

Chapter One

Introduction

1.1 Background to the Study

Local Government constitutes one of the most vital level of federal government at which the energy to sustain nationwide development can be developed. To some countries in the Third world, it is the only form of authority recognized beyond the typical organisation. As from the 1970s, national leaders all over the world and even their followers started to change their erstwhile attitude towards local government for a more positive appreciation of the role of the level of government¹. Consequently, they started to think of more functions, more finance and more qualified manpower for the level of government.

This re-awakening vis-à-vis the pivotal role of local government gained prominence in Nigeria from the 1976 nationwide local government reforms. The reforms recognised the level of government as a distinct tier of government. Consequently, in Nigeria's federal system, there are therefore, three distinct level or tiers of government. These are the Federal government, State government, and Local Government. It must be noted that each of these tiers of government has its sphere of functions and responsibilities.

Local government have come to play an important role not only in promoting the democratic values, but also in accelerating the pace of development within the rural areas. Due to their discretionary orientation, they have enabled the local population to effectively participate in and contribute to the advancement of the regional communities². Progression, whatever societal, governmental, or commercial, only has purpose and substance when it originates at the local level, which represents the simplest form of society.

However, the existence of local government has always been defended on the basis that, it is a crucial aspect of the process of democratization and intensification of mass participation in the decision-making process of their country or community. Without a network of state administration, no egalitarian power can be said to be full and genuine. Although, local government systems vary across countries of the world, but the main reason for its establishment is to bring government closer to people³. The level of power a local government enjoys depends on whether these powers are truly decentralized or merely delegated by the system.

The majority of administration writers give the notion of city government scant consideration. This, however, prevents a common understanding of the design's meaning. There are two ways to look at local government as a third tier of government: deconcentration and devolution. When a city authority is perceived as a decentralization of regional government, it lacks the economic independence to make its own budgetary decisions; the majority of something like the key members of its bureaucracy are appointed by the state or federal governments and are subject to their authority; and responsible for the majority of its existence, it lacked a council that was popularly elected by the neighbourhood populace⁴.

Here, the term "distribution" refers to the regional autonomy including both legislative and administrative authority⁵. Therefore, municipal council speaks to both political and governmental capacities, whereas local administration solely relates to bureaucratic aspects. In other words, the latter has ambition, whilst the earlier does not. In this sense, city government may be viewed as the administrative unit having a specified domain of jurisdiction, regulatory competence, and a degree of bureaucratic sovereignty.

The United Nations Office for Public Administration defined local government as, a political sub-division of a nation or (in a federal system) state, which is constituted by law and has substantial control of local affairs, including the powers to impose taxes or to exert labour for prescribed purpose⁶. The governing body of such an entity is elected or otherwise locally selected. The descriptions above indicate that there are fundamental characteristics that set local governments apart, and these characteristics are clearly described in the academic work of several other researchers.

So, in the meantime, there are issues in every culture. Politics, the economic, academia, agricultural, telecommunication, employment, infrastructure, health, and other fields may all experience these issues. Government is constantly observed developing policies in reaction to these issues as well as in relation to its objectives of expansion, nation - building, and public well here in order to address problems as they may emerge at whatever given time. This is vital even though, if action is not taken to address these issues as they emerge, they may deteriorate into unmanageable phases, endangering the socioeconomic and commercial prosperity of the community.

A critical observation of the problems of local governments revealed that policy implementation is one of major problems confronting local government in Nigeria. Policy implementation in this regard is conceived referred to as the actions taken once guidelines have been established. To put it another way, it describes the practice of transforming chemical, technological, commercial, and cultural inputs into results such as commodities and services⁷. Policy implementation as a stage of policymaking between the establishment of a policy and the consequences of the policy for the people whom it affects. It also

involves a wide variety of actions such as issuing and enforcing directives, disbursing funds, assigning and hiring personnel.

Fundamentally, Designers will comprehend that a public administration or apply suitable is national policy if it aims to achieve particular desired goals or objectives. Public policy directs and decides contemporary and potential municipal choices such as regular person or private company establishment acts, initiatives, or conduct in the context of a specific social problem. In principle, a policymaking governs how the authorities and specific private entities work in respect to offering solutions to problems.

The congressional department of the government, whether it is at the congressional, state, or municipal levels, often creates or formulates policies, which are then carried out by the administrative system or by recognized private entities. Therefore, the official agency is typically tasked with carrying out policy in these situations. In fact, the execution of the government's policy is mostly the applicable to public apparatus and, more precisely, of the professionals or career civil servants who work in it⁸.

Accordingly, a significant portion of the government's involvement in industrialization is played by the public bureaucracy. The successful execution of government decisions, initiatives, and programs that are meant to achieve targets and aspirations for societal fulfils the national managerial function. Implementation problem occurs when the desired result on the target beneficiaries is not achieved. Wherever and whenever the basic critical factors that are very crucial to implementation of public policies are missing, there is bound to be implementation problem.

These critical problems are communication, attitudes to the implementation of such policy, and bureaucratic structure. These three factors operate simultaneously and they interact with each other to hinder implementation policies at any level. Through communication, orders to implement policies are expected to be transmitted to the appropriate personnel in a clear manner while such orders must be accurate and consistent. Inadequate information can lead to misunderstanding on the part of those who are meant to implement such policy because they may be confused as to what exactly are required of them. In effect, implementation instructions that are not transmitted, that are vague or that are inconsistent may cause serious obstacles to policy implementation. Conversely, directives that are too precise may hinder implementation by stifling creativity and adaptability.

Conversely, regulations are most often carefully and beautifully developed in Nigeria but instead are incompetently carried out by the bureaucratic. As a result, government organizations fall short of their intended outcomes and eventually fail to resolve the issues for which they were created. Indeed, due to inefficient execution in nearly every aspect of Nigerian administration, there are frequently large gaps within the formulation of legislative priorities and their compliance. It is for this reason that this research intends to investigate some major obstacles to effective implementation of policies in the local system of Nigeria.

