says:

> The political necessity to extend the power of government in order to be felt throughout the political system is one primary justification for the establishment of local government in a political system.[3]

However, since the implementation of the 1976 local government Reform to 1991 i.e. a period of 15 years, only 5 years accounted for tenures of elected councils in Dambatta local government, whereas, 10 years were for sole-administrators and appointed caretaker committees.

In 1977 there emerged an elected Local Government council,[4] which survived up to 1979 when it was dissolved a long with all the rest in the country, and replaced with an appointed caretaker council.[5] At the end of 1983 there was a change of leadership in the country, consequently as it dissolved was with all other Local Governments in the country, a sole-administrator was appointed to manage Dambatta Local Government.[6] In preparation for democratization process, appointed councils replaced the sole-administrators in 1986, when a caretaker council for Dambatta Local Government was appointed in 1986.[7] As it was the case throughout the country, there was an elected council for the Local Government, emerged through zero party elections in 1987.[8] In 1989 the elected councils were dissolved and sole-administrators were appointed,[9] who shortly turned to chairmen as a result of appointing caretaker committee members for them. In December, 1990 there were elections in the Local Government Councils on the platform of two political parties namely National Republican Convention (N.R.C.) and Social Democratic Party (S.D.P.), for which an elected council for the Local Government emerged.[10]

## 4.2 An Assessment of Political Development

Considering the trend of leadership practised in the Local Government since its inception and in deed since the 1976 Local Government Reform has been put in place, the following deductions can be made:

a) The local government leadership has been not stable and not consistent, and this may effect its performance.

(b As earlier on identified, since the inception of the Local Government which co-incided with the implementation of the 1976 local government Reform, only 5 years have accounted for tenures of an elected leadership, the rest of the period was for an appointed leadership. This shows that to some extent, undemocratic acts in governance have been pursued to the detriment of the democratic ones. The democratic ideals in deed, surround democratic power to the people, residing in all the nooks and corners of the Local Government area for them to decide on matters affecting their socio-economic and political wellbeing through their elected representatives.

(c For the three different elected councils of the Local Government emerged in 1977,1987 and 1991 respectively, only one council emerged through elections on pollical parties and the rest were on no party (zero party) basis. This might have some implications, including the imposition of self-fish interests by the political elites, business elites and other interest classes, where elections were held on zero basis.

d) Throughout the period of the second civilian administration, elections into the Local Government councils were not held. The Local Governments

were managed by caretaker committees appointed by the state governments which operated at the wish of the later and at the expense of the people.

**TABLE 4.I: TABLE SHOWING TYPES OF LEADERSHIP FOR DANBATTA LOCAL GOVERNMENT FROM 1977-1991**

| PERIOD | TYPE OF LEADERSHIP | NO. OF YEARS |
|---|---|---|
| 1977-1979 | Elected Council | 2 years |
| 1979-1987 | Sole- Administrator/caretaker | 8 years |
| 1987-1989 | Elected Council | 2 years |
| 1989-1990 | Sole-Admit./Appointed Caretaker | 2 years |
| 1991 | Elected council | |

### 4.2.1 The Participation of people in democratisation process.

To talk about peoples participation in democratisation process in Dambatta Local Government during the period under review (1987-1991), it will not be a waste to briefly recall back some of the political experiences witnessed in the area during the second civilian administration (1979-1983).[11] This is to be done because the trend of democratic practices that took place during the period (1979-1983) will help in accounting on how the people in the area participated in democratisation process during the period under review (1987-1991).

Prior to the political activities of the second civilian administration, there was less or nothing to talk about political awareness in the area. However, during the second republic the political parties existed between 1979-1983, more particularly the People's Redemption Party (P.R.P.) moved in to the rural areas and explained their mission to the people. This had opened up some understanding on what democracy is all about. The political parties explained to

the people the relevance of their participation in democratisation process, especially the choice of right party to represent their interests in governance.

As part of its mobilisation activities in the area,, the PRP kept on informing the people that the democratic power should be vested on them to decide on the management of their own affairs through their elected representatives. Senatorial, Gubernatorial and Presidential elections were held in 1979, when the people in the area participated in casting their votes to decide who were to represent them in running the affairs of state and Federal Governments. Certainly, in all the elections carried out in 1979 and 1983, the people in the area came out enmass and cast their votes. However, little or no interest was shown by them in determining the suitability or otherwise of the candidates individually. Rather, the people showed consideration only on the parties when voting. This political inadequacy even led to a situation whereby some people who were neither origins nor residents of consistencies were elected to represent the people in the state and national assemblies, because they contested on a platform of a political party liked by the people.

This is attested by two cases of Fagwalawa constituency for Kano state House of Assembly and Dambatta Constituency for the National House of Representatives, when the candidates of PRP, who were neither indigenes nor residents of the constituencies emerged victorious in the 1979 elections. Furthermore, considering the importance of Local Government as ground of political learning, the inability of the government to conduct Local Government elections throughout the period (1979-1983) had certainly negated the development of political awareness in the area. However, the experience

attained by the people during the period, has, to some extent, been further improved upon during the period 1987-1991.

As the 1987 Local Government elections were held on zero party basis,, the candidates contesting for the posts of Chairman and councillors for Dambatta local government came up on their own and campaigned for the posts.. They moved within their respective constituencies, met their electorate, informed them their mission and solicited their support to vote them into power. In fact more effort was required to be made especially in the rural areas with a view to mobilising the people politically vis-a-vis instilling the required consciousness in them for determining the right people to be voted for various public posts and the co-cperation they are to render in order to enable those voted into power to contribute meaningfully in making sound decision that are to the best interest of the general public. It was a long this line that the Mass Mobilisation for Social Justice Economic Recovery and Self Reliance (MAMSER) Directorate was established by the federal government, which has been charged with the responsibility of mobilising the people politically, socially and economically. The Directorate has established its offices in the Local Governments, in the country. In Danbatta, MAMSER office was opened, manned by mobilisation officers, equipped and facilitated by one Peugeot station waggon car. However, considering the fact that many people are residing in the rural areas, where settlements are scatteredly located with poor roads and some places are not motarable, it has been very difficult for the mobilisation crew of MAMSER to cover all the nooks and corners, of the Local Government area. Resultantly, many people have been left unmobilised, as they are yet to understand and appreciate

their expected role in a polity.

Suddenly, in 1989 there was yet another destruction on the political stewardship, when all the elected Local Government councils in the country were dissolved. The elected Danbatta Local Government council of 1987 could not therefore reach the end of its legitimate life span as the genuine representatives of the people had to leave, giving way for a Sole- Administrator who took over the mantle of leadership, and who at later development, worked with appointed members of a caretaker council and ruled up to January, 1991, when they handed over to a democratically elected Local Government Council.

It will be recalled that the ban on political activities in the country was lifted in the year 1989, when many political parties were emerged and applied for registration by the Federal Government. Consequently two political parties namely National Republican Convention (NRC) and Social Democratic Party (SDP) were formed and registered by the Federal Government. The formation of the two political parties by the Government was followed by series of strategies aimed at orienting the people on political activities so that the parties could have sound take-off. Notable of such strategies was in the first instance appointing government officials on the caretaker commitees of the parties both at national state, Local Government and ward levels, who set the ball rolling by registering members of the parties and consequently supervised elections for the executive councils of the parties at federal, state, local and ward levels. In Danbatta Local Government the exercise went on smoothly and political activities took up, with the parties moving within the area and campaining on what to offer if voted into power. This they continued up to the time they were capable enough of choosing candidates to

contest election under their respective platforms. In December, 1990 there were elections into the Local Government councils in the country, when the chairman, vice-chairman and councillors of Dambatta Local Government council were elected. The December, 1990 elections result for Dambatta Local Government council revealed that the NRC candidates for the posts of chairman/vice chairman and 3 councillors were successful, while the SDP candidates for the 7 councillors emerged victorious.

Looking at the results we ask: Why was it that the NRC was successful in the chairmanship election while it was successful in wining three councilors only? Respnding, it has been generally conceived that there has come into existence a political rivalry between the centre (Headquaters of the Local Government) and the pheripheries (other towns and villages in the local government area) whenever, an election for which the contestants originate from Dambatta town on one side and those from villages on the other, is to be held. This has certainly been manifested by the results of the December. 1990 Local Government elections when the candidate of NRC and an origin of kore emerged victorous as Chairman, despite the fact that the SDP has got 7 councillors as against NRC with only 3. The situation was that the villages united themselves and ensured the success of an origin of Kore village as the chairman of the Local Government, for which an origin of Danbatta town failed. This has certainly informed that the people in the villages are becoming politically awared, different to the 1979-1983 stuation, when they did not bother in contesting elections. This is also an indication that the awareness of the people has increased to the level that people have given priority to candidates among the (indigenes) over others. However, the side effect of this situation is

certainly the creation of difference between those in the headquaters of the local government and those residing in the rural areas, which to some extent may affect the required unity among all the people in the Local Government area.

It has been seen how political development has taken place in Dambatta Local Government between 1987 to 1991. Though, there are some indications that the people are becoming politically awared. The effort is required towards moblising them to be fully politically awared, some effort should consider the incalcation of political awareness in all its ramifications. Such that the people should be made to appreciate their civic responsibilities as well as the significance of public interests over personal ones in the course of governance. What is therefore more required at this point in time, is for the mobilisational effort to employ some kind of moral suation for people both the leaders and followers to prioritise public interests over personal ones in the event of runing public activities.

### 4.2.2 Factors Hindering Political Development in Dambatta Local Government

In the preceeding pages we have seen an account of political development in Dambatta Local Government. Now, our concern is to trace the factors hindering political development in the area. In fact the factors are surrounded by lack of adequate coverage of political enlightenment, greed, selfishness and promotion of personal interests to the detriment of public ones, which are identified and explained below:

i) As earlier on pointed out, most of the people in the area are rural dwellers and the enlightment agents, including MAMSER and the political parties could not adequately touch all the nooks and corners in the Local Government area

to enlighten the people.

Even where the enlightenment reaches, the people are not adequately enlightened politically, A lot of effort and time as well as strategies are required for the people to be mobilized for them to appreciate their role in the political system. The enlightment should emphasise on the right choice of candidates who will deliver the good in the interest of public and not self enrichment.

ii) Luke-worm attitude of some elected officials towards their responsibilities. The inability of the political parties, to make thorough investigation and screening of the personal conduct and behavious of their candidates when choosing them to contest elections under their respective platforms resulted in electing insincere, immatured and inexperienced people, who could not handle the affairs of the people effectively. Some elected officials, particularly councilors, instead of them to pay regular visits to their constituencies for them to discuss with their people, hear their problems and present same to the council for possible solutions, they neglect them. This unfortunate situation makes the electorates to loss confidence on those elected in particular and the whole polity in general.

iii) Lack of political unity between residents of Dambatta town and villages, so much so that when a candidate comes from the town he will not be voted by most people from the villages no matter his suitability for the post. In fact, this has been born out of the feeling of rural dwellers that most of the infrastructural facilities are sited at the headquarters and therefore they could no longer accord political chances to those from the town.

iv) Selfish tendencies and promotion of personal interests over public ones;- These are certainly vices to the political progress in Dambatta Local


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Government area, which are inherent in some of the politicians, including some of those elected and even some of the electorates. In the first place, some executive members of the political parties are often more concern with material/monetary gains to be obtained by them for their selfish ends only, by considering those who have money to offer to them, as candidates to contest elections. Similarly, some electorates don't vote unless they are given money by the contestants. This tendency of money-bag politics does not augur well to the political development of the area. Furthermore, when people are voted, the politicians and electorates disturb them with personal requests, instead of bringing issues of public needs and problem.

## FOOT NOTES:

1. Eniola, O. Adeniyi and Joseph, O; Local Government and socio-economic Development in Niger state in The Role of Local Government in Social, political and Economics Development in Nigeria 1976-1979 Edited by Abubakar Yaya Aliyu, Institute of Administraties ABU Zaria (1980) p. 52

2. This is evident by the three of the four objectives of the 1976 Local Government reforme on the essence of democracy, when it states:
   i) To facilitate the exercise of democratic self Government close to the Local Levels of our society and to encourage initiative and leadership potentials.

   ii) To provide a two way channel of communication between Local communities and government ( both state and federal).

   iii) To mobilise human and material resources through the involvement of the members of the public in their Local Development.

   Federal republic of Nigeria, National guidelines for local Government reform. op-cit. p.1

3. R, Wraith, The Four Dimensional Administration: Deconcentration. Delegation,Devolution and Decentralisation in the Quarterly Journal of Administration vol. v No 20 January, 1971.

4. The first council for Dambatta Local Government came into being in 1977. As it was the case of all Local Governments in the country, the council was a mixture of elected and nominated members. This council was composed of chairman, supervisory councillors and part time councillors, who attended only when the council was to sit.

5. When the second civilian administration came into being in 1979, the then Local Government councils were dissolved and new caretaker councils were appointed by the Government. This a dispensation carried-out throughout the country, It was a chairman and councillors of the caretaker councils. Those appointed performed to the whims and caprises of the inability of the Government to conduct Local Government elections throughout the period (1979-1983).

6. When the Buhari Administration came into power in the late 1983, later, in 1984 Sole Administrators were appointed to manage the affairs of all Local Governments in the country.

7. In 1986, there was an effort towards democratisation, by the first instance, turning the administration of Local Governments from sole Administrators to appointed care-taker councils, which were to hand over to democratically elected councils.

8. For the second time since 1976, there were elections into the Local Government councils throughout the country. This was part of the democratization process urshered-in 1987, when elections of the Local Government were carried out on zero basis throughout the country.

9. It has been attested that instability and inconsistency characterised the Nigerian Local Government system. Part of this, was the abrupt dissolution of elected Local Government councils in 1989 and replaced by the appointment of sole-administrators who were redesignated as chairman as a result of appointing members of care-taker councils.

10. For the first time in the history of Local Governments in Nigeria, there were elections into the Local Government councils on party basis in December, 1990.

11. Findings have shown that during the period 1979-1983 people in Danbatta Local Government, particularly those residing in the rural areas paid no interest in contesting election and no attention on the suitability or otherwise of those contesting for posts to represent the people. In fact the people had not given the chance to contribute in deciding who were to contest elections. This was solely vested on the political parties to decide. This political ignorance of the people led to a situation where by some who contested and won elections were neither indegenes of the constituencies nor residents. Such that consideration of decision to vote was only the party per-se.

# CHAPTER FIVE

## DATA PRESENTATION AND ANALYSIS

### 5.1 An Overview

The focal direction towards socio-economic development is making effort for the improvement of the general living standard of the people through the provision of social services and the provision of facilities for the enhancement of economic activities. These are certainly made through the improvement of health and educational services; Water and electricity supply; construction, reconstruction and maintenance of roads, bridges and culverts to improve the mobility of people and evacuation of farm produce; improvement of agricultural services; provision of commercial and industrial facilities just to mention but a few. Prior to the period under review there had been some infrastructural facilities existed in the area for socio-economic activities. However, most of them are located at the Local Government headquarters and some few villages, and this has certainly, accounted for the perceived lopsided developmental efforts, which concentrated on the canter to the detriment of the peripheries, where life is being constrained by the absence of basis social services. As such, this research is therefore now to have a survey of the spread of socio-economic services provided across the Local Government area with a view to ascertaining the extent to which effort is made towards even distribution of services in the area.

#### 5.1.1 A survey on the spread of socio-economic services in Dambatta Local Government

Below is an explanation on the spread of socio-economic services in the Local Government area.

i) Health-Care Services

Health-care services entail both preventive and curative efforts made towards ensuring that people live healthy. For the curative aspect of health-care services, health facilities such as hospitals. Clinics, dispensaries and health-posts are provided for the treatment of various ailments, Whereas, for the preventive aspect, efforts are made towards ensuring that environment is kept clean and tidy, and enough mobilization is given to people through health education so that proper health practices are inculcated into the minds of the people.

Prior to the year 1987, there existed some health institutions in Dambatta Local Government Area which include one General Hospital located at Dambatta town; three primary health centres located at Fagwalawa, Goranmaje and maitsedau villages; 7 dispensaries located at different villages in the Local Government Area. There are 10 leprosy clinics as well. The only General hospital located at Dambatta is used for the treatment of different ailments referred from dispensaries and health-posts in the area.

There is an environmental health section under the Medical and Health Department, which is charged with the responsibility of ensuring environmental sanitation in the Loca government area. The section is being manned by sanitary inspectors and environmental health attendants.

ii) Education

Educational pursuits in Dambatta Local Government area can be said to have been carried out in Islamiyya Schools, Primary and Secondary Schools. However,

there are two Post Secondary Institutions in the area, namely Abdu Bako College of Agriculture Tomas (Under Kano State Polytechnic) and School of Midwifery Dambatta.

There are two nursery schools in the area and all of them are sited at Dambatta town. There are 93 primary schools in the area with enrolment figures of 17,151, in 1987, 17 816 in 1988. 17,432 in 1989, 19 933 in 1990 and 19,592 in 1991. Most of the primary schools were established in 1976, when the Universal Primary Education (UPE) programme was introduced in the country.

There are two boarding Secondary Schools in the area viz:- Government Secondary School Dambatta which was established in the year 1968 and Government Girls Arabic Secondary School Dambatta, which was established in 1982. The rest are Junior day Secondary Schools located at Kore, Fagwalawa, and Kantudu villages - all established in the year 1982. Following the realisation that the State Ministry of Education could not effectively manage all the boarding schools, there was a deboarding excercise throughout the state in the year 1984, when all the boys Secondary Schools were made partially boarding, with some of the students deboarded. With this arrangement, students from Danbatta town and the nearby villages have been attending school as day students. This has denied them a lot of opportunities enjoyed in boarding schools and consequently this affects educational development in the area.

There exists one vocational training centre in the area which is located at Dambatta town. The centre was established in the year 1981, with the aim of teaching different trades to youths. However, for many years, the centre has not been functioning because it lacks students. This situation was largely caused by

a policy which held that the school could only admit/obsorve drop-outs of Junior secondary Schools, based upon which a negative impression has been shown to it and its programmes. The 6-3-3-4 National Policy on Education provides that at the end of three year Junior Secondary School, [illegible] Course an examination into Senior Secondary School Course should be conducted. Those who pass the examination will qualify for admission into Senior Secondary Schools, while those fail will be left as dropouts. In order to create an opportunity for the dropouts, they are obserbed into the vocational centre to acquire knowledge and skills on different trades such as bricklaying, carpentry, motor mechanic etc. However, with the negative feeling in mind that only dropouts were admitted, the programme died up due to lack of interest on the part of the students.

Literacy is very desirable for human development, for it facilitates a lot in mobilising people to appreciate their rights and their expected roles in the process of development. In fact the issue of literacy was seriously addressed by the then Kano State Government in the year 1980, when a high powered authority in the name of Kano State Agency For Mass Education was established and literacy programmes were vigorously pursued by opening adult education classes throughout the state. In fact, there was, for a while, a remarkable impact. However, there later came up a financial constraint to the agency and the effect subsided. This was certainly an unfortunate situation which halted the marvelous effort of spreading adult education across the state, Dambatta Local government area inclusive. Had it been it continued, it would have been a highly accessible source of mobilising majority of the populace, most of whom reside in the rural areas. In

fact, since the demise of the effort in around the year 1983 to the present day very little has been made in the area of adult education, particularly in the rural areas.

iii) Community Development and Social Welfare

People organise themselves to form self help groups through which they undertake meaningful development projects, and this effort greatly supplements that of the government in improving the living standard of the people. However, such execution of community development projects are vigorously pursued when government motivates by way of advice, as well as financial and material assistance to the self-help groups. It is in line with the foregoing background that one of the definitions of community development states:

> The term refers to the processes by which the efforts of the people themselves are united with the governmental authorities to improve the economic, social and cultural conditions of communities into the life of the nation and to enable them contribute fully in national progress.[1]

Part of the justification for the need of the people to pertake in the execution of community development projects, is the fact that government alone can not adequately cover all what the people require. As such it is part of the functions of local government to mobilise people to contribute towards national development, by participating actively in meaningful community development projects. This is why mobilising people to participate in community development is one of the functions of Local Government as vividly highlighted in the Guidelines for the 1976 Local Government Reforms.

In Dambatta Local Government area the efforts of creating awareness for


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community development is made by community development staff of the Local Government a long with two officers from the State Ministry of Rural and Community Development who are assigned with the responsibility of going round the communities in the area, meeting with self-help groups and advising them on the unity and execution of communal projects. Similarly, there are inspectors, who as well go the, inspect and co-ordinate the activities of self-help groups in the area. In addition to according technical expertise, the Local Government assists with some working materials to self-help groups to enable them complete the projects being undertaken by them. The Local Government receives requests for the registration of self-help groups in the area and it is responsible for registering the groups after satisfying with the stipulated conditions for the registration of self help groups. There are seventy (70) registered self help groups in the area. During the period 1987 - 1991 some development projects were carried out in the area, which include construction of mosques, Islamiyya schools, drainage, culverts, feeder roads, as well as repairs of some of the existing infrastructures and the carrying out of clean-up sanitation exercises. In carrying out most of the mentioned projects, the local Government assisted with some working materials such as cement, roofing iron sheets, ceiling sheets, diggers, shovels, and head-fans.

Even before the creation of the Local Government in the year 1976, there established a social welfare office in Dambatta town, which had served under the auspices of social welfare Division of the State Ministry of Health. The office is being headed by a social welfare officer with the main responsibility of resolving social problems in the area. This office functions in close liaisoning with the social welfare section of the Social Development Department of the Local Government.

The social welfare section of the Local Government performs functions which include repatriation of the lost and found persons, taking the mentally illed persons to the psychiatric hospitals for treatment, giving out relief materials in sympathy of victims of fire out-breaks and flood disasters and other related functions. There is one rehabilitation centre in the area, located in Dambatta town and is being managed by the State Government. The centre is made for the accommodation of uncared mentally illed persons and the destitutes that are found roaming about the streets.

iv) Agricultural Development

Even prior to the creation of the Local Government, the area was known as an excelled area in agricultural activities. We are all aware of the importance of agricultural production to both our social and economic well-being as it is through the participation in the sector that we get food to feed ourselves and cash produce to boast our economy. This accounts paramount to national development. This has certainly recaptured our attention to remember the relevance, the cash crops had on the take-off of our economy, when petroleum was not discovered. Groundnut production for instance, had certainly played a vital role towards putting a sound take-off of the Nigerian Economy. It is also pertinent to note that Dambatta was one of areas in the northern part of Nigeria where groundnut production was first experimented and proved very successful.

Above is evident by a 25 year Development plan prepared by then Kano State Ministry of Works and Survey, where it states:

> The basis for the economic development of Dambatta was the agriculture. At least 90% percent of the active population earn its

income exclusively or predominantly from agriculture. The remaining part of the active population is engaged in trade and hand crafts or is employed in state or local administration and social services.[2]

The food and cash crops produced in the area include millet, sorghum, beans, rice, cassava, wheat, maize, groundnuts, sugar-cane, tomatoes, pepper, onion, sweet potatoes etc. The animals commonly reared in the area are goats, sheep and cattle for the provision of meat, beef milk, hides and skin as well as horses and donkeys for transportation of people and goods. Hens and ducks are the birds commonly reared in the area. In the area there is one dam called Tomas Dam and Fadamas which facilitate irrigation farming for the production of wheat, rice, pepper, tomatoes, sweet potatoes, onions etc.

The area is endowed with vast agricultural land, so much so that despite the effort made by individual farmers in utilising the cultivatable land, there has used to be some land remained uncaltivated. It is therefore pertinent for the state and Local Government to join hands and devise ways and means towards mobilising efforts for maximum utilisation of the cultivatable land that has been remaining uncultivated. This can be done by way of providing equipment and techniques for mechanised farming to further boast agricultural production.

During the period under study the area witnessed the following agricultural development.

a) Extension and tractor hiring services

Extension Services entail agricultural education through which farmers are enlightened to appreciate new methods and techniques in agricultural production.

These services are rendered jointly by the extension staff of the Kano State Agricultural and Rural Development Authority (KNARDA) and that of the Local Government. During the period under study they went round the villages and offered advice to the farmers. However, there were some problems of lack of enough manpower and working materials which had grossly led to non-coverage of the extension services in all the nooks and corners of the Local Government Area. The problems have been pointed out by an agricultural officer of the Local Government when he comments;

> What are constraining extension services in the area are: lack of enough manpower, no enough working materials - Spraying equipment, insecticides, measuring tapes etc. and in deed no adequate transportation facilities for the few available extension staff to move around their places of assignment.[3]

Tractor services facilitate a lot in agricultural activities as soil is tilled mechanically with minimum delay. The Local Government has four tractors which are hired to farmers at subsidized prices for cultivation on their respective farmlands. There are also few farmers, who have tractors that are in addition to utilising them on their farms, they hire them to others for the same purpose. This was the system practised during the period under study. However, the tractors were not sufficient enough to meet the requirement in the area, as such most farmers did not enjoy the services of the tractors. On the alternative, bulls and ploughs and hand-manually-drawn ploughs were used, which are not as faster as the tractors.

b) Upland Farming:

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Most of the farms in the area, are upland which are cultivated during the



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rainy season. Their farms produce both food and cash crops. In addition to individual farmers farmlands used during the rainy season, there are two pieces of land, belonging to the Local Government, located at Dambatta and Makoda, which are apportioned and leased to farmers at subsidized rate.

c) **Irrigation:**

Irrigation farming is practised in the area. This is facilitated by Tomas dams and Fadamas in Gasaltani, Tangaji, Tangajiyo, Maraki and Marke Villages as well as tube-wells sank by Kano State Agricultural & Rural Development Authority (KNARDA) at many places in the Local Government area. Crops such as wheat, rice, tomatoes, onions, pepper, sugar-cane and sweet potatoes are grown in large quantities.

Between 1987 and 1989, there were efforts towards promoting farming irrigation in the area which include:

I) In 1987, the Accelerated wheat production programme was launched at Gasaltani village. In preparation of this, the Local Government developed 50 hectres of irrigation land, which were leased to farmers at subsidized rates during the 1987 and 1988 wheat production seasons. To fully face the programme, there instituted a committee, comprising of KNARDA and Local Government staff which was charged with the responsibility of ensuring affective arrangements for the success of the programme. In pursuance of the arrangement, KNARDA and Local Government provided the expertise while the state Ministry of Agriculture provided the following materials:-

1. Wheat inputs (seeds) with 50%
2. Chemicals and fertilizer } subsidy by the
3. Water pumps Min. of Agric.

The 50 hectres of land cleared and prepared by the Local Government at Gasaltani were apportioned and leased to farmers at subsidised rates. In addition to this 15 water pumps and 20 tube-wells were provided by the Local Government.

ii) Also, in the year 1989, another irrigation land of 15 hectres was made available by the Local Government at Gawon-Bature village. Similarly, some portions of irrigation land were made at Girdo, Unguwar Biyu and Chinaka villages. The campaign for the Accelerated wheat production programme mounted and fully aided by a joint efforts of Kano Agricultural & Rural Development Authority (KNARDA)., Ministry of Agriculture and Dambatta Local Government had yielded positive results as there were appreciable harvests of the crop during the 1987, 1988 and 1989 wheat production seasons.

Similarly in 1987, there was a joint effort made by the Local Government and KNARDA towards boasting vegetable production and for that a programme for the production of tomatoes, pepper and onions was established at Shiddar village, where varieties of seeds, chemicals and water-pumps were made available to the farmers at subsidised prices.

iv) Roads, Culverts and Drainage:

Roads network facilitates greatly in bringing about socio-economic development in any community. This is because roads facilitate the movements of people and goods in the event of accomplishing socio-economic activities. People move about to engage in social functions and to enjoy the social services offered

by the authorities and their combined self-help effort. It is the roads that facilitate such movements which are undertaken in motor-cars and lorries as well as on motorcycles and bicycles. Furthermore, economic activities inevitably involve transportation of goods both farm produce, other natural resources and products that are produced in both small, medium and large scale industries. It is the roads that make such movements possible. Hence the relevance of roads network in socio-economic development is quite enormous.

The roads in the area include Kano-Kwangwalam road which passes through the Local Government area via Kazaure in Jigawa State and Daura in Katsina State to Niger Republic; and Kwanar-Dumawa-Babban-Mutum (Niger Republic/Nigeria border) which passes through the Local Government area. Along Kano- Kwangwalam road the settlements in the Local Government area include Wailare, Satame, Shantake, Garka, Dambatta, Ajumawa, Barebari and G/Bature, while the settlements in the local Government area that are sited along Kwanar Dumawa-Babbab Mutum road include Saidawa, Kore and Fagwalawa Villages. These are certainly tarred international routes which are maintained by the Federal Government. In fact they help a lot in easing the transportation of people and goods particular for the mentioned settlements in the Local Government area.

Other roads in the area are mostly feeder ones and these are: Dambatta - Makoda; Dambatta - Maiganji; Dambatta - Gwarabjawa - Goranmaje; Dambatta - Marke; Dambatta - Koguna - Sabon ruwa. These are not tarred and are maintained by the State and Local Governments. They are seriously deteriorating and they require to be rehabilitated. They were some roads, drainage and culverts constructed by the Local government during the period of Study.

However, there are a lot of settlements in the rural areas of the Local Government that require feeder roads to link them up to ease transportation for the enhancement of socio-economic activities in the localities.

vii) Commerce and Industries:

Commercial activities in the area are mostly carried out in markets. There are six markets in the area, Located at Dambatta, Danmarke, Saidawa, Wailare, Makoda and Larabar Takuyawa. However, Dambatta market is the largest where many essential commodities are sold. The market is known throughout the country where people from different parts of the country sell and buy. There are many lock-up shops located a long the streets of Dambatta, where different commercial activities are carried out. Transportation is one of the commercial undertakings in the area, as there are lorries and buses owned by individuals which transport people and goods at agreed rates. There are five petrol filling stations in the area, all located at Dambatta. There are three motor-parks all located at Dambatta.

There are no medium and large scale industries in the area but only some small scale ones for bakery, furniture making, blocks making and poultry all located in Dambatta. As with banking industry, there is only one bank in the area i.e Kano Tropical Commercial Bank, Danbatta Branch.

There is a non-functional meat processing factory located at Dambatta. It was established by the Federal Government in 1980. Since then nothing has been processed. It is more or less an abandoned venture.

viii) Water and Electricity Supply

It is a point of great concern to all public sector organizations to provide basic amenities to the people so that their socio-economic standard can be improved. The provision of potable water and electricity is certainly an obligation, which all the three tiers of government-local state and Federal, should strive hard to fulfil. This is because the two mentioned amenities are very desirable for socio-economic well-being of the people.

The issue of water supply has, for long, been a challenging task to both state and Local Government. The sources of water supply in the area are open-wells, hand-pumps, and mechanised bore-holes. Open wells are provided by individuals and the Local Government. In some places hand-pumps are provided while in some there are mechanised boreholes.

Dambatta town, the headquarters of the Local Government has for long, been facing problem of pipe-born water shortage, This is due to the fact that the two mechanised bore-holes constructed in the late 60s have been with some operational problem coupled with fact that the town has tremondously grown in terms of size and population. However, the town has been blessed with many favourable open wells and therefore water shortage has not been accute. So it is the pipe-born water which has been scarce in the town due to the reason stated above. As for other settlements in the Local Government, boreholes and handpumps were drilled in some places , in other places open wells were sunk, while some don't have any. Where there has been none of the mentioned sources, Water is provided to them by a water tanker donated to the area by the Kano State Emergency Relief Committee. However, one water tanker could not reach all the

rural settlements facing water problem.

Apart from Dambatta town, only Ajumawa village was electrified. Ajumawa was electrified in the year 1988 through a joint effort of the Local Government and Directorate of Food, Road and Rural Infrastructure (DFRRI). This lack of electricity in most of the settlements in the Local Government area has affected its socio-economic growth.

xi) Telephone and Postal Services:

It is only Dambatta town where telephone services are provided in the area. As for the postal services, there is not even a postal agency not to talk of post office in the area. The absence of these facilities, has certainly hindered communication in the area which in turn has some adverse effect on the socio-economic development of the Local Government Area.

### 5.1.2 Factors hindering socio-economic development in Danbatta Local Government area

For sometime this research has highlighted some explanation on the socio-economicdevelopment of Dambatta Local Government during the period 1987 - 1991.

As earlier on upheld, the research has been with the view that what can be seen andtermed as development in the area, is certainly less than what ought to have been realised as an ideal development of the area within the stated period. It is therefore the belief of this research that the INABILITY for not meeting the desired level of development of Dambatta Local Government area in its totality, has

not just caused to happen. It has certainly happened as a result of certain obstacles which have been proved responsible for that INABILITY to meet the ideal and indeed desired level of development. The factors identified as hindrances to the socio-economic development of the area are as follows:-

i) Scattered nature of settlements, particularly those in the rural areas: There are a lot of rural settlements in the area that are scattered with houses or compounds located far apart. This setting has certainly been making developmental effort difficult. For this, effort should be made towards merging such scattered rural settlements together as conveniently as possible in order to ease the delivery of services to the concerned settlements.

ii) Non-utilisation of some of available resources: The area is endowed with human and materials resources that are not adequately utilised. This non-utilisation of resources is traceable by the absence of industries in the area. There are a lot of resources in form of farm produce and mineral resources such as sand for glass production which could be raw-materials for industries. The absence of industries, has also gone a long way in contributing unemployment in the area, which equally accounts for the non-utilisation of the available human resources. Related to the above is the absence of organized co-operative societies to stimulate self investment.

iii) Non-utilization of some infrastructural facilities available in the area. There are some facilities that are not utilized in the area, and this has been hindering socio-economic development of area. These un-utilized facilities include the meat processing industry and the Shagari Housing Unit all in Dambatta town. These facilities were established in the year 1980, but up to this moment they are

not being put into use:

iv) Absence of enough access roads and other transportation facilities; Most of the rural roads in the area are not accessible and in some places the roads do not even exist. Furthermore, there are no enough vehicles to transport people and goods in the rural areas.

v) Absence of adequate awareness on community development. Most people in the area, particularly the rural populace are not mobilised towards appreciating the importance of community development. As such very little is realized as to their contributions in executing community development projects. Therefore, more effort should be put towards mobising people in our rural areas for them to appreciate the relevance of community development so that they contribute actively in meaningful self-help projects.