1.2 Statement of the Problem

Municipality is the third-tier organisation of Nigeria's multi-tiered federal framework, which has several levels. Since the conception of this form of government, it has been clear that it has been the most severely affected by inconsistency and poor management, which has naturally slowed the growth of remote counties. It is inconsistent in that its third-tier

function is veiled in mystery, and it is especially vulnerable to bad management since its customers do not see the value of it.

However, the purpose has not been completely achieved because of the way local government functions were undermined by the state government. Given the above and in reality, the local government is thus viewed as an appendage of the state government. In the literature on policy studies, the stage of policy formation received increased attention. However, because it became clear that good policy implementation is not a one-way process, the focus has turned to policy implementation in modern times. Again, regulation deployment is now viewed as a major concern when it comes to its formulation, particularly in emerging economies like Nigeria where people look to the government to implement development projects and programs efficiently where and, on the other hand, inefficient regulation execution is increasingly extremely crucial and disconcerting.

Although, countless studies have been done on local government and implementation of public policy but only few of them have beam their search light on the obstacles of effective implementation. The issue of rational policy underperformance in Nigeria must be addressed adequately, and this requires a thorough investigation and study of its origins and the identification of major obstacles undermining its implementation within the local government system. This is the gap the research intends to fill.

1.3 Aim and Objectives of the Study

The aim of this study is to investigate and identify the major obstacles to effective implementation of policies in the local government system of Nigeria. Specifically, the objectives of the study is to:

1. identify the problems of poor policy implementation in the local system of Nigeria.
2. find out the effect of ineffective policy implementation within the local government system of Nigeria.
3. investigate the roles of public bureaucracy in the implementation of policies in Nigeria.
4. identify solutions to ineffective implementation of policies within the local government system of Nigeria.

1.4 Research Questions

1. What are the roles of public bureaucracy in the implementation of policies in Nigeria?
2. How has bureaucratic factors constituted obstacles in the implementation of policies in Nigeria?
3. How has policy failure affected the local government system in Nigeria?
4. What are the solutions to ineffective implementation of policies within the local government system of Nigeria?

1.5 Significance of the Study

There have been different opinions about the relevance of policymaking and implementation within the local government system of Nigeria. Thus, no doubt there is need for an academic understanding and explanation of the obstacles to effective implementation of policies in the local government system of Nigeria. This study is significant in the sense that, it will not only provide academic elaboration of the problems of implementation of policies within the local government system of Nigeria and it will also contribute to the assessment of issues or factors affecting the implementation of policies in Nigeria. Therefore, this research has both theoretical and practical significance. Theoretically, this study will contribute to the scholarly debate on democratic inclusion of local government in Nigeria.

Practically, the outcome of this study will be instrumental to the socio-economic and political development of local government administration in Nigeria. It will help the policymakers to re-position, complement or change the strategies of administration. Finally, the study will enrich the pool of literature on local government and rural development. It will also be of immense benefits for local government chairman, councillors and others involved in the administration of local government.

1.6 Scope of the Study

The scope of this study shall be confined to the obstacles to effective implementation of policies in the local government system of Nigeria. The location of research is Nigeria and this is because as the third tier of government, the significance of local government has not been felt by many dwellers of the rural areas most especially in terms of policy

implementation. However, local government represent the third tier of government to bring 'active developments' to its inhabitants. For this reason, the scope of this study will be from 2015-2020. The choice of this year is because the researcher feels that during this year, many policies were made and many were not implemented.

1.7 Limitation of the Study

The researcher had some constraints during the course of the research which include the time spent in collecting data for the study which was not adequate as the researcher had to combine lectures with examinations and other academic commitments.

1.8 Operational Definition of Terms

Administration: Administration refers to a method of tending to or managing the affairs of some group of people. In other words, it is a group of individuals who are in charge of creating and enforcing rules and regulations, or those in leadership positions who complete important tasks. Administration is determined action taken in pursuit of conscious purpose. It is the systematic ordering of affairs and the calculated use of resources, aimed at making those things happen which we want to happen and simultaneously preventing developments that fail to square with our intentions. It is the marshalling of available labour and materials in order to gain that which is desired at the lowest cost in energy, time and Money.

Local Government: Local government is the administration of a particular county or district, with representatives elected by those who live there. Local government is the public administration of towns, cities, counties and districts. Local government includes both

county and municipal government structures. Municipalities have municipal ordinances, which are laws, rules or regulations made and enforced by a city government.

Policy: In the context of this study, a policy is defined as hard patterns of resource allocation represented by projects and programmes designed to respond to perceived public problems or challenges requiring government action for their solution.

Policy Implementation: This is when action is taken to address a public problem. At this stage, the design of a policy proposal is put into effect and the policy is implemented by the respective government departments and agencies, in conjunction with other organizations as required.

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Endnotes

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Chapter Two

Literature Review

2.1 Conceptual Review

2.1.1 Policy

The explanation of policy as a concept has attracted various explanations from different people at a different time. Some people see it as a course or principle of action adopted or proposed by an individual or organization while others see it as an action. Policy is a proposed course of action which government intends to implement in respect of a given problem or situation confronting it¹. Policy is seen as being central to the operation and activities of both private and public organizations. However, a policy option made by groups or individual is referred to as private policy while the one made by the government is regarded as public policy.

Policy refers to hard patterns of resource allocation represented by projects and programmes designed to respond to perceived public problems or challenges requiring government action for their solution. In a more elaborate definition, the concept of policy is seen as integrated course and programmes of action that government has set and the framework or guide it has designed to direct action and practices in certain problem area². Policy actors use ideas as rhetorical weapons and armoury in political struggles. Policies follow a particular purpose.

Policies are government administrative actions, including laws, regulations, decisions, or orders.

Legislative bodies make public policy decisions; others perform the administrative task of implementing those policies. The decisions could be the adoption of a vision for the community, a comprehensive plan, a budget, or a policy relating to a specific issue, such as allowing or prohibiting local gambling activities. Policy-making requires political wisdom, diplomacy, and prudence to bring diverse community interests together around a shared purpose. Policy decisions are frequently reflected in resource allocations.

In essence, a policy is a course setting action that provides the direction, the guide and the way to the achievement of certain goals or objectives desired by government. Examples of major policies in Nigeria include, among others, the following:

1. The National Policy on Education formulated in 1977 to achieve the objective of acquiring appropriate skill and competence, both mental and physical, as equipment for the individual to live in and contribute to the development of Nigerian society³.
2. The National Population Policy of 1988 which basic objective is to provide Nigerians the necessary information and education on the value of reasonable family size to both the individual family and the future of the nation in achieving self-reliance⁴.
3. The National Housing Policy of 1991 which major objective is to address the housing needs of Nigerians by achieving significant increase in supply of housing so as to bring relief especially to the public or civil servants.
4. The Poverty Alleviation Policy of Olusegun Obasanjo's government which has, as its basic objective the reduction of poverty through the provision of welfare packages to the poor and the unemployed in Nigeria⁵.

2.1.2 Public Policy

The different definitions of public policy abound, and it may simply be futile trying to discover which one could be used as a proper definition of the concept. One of the simplest definition of the concept is that, public policy is seen from the lens of choice or choices of the government. Public policy is then conceived as what government choose to do or not to do. Although, government do many things such as regulation of conflict within the society, distribution of great variety of symbolic rewards and material services to members of the society and collection of tax from the society⁶. Thus, policies may regulate behaviour, organize bureaucracies, distribute benefits, collection of taxes, or all of these things at once.

Public policy is also a future oriented inquiry into the optimum means of achieving a given governments programme found in a nation's laws or in public statements by a functioning of government. In another definition, public policy is defined as the important activities of government. The reality however is that public policy embraces all government activities or outputs as it affects members of the society, and cannot be limited only to important activities of government⁷. Public policy is also defined as a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern. Public policy is a series of goal- oriented actions taken by government actors.

Public policy is usually designed to affect a particular targeted population in a geopolitically defined entity⁸. The implication of this definition is that the citizenry could make demands on the political system (government) on the establishment of industries, but it is the decision of government to either accede to the demand of the citizens or ignore such. Public policy is a mode setting action which showcases the direction and guides the way to the realization of certain goals and objectives desired by the government. Public policy has objectives which

tell us what we want to achieve with policy and who will be affected by policy. Public policy plans or programs outline the process or the necessary steps to achieve the policy objectives⁹. They tell us how to do it. It is on this basis that a scholar argued that public policy involves prioritizing objectives and choosing the substantive measures to deal with them as well as providing explanation for such choices.

Public policy is a course of action and a programme of actions which is chosen from among several alternatives by certain actors in response to certain problems¹⁰. What this implies is that, policy actors have several alternatives from which they choose. The actors could be the government, private organizations or individuals. Public policy is aimed at solving a particular problem¹¹. Hence, we can say that public policy is an action or inaction taken or not to be taken by government, private organizations or individuals". Other conceptualization of public policy includes; it is a government programme of action which stands for various degrees of total articulation and normative regulations of government activities, that is what government intends to do to it.

2.1.2.1 Characteristics of Public Policy

Some basic elements differentiate public policy from private policies and other forms of policies. These distinguishing features include:

- i. Public policy is a purposive course of action or goal oriented action rather than a random or chance behaviour.
- ii. Public policy consists of courses or patterns of action by government officials.
- iii. Public policy is what governments actually do, not what they intend to do or say they are going to do. However, this is still a subject of debate since future plans of

governments over certain matters of concern can be seen as a commitment to resolving such issues within the set time.

- iv. Public policy involves some forms of overt government action to affect a particular problem; it involves a decision by government officials not to take action, to do nothing on some matter on which governmental involvement is sought.
- v. Public policy is based on law and is authoritative. In other words, public policy has an authoritative, potentially legally-coercive quality that the policies of private organizations do not have¹². For instance, the monthly environmental sanitation exercise observed by many states in Nigeria has a legal and authoritative force which attracts some kind of punishment for whoever breaches its provisions.
- vi. Public policy is sometimes an outcome of bargaining and compromise among political/policy actors and various interest groups in the policy process.

2.1.2.2 The Policy Cycle

The policy cycle begins with the formal articulation of public policy by policymakers through statements made by public officials indicating the intentions and goals of government over a specified situation and what will be done to attain those goals. The policy cycle reaches the stage of maturity with policy outputs which are the concrete manifestation of public policy vis-a-vis what government has actually done in pursuit of policy decisions and statements. Policy cycle is completed with policy outcomes, that is, the intended or unintended consequences of public policy that flow from either action or inaction of government. It measures the impact of public policies¹³. The policy cycle is another way of referring to the policy process and this has three distinct stages that will be examined below.

2.1.2.3 The Players in Nigeria's Policymaking System

Both governments and non-government organizations influence public policy worldwide. These organizations see themselves as participants in the policymaking process, and they establish themselves as such. The following people and organizations are involved:

Government Legislators

Policymaking, from its inception through its management and evaluation, is subject to legislative oversight. The legislative branch has sway over policymaking because of its ability to make laws, represent and express public opinion, oversee and manage the executive branch, and limit spending. To best serve their constituents, politicians initiate and consolidate policy initiatives in the legislature¹⁴. In many political systems, the legislature serves as the primary forum for the identification, dissemination, discussion, reconciliation, compromise, mediation, and eventual concretization of demands made on the political process by diverse people, communities, organizations, and institutions. Legislators may turn suggestions from the public, lawmakers, and the executive branch into actual laws and regulations.