## 5.2 An Assessment of Performance of Dambatta Local Government from 1987 - 1991

It will be recalled that this work has been attempting to trace the impact of Local Government performance in the process of development with a view to identifying the extent to which the Local Government has been able to contribute towards national development. Pursuant to that therefore, this chapter highlights an assessment of the performance of Dambatta Local Government in Kano State from 1987 to 1991. In so doing, the chapter takes a look at both fiscal and physical performance of the Local government, and in deed the extent to which it has been able to mobilise its people to participate in their own development through community development. This is certainly done by analysing the data gotten from

the relevant annual estimates of the Local Government, departmental votes of account as well as files containing development plans, progress report and handing over notes, which are all further attested by interviews and visits to sites of the Local Government projects/Community development projects.

For convenience, the study focuses on the followings:-

- An assessment of fiscal operations of Dambatta Local Government (1987-1991).
- An assessment of services delivered by Dambatta Local Government (1987-1991).
- An assessment of the extent to which Dambatta Local Government has been able to mobilise its people to participate in community development.
- The problems faced by the Local Government in performing its functions as a public sector organisation.

### 5.3.1 An Assessment of Fiscal Operations of Dambatta Local Government (1987-1991)

Fiscal operations in public sector organisations, Local Government inclusive, entail all activities pertaining to revenue and expenditure. That is, all activities in respect of the amount of money received as revenue and how same is being expended in the course of providing services and infrastructural facilities for the socio-economic well-being of the people.

i. Revenue Generation:-

Under a Local Government setting, revenue generation is either Internal (Local) or external in form of Statutory Allocations from State and Federal Governments. It is against this background that the 1977 Local Government Edict enacted by the Kano state Government states:-

The revenue of a Local Government shall consist of all sums of:-

a) Money derived from licenses, permits, dues, charges or fees specified by any bylaws or rules made by the Local Government.

b) Revenue derived from any public utility, corporation or any service or undertaking belonging to or maintained by the Local government.

c) Rents derived from the letting or leasing of any building or land belonging to the Local Government.

d) Statutory allocations.

e) Any sums of money which may be lawfully assigned to Local Governmentcorporation.

f) Moneys payable to the Local Government under the provisions of any other enactment.

g) Interest on investment made by the Local Government.

h) Such sums of money as may be granted to the Local government by a joint Board, and

i) Such other moneys as may lawfully be derived by the Local Government from any source not here-in specifically mentioned.[4]

From the above provisions, it could be seen that Local Government Councils have a large revenue to meet their developmental needs only if they could be a little resourceful and determined to be innovative as could be dictated by their local peculiarities and environment. However, most of the sources are untapped. In fact emphasis is much more on markets and motor parks.



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For any development to take place, it must take into cognizance the aspirations, desires and wishes of the people for whom it is meant. Therefore since Local Governments are closer to the people they must as a matter of importance look forward to source their development means from within. This means a greater effort in generating internal revenue with which the Local Governments would execute development projects that have meaning and relevance to their people should be made. In other words Local Governments must find ways and means of generating their development funds from within rather than to relay on external sourcing . This responsibility to generate revenue internally, is vividly enshrined in the Fourth Schedule of the constitution of the Federal Republic of Nigeria where the functions of Local Government in relation to revenue generation state:-

- Collection of rates, radio and television licences.
- Licensing of bicycles, tracks (other than mechanically propelled tracks), canoes, wheel barrows and carts.
- Establishment, maintenance and regulation of slaughter houses, slaughter slabs, markets, motor parks and public conveniences.
- Assessment of privately owned houses or tenements for the purpose of levying such rates as may be prescribed by the House of Assembly of a State.
- Control and regulation of:-
  i) Out-door advertising and boarding
  ii) Movement and keeping of pets of all description
  iii) Shops and kiosks.
  iv) Restaurants, bakeries and other places of sale of food of the public.

In almost all discussions towards improving the performance of Local Governments, the need to improve Local Government internal revenue generation is often one of the salient issues talked about. This has been due to the fact that internal revenue generation in most, if not all of the Local Governments in the country, is very low. This is evident by the generation of local revenue made by

Dambatta Local Government over the period 1987-1991 as shown by **Appendix D** for which cumulatively, internal revenue represented an average of 15.28% of the total actual revenue generated. Thus, in 1987, of the N6,459.152 generated as total revenue only N931,152 was realized locally, (i.e 14.42% of the total); in 1988 N1,345,355 representing 18.69%, in 1989 it was N1,324,107 representing 16.88% of the total, in 1990, N1,31,823 represented 17,25% and in 1991 it was N1,332,412 representing 8.89% of the total revenue generated.

Furthermore, comparing, the estimated internal revenue with estimated statutory allocations of the year under study (1987 - 1991), the anticipation of generating more revenue was much more on the statutory allocation, which was also manifested by the figures of the actual collections. This certainly attests to our earlier observation that internal revenue generation of the Local Governments have been generally very low. And this has been the reason for their over-dependency on statutory allocations.

The major sources of internal revenue of Dambatta Local Government have been markets and motor-parks, which the Local Government has made effort towards improving their conditions by way of increasing stalls/lock-up shops and fencing the animals selling places. However, with all the amount of money expended in improving the conditions and capacity of the markets and motor parks, there appeared no appreciable effort of generating more revenue internally during the period under study, and hence internal revenue has remained low in the area. In fact, this has, substantially, been due to the lack of enough effort to generate and in deed lack of accountability and proventy on the part of revenue officials as in 1989 an out going Chairman of the Local Government observed:

Inspite of the existence of big markets and motor parks and active commercial activities, the amount collected throughout the period fell much below expectation. This is attributed to a number of factors:-

A- The committee entrusted to the task of improving the revenue base was not serious;
B- Departmental efforts were also much to be desired;
C- some staff and commission agents who often go out on their own to motor parks and markets to enrich themselves, should be brought to book;
D- Dishonest revenue collectors in our midst should be checked[6].

Looking at the revenue outlay of the Local government contained in table 5.1, it can be noted that the statutory allocations received throughout the period 1987-1991, constituted substantial percentage to the total revenue accrued. For instance, of the total revenue (N13,756,728) generated in 1991, the sum of N10,768,316 was received as statutory allocations, which represented 78.28% of the total revenue. This has certainly revealed that Dambatta Local Government depended more on grants from the Federal government. Furthermore, the grant expected from the state Government was not disbursed for four years. (1987-1990). It was only in 1991 when the sum of N254, 438 representing only 1.85% of the statutory allocation was received by the Local government from the State Government. In essence therefore, the expenditures of the Local Government for the period (1987-1991) depended substantially on the grants received by the Local government from the Federation Account.

II) Expenditure Profile of the Local Government:-

Finance is the lifeblood of any organisation, because no organisation can perform any activity without money. This is what justifies the generation of revenue and in deed the spending of same (expenditure).

We have just been acquainted with the revenue generation exercise in Dambatta Local Government during the period under study. The amount of money received as revenue was equally spent by the Local Government in the discharge of its functions. This portion is therefore designed to analyse the expenditures of the Local Government during the period 1987-1991. In doing so, the figures of the amount of money spent were identified under the specifications of RECURRENT EXPENDITURE (Personnel and Overhead costs) and CAPITAL EXPENDITURE classified under Social, Economic, Area development and Administrative sectors, as quantified in **Appendix E**. The table features both the estimated and actual expenditures of the Local Government for the period under study.

As it can be seen from **Appendix E**, the expenditures pattern of the Local government reveals that greater percentages of the total expenditures during the period under study were committed to recurrent expenditure, representing 67.31%. 60.32%,78.14%,82.69% and 87.47% of the total expenditures for 1987, 1988, 1989, 1990 and 1991 respectively. The recurrent expenditure as classified into personnel and overhead costs, has much of it directed to overhead cost in favour of maintenance of vehicles and, buildings purchase of stationeries, purchase of working materials for self help groups, provision of touring allowances of staff and political office holders of the Local Government for attending seminars, workshops and conferences, etc, Also as it can be seen from the **Appendix E**, the overhead costs were continuously on increase over the years, for which records have further clarified that maintenance of vehicles, purchase of stationaries and granting of touring advances have accounted for the greater portion of the overhead cost more particularly in 1990 and 1991. For instance, in 1991 the sum of N13,737,629 was

accounted as total expenditure of the Local government, out of which the sum of N8,760,363 stood for recurrent expenditure representing 87.47% of the total expenditure. This type of excessive recurrent spending has been identified as one of the reasons responsible for the low performance of Local Governments in the process of development as Halidu I. Abubakar observes:

> Characteristically, Local Governments in this country allocate the bulk of their annual revenues to satisfying recurrent expenditures which consist largely of personal emoluments and other charges[7].

As for capital expenditures, table 5.I below has revealed the amounts expended together with percentages to the total expenditures throughout the years of the period under study. This has been calculated and tabulated with the aid of Appendix E

## APPENDIX E

TABLE 5.1 CAPITAL EXPENDITURES FOR THE PERIOD 1987-1991

| Year | Total Expenditures | Capital expenditures | Percentage of capital expenditures to total expenditures |
|---|---|---|---|
| 1987 | N6,368,886 | N2,080,550 | 37.69% |
| 1988 | N7,199,210 | N2,820,334 | 395 |
| 1989 | N7,742,009 | N1,692,250 | 21.86% |
| 1990 | N7,621,074 | N1,319,564 | 17.31% |
| 1991 | N13,737,629 | N1,720,960 | 12.53% |

**NB: ABOVE WAS CALCULATED FROM APPENDIX E**

Looking at the above table there appeared a fluctuating decline of the capital expenditures over the years of the period under review, despite the seemingly increases in the total expenditures, particularly in the year 1991 when the total expenditures was N13,737,629 and the capital expenditure stood at N1,720,960. In comparison with the year 1987, this shows a considerable increase of over 100% as the total expenditures for the 1987 was N6,363,886. However, comparing the capital expenditures of the two years 1987 and 1991 as sample, it reveals a decrease as indicated by N2,080,550 and N1,720,960 as capital expenditures for 1987 and 1991 respectively. Adding up together the total expenditures for all the years mentioned, a grand total of N42,663,808 is gotten out of which only N9,663,658 accounts for capital expenditures, representing 22.58% of the total expenditure. This has certainly substantiated the observation made that Local Governments spend more on recurrent expenses to the detriment of the capital ones and this negates a lot to their effective participation in developmental process.

### 5.2.2 An assessment of Services Delivered by Dambatta Local Government 1987-1991

Our calculation in **Appendix E** has shown the estimated and actual expenditures of the Local Government for the period 1987 1991. In fact the figures, thereof, have been calculated with the help of annual estimates in the case of estimated expenditures and departmental votes of account book in the case of actual expenditures. The annual estimates, out of which the actual expenditures came into being, are, to some extent, reflections of the Development plans of the Local Government contained in **Appendices F & G**. Furthermore **Appendix H**

contains details drawn from the plan and such details served as guidelines, which facilitated the drawing up of the annual capital estimates for the Local government, through which the existing physical structures for the delivery of services, came into being on which our attention is to be focused at the moment.

To assess the delivery of services made by the Local Government reference was made to **Appendix E**, which contains the expenditure outlays of the Local Government, where the capital expenditures are classified into economic, social service, environmental Development and Administrative Sectors through which the percentages of the funds spent for the sectors are quantified and tabulated below:-

**TABLE 5.2 EXPENDITURE ON CAPITAL PROJECTS SECTOR BY SECTOR**

| | | YEAR AND EXPENDITURE | | | | |
|---|---|---|---|---|---|---|
| S/NO | SECTOR | 1987 | 1988 | 1989 | 1990 | 1991 |
| 1 | ECONOMIC | N905,850 (43.54% OF TOTAL CAPITAL EXP.) | N389.02 5 (13.79% | N154,085 (9.11% OF TOTAL CAPITAL EXP. | 351,469 (26.64% OF TOTAL EXPENDITURES EXP. | N697 OF CAP |
| 2 | SOCIAL DEVT. | N37.888 (18.21% OF TOTAL CAPITAL EXP. | N201. 046 (7.12% OF TOTAL CAPITAL EXP. | N164,307 (9.71% OF TOTAL EXP. | 308.025 (23.34% OF TOTAL CAPITAL EXP. | N252. (14,6 TOTA CAPI EXP. |
| 3 | ENVIRONMENTAL DEVT | N714,397 (34.34% OF TOTAL CAPITAL EXP. | 1,724,766 (61.15% OF TOTAL CAPITAL EXP. | 800.000 *47.27% OF TOTAL CAPITAL EXP. | N361.345 (27.38% OF TOTAL CAPITAL EXP. | N510. (29.6 TOTA |
| 4 | ADMINISTRATIVE | N81,416 (3.91% OF TOTAL CAPITAL EXP. | N505,497 (17.92% OF TOTAL CAPITAL EXP. | N573,858 (33.91% OF CAPITAL EXP. | N298,725 (22.64 OF TOTAL EXP. | N260. (15.1 TOTA CAPI EXP. |
| | TOTAL CAP. EXP. | N2,080,550(100% | N2,820,334 (100% | N1,692,250 (100% | N1,319,504 (100%) | N1,72 (100% |

**NB: CALCULATED FROM THE APPENDIX E**

Considering the above calculations on capital expenditures of the Local Government for the period 1987-1991, it can be deduced that the Local Government focused its attention more on environmental development (area development) and economic sectors. In 1987, economic sector alone gulped 43.54% of the total capital expenditure, when some lock-up shops and market stalls were constructed at different places in the Local Government area, as well as the walling of Dambatta cattle market. As for environmental development which attracted 34.34% of the total capital expenditure of 1987, when culverts, feeder roads, drainages, boreholes and local wells were constructed at different places in the Local Government area. In 1988 and 1989 attention was focused more on environmental development and administrative sectors because the year witnessed the construction of drainage, culverts, and water supply as part of area development as well as the extention of Local Government Secretariat, improvement of Dambatta and Babura village heads official residences, purchase of 4No. new official vehicles and sets of office furniture. In 1990 and 1991, economic and environmental development sectors were on the lead when more lock-up shops/market stalls, open wells, drainage and culverts were constructed.

## I. 1990 -1992 Rolling Plan and Actual Capital Expenditure of the Local Government

**Appendix G** contains the National Rolling Plan of the Local Government for the period 1990 - 1992. Comparing the plan with the actual expenditure for the years 1990 and 1991 being part of the Rolling Plan period, the following deductions can be made:-

a) ECONOMIC SECTOR:- Out of N6545,000 ear-marked for economic sector in 1991-1992 National Rolling Plan of the Local Government, the sum of N104,947 as per **Appendix E** has been the actual expenditure made in favour of the sector from 1990 - 1991, which represents only 16.03% of amount earn-marked in the Rolling Plan. Thus, leaving 66.75% rolled into the year 1992 as provision for coverage in economic sector.

b) SOCIAL SERVICES SECTOR:- Out of N1,840,00 ear-marked for social services sector in the 1990-1992 National Rolling Plan of the Local Government, the sum of N558,161 has been spent on the sector from 1990-1991 which represents 30.33% of the amount provided in the plan, leaving 69.67% rolled into the year 1992 as the amount anticipated to be expended in the year in favour of the sector.

c) ENVIRONMENTAL DEVELOPMENT SECTOR:- Out of N1,200,000 ear-marked for environmental sector, the sum of N872,221 has been the expenditure in favour of the sector, which represents 72.69% of the amount ear marked in the plan, leaving 27.31% of same rolled into the year 1992.

d) ADMINISTRATIVE SECTOR:- Out of N1,680,000 ear-marked for administrative sector the sum of N548,725 has been spent in favour of the sector from 1990-1991, leaving 67.34% the amount envisaged in the plan which rolled into the year 1992.

Going by the above analysis, it can be seen that the emphasis of the Local Government in 1990 and 1991 was more on area development sector, occasioned by the construction of drainage and culverts in Dambatta town and few villages. This certainly informed the uneven development of the Local Government area with

concentration on the center to the disadvantage of the pheri-pheries.

## II. Provision of Services and Infrastructures by Dambatta Local Government

Though Dambatta town, the headquarters of Dambatta Local Government appears to be semi-urban, other settlements in the Local Government Area are typically rural, most of them sited in scattered locations, lacking basic infrastructures such as feeder roads, clinics and schools. This has been making the delivery of services and provision of infrastructure slow, difficult and uneconomical.

Furthermore, the emphasis of the Local Government has been more on developing the center and few villages. These have been the main reasons responsible for uneven development in the Local government area.

Below is a presentation of some of the main services delivered which include largely the provision of some infrastructures, by Dambatta Local Government during the period 1987-1991.

### a) Agricultural Services:-

As mentioned earlier, Dambatta Local Government has been endowed with fertile land suitable for the production of both food and cash crops which include millet, sorghum, rice, wheat, cassava, beans, tomatoes, pepper, onions, sugar cane etc. However, the greater percentage of the farmers in the area are peasants, operating with primitive tools and methods. This suggests that the farmers in the area require more extension services and implements/inputs for them to improve their agricultural production. Though during the period under review in the years 1987, 1988 and 1989 the Local Government contributed towards boosting wheat

production by way of providing prepared land at Gasaltani and water pumps, there was much more desired in the area of upland farming. The purchase of one additional tractor by the Local Government in the year 1991 brought the number of Local Government tractors to four which were inadequate to provide services to the teaming peasant farmers in the Local Government Area. While in the area of extension services, the number of Local Government agricultural extension workers was grossly inadequate to cover the villages in the Local Government Area for service delivery, as out of 25 staff under Agriculture department only 3 were agricultural extension workers - 2 agric field overseers on GI 04 and 1 Senior Agric Field-overseer on GI 05.

b) **Medical and Health Care Delivery:-**

During the period under review the Local Government constructed 3 dispensaries and 2 health posts. This brought the total number of health facilities owned and managed by the Local Government to 10 dispensaries and 2 health-posts. The dispensaries are located at Fagwalawa, Tsaraka, Makoda, Wailare, Maitsidau, Goran-Maje, Kantudu, Sansan, Kore and Diggol villages, while the health posts are located at Ruwantsa and Yammawa Villages. As for the day to day operations of these health facilities, the Local government purchased drugs on quarterly basis, which were continually distributed to the dispensaries and health-posts. To ensure safe storage of the drugs before distribution to these health facilities the Local Government constructed a Medical Store at the Secretariat.

In fact, owing to the availability of a general hospital at Dambatta town, all the dispensaries and health-posts owned and managed by the Local Government are

located in the rural areas. In this regard therefore we may rightly say that the provision of health care services by the Local Government has been rural oriented. However, there are still some inadequacies in respect of the number of available health facilities to the number of localities in the Local government area. Furthermore, many people still have to travel far distances before they can reach the services of a dispensary or a health-post. Though the Local government health facilities were equipped with drugs purchased quarterly throughout the period under review, there was however a constraint of enough qualified medical personnel to effectively run the health facilities of the Local Government. This is evident by the fact that most of the dispensaries and health-posts are run by dispensary assistants. There were no qualified Community Health Extension workers and community Health officers to render primary health care services in the area. At one of the dispensaries visited, the staff taking charge of the dispensary commented.

> I was employed as an assistant and had worked at two dispensaries in that capacity. But due to the lack of a competent officer to look after this dispensary two years ago when it was established, I was assigned to manage it after receiving a two week training at the Medical and Health Department of Dambatta Local Government.[8]

This is a serious predicament which doesn't augur well for the effective and efficient health care delivery in the rural areas, especially in view of the recent desire of directing concerted effort towards ensuring HEALTH FOR ALL BY THE YEAR 2000.

In the area of prevention, the Local Government had, in the 1988 Estimate, provided for the purchase of refuge collection van and equipment. However, this was not translated into reality as the van and its equipment were not purchased.

It has been only some sanitary labourers who only sweep Dambatta market and motor parks. There are some sanitary inspectors who go round to ensure that people keep their environment clean and offer advice on health practices. However, their number has been inadequate to cover all the nooks and corners of the Local government Area. Furthermore, most of them are not fully trained to face the challenges very well. There has also been the problem of transportation for those posted to the rural areas to move about to inspect and enlighten rural populace on health matters. In fact there has been non-coverage of the activities of sanitary inspectors and health educators, due to the lack of required number of qualified personnel and the lack of transportation/logistic support to the few available. One of them complained:

> My area of assignment is composed of seven villages, which are all located far apart. In fact, I find it very difficult to cover my working visits to them in a month as most of the places are not motorable and I don't have a bicycle with which to travel.

In line with the national health policy, the Medical and Health Department of the Local government has been pursuing the Extended Program on Immunization/Oral Dehydration Therapy (EPI/ORT). For this, during the period under study a well equipped cold room with 9 50KVA stand-by generator was provided to ensure safe storage of vaccines for the lined up immunization activities. The EPI activities are given adequate attention consequent upon which the Local government came third in all the Local Government area EPI competition in the state in the year 1988, when a cash prize of six Thousand Naira (N6,000) was given to the Local Government.



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c) Water Supply:-

Water supply as one of the services rendered by the Local Government, has socio-economic importance to the development of the localities. In between 1987 and 1991 the Local government sank a number of 59 open wells at different places in the Local government area. Five bore holes at Fayam-Fayam, Gwarabjawa, Koren-Tabo and Saidawa were constructed. 1No. Handpump was constructed at the General Hospital Dambatta. Also, the Local Government made some effort towards improving the supply of water in Dambatta town, by purchasing water connection materials (pipes and fittings) and effecting some reticulation work for increasing water flow a long its pipe line network. These are in addition to the efforts being made by State and Federal Governments through their agencies such as Kano State Water Resources and Engineering Construction Agency (WRECA) Kano State Agricultural and Rural Development Authority (KNARDA) and Hadejia Jama'are River Basin Development Authority. However, there is still the problem of lack of enough drinking water even at the Headquarters of the Local government. Why?

Dambatta town was provided with pipe-born water by the Kano State Government in 1967. At that time the water pipeline network was concentrated in the main town, sourced by two mechanised boreholes located at K/Kudu and K/Yamma quarters. There was continuous supply of water to houses and tap-heads erected along the streets for the benefit of general public. Later, with the creation of institutions such as Government Secondary School Dambatta,; General Hospital Dambatta; the then Kano North Central Administrative Divisional Headquarters Secretariat (now Dambatta Local Government Secretariat); Dambatta Police

Station and in deed the extension of Dambatta town, more particularly at the Southern and Western parts necessitated the extension of the water pipeline to the mentioned places. Most probably, the diminishing capacity of the bore holes attributed to the complete collapse of pipe born water supply in Dambatta town at around the year 1983. This marked the genesis of water problem in Dambatta town which successive administration, at both State and Local Government have been contending with. In fact it was pursuant to its contribution toward ameliorating pipeborne water problem in Dambatta town that the Local government purchased pipes and fittings in 1988 with which it effected some water articulation work for easy flow of water in the town. However, the flow of water from new sources at Gari and Tomas dams has been the problem at stack as it has been very minimal and hence it has no any significant impact to pipe borne water consumption in Dambatta town. The taps have been completely dry. Fortunately the town has many open wells blessed with water as an alternative source of water for socio-economic well-being of the people. Similarly, despite the provision of five bore holes and fifty nine open wells made by the Local Government in the rural areas there are still some communities in the area, requiring water for their domestic purposes. Responding to a question a woman says: "Everyday I travel far away distance to get water from an open well"[10].

d) Roads, Drainage and Culverts:-

There are a lot of settlements in the rural areas of Dambatta Local government, that are desperately in need of feeder roads to facilitate the movements of people and goods, particularly farm produce. The existing feeder roads in the Local government area include: Dambatta-Makoda; Danbatta-

Gwarabjawa-Gwalaida-Gwaranmaje;Danbatta-Diggol-Gwanda-Dukawa;Danbatta-Mahuta; Danmarke-Tashar Kwadi; Shantake-Maitsidau; Gawon Bature-Tailafiya; Kore-Ruwantsa; Dambatta-Koguna-S/Ruwa. Also, during the period 1987-1991, the Local Government constructed Tsamiyar Boka-Yammawa-Tabo feeder road as well as Dambatta ring road and Dambatta township road. Even though, during the period under study, the Local Government effected maintenance repairs of some of the feeder roads mentioned above, most of them are in deteriorating condition, making movements difficult. Furthermore, there are a lot of villages that lack access roads to facilitate the movement of people and goods. This is certainly adversely affecting the development of the localities. Related to this, is the non-availability of motor vehicles on the existing roads, as a villager explains:

> Whoever coming to Dukawa from Dambatta could only get a tractor on Sunday, that is the Dambatta Market day. If it is on other days, he/she should have to travel by foot.

The road is also deteriorating, full of sand, which makes difficult for cyclists and even motor cars to travel on.

During the period under study, the Local government constructed drainage and culverts at Dambatta, Satame, Kore, Saidawa, Ajumawa, Barebari, Gwalaida, Wailare, Koya, Malikawa and Fagwalawa. In fact most of these structures are sited at Danbatta town with few at the villages listed above. Whereas, other villages have none of such structures. This is an instance of lopsided attention of the Local government on the centre to the neglect of the periphery which has constituted the majority.

e) Electrification:-

For all the towns and villages in the Local government area, only Dambatta and Ajumawa have been electrified. It was in the year 1974 that Dambatta town got electricity through Kano State Rural Electrification Board (REB) and later joined with the national grid in the year 1982. In 1988, the Local Government and the Directorate of Food, Roads and Rural Infrastructures (DEFRRI) jointly electrified Ajumawa village.

f) Primary Education:

For some years after the 1976 Local Government Reforms, primary education in Kano State was directly managed by the Local Governments. However, in a bid to improve the standard of this educational sub-sector the Kano State Government had, in 1987, established Primary Schools Management Board to manage all the primary Schools in the State. Since then payment of primary Schools teachers' Salary as well as other overhead and capital spending have been shouldered by the board with the funds jointly contributed by State and Local Governments. Throughout the period under study, primary Schools in the area were therefore not directly managed by the Local Government but by the Kano State Primary Schools Management Board through the Dambatta Local Education Authority which has been under the control of the board. However, the operational structure of the Local Education Authority has provided for the existence of two committees namely Local Government Education Authority Committee headed by the Chairman Dambatta Local government, 5 members and Education Secretary of the LEA serving as Committee's Secretary; and District education Authority

Committee headed by the District-head of Dambatta, 6 other members and District-education officer serving as the committee's Secretary. This means that even though, Dambatta Local Education Authority is being controlled by the Kano State Primary Schools Management Board, its activities of managing primary education in the area are pursued with full knowledge and co-operation of the Local government through its chairman who operates as the Local Education Authority's Chairman. This is further attested by the Secretary to the Local Government when he commented:-

> The fact that Primary Schools Management Board has been introduced to manage and take care of Primary Education, this doesn't however, make Local Education Authority completely independent from Local government council.[12]

In assessing the development of primary education during the period of this study, it is important to trace the impact of the implementation of the Universal Primary education Program of 1976. This is very relevant in view of the damaging effects resulted by the implementation of the Universal Primary Education Program in Dambatta Local Government area. It will be recalled that the implementation of U.P.E was generally faced with problems of enough qualified teachers, teaching materials and other facilities. As at the time of introducing the programme in the area, most of the teachers in the old primary schools were posted to the new ones as headmasters. Consequently, there was acute shortage of teachers in both old and new Primary Schools in the area. In attempt to instantly arrest the situation, there was an emergency arrangement for which primary school leavers and those who attended basic literacy classes (adult education classes), were given a one month training and were posted to the primary schools to teach. This arrangement

did not function well for the development of primary education in the area, because substantial percentage of the teachers did not have the pre-requisites requirements for teaching. Furthermore, the primary schools were poorly attended because most parents, more particularly in the rural areas did not like sending their children to schools for western education. However, the problem of shortage of qualified teachers was, to some extent, later overcome. However, its repercussion, coupled by the negative attitude of parents towards western education, has been affecting educational progress in the area. This negative attitude of parents towards western education, is more exemplified by a neglect over girls education as revealed by the statistical data on primary schools enrolment figures for the period 1987 —991 tabulated below:-

TABLE 5:3 PRIMARY SCHOOLS ENROLMENT FIGURES 1987-1991

| YEAR | NOOF SCHOOLS. | ENROLMENT FIGURES | | |
|---|---|---|---|---|
| | | BOYS | GIRLS | TOTAL |
| 1987 | 93 | 12832 | 4319 | 17151 |
| 1988 | 93 | 13920 | 3896 | 17816 |
| 1989 | 93 | 12320 | 3112 | 17432 |
| 1990 | 93 | 13020 | 4913 | 19933 |
| 1991 | 93 | 14980 | 4612 | 19592 |

As earlier on pointed out, lack of enough qualified teachers, has been one of the constraints to the development of primary education in the area. In fact the ideal situation is for the teachers to have been successfully completed a teacher Grade

II certificate course as a minimum qualification for teaching in the primary schools. When the UPE program was introduced in 1976, not more than 15% of the teachers in the area passed teacher grade II Certificate examination. None of them had NCE or diploma. This situation persisted up to 1987, when the Kano State Primary Schools Management Board was established to address the falling standard of primary education in the state. When the board started functioning, one of the measures taken by it to improve primary education was creating training opportunities for teachers to undergo various courses ranging from remedial course for referred grade II Teachers NCE and diploma courses for teachers who passed their teachers grade II Certificate examination. This effort has improved the situation. However, most of the teachers have still failed their Grade II Teachers Certificate examination or they have none teaching qualifications as attested by the table 5.4 below:-

**TABLE 5.4 NUMBER OF TEACHING STAFF IN PRIMARY SCHOOL OF DAMBATTA LOCAL GOVERNMENT 1987-1991.**

| YEAR | NUMBER OF TEACHERS BY QUALIFICATION | | | | | |
|---|---|---|---|---|---|---|
| | GRADUATE | NCE/DIPLOMA | PASSED GR 11 | FAILED GR 11 | OTHERS | TOTA |
| 1987 | - | 12 | 125 | 396 | 286 | 819 |
| 1988 | 1 | 19 | 216 | 426 | 190 | 852 |
| 1989 | 1 | 25 | 237 | 507 | 175 | 945 |
| 1990 | 1 | 36 | 320 | 610 | 210 | 1177 |
| 1991 | 1 | 47 | 372 | 712 | 160 | 1,292 |

SOURCE: DLEA/STM/3VOL.11

It will be recalled that before the establishment of Kano State Primary School Management Board, not more than 15% of primary School teachers in the area were grade II certificate holders. However, when the board was established in 1987, the situation started improving as shown by table 5.4, when the numbers of passed Grade II teachers roused from 15.26% in 1987 to 28.79% of the total

teaching force in 1991. Similarly, with the inception of the board, there has been an increasing number of teachers with NCE and diploma qualifications.

Furthermore, when the UPE programme was to be introduced many primary schools were established so much so that their number was too much for the Local Government to manage effectively in view of its lean financial resources. As such most of them were rendered mushroom, poorly attended and poorly staffed with dilapidated classrooms. This situation was equally improved during the period under study, when the Kano State Primary Schools Management Board had undertaken repairs of primary School buildings, provision of teaching aids and training of teachers.

g) Improvement of Revenue earning facilities:

It will be recalled that mention was made that markets have been the main source of revenue in the area. In its effort of improving the condition of the markets, the Local government had, in the year 1987 constructed 2NO, market stalls at Tabo, 2NO Market stalls at Gawon-Bature, 3No market stalls at Saidawa, 3NO market stalls at Danmarke, and 4NO market stalls at Wailare. While the existing ones at Dambatta Market were repaired. Also, in the same year, the animal market at Dambatta was walled in order to ensure control and safety of the animals brought to the market for sale.

The argument is that while provision of facilities is one thing the utilisation of the provided facilities is another thing. In fact above were provided not just for the sake of provision, but for the sake of utilising them maximunly with a view to improving revenue generation for an enhanced delivery of services to the people.


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Looking at **Appendix D** it can be seen that the revenue item titled EARNING FROM COMMERCIAL UNDERTAKINGS is the subhead under which revenue accruable from markets, is classified. Also, looking at the table, it will be seen that markets and motor parks under commercial undertakings yielded N505,394 in 1987, N657,472 in 1988, N557,747 in 1989, N560,470 in 1990 and N578,401 in 1991 as revenue to the Local government. Looking at the presented figures, it will be deduced that there hadn't been appreciable improvement on revenue generation in markets and motorparks of the Local government, despite the efforts made by the Local Government in providing more and more facilities in form of lock up shops, market stalls and in deed the walling of animal market. Thus, the generation of revenue did not satisfy the requirement of 'economy', as the amounts generated over the years of study didn't justify the costs of improving the markets and motorparks made in form of provision of more facilities and effecting repairs on the existing facilities.

### 5.3.3 An assessment on the Extent to which Dambatta Local Government has been able to Mobilise its People to Participate in Community Development

Community development calls for the participation of people in their own development. However, before an active and maximum participation of the people can be gotten, they should be mobilised and encouraged. This is certainly the rationale for which one of the functions of Local Government as contained in the 1976 Local Government Reform has stated that: "Mobilisation of human and material resources through the involvement of members of the public in their own development"[13].

This means the more people are mobilised towards active participation in community development, the more they contribute in the execution of meaningful projects, which means a lot to the process of development.