Chief Executive Officer

The term "executive" is used here to refer to the head of government, the cabinet, the highest political authorities, advisors, and assistants. The executive is in charge of carrying out the policies set out by the government. Though not solely responsible for monitoring,

supervising, or surveying, the executive is tasked with a number of constitutional duties and has a great deal of authority in shaping public policy at every stage of the process, from formulation to execution to revision¹⁵. There is no doubt that the executive branch plays a pivotal role in the creation, development, and implementation of public policy. The executive articulates and formulates policies, which are then transmitted to the legislature. The administration uses its considerable resources to persuade lawmakers and mobilizes their support for policy initiatives even in the legislature. The executive branch is able to shape policy by virtue of its position of power and wealth within the political system.

The Judiciary

The judicial system is the system of judges and courts that decides cases involving disagreements or crises between different branches of government or private parties. The court has judicial review authority, allowing it to investigate and rule on the legality of legislative, executive, and administrative acts and policies. This is how the judicial branch checks that every action taken by the government is in accordance with the law. Having the ability to rule on the validity, fairness, legality, and constitutionality of laws or proposed laws, makes the judiciary an active participant in the policy process¹⁶. Judicial branch has the power to legislate; it may strike down legislation by ruling it unconstitutional. Moderate implementation activity, in particular the behaviour and style of bureaucratic officials, and influence the path of policy activity and action; improve policy choice by providing the weight of legality and appropriateness to a policy option. The judiciary acts as a neutral arbiter of debate and disputes and a judge of procedure. It moderates the conduct of those involved in government policymaking, both among themselves and with other players in the policymaking process, as well as with the general public at large¹⁷.

Government Red Tape

Policy formulation, execution, and assessment in the contemporary world often occur inside a bureaucracy. Administrative policy making and the bureaucratic policy system are now standard fare in the study of policy because of the centrality of bureaucratic involvement. The public bureaucracy's traditional function in public policy is seen as contributing expertise, skill, and competence to policymaking and execution¹⁸. The bureaucracy is therefore viewed of just as a means to an end. This view side-lines bureaucrats in policymaking and goal-setting by excluding them from participation via advice and exclusion. Second, many contemporary governments' public administrations are viewed of as being politically neutral, anonymous, and apart from the socio-political nexus of policy making. Like the last one, this one protects administration from becoming politicised. Since the executive branch has come to dominate the policymaking process, the traditional distinction between politics, policy, and administration is no longer useful. As a result, public administrators now have a lot of influence over national policy. The second idea of neutrality and anonymity is less strongly held in certain countries as a result of administrators' growing authority, influence, and participation in the political process.

The Political Parties

There are a number of ways in which political parties affect public policy and the policymaking process. Since they play such a significant role in politics, most of the impact is a direct result of that. The primary goal of political parties is to gain power in government. They achieve this by deciding who will head the party, picking candidates and policies, and rallying voters behind those choices. By proposing or presenting policy alternatives to the citizenry, parties turn elections into choices and judgements over policies and policy

performance, with a party's electoral win representing a triumph for specific individuals based on their views, values, and preferences. Therefore, parties contribute to the identification, articulation, and consolidation of policy concerns, as well as the development and implementation of recommended policies. Political parties serve as a forum for the expression and negotiation of the concerns, expectations, and interests of their constituents, and as a means of consolidating them into coordinated policy responses. Based on these policy endeavours, the party develops its plans. The organisational framework of a political party conducts research, weighs options for how to proceed, and makes final decisions.

Special Interests Group

The term "interest group" refers to a set of people who share shared traits, activities, and relationships. Their primary function is to promote, seek, and defend their shared interests. Since many interest groups' interests are influenced and dictated by governmental interventions and regulations, they must engage in dialogue with governmental and non-governmental players in the policy process. Therefore, interest groups have a role in shaping public policy¹⁹. At every turn, special interests have an impact on policymaking. Public policy is something they actively initiate, create, and shape. Connecting the people to their government is facilitated through groups. They advocate for their members' interests and demands to policymakers and attempt to get policymakers to implement those preferences. Policy is often driven by interests groups. The way they do this is by proposing and advocating for policy changes to address issues that are relevant to their sphere of influence. Occasionally, non-state actors collaborate with state players to design effective policies.

The People

The people who actually live in a country, known as its "population," are also key players in formulating and implementing national policy. In actuality, for a variety of reasons, they represent the essential or fundamental player. To begin with, they make up the people in which policy is implemented. Public policies are heavily influenced by public perceptions, attitudes, preferences, and demands. Since people are the most influential element of the environment, they should be the ones who determine policies. The people are the policymakers' clientele and their intended beneficiaries, therefore it seems to reason that they are the ones who have the most say in shaping public policy. Third, the supply of policy goods and services is funded mostly by public taxation. In the end, it is up to the voters to decide whether they approve of the key players in government and the ideas they advocate for. Therefore, the residents' qualities to specific laws or proposed policies are the most important in terms of sustainability and effectiveness.

2.1.2.4 The Methods of Policy Development in Nigeria

The notion of federal supremacy, a constitutional requirement in Nigeria, is the defining characteristic of the country's policymaking process. The Constitution mandates that the federal government take the lead in all aspects of the planning process, from initial conceptualization to final assessment. The vice president presides over the National Economic Council, which is charged with advising the president on matters relating to the federation's economy and, in particular, on the steps that must be taken to ensure that the various state governments in Nigeria are working together to create a cohesive plan for the country's economic future²⁰.

The Ministries of Finance and National Planning are among the early-stage institutions engaged. Many government agencies contribute to the National Planning Office's

deliberations on policy. Here, potential policy options are assessed, and those with the most favourable outcomes are turned into actual programs within the budgetary constraints set by the Finance Ministry. The National Planning office is the primary division of the Ministry of National Planning; it is subdivided into four directorates, each of which is led by a director who reports to the ministry's permanent secretary. The Ministry of National Planning oversees not only the National Planning office, but also the National Manpower Board (NMB) and the Federal Office of Statistics (FOS).