As it can be seen from **Appendix I** that there were 44, 46,51,70 and 76 registered self help groups in the Local government area in 1987, 1988,1989,1990 and 1991 respectively, with corresponding numbers of executed projects in the years as 14,13,18,18 and 22 respectively. The table also highlights the estimated costs of the projects showing the contributions of the Local government as well as the estimated costs of the contributions of the self help groups towards the accomplishment of the projects. To further aid analysis, the percentages of the contributions of the Local Government and self help groups to the total costs of the projects are worked out and tabulated below:-

**TABLE 5:5 CALCULATED PERCENTAGES OF CONTRIBUTIONS OF LOCAL GOVERNMENT AND SELF HELP GROUPS TOWARDS THE EXECUTION OF PROJECTS 1987-1991.**

| Year | NO OF SELF GROUP | | ESTIMATED COST | | | | |
|---|---|---|---|---|---|---|---|
| | | | | Contr. Of self help gruop | | Total of A&A | |
| | Estimated cost | % to the total cost | Estimated Cost | Extimated cost | % to the total cost | Estimated Cost | % tota |
| 1987 | 14 | N350,000 | 34.65% | N660,000 | 65.355 | N1.010,000 | 100 |
| 1988 | 13 | N570,000 | 60.00% | N380,000 | 40.00% | N950,000 | 100 |
| 1989 | 18 | N600,000 | 43.48% | N780,000 | 56.52% | N1,380,000 | 100 |
| 1990 | 18 | N750,000 | 42.86% | N1,000,000 | 57.14% | N1,750,000 | 100 |
| 1991 | 22 | N840,000 | N37.50% | N1,400,000 | 62.50% | N2,240,000 | 100 |

NB; ABOVE WAS CALCULATED FROM APPENDIX I.

As presented above, the Local Government had, during the period 1987-1991, contributed working materials worth N3,100,000 towards the execution of 75 community development projects, which represented 42.43% of the total estimated cost of the executed projects. The materials contributions of the Local Government

towards the execution of community development projects appeared to be satisfactory. However, what is lacking is indeed adequate mobilisational effort to stir up the interest of the generality of the people towards participation in the execution of more meaningful projects. This is because considering the fact that there are 2940 communities in the Local government area, it appears that both the number of registered self help groups and the number of projects executed are grossly in-adequate for an ideal participation of people in developmental process through community development. Furthermore, some members of self help groups in the area, are either ignorant of the expected roles of a self help group or they use the association in other way round to satisfy their selfish ends. It is that lack of understanding of the ideal functions of a self help association that create misunderstanding between the officials of the Local Government and members of self help groups as a former chairman of the Local Government comments:-

> Care should be taken on the activities of a few of these self help groups, because they provide a forum for confrontation with the Local government and habour disgruntled elements who try to frustrate the very good intention of the Government.[14]

This suggests that a concerted effort is required towards re-orienting the self help groups for proper understanding of the tenets of community development, so that the Local Government officials and members of the self help groups would both see themselves as partners in progress.

### 5.2.4 The Problems faced by Dambatta Local Government in performing its functions as a Public Sector Organisation

In the proceeding pages of this Chapter, attempt has been made in assessing the performance of Dambatta Local Government during the period under


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towards the execution of community development projects appeared to be satisfactory. However, what is lacking is indeed adequate mobilisational effort to stir up the interest of the generality of the people towards participation in the execution of more meaningful projects. This is because considering the fact that there are 2940 communities in the Local government area, it appears that both the number of registered self help groups and the number of projects executed are grossly in-adequate for an ideal participation of people in developmental process through community development. Furthermore, some members of self help groups in the area, are either ignorant of the expected roles of a self help group or they use the association in other way round to satisfy their selfish ends. It is that lack of understanding of the ideal functions of a self help association that create misunderstanding between the officials of the Local Government and members of self help groups as a former chairman of the Local Government comments:-

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study. Having witnessed the level of performance of the Local Government, it is imperative to identify the major constraints to effective performance of the Local Government which include shortage of professional staff; Sparsely setting of rural settlements in the Local Government Area; Lack of adequate awareness on civil responsibilities among majority of people in the area; the spending pattern of the Local Government and frequent change of type of leadership and leadership type.

a. Shortage of Professional Staff:

The policies, programmes and projects of the Local Government need to be implemented properly. To facilitate this, the provision of enough professional staff is highly desirable. However, as presented in **Appendix C**, Dambatta Local Government is constrained by lack of enough professional staff, capable of meeting up the challenges of services delivery to the people. For instance, sectors such as agriculture and community development require adequate professionals who would go round the Local Government area to mobilise people in the field of boasting agricultural production and enhancing their active participation in community development. However, referring to the staff strength of the Local Government, we find out that these categories of personnel have been grossly inadequate to meet up the challenges before the Local Government.

b. Scattered And 'Unviable' Nature of Rural Communities In The Local Government:

More than fifty percent (50%) of the settlements in Dambatta Local Government area are rural base, most of whom are sparsely located with houses sited far apart in between each other. This has been making the delivery of service



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difficult by the Local Government, and some of the services and facilities have to be provided in the manner the settlements are located, which also makes the delivery of services and facilities slow and uneconomical. For instance there are some settlements in Maiganji village, which are sparsely located, and in a bid to provide water to them, the Local Government had to sink seven open wells, for which three could have been enough for them, if they were orderly merged together at three strategic places.

c. Lack of Adequate Awareness In people an Civic Responsibilities:

Majority of the people particularly those in the rural areas are yet to understand the essence of Local Governance i.e what the Local Government is all about and indeed what is expected of them as citizens. Most people in the area have not appreciated the fact that they and the Local Government are to join hands together to co-operate and work towards improving the living standard of the people in the area.

Some people hold the view that everything should have to come to them from the government without any contribution their end. Some of the people don't even know that the Local Government exists. This has been a serious constraint to the operations of Dambatta Local Government. Patient explanation should be made to make people appreciate the existence of Local Government and its purpose so that their desired cooperation can be attained.

d. The Spending Pattern of the Local Government:

As earlier on established, the expenditure pattern of Dambatta Local Government, has been gallantly concentrating on overhead cost with emphasis on excessive spending on maintenance of official vehicles, entertaining official guests, attendance of seminars and conferences to the disadvantage of executing more meaningful development projects which would improve the socio-economic wellbeing of the people. This is part of the Management problem which has been faced by Nigerian Local Governments in general.

e. . Frequent Change of Leadership and Leadership Type:

This is a phenomena that has been adversely affecting Local Government administration in this Country. It is against this background that some scholars have the perception that instability and inconsistency have characterised the Nigerian Local Government system. In fact frequent change of leadership and leadership type has been part of what is disturbing Local Government administration in this Country, Dambatta Local Government is not an exception. Since the Local Government was created in 1976, it has witnessed many kinds of Leadership in the trend of: partially appointed/elected Council - appointed council - Sole Administrators - elected council - Appointed caretaker - Elected Council. This trend has portrayed how inconsistent the leadership has been, with lots of interruption which in fact affected the policies. Programs and projects of the Local Government which has invariably affected developmental process in the area.

To Conclude this chapter it is pertinent to recall that this work has been addressing issues of development with particular reference to the role expected to

be performed by a Local Government in the process of development. For this, it is equally important to recall that Local Governments are created to improve the living standard of the people in their respective areas of jurisdiction. It is therefore against that this work perceives development in a Local government area as a situation in which active socio-economic activities are undertaken towards improving the living standard of the people in the area. In this process the Local government delivers services to the people in the area. However, for it to deliver the services effectively it has to be managed by the people themselves through a participatory representative democracy.

Dambatta Local Government, being the subject of reference for this work, had, during the period (1987 - 1991) delivered services including the provision of infrastructures for the facilitation of socio-economic activities in the area. Facilities such as health posts, dispensaries, culverts, drainage, roads, lockup-shops, market stalls, open wells and boreholess were provided by the Local Government. However, the spread of these facilities has not reached all nooks and corners of the Local Government area. There are yet many rural settlements in the area that are lacking such facilities, and hence socio-economic activities are seriously constrained, making life difficult for the inhabitants of such settlements.

Furthermore, at these rural settlements the efforts of State and Federal government in providing services and facilities, have been absolutely absent. In fact the services and facilities provided by the State and Federal Government are concentrated at Dambatta town, the headquarters of the Local Government and few villages.

In realisation of the level of developmental activities carried out in Dambatta Local

Government during the period under study, the following lessons are learned:

a) Local government effort alone is not sufficient to bring about the desired socio-economic development in its area. This can therefore be attained through joint efforts of Local, State and Federal Government as well as the people themselves with each playing active role within their respective constitutional mandates.

b) When settlements are sparsely located, especially in smaller units, the delivery of services to the people of such settlements tend to be slow, difficult and uneconomical. This perhaps may be one of the reasons why that most settlements in rural areas particularly those scattered located, are lacking socio-economic facilities. Therefore the more sparse and scattered the settlements are, the less they are to develop. This calls for an organised integration of such settlements to hasten developmental processes.

c) The expenditure outlay of the Local government shows much concentration on the recurrent as substantial amounts of its revenues were directed towards recurrent expenditure. More infrastructures could have been provided by the Local Government, if its recurrent expenditure was curtailed to an appreciable level.

d) The internal revenue of the Local Government appeared too meager and this shows that there is much more desired from the Local government to improve it revenue generation.

e) Primary education could be better managed by an independent and professionalised establishment like the Primary Schools Management with

the Local Government assisting where possible. The establishment of Primary Schools Management Board by the Kano State Government, has certainly, been a welcomed development, as the standard of primary education has improved under the Management of the board.

## FOOT NOTES:

1. Richard, A. Chapman and A. Dunsire in Administration: Readings in British Public Administration University of Barmingham London George Allen and Unwin Ltd. P.

2. Kano State Government), DAMBATTA: 25 year Development plan, Energy Project Engineering and Consulting Company Beograd Yugoslavia, (May 1971) P. 21

3. The response of an agricultural officer of the Local Government on the situation of agricultural extension services in the Local Government area.

4. Kano State Government Local Government Edict No5 of 1977(1977),.

5. Federal Republic of Nigeria 1976 Guide-lines for Local Government Reform Printed by the Government Printer Kaduna (1976) P.1

6. Former Chairman of Dambatta Complained of the reasons responsible for low rev enue generation by the Local Government.

7. Abubakar, Halidu I. Public Finance and Budgeting, Principles, practice and issues, National Library of Nigeria cataloguing in Publication Data (1986) P.445.

8. In the event of interviewing a cross section of the staff of the Local government, a health assistant responded over the non-availability of a trained health personnel to manage a new established dispensary, consequently he was assigned to manage the dispensary.

9. The response of an employee of the Local Government which reveals the non-availability of community development staff to cope up with the challenges of mobilising people effectively and indeed the non-availability of means of transportation to facilitate the official movements of the few available. This does not augur well to the much desired concerted effort towards mobilising the rural inhabitants to pertake actively in the execution of meaningful community development projects.

10. There are a lot of communities in the rural areas of Dambatta Local Government particularly those in scattered settlements, whose members have to travel for distance everyday before they can get water for there domestic purposes.

11. This informs the situation of the rural roads in Danbatta Local government area, which in addition to their deteriorating condition they lack enough commercial vehicles for the movement of people and their goods. Perhaps, the former has brought about the later.

12. The comment of the Local government Secretary on the management of primary education in the area.

13. Federal Republic of Nigeria (1976), 1979 Local Government Reform, P.

14. Former Chairman of Dambatta Local government explained the attitude of some members of self help groups towards the Local Government. Such that instead of co-operation and understanding for smooth operations as partners in progress, it was of confrontation, which certainly retarded community development and in deed affected the overall development of the Local Government.

## CHAPTER SIX

## FINDINGS AND RECOMMENDATION

### 5.1 Findings

It will be recalled that when the author of this work set for his investigation on the extent to which Local governments have contributed in the process of development, he assumed that the inability of Local Government to properly manage its lean resources has been responsible for its low performance in the process of development. In fact this assumption was borne out of the fact that some people have been viewing Local Governments performance as below expectation. Some people viewed lack of adequate funds to Local Governments as the reason responsible for the low performance of Local Government. While others attributed lack of qualified personnel as the reason for low performance of Local Government. In fact the two issues – funds and qualified personnel are essential ingredients for the progress of any formal organisation. However, the availability of funds and qualified personnel can only be useful to an organisation if they are properly managed. Therefore an effective survival of an organisation transcends the making of available of resources (human, material and financial) to such an organisation to proper management of same in the event of carrying out the organisational function. Tracing the historical development of Local Government administration in this country, it can be established that the two issues-Lack of funds and lack of qualified personnel hitherto conceived as the only barriers for effective participation of Local Governments in the process of development, have, to some extent, been addressed. This has certainly been justified by the eventual increases of financial statutory allocations to the Local Governments and the various training opportunities opened up for employees of the Local Government which equally

attracted some qualified personnel into the Local Government Services if compared with the situation of the service in the seventieth and early eightieth. Yet, the performance of Local Governments has not reached the expected level.

Owing to the way and manner issues and trends have manifested themselves in the development of Local Government administration in this country vis-à-vis the low performance of Local governments in the process of development, which has not commensurately justified the increases of funds to the Local Governments, this work has therefore established that the problem of inappropriate and ineffective management practices, has been the central obstacle to the performance of Local Governments in the process of development.

Indeed, the issue of management is very crucial to any organisational survival and prosperity. Hence, the belief of this work is that Local Governments can perform favourably in the process of development if they are able to manage their available resources properly. Impliedly therefore, no matter how much resources are at the disposal of the Local Governments if proper management is absolutely lacking the impact of the availability of such resources will be very minimal to the process of development. To think about proper management in an organisation like Local government, where some reasonable funds are provided, we need to ask ourselves these fundamental questions; How proper management can be brought about? By who? And under what circumstance(s) or condition(s)? Articulating these questions, our responses will certainly lead us to realise the following salient issues which should have to be addressed if proper management of resources is to be actualised in Local Governments.

a) There should be proper planning efforts towards ensuring that the

activities of the Local Government are conducted appropriately through maximun utilisation of the available resources. This should undoubtedly include the redirecting the annual estimate of the Local Government towards making it a development oriented instrument.

b) There should be knowledgeable and committed chairmen and councillors to produce purposeful and result oriented policies for the development of the Local Governments.

c) There should be knowledgeable, experienced, skilful and committed work-force to implement the policies, programmes and projects of the Local Government.

d) There should be the desired understanding, co-operation and participation of the people towards Local Government and its activities.

e) There should be a sound intergovernmental relationship between Local Government and upper Governments. This inter-Governmental relationship should be capable of promoting the spirit of understanding, co-operation and respect amongst the tiers as partners in progress.

It has been established that Dambatta Local Government is composed of fifty villages, most of them are made up of scattered rural settlements, and this has been making the delivery of services slow and uneconomical. In fact there is an absolute absence of state and Federal Governments' efforts in terms of provision of services and infrastructural facilities in most the rural settlements of Dambatta Local Government, as the State and Federal Governments' institutions and

establishments in the area are located in Dambatta town and few other villages. These include educational institutions, road networks and other facilities. The educational institutions include two senior secondary Schools sited at Dambatta town; four junior secondary Schools – one each sited at Dambatta town, Fagwalawa, Kore and Kantudu. All these are managed by the Kano State Government. In fact considering other important and large settlements such as Makoda, Ajumawa, Goranmaje, Ruwantsa, Sansan and many others, there has been the need for the establishment of more secondary schools in the area to cater for the products of the ninety six (96) primary schools located at different parts in the Local government area.

It has been identified that during the period 1987-1991, Dambatta Local Government was managed by three different councils, namely an elected council which reigned from 1987 to 1989, a sole administrator/appointed caretaker council which existed between 1989 and 1991, and another elected council which came into being in January, 1991. It has been established that the council that existed between 1987-1991 was abruptly dissolved along with all others in the country, and this really disrupted the elected representatives of the people, as they were not allowed to complete their programmes. The council that came into being in January 1991 has been a child of the presidential system experimentation at the Local Government level. In fact a lot has been found out of this practical experiment. The Legislative arm of Dambatta Local Government, whose main responsibility has been the enactment of laws on policies, programmes and projects of the Local Government, composed of ten councilors most of whom were seen as too young and inexperienced to hold such very important responsibility of representing the

people. This therefore shows that the political system of the Local Government was not careful enough in deciding on appropriate candidates for the post of councilorship. If it were careful enough, it could have produced more matured and experienced persons to shoulder the sensitive responsibility of representing the people.

The application of the presidential system in Local Government has certainly been made to allow the Local Government to exercise certain powers with some measure of autonomy. In addition to the separation of powers between the executive and legislative arm of the Local Government, the power given to the chairman to appoint supervisors and Local Government Secretary has certainly been ideal if Local Governments are to be seen as genuine tier of Governments operating under a presidential system. However, it is equally imperative to note that the appointees' ability to perform effectively and efficiently should have to be taken into consideration. Thus, when appointing a person to the post of a Local Government Secretary, certain pre-requisites such as qualification and experience are both worthy of consideration. In fact the Secretary to Dambatta Local Government was appointed by the chairman. He was a holder of the Nigerian Certificate of Education (NCE), but he did not hold any administrative position before and he therefore lacked experience for the duties of secretary to the Local Government. Consequently, he was at the mercy of the Director personnel management, his subordinate and in deed a seasoned administrator,. As the former often wasted time in seeking the expertise advice of the later before he could exercise his functions as the chief administrative adviser to the Local Government, decisions on certain vital issues were delayed and this would invariably affect the

performance of the Local government.