The National Manpower Board's duties include conducting workforce analyses and creating training and advancement plans. When it comes to gathering socioeconomic statistics for the whole federation, no other organization compares to the Federal Office of Statistics. There are many additional organizations and institutions involved, both inside and outside of government, that help make decisions. The two most important are the (a) Joint Preparing Board (JPB) and (b) the summit of Secretaries and Commissioners for National and Economic Planning. The President then reviews the plans from each ministry, parastatal, agency, commission, and department and offers his or her preferred budget to the legislature for approval²¹.

After being approved by Congress, the President may next sign them into law and send orders to government agencies to put them into effect. Therefore, Nigeria's public bureaucracy is a robust organization responsible for carrying out national policy.

2.1.3 Administration

It is very useful to begin by defining the term administration. Administration must exist in any organization set up for a defined purpose or objective. Whether one think of the Church,

the army, a university, an industrial or business concern or a purely social organization, there has to be administration because each one consists of human beings brought together in a hierarchical set-up, making use of tools, equipment, human and material resources, all in the quest to attain the objective for which the organization established. Thus, the Bishop in the Church, the field marshal in the army, the vice-chancellor in the university, the managing director or chairman of an industry or business enterprise, each with functions and responsibilities assigned for the accomplishment of the objective or purpose of the organization. This process requires planning, organization, command, co-ordination, and control. All these constitute administration²².

Simply defined, administration is the organization and direction of persons in order to accomplish a specified end. Perhaps the simplest and shortest definition of administration is the one that says that 'when two men co-operate to roll a stone that neither could move alone, the rudiments of administration have appeared'²³. Administration is also said to be a determined action taken in pursuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources aimed at making those things happen which one wants to happen and foretelling everything to the contrary.

Administration is also conceived as a variety of component elements which, together in action produce the result of a defined task done. Administration, primarily is the direction of people in association to achieve some goal temporarily shared. It is the inclusive process of integrating human efforts so that a desired result is obtained. Administration is the central power house of the motivational impulsion and spirit which makes the institution drive to fulfil its purpose"²⁴.

However, in another definition, administration from the aspect of organizations and materials, is the means the organization and use of men and materials to accomplish a purpose. In other words, it is the specialized vocation of managers who have skills of organizing and directing men and materials just as definitely as an engineer has the skill of building structures or a doctor has the skill of understanding the human ailments²⁵.

Administration has to do with getting things done; with the accomplishment of defined objectives. What this means is that administration is the process through which organizations work together to achieve shared objectives²⁶. Administration, as we can see, is described as group behaviour in which individuals work together to achieve a common goal. The term "cooperative" is the first pivotal component in this description. Educating a group of people who are specialists in the area of public administration is an example of a cooperative human action since it produces results that would not otherwise exist.

That which is sought for or intended is the second major part of the definition given. To administer effectively, it is essential to have a shared vision or objective that motivates everyone to work together toward a same purpose. Group members will begin to consider what they can do toward the completion of the goal and begin to collaborate with each other after the goal has been determined and communicated to the group.

Seen from another perspective, administration is defined as "an activity or process mainly concerned with the means for carrying our prescribed ends"²⁷. In this definition, the concept of goal accomplishment again plays an important role. As the definition clearly indicates, administration is mainly concerned with the means that are necessary for the accomplishment of pre-determined goals. In this, it seems that a new element is introduced,

that is the concept of 'means'. The means is the way by which something is done or obtained.

Better explained, when a group of individuals are working for the accomplishment of a common goal, a division of labour is necessary, so that each individual will know what to do. Alternatively, there may be a need for a centralized command structure to direct and coordinate the efforts of many subordinates in order to achieve a common goal. Administrative work, in this view, is mostly a matter of handling resources. Indeed, cooperation and any other measures that will ensure cooperative are both means in themselves. Studying this description, it becomes clear that administration is intrinsically linked to the notion of human cooperation towards the achievement of predetermined objectives.

2.1.3.1 The Functions of the Administrator

An eminent scholar in the field of administration has suggested a list of functions falling to an administrator²⁸. The list is commonly referred to by the acronym POSDCORB. He himself adapted it from the functionalist of the work of a chief executive as elaborated by another celebrated expert on administration and scientific management²⁹. Thus, the acronym encapsulates the basic functions and activities of an administrator.

Planning

Planning is the process of generating, analysing, and comparing options for the future and developing strategies to bring those options to fruition. Organizational planning focuses on identifying areas for improvement and deciding how to go about achieving such improvements. This is why planning is so important; it establishes the organization's long-

term goals and the broad strategies it will use to achieve those goals. Organizational actions are coordinated via planning in order to achieve predetermined goals. In this light, planning is prospective and useful since it allows the management to influence the organization's future³⁰.

An administrator or chief executive's focus should be on outlining the tasks that must be completed by his organization or department and determining the strategies that will be used to carry out those tasks in the most effective way possible³¹. In order to properly prepare the plan or plan the future activities of the organisation, it is necessary to conduct a comprehensive assessment of the current circumstances, state of affairs, and capabilities of the organization.

Because committing to a plan's execution is a significant undertaking, plans should include a time frame that allows for a reasonable amount of time to pass before the promises made in the plan become obsolete. In addition to the above, planning has to be adaptable since no one can predict with certainty what the future will bring. Forecasts and projections of future situations form the basis of planning, but planners' ability to accurately foresee the future is limited. Consequently, it may become necessary to modify the intended actions in light of actual situations that vary from those anticipated. In this regard, plans must be malleable enough to permit such adjustments.

Organising

Each administrator, however, does so within a more general structure. An effective administrator will have a firm grasp of organisational theory and know that a company's structure is crucial to its success. Organising is the process through which a company's

many departments, divisions, and sub-divisions are formally established, defined, and coordinated in order to achieve predetermined goals³². Organising is something that is always going on in any administration; just because something is set up formally now does not imply it will remain that way forever. The only way for an organisation to survive in the face of a constantly changing environment is to make adjustments to its internal structure.