Facilities such as water, electricity and telephone services help a lot in socio-economic progress of any area. However, these are not adequately provided in the area. In the field of electricity supply for instance, only Dambatta and Ajumawa towns have been electrified in the area. Throughout the Local Government area only Dambatta town was provided with telephone, and that was in the year 1990. Shortage of water has appeared to be one of the problems facing the area, including the headquarters of the Local government where the provision of pipe-born water has, for many years, been constrained by some technical problems, which have been unresolved. The insufficiency of these vital facilities has been seriously affecting the socio-economic development of the area. The area lacks industries to boast commercial activities. In fact there is very little to write about industrial development in the area, as what are available are Local bakeries and furniture-making workshops, most of which are located in Dambatta town.

It has been learned that Dambatta Local Government has, during the period 1987-1991, provided some socio-economic infrastructural facilities in the area which are in forms of dispensaries, health-posts, hand-pumps, boreholes, drainage, culverts, feeder roads, open-wells e.t.c However, the spread of these facilities has not been even, as there are many settlements particularly those in the rural areas that lack the facilities mentioned. This research therefore has identified some of the reasons responsible for the backwardness of rural settlements in Dambatta Local Government area. First, the absence of state and Federal Governments efforts in the rural areas in terms of service delivery and the provision of infrastructural facilities as the effort of the Local Government alone can not be sufficient to bring

about the much needed rural development. Secondly, the absence of the required awareness in people as to their understanding on the essence of government, their needed co-operation and in deed their willingness to participate actively in their own development. Thirdly, the scattered nature of many settlements in the rural areas has been making the delivery of services slow and uneconomical, which invariably retard development.

It has been observed that in siting the infrastructural facilities provided by the Local government more attention was given to Dambatta town and few big villages, while other settlements that are scattered in the rural areas of the Local Government were neglected. In fact the scattered nature of the rural settlements, has proved to be part of the reasons responsible for their backwardness in the process of development.

Even though the Local Government had put in place some socio-economic infrastructural facilities during the period 1987-1991, it has, however, been observed that more could have been done in the area of capital projects, if the overhead costs of the Local Government were reasonably curtailed. In fact the overhead costs of the Local Government required to have been reduced in view of the fact that they were dwelt more on entertaining guests, attending seminars and workshops, purchase of stationeries and maintenance of vehicles which could have been checked, rationalised and appropriately curtailed with a view to shifting attention towards the provision of more services to the people. Related to this, is in the area of internal revenue generation for which less effort was put by Local Government and throughout the period 1987-1991, collections were not appreciable. Even the estimated figures contained in **Appendix D** seemed not to

have called for justifiable and viable collections, considering its percentage to the total estimated revenue. Thus, the estimation of internal revenue itself did not provide good and viable base for motivating the Local Government to generate more revenue internally, as the estimated figures are quite small if compared with the total estimated figures. In fact this is part of the inadequacies of the annual estimate of the Local Government whose preparation should have to be re-oriented towards making it much more development oriented instrument, as part of the management approaches required by the Local Government to enable it progress.

It has been established that during the period 1987-1991 the Local Government provided more lock-up shops, and market stalls, as well as improved the Dambatta animals market by fencing it. This really called for improvement in the collection of Local revenue. However, as shown by the available data contained in **Appendix D**, there appears little or no improvement in the collection of Local revenue over the years and hence the provision of more lock-up shops, market stalls and the walling of Dambatta animals market were therefore not justified in terms of accruing more revenue to the Local Government, being the fundamental purpose of undergoing such ventures. Furthermore, it has been observed that the Local Government had over the years 1987-1991, ignored the generation of Local revenue through some other sources such as tenement rating, and radio and television licenses which if tapped could have yielded more revenue to the Local Government.

Apart from the inability of Dambatta Local Government to utilise all the revenue sources legally made available to it to generate revenue locally, this research has identified other reasons as contributing factors to the low generation of internal revenue in the Local Government. First, there appeared a kind of

negative attitude towards paying revenues by the payers. Such that the payers are either ignorant of their civic responsibilities or they lack confidence on the Local Government or its operators. This kind of attitude has been making revenue collection difficult and less viable in Dambatta Local Government as one of the revenue collectors comments:

> *Our duty has been tedious and discouraging, as revenue payers often see us as enemies who force them to pay un-necessary dues.1*

Secondly, the Local Government has shown less attention towards revenue collection. In fact the Local Government showed little or no interest in making regular checking of the performance of revenue collectors, employing more strategies to improve collection as well as creating new sources of revenue generation. This attitude of the Local Government has certainly made revenue administration very static and unprogressive, despite the numerous commercial activities taking place in the area.

It can therefore be established that the reasons mentioned above are all connected with the issue of management this research has considered as fundamental, which should be addressed in making Local Governments effective in providing services to the people.

Furthermore, it will be recalled that the Federal Military government has directed that each State should contribute 10% of its internally generated revenue to its Local Governments when it States.

> *Accordingly, only 10% of internally generated revenue of State Government should be paid to Local Governments.2*

However, it has been observed that throughout the period 1987-1991, Dambatta Local Government received grants from Kano State Government only once.

In the field of the delivery of social services such as health-care and primary education, the following facts have been established:

The Local Government established health centers, dispensaries and health-post, and all of them are located in the rural areas. Complicated cases from these health facilities are often referred to General Hospital Dambatta which was established by the Kano State Government in 1969. In fact the main problem facing the Local government's health facilities, is lack of qualified personnel, which has seriously affected health-care delivery in the area. However, it has been established that the Local Government is making effort to overcome the problem, as the Local Government has sponsored seven of its staff to undergo a Community Health Extension Course at the School of Health Technology Kano. It is therefore believed that when they complete the training the problem of qualified staff will be reduced. It has also been established that the number of health facilities provided are not enough to bear with the challenges of delivery of primary health care in the rural settlements of Dambatta Local Government area, as there are still many rural communities that are not within the reach of the health facilities provided by the Local Government. As such more dispensaries and health-posts are required in the area.

This research has found out that out of the five leprosy clinics in the area, only the one located in Dambatta is being operated in an organised and formal setting that is operating in a building, whereas, all others are being operated under the shed of trees with their working hours distinguished by market days of the places. Furthermore, there are only two staff who are taking care of the services rendered by the clinics. This is why that they have to be moving about from one

clinic to another on the market days.

It can be established from table 5.I that there are 96 primary schools in the area, most of them were established during the implementation of the Universal Primary Education (UPE) in 1976. We are all living witnesses of the Collapse of standard of Primary education in the Late 70s when qualified teachers became grossly inadequate, teaching/learning materials were insufficient, most of classroom buildings become dilapidated, teachers salaries were paid lately. In fact there wasn't much improvement on this damaging situation, until the year 1987 when the Kano State Government established its Primary Schools Management Board in a bid to improve the standard of primary education. Accordingly, when the board was established in 1987, it started making efforts towards improving the Standard of Primary Education in the State. These efforts include the repairs of classrooms and the building of new ones where required; provision of teaching/learning materials; creating training opportunities for teachers e.t.c.

Structurally, the Kano State Primary Schools Management Board has its headquarters at Kano and a Local Education Authority (LEA) at each of the thirty-four Local Governments in the State. With this dispensation, the former Local Education Department t was changed to Dambatta Local Education Authority, Kano State Primary Schools Management Board. Accordingly, Education Secretary, Assistant chief Inspector of Education, inspectors of education and other administrative and accounting staff, manned the Dambatta Local Education Authority. Furthermore, there is also a district education office managed by a district education officer. In order to ensure the participation of Local government

and community in the running of primary education, this dispensation has provided for the creation of committees at Local Government and district levels to monitor the management of primary education in the local Government area. Hence, the activities of Dambatta Local Education Authority are being guided and monitored by the Dambatta Local Government Education Authority Committee.

In fact the Dambatta Local Education Authority under Kano State Primary Schools Management Board has made a lot effort which has significantly improved the standard of primary Schools in the area. Many teachers who didn't pass their teachers Grade II Examination were encouraged by sending them to a one year remedial course at the Kano State College of Education, where they successfully completed the course by passing their referred subjects. Some were opportune to undergo further education where they have successfully completed NCE and diploma courses, thereby improving the quality of teachers. In terms of development of infrastructural facilities, the Dambatta Local Education Authority was able to repair 14 classrooms and constructed 3 additional blocks of classrooms since it was established in 1987. This has certainly improved the physical make-up of all the primary schools in the area.

Considering the importance of community development in the process of development, people's participation in the execution of meaningful projects, is certainly worth emphasizing for more concerted effort of mobilising people to participate actively in community development. It has been observed that the number of self help groups in the Local Government area as at 1991 was quite small if compared with the number of communities in the Local Government area. Furthermore, the level of participation of the self help groups in the execution of

projects seemed to be low when comparing the number of self help groups with the number of projects executed as illustrated by **Appendix I**.

Despite the fact that the workforce of the Local government as at 1991 stood at a total of 333 staff, it has been established that the majority were very junior ones, mostly comprising of watchmen, messengers, health attendants and clerical assistants, with inadequate professionals such as agricultural extension workers; health personnel; community development assistants and inspectors; and staticians and economists. This has been constraining the delivery of services by the Local Governmen

## 6.2 Recommendations

Having studied the performance of Dambatta Local Government for a period 1987 – 1991, this research has established that even though the Local Government provided some services, it could have performed to the expected level, if the resources at its disposal were managed much more than they were. In fact, based on the available data gathered and analysed, the Local Government has been blessed with resources which could have been utilised to enable it perform to the required level. But as it has been found out that resources where either not properly utilised or not even utilised at all, and therefore the issue of lack of proper management has been proved as the central obstacle responsible for the Local Governments performance to be below the expected level. It is against this background that this research offers the following recommendations as ways for improving the performance of the Local governments to enable them perform effectively in the process of development.

### 6.2.1 Creating Awareness In People For More Understanding And Co-Operation To Local Government And Its Activities:

It has been identified that most inhabitants in the Local Government area, who certainly constitute the major stake-holders of the Local Government are completely ignorant of what constitute the activities of the Local Governments. This situation does not augur well for the much required understanding and co-operation of the people towards Local Government and its activities. This lack of people's understanding and co-operation, has been a serious constrain to the Local Government in the areas of revenue generation community development and the delivery of other services.

It is therefore the belief of this work that the people should be patiently enlightened for them to understand and appreciate that Local governments exist to purposely ensure that their living standard is improved. Hence the work finds it very desirable to recommend that all people in the Local Government area should be adequately enlightened to know that Local government as a constituted authority exists to carry out certain functions in the best interest of the general public. They should also be enlightened that they are expected to co-operate and contribute meaningfully towards making Local Government to be an effective provider of socio-economic services to them. This required co-operation should be in many forms such as paying revenues, active participation in the execution of community development projects, electing competent persons to be their representatives as Chairman and Councillors of the Local Government.

### 6.2.2 Re-orienting People's attitudes towards active and sanitised political participation.:

This research has learned with concern that the need for choosing knowledgeable and committed persons to serve as chairmen and councilors of Local Governments, is very imperative as this has great relevance to the much needed management of the resources available to the Local Governments.

It will be recalled that in the course of this investigation it has been realised that the polity of the Local Government area failed to produce most appropriate persons to the post of councilor-ship in the Local Government Council. Resultantly, policy and decision making processes have been misin-formed by the attitudes of immaturity and inexperience which characterised most members of the Local Government Councils.

In order to create an ideal political climate in which the ideals of democracy are given chance to prevail, people have to be re-oriented to appreciate the significance of their full participation in the democratisation process with a view to discouraging money bag politics and encouraging the choice of competent, committed and knowledgeable persons as chairman and councilors of the Local Government.

To realise above, this research further recommends that there should be mass political mobilisation in the Local Government area which should involve the elders and ulamas who will assist in reshaping the minds of the people to consider their participation in democratic process as a civic obligation which is immensely required to facilitate excellent Governance devoid of greed and self enrichment.

### 6.2.3. The need to improve the operations of the Local Government:

Resource utilisation counts a lot to management. Thus, proper management is ensured when resources are properly utilised. Reflecting on our discussions in the previous chapters, it will be recalled that operations in the Local government are constrained by the inadequacies of the existing systems of operations and the facilities available. For instance, the inadequacies associated with 'the "treasury centered" approach to budgeting and the unavailability of some professional staff in the Local Government services have, to some considerable extent, been constraining the much desired proper management in the Local Government.

With above situation in mind, this research has found it very desirable to recommend for improving the operations of the Local Government by addressing some salient issues explained below:

a) "The Treasury cantered approach" to budgeting should be changed to a more systematised and dynamic approach which will be capable of producing rolling plans, annual estimates and other related documents of the Local Government to be much more responsive to the developmental challenges facing the Local Government. This should be done by establishing a functional Research, statistic and Budget unit in the Local Government. The unit should be manned by qualified statisticians and economists, who will be charged with the responsibilities of collecting, collating and analysing data as well as preparing rolling plans, annual estimates and other related documents of the Local Government.

b) The staffing arrangement of the Local Government should be rationalised by paying more attention to making available enough professional staff to cope with the developmental challenges facing the Local Government.

c) As it has been observed that there are some material resources in form cultivable land, farm products that are available in the area and are not fully utilised. This research therefore recommends that the Local Governments should devise ways and means to take part in utilising these resources by:

i) Identifying the fertile pieces of land that is remained uncultivated, and utilise same for various farming activities. This will certainly go a long way in disseminating information on improved inputs, farming methods and techniques to farmers, as well as boosting the revenue generation derives of the Local Government.

ii) Identifying potentials for the establishment of small scale industries with a view to encouraging people to either establish some industries or join effort with the Local Government to establish small scale industries in the area. This will certainly stimulate investment and create employment opportunities for the people in the area.

### 6.2.4 <u>The Need for Concerted Efforts Towards Integrated Rural Development:</u>

Considering the fact that there are many people in the rural areas, lacking a lot of basic socio-economic requirements of life and necessary awareness for the

facilitation of their own development, this research recommends that some concerted efforts towards an integrated rural development should be made with a view to stricking a balance between urban and rural areas so that the much desired even development can be attained.

Similarly, the research suggests that in order to ease the proposed exercise of integrated rural development, scattered settlements should be appropriately merged together at convenient places. This will certainly ease, economise and speed up the delivery of services to the people, as well as go a long way in bringing the much desired unity and co-operation among the people when they are converged together as people of one settlement.

## 6.3 Conclusion

To conclude it is imperative to emphasis that the process of national development requires the active participation of public and private sectors organisations with each performing appropriately assigned functions as contributions towards national development. Thus, the intent is for each to play active role in improving the living standard of the people. Therefore, Local Government as a partner in the process of development can perform better if its available resources are properly managed.

## FOOT NOTES

A revenue collector responded to an interview question on the nature of revenue collection in Dambatta Local Government. His response shows that the payers seemed to have been paying revenues forcefully and hence there has appeared to be either lack of understanding on what the revenues are all about or lack of confidence on the revenue collectors in particular and the Local Government in general.

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## APPENDIX A

## SAMPLE INTERVIEW QUESTIONS:

### Sample Questions used for interview with staff of the Local Government

I) Greeting/introduction

ii) Sir, in what capacity have you been serving Dambatta Local Government?

ii) Taking into consideration the type of work you do, what is your assessment on the Local Government performance in providing services to the people?

iv) Sir, what has been the attitude of people towards the activities and policies of this Local Government?

v) What efforts has the Local Government been doing to encourage the active participation of people in community development?

vi) How does this Local Government generate revenue?

vii) It has been generally observed that the generation of Local revenue by the Local Governments is very low so much so that its percentage to the total revenue is negligible. How this statement is true with Dambatta Local Government and what has been responsible for the low generation?

viii) Then what is to be made to improve the generation of Local revenue?

ix) Sir, what resources are available in this area and to what extent are they being utilized by the Local Government?

### Sample Questions used for interview with non staff of the Local Government

I Greeting/ Introduction.

ii Sir, some people hold the view that the performance of Local Governments is generally low. How true is this statement with Dambatta Local Government?

iii. What can you say about the presence of the Local Government in your locality in terms of service delivery and the provision of infrastructural facilities?

iv. To what extent have people in your locality recognised and appreciated Local Government's Projects, Programmes and policies ?

v. Sir, what can you say about the level of cooperation from the people to the Local Government in paying taxes and rates ?

vi. How many Self-Help Groups and Co-operatives Societies in your locality?

vii. How many projects executed communually in your locality and how has the Local Government assisted in executing the projects ?