Since the organisation's success depends on its ability to adapt to the ever-shifting circumstances of its environment, it is important that management keep an eye on environmental trends. As the company's external environment undergoes shifts, it may become necessary or even necessary to make changes to the formal structure of the organisation. This means that the administrator's focus must be constant on the function of organisation.

Staffing

Recruiting new employees, providing them with appropriate training, and ensuring a pleasant work environment all fall within the purview of personnel administration. Qualified employees are a must for every business or organisation that plans to attain its goals. Recruitment of candidates for open positions within an organisation; separation of employees from the organisation via retirement, dismissal, or resignation; training of employees; payment of salaries and wages; and protection of employees' health and safety and welfare are all major components of staffing. In addition to the aforementioned, actions like as promotions and transfers from one job to another may be included under staffing as a method of selecting personnel.

Adapting to new circumstances calls for new personnel strategies, and this is where staffing comes in. As a result, one crucial part of staffing is looking forward to the future and attempting to identify prospective changes that may affect the organisation's need for human resources. Clearly, staffing is nothing more than the management of people, an aspect of every business that is crucial to its success.

Directing

A director's job is to make choices and implement those judgments in the form of both detailed and broad directives. When you are in charge of a group of people, it's your job to get everyone working together and putting in their best mental and physical efforts to achieve the organisation's goals. In this context, certain persons, also known as administrators, must lead others to give their quota to the objective attainment, an action that necessitates several judgments. Taking part in the decision making process is an essential duty of administrators. Practically all jobs need some degree of discretionary authority inside an organisation.

Making a choice is settling on a verdict or a course of action. It's often thought of as something that happens in one's head. It is important to note, however, that making decisions inside an organization is a formalized procedure. Any final decision made by the company is the result of numerous people working together across various departments and levels. This means that a decision made by an organization is the outcome of group effort rather than the consequence of one person's decision. In reality, the decision-maker (the administrator) is provided with information about the relevant options before making a call. Multiple people work to generate options and weigh the pros and disadvantages of each one before presenting their findings to the person making the final decision³³.

The choice reached is only the choose chosen from the options presented to the decider. Organisational decision making is an institutionalised process, as previously noted, as a result of the involvement of several people and their various contributions. Directing is a leadership job that has many similarities with leading and leadership styles. Leadership, in the broadest sense, is the practice of influencing the actions of a person or group toward the attainment of a certain goal³⁴. This definition of leadership makes it very evident that the leader, the follower, and other contextual factors are all crucial to the leadership process. In its most basic form, leadership is getting things done with and through other people. As a result, a leader has to think about the individuals who will be doing the activities required to reach the objective and the dynamics between them.

Coordinating

Administrative duties can include the role of coordinator. Putting all the pieces of the puzzle together is the job at hand. Because there is a clearly defined division of work in every successful organisation, and because the completion of any given objective requires the efforts of several people, coordination is a crucial part of any administrator's job. Achieving a goal requires establishing distinct connections between different aspects of the job; this is made possible by division of labour, which breaks down the whole task into its constituent pieces and assigns responsibility for each portion to a different person or team.

Organisational structure is designed with coordination in mind, with relevant units being grouped together and reporting to the same manager. The typical mode of coordination is hierarchical in nature, thus if a conflict arises between two people or groups, the issue is resolved by the shared superior. The establishment of ad hoc committees for the purpose of

coordination complements the pre-existing organizational framework. As such, it is the coordinator's duty to guarantee the organization's functioning properly at all times.

Reporting

Administrators have the critical duty of reporting on the status of their departments to those to whom they are accountable. Additionally, the administrator or executive uses reporting, recordkeeping, and inspection to keep himself and his staff up-to-date.

Budgetary Control

Budgeting, or the budgetary process, is essential to the management of any business, since it allows for the efficient oversight of all available funds. Budgeting is fundamental to all other administrative actions because "without money work would come to a halt or never be performed in the first place"³⁵. Some academics share this view, arguing that "management of the purse is possibly the most effective weapon of coordination," making the budgeting process fundamental to administration³⁶. Thus, budgeting is a crucial part of financial management, which encompasses all the tasks carried out to provide authorities with money and guarantee that they are used effectively within the bounds of the law.

Determining financial policies, creating a budget, collecting revenues, allocating funds to various activities based on what needs to be done to achieve those goals, monitoring expenditures, maintaining a reliable accounting and reporting system, and conducting audits are all components of financial administration. Analysis of financial structure and processes provide information on management in general. Financial management and organizational structure are interdependent in this regard. Almost every administrative decision has some kind of monetary impact, either requiring funds from or adding to the national coffers.

2.1.4 Local Government

There are three distinct levels of authority in Nigeria's federal system. The federal government, or "central government," is located at the very top. The federal government occupies the middle rung, states occupy the next tier down, and local governments provide the most direct service to the people. In order to better serve the people at the grass-roots level, it is necessary to establish local governments. To rephrase, in Nigeria, the notion of local government administration was established to speed up development while also giving ordinary citizens a chance to have their voices heard and to hold their elected officials to account for the decisions they make at the state and federal levels.

In the academic literature, two distinct definitions of "local government" have emerged. The common method used in international comparisons is to treat all subnational entities as though they were part of the local government. A second, more subtle strategy is using identifying features of municipal governments to identify them. Focus is often placed on the following five characteristics: legal identity; stated powers to undertake a range of duties; significant financial and personnel autonomy subject to limited central oversight; effective public engagement; and locality³⁷. These are considered crucial in order to set it apart from other types of regional institutions and to guarantee its efficiency as an institution. These so-called fundamentals of municipal governance are deceptive at best. Unfortunately, not all municipal governments allow for meaningful public input. A number of factors must be taken into account. There are a lot of things to consider. How can we measure how well citizens really participate? Is it based on how many people cast ballots?