TABLE 3-1

## DAMBATTA LOCAL GOVERNMENT
## LIST OF VILLAGES AND VILLAGE HEADS

| S/N | NAME OF VILLAGE | NAME OF VILLAGE -HEAD | LOCATION FROM LG H/QUARTER |
|---|---|---|---|
| 1 | Dambatta | Aminu Bello | Center |
| 2 | Maitsedau | Alhaji Mohamma | South-West |
| 3 | Goronmaje | Muhammad Zakar | East |
| 4 | Bakarari | Muhammad Mansur | South-West |
| 5 | Koguna | A. Garba Mu'az | South-West |
| 6 | Makoda | A. Adamu Abdullahi | West |
| 7 | Fayam-Fayam | Alhaji Usman | North-East |
| 8 | Ajumawa | Mallam Sale | North |
| 9 | Yammawa | Mallam Usman | North-east |
| 10 | Barebari | Alhaji Yusif | North |
| 11 | Fagwalawar Garu | A. Mohd Inuwa | South-east |
| 12 | Fagwalwar Dashi | Mallam Sa'id | South-east |
| 13 | Baushi | Mallam Bello | East |
| 14 | Dunawa | Mallam Usman | North-west |
| 15 | Galoru | Mallam Amadu | South-east |
| 16 | Gwanda | Mallam Hamza | North-east |
| 17 | Katsarduwa | Mallam Zakari | North-east |
| 18 | Kore | Alhaji Hussaini | South-east |
| 19 | Kwasauri | Mallam Mudi | East |
| 20 | Mahuta | Mallam Hudu | South-east |
| 21 | Sansan | M.Abubakar Mohd | East |
| 22 | Wailare | M. Halilu | South |
| 23 | Danya | A. Mohammed | North-west |
| 24 | Koya | A. Yahaya | South -east |
| 25 | Saidawa | A. Mohammed | South-east |
| 26 | Yanbawa | M. Habu | North-east |
| 27 | Yanlada | M. Musa | South |
| 28 | Zago | M. Usman | East |
| 29 | Satame | M. Usman | West |
| 30 | Takai | M. Gambo | South-east |
| 31 | Tabo | M. Mohammad | North-West |
| 32 | Tangaji | M. Samaila | South-west |
| 33 | Tangajiyo | M. Abdu | South-west |
| 34 | Maiganjin D/batta | M. Samaila | East |
| 35 | Maiganjin Mahuta | M. Kabiru Garba | East |
| 36 | Rade | M. Hashimu Yahaya | North |
| 37 | Ruwantsa | M. Isah | South-east |
| 38 | Sabon-Ruwa | M. Usman | West |
| 39 | Kadandani | M. Abdu | North-west |
| 40 | Jibgar Fulani | A. Ibrahim | West |
| 41 | Jama'ar Hazo | M. Musa | North- west |
| 42 | Gwarabjawa | M. Abdu | East |
| 43 | Gwalaida | A. Chiroma | East |
| 44 | Dungurmi | M. Umaru | East |
| 45 | Durma | M. Abubakar | South-west |
| 46 | Diggol | M. Musa | North-east |
| 47 | Babbar-ruga | M. Ibrahim | North-west |
| 48 | Dukawa | M. Abubakar | North-east |
| 49 | Balloda | M. Abdu | East |
| 50 | Wango | M. Ya'u Musa | South - West |

**Source:** File No DLG/ADM/12/VOL 1


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TABLE 5.4

DAMBATTA LOCAL GOVERNMENT, KANO STATE
ROLLING PLAN 1990 - 1992

| S/NO. | SECTOR/SUB – SECTOR | AMOUNT 1990 – 1992 |
|---|---|---|
| A. | ECONOMIC | N |
| 1. | Agriculture | |
| 1.1 | Purchase of Tractor and implement | 500,000 |
| 1.2 | Improvement of Fadama | 1,000,000 |
| 1.3 | Purchase of Equipment | 150,000 |
| 1.4 | Establishment of orchard | 100,000 |
| | Sub – Total | **1,750,000** |
| 2. | Livestock | |
| 2.1 | Construction of Slaughter slab | 50,000 |
| 2.2 | Establishment of Poultry farm | 50,000 |
| 2.3 | Construction of Veterinary Clinic | 200,000 |
| 2.4 | Improvement of Posture | 100,000 |
| | Sub - Total | **400,000** |
| 3. | Forestry | |
| 3.1 | Establishment of fuel plantation | 30,000 |
| 3.2 | Improvement of Nursery Plantation | 20,000 |
| | Sub - Total | **50,000** |
| 4. | Fisheries | |
| 4.1 | Construction of Fish Farm | - |
| 4.2 | Development of fisheries | - |
| 5. | Manufacturing and Crafts | |
| 5.1 | Construction of Blind Workshop | - |
| 5.2 | Purchase of equipment for above | - |
| 6. | Commerce | |
| 6.1 | Construction of modern market | 1,000,000 |
| 6.2 | Extension of existing market | 320,000 |
| | Sub - total | **1,320,000** |
| 7. | Industries | |
| 7.1 | Establishment of industry | 2,000,000 |
| | Sub – total | **2,000,000** |
| 8. | Transportation | |
| 8.1 | Construction of roads | 1,325,000 |
| | Sub – total | **1,325,000** |

| S/NO. | SECTOR/SUB – SECTOR | AMOUNT 1990 – 1992 |
|---|---|---|
| B. | SOCIAL SERVICES | |
| 1. | Health | |
| 1.1 | Construction of 1No. Basic Health Clinic | 400,000 |
| 1.2 | Construction of 1No. Int. Staff Quarter for 1.1 | 100,000 |
| 1.3 | Purchase of equipment for Medical Store | 20,000 |
| 1.4 | Construction of Public convenience | 75,000 |
| 1.5 | Purchase of refuge Dispensaries Vehicles | 300,000 |
| 1.6 | Purchase of ambulance | 300,000 |
| 1.7 | Purchase of 2No. forging machines | 30,000 |
| 1.8 | Purchase of jet injector | 15,000 |
| | Sub – total | **1,240,000** |
| 2. | Information | |
| 2.1 | Purchase of information van | 100,000 |
| | Sub – total | **100,000** |
| 3. | Rural Electrification | |
| 3.1 | Electricity supply | - |
| 3.2 | Street Lightening | - |
| 4. | Social Welfare | |
| 4.1 | Construction of youth/sport centre | 300,000 |
| 4.2 | Construction of youth centre | 200,000 |
| | Sub – total | **500,000** |
| 5. | | |
| 5.1 | Fire Services | - |
| 5.2 | Purchase of fire fighting equipment | - |
| C. | AREA DEVELOPMENT | |
| 1. | Drainage & Culverts | |
| 1.1 | Construction of drainage's | -300,000 |
| 1.2 | Construction of culverts | 100,000 |
| | Sub – total | **400,000** |
| 2. | Water supply | |
| 2.1 | Construction of sixty local wells | 200,000 |
| 2.2 | Construction of boreholes | 300,000 |
| 2.3 | Purchase of water tanker | 300,000 |
| | Sub – total | **800,000** |
| 3. | Town & country planning | |
| 3.1 | New layouts | - |
| 3.2 | Fencing of grave yards | - |
| | Sub – total | - |

| S/NO. | SECTOR/SUB – SECTOR | AMOUNT 1990 – 1992 |
|---|---|---|
| 4. | Community Development | |
| 4.1 | Construction to DFRRI | - |
| 4.2 | Construction of Comm. Development Project | - |
| | Sub – total | - |
| D. | ADMINISTRATION | |
| 1. | Offices & Equipment | |
| 1.1 | Extension of Local Government Secretariat | 200,000 |
| 1.2 | Provision of Inter Call facilities | 60,000 |
| 1.3 | Purchase of furniture's | 400,000 |
| | Sub – total | **660,000** |
| 2. | Staff Housing | |
| 2.1 | Improvement of district heads House | 100,000 |
| 2.2 | Improvement of Village Heads House | 50,000 |
| 2.3 | Construction of 2No. Int. Staff Quarters | 200,000 |
| 2.4 | Construction of 3No. Junior Staff quarters | 180,000 |
| 2.5 | Construction of Senior Staff quarters | 300,000 |
| 2.6 | Land compensation | 190,000 |
| | Sub – total | **1,020,000** |
| 3. | Workshop | |
| 3.1 | Construction of Technical Workshop | - |
| 3.2 | Elect. Workshop | - |
| 3.3 | Workshop Equipment | - |
| | Sub – total | - |
| | SUMMARY | |
| A. | ECONOMIC SECTOR | 6,545,000 |
| B. | SOCIAL SERVICES SECTOR | 1,840,000 |
| C. | AREA DEVELOPMENT SECTOR | 1,200,000 |
| D. | ADMINISTRATIVE SECTOR | 1,680,000 |
| | GRAND TOTAL | **11,265,000** |

SOURCE: FILE NO. DLG/ADM/FIN/I/VOL.II

TABLE 5.5 DANBATTA LOCAL GOVERNMENT
1988 – 1992 DEVELOPMENT PLAN.
LIST OF PROJECTS TO BE EXECUTED

| S/NO. | TITLE OF PROJECT | ESTIMATED COST N |
|---|---|---|
| 1. | Purchase of 4 Tractors with implements | 288,000 |
| 2. | Improvement of Fadama | 30,000 |
| 3. | Establishment of Ochard | 27,000 |
| 4. | Construction of 20 Slaughter Slabs | 25,000 |
| 5. | Establishment of modern Poultry at Danbatta | 50,000 |
| 6. | Construction of 5 standard Veterinary clinics | 40,000 |
| 7. | Construction of 5 Veterinary Attendant House | 120,000 |
| 8. | Land Compensation | 20,000 |
| 9. | Construction of 8 Hides and Skin Drying Sheds | 5,290 |
| 10. | Purchase of Equipment | 30,000 |
| 11. | Purchase of furniture | 20,000 |
| 12. | Fencing of 10 Pastures for Animal feeds | 78,790 |
| 13. | Establishment of 10 acres of fuel and plantation | 30,000 |
| 14. | Land compensation | 30,000 |
| 15. | Establishment of 2 park and garden | 18,750 |
| 16. | Land compensation | 4,000 |
| 17. | Improvement of Nursery Plantation | 50,300 |
| 18. | Establishment of Tomato processing company at Danbatta | 30 |
| 19. | Land compensation | 50,000 |
| 20. | Modern market at Danbatta | 500,000 |
| 21. | Extension of various markets | 355,040 |
| 22. | Land compensation | 30,000 |
| 23. | Construction of 2 modern motor park | 290,000 |
| 24. | Land compensation | 20,000 |
| 25. | Purchase of 2 water tankers | 200,000 |
| 26. | Construction of 4 dispensaries | 185,900 |
| 27. | Construction of 5 dispensary Attendant Houses | 169,180 |
| 28. | Construction of 5 Leprosy Clinics | 43,660 |
| 29. | Land compensation | 50,000 |
| 30. | Construction of 1 central medical store at Danbatta | 50,000 |
| 31. | Purchase of Equipment | 20,000 |
| 32. | Construction of 25 public latrines | 26,070 |
| 33. | Purchase of 1 Refuse Collection Vehicle with Equipment | 84,000 |
| 34. | Purchase of 2 Ambulance | 90,000 |
| 35. | Provision of 1 Mobile Dispensary | 83,390 |
| 36. | Purchase of 1 Information Van | 142,000 |
| 37. | Purchase of Information Equipment's | 20,000 |

| | | |
|---|---|---|
| 38. | Establishment of Community Centres | 54,700 |
| 39. | Land compensation | 10,000 |
| 40. | Establishment of T.V. Viewing Centre at Babura, Wailare and Makoda | 49,000 |
| 41. | Power supply | 300,000 |
| 42. | Rural Electrification | 277,200 |
| 43. | Construction of 10 Local Wells at Bakarari, Garin Mai Unguwa, Danbatta, Gidan Koya, Yammawa. gwambai, dunguri, Unguwar bai, ando, Jan Mutum and Kuzunzumi | 150,000 |
| 44. | Construction of 5 Boreholes with Accesseries at Sabon ruwa, Gawon Bature, Rataya, and Rafin tsamiya | 615.800 |
| 45. | Extension of pipe born water at: Bakar Kuka – Giginya (8Km) Babaura- Unguwar jarmai (4Km) Takwasa – Jolowa (3Km) Babura –Uku da Sisi (2Km) Barebari – Ajumawa (3Km) Danbatta – garin M/Unguwa (3 Km) | 1,100,000 |
| 46. | Construction of drianages at Danbatta & Babura | 300.000 |
| 47. | Construction of 25 culverts across the above drainage's | 87,850 |
| | Construction of Roads at:- | |
| 48. | Tsamiyar Boka – Tabo (13Km) | 300,000 |
| 49. | Kaya – Duzau – Kyambo (16Km) Goran Maje | 352,256 |
| 50. | Maiganji, Sansan-Laminatanni-Duzau (16Km) | 326.128 |
| 51. | Laraba-Takuta-Ruwan Tsa-kore (12Km) | 244.596 |
| 52. | Gawon Bature – Rade (7Km) | 142,681 |
| 53. | Wailare – Mahuta – Saidawa (17Km) | 346,568 |
| 54. | Purchase of 7 tons roller | 200,000 |
| 55. | Purchase of 2 tippers | 250,000 |
| 56. | Extension of Local govt. Secretariat | 150.000 |
| 57. | Improvement of 2 district Heads Danbatta/Babura | 60,500 |
| 58. | Improvement of Village Heads Houses Danbatta/Babura towns | 136,000 |
| 59. | Construction of 10 senior Staff Quarters at Danbatta | 300,000 |
| 60. | Construction of 4 Instermediate Staff Quarters | 117,000 |
| 61. | Construction of 5 Staff Quarters Junior | 100,000 |
| 62. | Land compensation for above Houses | 50,200 |
| 63. | Purchase of 3 Peugeot 504 Pick-ups | 105,000 |
| 64. | Purchase of 2 Land Rovers | 40 |
| 65. | Installation of Ontereone Facilities | 4,000 |
| 66. | Purchase of 10 Air conditioners | 40,000 |
| 67. | Purchase of Office furniture | 98,000 |
| 68. | Settlement of oustanding Liabilities | 130,030 |
| 69. | Purchase of office Equipment | 18,000 |

| | | |
|---|---|---|
| 70 | Land compensation for unexpected land requirements | 50,000 |
| | Total cost of projects | 9.015.269 |

**SOURCE: FILE NO DLG/ADM/FIN/1/VOL.II**

TABLE 5.6

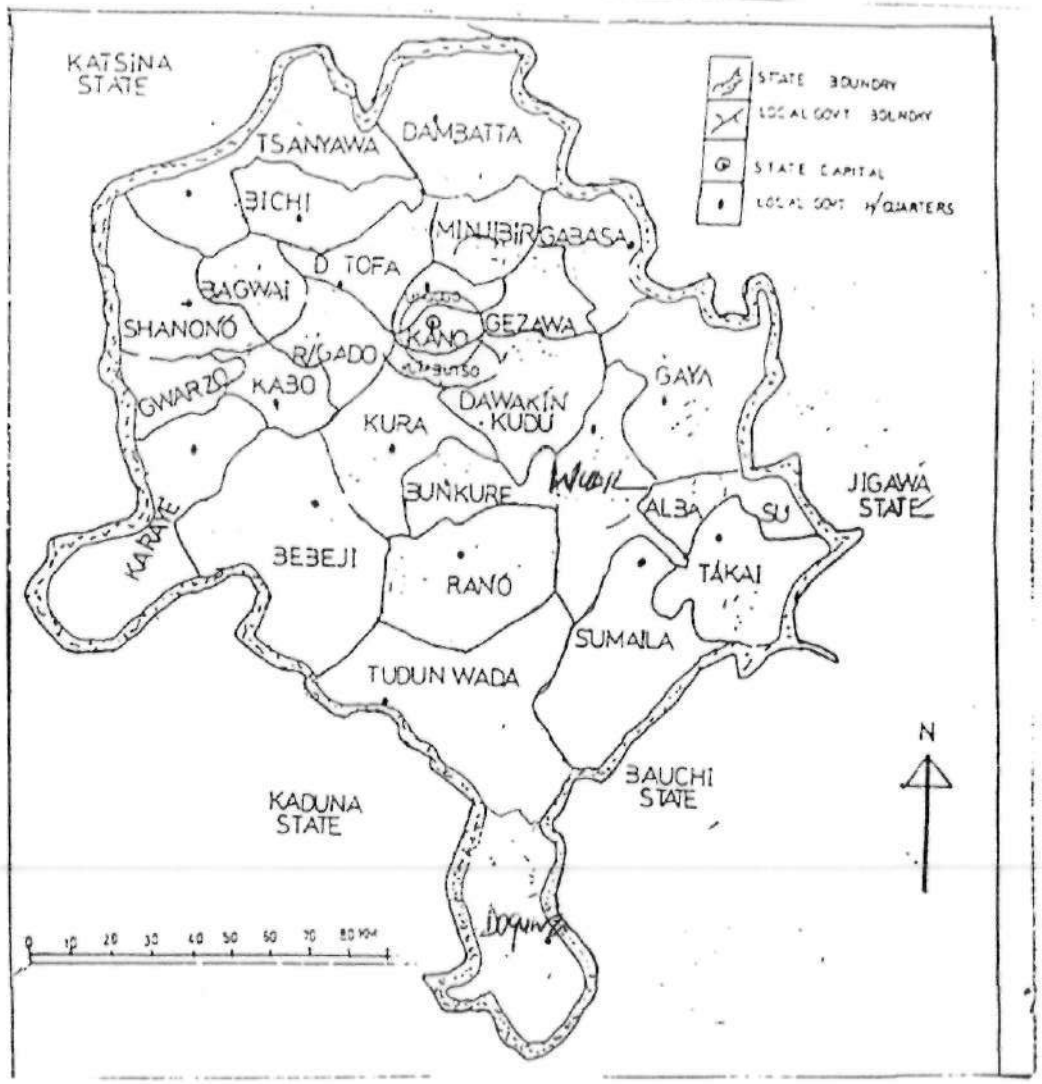
**DAMBATTA LOCAL GOVERNMENT, KANO STATE**