The term local government in a unitary state means an organ which, though completely subordinate to the central legislature, are independent of the central executive in appointment, and, to some extent, in their decisions and exercise a partially independent control over certain parts of public finance³⁸. The term local government is applied to those organs which exist at the will of the central government, and which, while they exist have certain definite powers of making regulation, of controlling certain parts of public finance, and of executing their own laws or the laws of the central legislature, over a given area³⁹. These organs are essentially subordinate bodies but they have independence of action within certain stated limits. They represent a subdivision of the functions of government for the purpose of efficient administration. Part of the administration, as it was being parcelled out to bodies each of which has its own area of operation⁴⁰.

The Encyclopaedia of Social Sciences defined local government as a public organization authorized to decide and administer a limited range of public policies within a relatively small territory which is a sub-division of a regional or national government. According to this concept, the central government sits atop a pyramid of authorities consisting of the federalists and anti-federalists, having municipal governments at the base. It is not unusual for a local government to have broad powers and responsibilities, rather than being limited to providing just one kind of service or function⁴¹.

A scholar in his book "Outlines of the Local Government" defined local government as that part of the government of a nation which deals mainly with such matters as concern the inhabitants of a particular district or place and which it is thought desirable should be administered by local authority subordinate to the central government⁴².

Local government is defined “a sub part of the entire government of a nation or states is regarded as local government that is managed and administered by the system subordinate to authority of state but independently elected of the state’s authority control, by competent persons local, or containing properties in specific localities, which regions have been structured through common interests and common histories by the communities”⁴³.

Lincoln's ideal of a government of the people, by the people, is also manifestly unrealistic under today's nation-state systems. City-states in ancient Greece were essentially self-sufficient communities with their own governments owing to their compact size and dense population. However, in contemporary states, it is not feasible for every citizen to have a direct vote in the government. Because of this, the national or central government has established smaller, self-governing entities at the local level, where the people's representatives may meet to discuss and resolve issues affecting their communities and propose solutions to improve the quality of life there. When taken as a whole, these mini-nation states constitute the country's regional administration. In current times, local governments are made up of a patchwork of tiny, autonomous, non-sovereign groups that have been granted extensive powers by the federal government in order to make decisions about local issues using only locally available resources.

Local democratic governing units within the unitary democratic system of this country, which are subordinate members of the government vested with prescribed, controlled governmental powers and sources of income to render specific local services and to develop, control, and regulate the geographic, social, and economic environment of defined local area is the best way to describe what local government is⁴⁴. This definition has the flaw that a democratic form of government is necessary for the formation of local government but

unnecessary for its survival. While the definition offered by another researcher does have some obvious flaws, it does a good job of capturing the core of local government, which is inextricably linked to the many other aspects already acknowledged by academics.

The essence is that local government is an institution of government whose powers are limited and whose jurisdiction is limited to a certain area and set of laws. The ability to pass laws within narrower jurisdictions is the most important power of local governments, allowing them a certain degree of independence. These features of local governance ensure that the local government's reason is not overlooked throughout the restructuring process.

2.1.4.1 The Importance of Local Government in Nigeria

The importance and vitality of local government has always remained in focus due to essential phase of the procedure of democratization and the local's participation in the process of decision making. Moreover, it is argued that without the local government, there cannot be considered any political system to be comprehensive and complete⁴⁵.

There are three main arguments advanced to raise public understanding of local government's essential role in state administration:

First, the system guarantees that the populace receives a solid education in politics; second, it lays the groundwork for the growth of capable political leadership; and third, it keeps the government accountable.

The significance and significance of local governance are bolstered by these factors. These motivations are further discussed below.

- i. Municipal politics as a classroom for the general populace's political education

As a primary means of instructing the populace in mass mobilization and politico-ideological formation, the establishment and growth of local government is supported and encouraged. Freedom and town hall meetings go hand in hand like science and elementary education⁴⁶. The government is made more accessible to the people because it makes it easier for men to use and enjoy the infrastructure. Local government's basic aim is a healthy and well-rounded political consciousness. Members of the populace learn to recognize an unreliable demagogue, citizens learn to avoid electing representatives who are incompetent or corrupt, citizens learn to debate agendas in a more productive and healthy manner, and they learn to establish the connection between government spending and tax revenue.

Just because there is a local government does not imply that the people will suddenly become politically informed and conscious, nor does it guarantee that the public will grow and thrive as a result of the progress and development. Plans must be carried out flawlessly by launching initiatives that will generate significant political support. These organizations must offer these strategies to increase public participation in concrete, goal-oriented political agendas. This action will help the public recognize the value of their local government and their part in making decisions at the grassroots level.

Councillors of local government operate in political awareness by implementing and trying to intensify public towards local politics, but when masses join actively in local politics, local government is considered as just another bureaucratic government agency⁴⁷.

ii. A proving ground for political leaders

For those who want to advance their political careers to the national level, the training offered by their local government is an essential first step. Legislators who have even a little

bit of experience in the politics of local government are likely to become better national legislators than those who have none at all, but this is far from a sure thing. Without a question, serving on a local council gives council members a foot in the door to gaining expertise in politics, particularly with regards to the workings of the legislative and fiscal processes⁴⁸. The council members' participation in the political process affects the reorganization of the local government.

iii. Effectiveness of Governmental Responsibility

Against the government's subjective authority, local government acts as a check on centralization, which is seen as inherently counterproductive to development. It is the purported goal of local government to prevent the tyranny that results from centralized authority being restrained.

There is correctness in this regard that greater level of accountability can be restored by means of local democracy⁴⁹. It can be said that local democracy has greater control than public corporate, appointed agencies and field administration. The element of 'elective' relates citizen with bureaucrats who makes the entire procedure more meaningful as accountability is more visible in local government. Activities of political nature inside local government like elections, pressure of political nature, rule-formulating, public debate and publicity- Bridge the gap among citizen, and their responsible administration along with the provision of opportunities for the handling of grievances⁵⁰.