**NUMBER REGISTERED SELF HELP GROUPS AND NUMBER OF COMMUNITY DEVELOPMENT PROJECTS EXECUTED WITH COSTS 1987 – 1991**

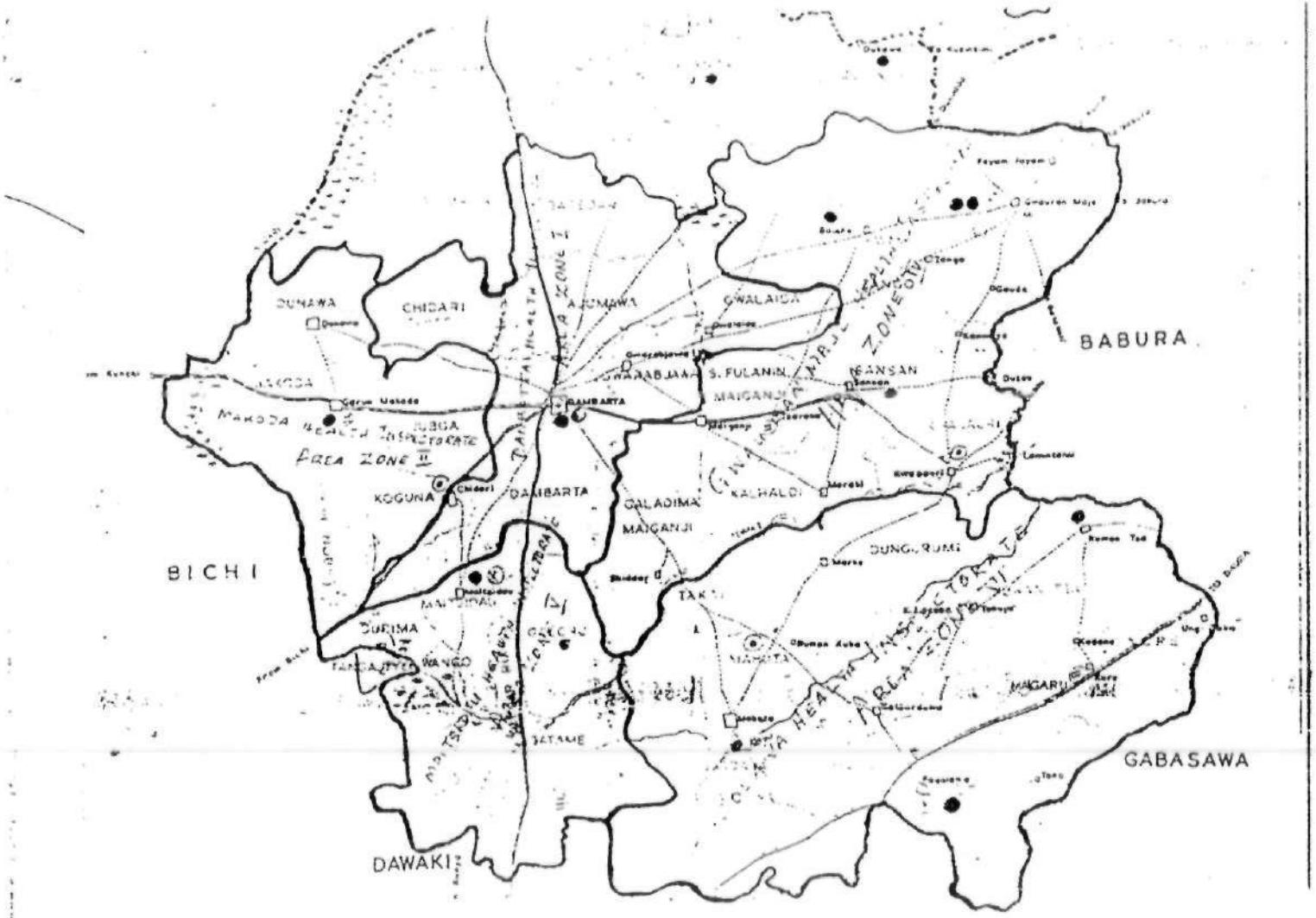
| YEAR | NO. OF REGISTERED SELF HELP GROUPS | NO. OF PROEJCTS EXECUTED BY SELF HELP GROUPS | ESTIMATED COSTS | | | |
|---|---|---|---|---|---|---|
| | | | CONTRIBUTION OF STATE GOVERNMENT | CONTRIBUTION OF LOCAL GOVERNMENT | CONTRIBUTION OF SELF HELP GROUPS | TOTAL |
| 1987 | 44 | 14 | - | Working materials worth N350,000 | Working materials & Labor estimated at N660,000 | N1,010,000 |
| 1988 | 46 | 13 | - | Working materials worth N570,000 | Working materials & Labour estimated at N380,000 | N950,000 |
| 1989 | 51 | 18 | - | Working materials worth N600,000 | Working materials & Labour estimated at N780,000 | N1,380,000 |
| 1990 | 70 | 18 | - | Working materials worth N750,000 | Working materials & labour estimated at N1,000,000 | N1,750,000 |
| 1991 | 76 | 22 | - | Working materials worth N850,000 | Working materials & labour estimated at N1,4000,000 | N2,240,000 |

SOURCE: FILE/DLG/ADM/CD/40/VOL.II

# MAP OF KANO STATE AS AT 1991



# MAP OF DAM BATTA LOCAL GOVERNMENT AREA AS AT 1991



APPENDIX C

TABLE 3.2 DAMBATTA LOCAL COGERNMENT KANO STATE
STAFF STRENCH AS AT 1991

| S/NO. | DEPARTMENT | NUMBER OF STAFF BY SALARY GRADE LEVEL | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | FIXED | 01 | 02 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | 10 | 11 | 12 | 13 | 14 | 15 | TOTAL |
| 1 | CENTRAL ADMIN | - | - | 15 | 20 | 3 | 2 | 1 | 1 | 1 | - | 1 | - | - | - | 1 | - | 45 |
| 2 | DISTRICT ADMIN | - | - | 29 | 14 | 17 | - | - | - | - | - | - | - | 1 | - | - | - | 51 |
| 3 | TREASURY | - | - | 10 | 1 | 11 | 1 | 7 | 1 | 3 | 1 | - | - | - | 1 | - | - | 36 |
| 4 | SOCIAL DEVT. | - | - | - | 2 | - | 1 | 4 | 1 | 1 | - | - | - | - | - | - | - | 09 |
| 5 | AGRIC & NAT. RES. | - | - | 10 | 3 | 7 | 2 | 1 | 1 | - | - | - | - | - | 1 | - | - | 25 |
| 6 | WORKS & HOUSING | - | 88 | 7 | 16 | 8 | 3 | 1 | 1 | - | - | - | - | - | - | - | - | 109 |
| 7 | MEDICAL & HEALTH | - | - | 16 | 14 | 7 | 6 | 2 | 1 | 2 | - | - | - | - | - | - | - | 58 |

**Summary**

GL.01-06 = 302
GL.07-10 = 24
GL. 11-15 = 7
Total = 333

TABLE 5.1

*DANBATTA LOCAL GOVERNMENT*, KANO STATE
ESTIMATED AND ACTUAL REVENUE 1987 – 1991

| SOURCE | 1987 | | 1988 | | 1989 | | 1990 | | 1991 | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Estimated | Actual | Estimated | Actual | Estimated | Actual | Estimated | Actual | Estimated | Actual |
| 1. Internal Revenue | | | | | | | | | | |
| a) Taxes | 550,000 | 281,310 | 85,000 | 25,000 | 330,000 | 220,900 | 315,900 | 265,400 | 350,900 | 273,650 |
| b) Rates | 50,000 | - | 40,000 | 5,000 | 25,000 | 700 | 50,000 | 14,300 | 15,000 | - |
| c) Local Licenses, fees and fines | 500,000 | 105,351 | 404,000 | 153,842 | 535,500 | 117,876 | 215,700 | 130,352 | 232,800 | 133,053 |
| d) Earning from commercial undertaking. | 1,120,000 | 505,394 | 1,013,000 | 657,472 | 1,191,000 | 557,747 | 1200,000 | 560,470 | 200,000 | 578,401 |
| e) Rent on Local Government Property | 35,000 | 5,815 | 35,000 | 5,835 | 37,000 | 6,209 | 20,000 | 13,400 | 45,000 | 21,828 |
| f) Interest, payment and Dividends | 130,000 | 24,360 | 18,000 | 3,011 | 23,000 | 7,200 | 6,000 | 5,600 | 56,000 | 39,714 |
| g) Others (Miscellaneous) | 280,000 | 8,907 | 200,000 | 495,195 | 240,000 | 413,475 | 375,639 | 325,301 | 450,000 | 285,760 |
| TOTAL | 2,665,000 | 931,152 | 20,45,000 | 1,345,355 | 2,381,500 | 1,324,107 | 2,213,239 | 1,314,823 | 2,349,700 | 1,332,412 |
| 2. STATUTORY ALLOCATION | | | | | | | | | | |
| a) From Federal Government | 5,800,000 | 5,528,000 | 5,528,000 | 5,853,855 | 6,000,000 | 6,422,009 | 6,800,000 | 6,306,351 | 11,000,000 | 10,329,878 |
| b) From State Government | -500,000 | - | 700,000 | - | 700,000 | - | 500,000 | - | 2,000,000 | 254,438 |
| c) Other (Capital Receipt) | - | - | - | - | - | - | - | - | 727,657 | 184,000 |
| GRAND TOTAL | 8,965,000 | 6,459,152 | 8,323,000 | 7,199,210 | 9,081,500 | 7,746,116 | 9,513,239 | 7,621,174 | 16,077,351 | 13,756,728 |

**SOURCES:**

1) **DANBATTA LOCAL GOVERNMENT ANNUAL ESTIMATES FOR THE YEARS 1987,1988,1989,1990 AND 1991**
2) **DANBATTA LOCAL GOVERNMENT REVENUE LEDGERS FOR THE YEARS 1987,1988,1989,1990 AND 1991**

TABLE:- 5.2

## DANBATTA LOCAL GOVERNMENT, KANO STATE
## ESTIMATED AND ACTUAL EXPENDITURE 1987 - 1991

| TYPE OF EXPENDITURE | 1987 | | 1988 | | 1989 | | 1990 | | 1991 | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Estimated | Actual | Estimated | Actual | Estimated | Actual | Estimated | Actual | Estimated | Actual |
| 1. RECURRENT EXPENDITURE | N | N | N | N | N | N | N | N | N | N |
| A) PERSONNEL COST | 1,750,000 | 1,694,316 | 2,500,800 | 2,066,463 | 2,138,800 | 2,078,675 | 2,139,050 | 2,121,480 | 3,277,540 | 3,256,306 |
| B) OVERHEAD COST | 2,600,000 | 2,589,020 | 3,250,000 | 2,312,413 | 4,250,000 | 3,971,870 | 4,245,870 | 4,180,030 | 10,637,114 | 8,760,363 |
| 2. CAPITAL EXPENDITURE | | | | | | | | | | |
| A) ECONOMIC SECTOR | 950,000 | 905,850 | 430,000 | 389,025 | 831,100 | 194,080 | 850,150 | 351,469 | 6,22,697 | 697,948 |
| B) SOCIAL SERVICES SECTOR | 400,000 | 378,887 | 300,000 | 201,046 | 282,700 | 164,307 | 400,000 | 308,025 | 330,000 | 252,136 |
| C) ENVIRONMENTAL DEVELOPMENT SECTOR | 750,000 | 714,397 | 1,200,000 | 1,724,766 | 1,200,000 | 800,000 | 450,000 | 361,345 | 560,000 | 510,876 |
| D) ADMINISTRATIVE SECTOR | 333,200 | 81,416 | 600,000 | 505,497 | 432,000 | 573,858 | 305,000 | 298,725 | 400,000 | 260,000 |
| E) REPAYMENT OF CAPITAL LOAN | 150,000 | - | - | - | 164,000 | 108,457 | 150,000 | - | 250,000 | - |
| TOTALS | 6,933,200 | 6,363,886 | 10,917,802 | 7,199,210 | 8,280,800 | 7,742,009 | 8,540,070 | 7,621,704 | 16,077,351 | 13,737,629 |

**SOURCES:**

1) **DANBATTA LOCAL GOVERNMENT ANNUAL ESTIMATES FOR THE YEARS 1987,1989,1990 AND 1991**
2) **DANBATTA LOCAL GOVERNMENT DEPARTMENT VOTE OF ACCOUNTS BOOKS FOR THE YEARS 1987,1988,1989,1990 AND 1991**

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APPENDIX F

TABLE: 5.3

DAMBATTA LOCAL GOVERNMENT, KANO STATE

5TH NATIONAL DEVELOPMENT PLAN 1988 – 1992

SUMMARY OF PUBLIC SECTOR PROGRAMMES

| SECTOR | 1988 | 1989 | 1990 | 1991 | 1992 | 1988-1992 |
|---|---|---|---|---|---|---|
| 1. ECONOMIC | N | N | N | N | N | N |
| 1.1 AGRICULTURE | 5,000 | 150,500 | 3,500 | 174,400 | 12,600 | 345,000 |
| 1.2 LIVESTOCK | 110,190 | 51,020 | 104,190 | 87,410 | 36,550 | 390,360 |
| 1.3 FORESTRY | 62,800 | 21,750 | 29,500 | 19,000 | - | 133,050 |
| 1.4 FISHERIES | - | - | - | - | - | - |
| 1.5 INDUSTRIES | 50,000 | 10 | 10 | 10 | - | 50,030 |
| 1.6 MINING | - | - | - | - | - | - |
| 1.7 ENERGY | - | - | - | - | - | - |
| 1.8 COMMERCE, CO-OPERATIVE AND FINANCE | 200,010 | 600,010 | 4-,010 | 10 | 355,000 | 1,195,0-40 |
| 1.9 TRANSPORT | - | - | - | - | 200,000 | 200,00 |
| 1.10 COMMUNICATION | - | - | - | - | - | - |
| SUB - TOTAL | 428,000 | 823,290 | 187,210 | 270,830 | 604,150 | 2,313,480 |
| 2. SOCIAL SERVICES | | | | | | |
| 2.1 EDUCATION | - | - | - | - | - | - |
| 2.2 HEALTH | 250,550 | 140,775 | 157,475 | 54,100 | 201,300 | 804,200 |
| 2.3 INFORMAITON | - | 142,000 | 20,000 | - | - | 162,000 |
| 2.4 LABOUR | - | - | - | - | - | - |
| 2.5 SOCIAL DEVELOPMENT | 25,000 | 54,700 | 16,000 | 18,000 | - | 113,700 |
| SUB – TOTAL | 275,550 | 337,475 | 193,475 | 72,100 | 201,300 | 1,079,900 |
| 3. ENVIRONMENTAL DEVELOPMENT | | | | | | |
| 3.1. TOWN AND COUNTRY PLANNING | 300,000 | 200,000 | 77,200 | - | | 577,200 |
| 3.2 WATER SUPPLY | 100,000 | 512,000 | 409,500 | 300,000 | 554,200 | 1,955,200 |
| 3.3 SEWAGE AND DRAINAGE | 96,540 | 97,360 | 89,950 | 20,000 | 84,000 | 387,850 |
| 3.4 HOUSING | - | - | - | - | - | - |
| 3.5 SPECIAL/AREA DEVELOPMENT | 707,277 | 352,256 | 456,128 | 300,000 | 346,568 | 2,162,229 |
| SUB TOTAL | 120,3817 | 1,161,616 | 1,032,778 | 620,000 | 984,868 | 5,083,079 |
| 4. ADMINISTRATION | | | | | | |
| 4.1 DEFENCE AND SECURITY | - | - | - | - | - | - |
| 4.2 GENERAL ADMINISTRATION | 526,670 | 268,020 | 168,900 | 40,020 | 435,200 | 1,438,810 |
| SUB TOTAL | 526,670 | 268,020 | 168,900 | 40,020 | 435,200 | 1,438,810 |
| GRAND TOTAL | 2,514,037 | 2,590,401 | 1,582,363 | 1,002,950 | 2,225,518 | 9,915,269 |

**SOURCE: FILE NO. DLG/ADM/FIN/8/VOL.II**