2.1.4.2 Evolution of Local Government

The modern local governments are the creation of western and traditional cultures. Among the western patterns, the English pattern has been a source of inspiration for most of the

English speaking countries and others that have come under their influence like South Asia, Africa and so on. To understand contemporary local government, it is essential to grasp the basis of its historical development and evolution. Local government was not evolved to provide a coordinate system of administration for the logically defined range of services; it emerged, piecemeal in answer to a succession of separate needs and demands⁵¹. The very origin of modern local government was part of the libertarian trends in the first half of the 19th century.

Liberty for the local communities to develop according to their own preferences was a powerful ideological element in the introduction of local government system in most European countries. Local self-government was perceived to be an expression of freedom of society⁵². The creation of local self-government in the first half of the last century in Scandinavian as well as other countries was a deliberate attempt to limit the intrusion of central government in the affairs of local communities. The modern local government system evolved in response to the pressures produced by urbanization and industrialization⁵³. Due to Industrial Revolution and the factory system, urbanisation took place and the most obvious political consequence of urbanization has been expansion of municipal functions. The cities require services, which are not, needed in rural areas e.g. sewage disposal, street cleaning and traffic regulation. Higher standard of urban population created a demand for such services as public health measures and recreation activities, which the rural population is not so likely to demand from its local government.

The rise of local government is closely tied to the process of industrialisation which gathered momentum in Britain from the middle of the 18th century. Until the beginning of the 19th century the system of local government by corporation in the boroughs and justices

of the peace in the countries had worked reasonably satisfactorily because the needs of communities were deemed to be small, their tasks were primarily judicial and administrative. The mid-19th century saw the culmination of the first great phase of urbanization in English history caused by the development of machinery and the factory system of production and the comparative reduction of dependence on agriculture production⁵⁴. The movement of population from rural to urban areas was accompanied by severe problems of overcrowding, law and order and ill-health⁵⁵.

The existing system proved inadequate to meet the needs of the new urban areas. The immediate response to this was the creation of a series of adhoc, single purpose bodies which included poor law boards, turnpike trusts and boards of improvement commissioners⁵⁶. The improvement commissioners were responsible for paving, cleaning, the lighting of streets and provision of watchmen. These ad-hoc bodies were effectively controlled by Tory Squires and traditional land-owning interests. The prosperous entrepreneur who dominated the expanding cities and towns resented their lack of control over the full range of civic affairs. Under these pressures the 1835 Act created elected municipal councils and gave to them a range of powers and property.

In USA, local government institutions grew in response to a combination of citizen demand, interest group pressure and state government acquiescence⁵⁷. There were only half a dozen cities in 1790 and not until 1820 was there a single city of over a hundred thousand populations. By 1940, however, there were a total of 3,464 incorporated urban places in US, 2,042 of which had a population of over 5,000, whereas the urban population constituted 3% of total in 1790 and 26% in 1880, the figure had risen to over 56% by 1940⁵⁸.

The reasons for the growth of urban areas had been various. The primary factor has been the Industrial Revolution and the factory system, necessitating the concentration of workers in close proximity to the factories and related economic enterprises⁵⁹. Another reason for urban growth had been increased knowledge of medicine and public health, enabled many people to live in close quarters. Advancement in means of transportation has made it possible for dense populations to live together, too. Another significant reason has been the psychological lure of city life, the great potentialities for adventure, excitement, experimentation, education, economic advancement and cultural development to be found in the cities. Another reason was the extension of the franchise on a progressive basis led to the demand for participation and representation in local affairs, which had previously been denied to a large proportion of the newly enfranchised classes.

In the developing countries many of the policy makers are convinced now that to keep the policy decision making centralized at federal or provincial capital means dangerous concentration of powers at the national level far from those on whom these vital decisions have an impact.

2.1.4.3 City Democracy in Nigeria: Its Origins and Early History

Since the contemporary local government system was formed during the colonial period, many academics believe that the British colonial authority is responsible for the establishment of local government in Nigeria. Because of this, local authority is sometimes cited as one of the first examples of organised political power in human history. As early as the pre-colonial age, when Nigeria was ruled by mighty dynasties, we may see traces of the local government structure that would later become modern Nigeria. Some examples of such empires include the Borno Empire, the Sokoto Caliphate, and the Oyo Empire. All of

these larger states were subdivided into smaller administrative units called "districts," "wards," "towns," and "villages," each of which was governed by a "ward leader" designated by the Emir or King and responsible for carrying out the kingdom's policies in a manner consistent with the prevailing cultural and religious norms⁶⁰.

Local communities under Indirect Rule were governed by pre-existing customary structures. When there was a need for a new kind of institution that wasn't already being met, it was established. This was especially true in the East, where there had never been any established kings or queens before, and thus the concept of Native Authority was born. In addition to recognizing traditional leaders whose primary responsibility was law and order as Original Authority, the Native Ordinance of 1910 gave the Native Presidency authority over tax collection, the construction and care of local roads, and the inspection of public health and hygiene (as well as other aspects of government). Local government continues to play an important role in modern-day Nigeria for this same reason.

Furthermore, as a result of the country's rapid economic and social growth, local administration in Nigeria has gone through a number of name, structural, and concentration changes determined in recent years. It is clear that the regime in power, the kind and amount of involvement of such government in city government management, and the frequency with which local governments in Nigeria are reformed and reorganized all play a role. As a result of changes implemented in 1976, Nigeria now has a standardized national municipalities organizational system based on a single-tier, multi-purpose model⁶¹. The modern system of local government may trace its roots back to these innovations.

Essentially, communities establish their own governments as a political instrument of change for local improvement. Local governments are created with the backing of the

federal and state governments to help mobilize and harness local resources and guarantee that they are used efficiently and productively. Successive administrations in Nigeria have implemented a number of changes, including a standard structure of an elected council with constitutional powers, with the goal of improving the local government's ability for effective governance.

The Babangida presidency expanded the number of municipal governments from 301 in 1976 to 453 in 1989 and 589 in 1991 because of the purpose and purpose for which city government was founded and because administration at the bottom was still extremely remote from people. After an extra six states were established by the Abacha regime in 1996, the total number of local councils rose to 774.

Without a question, local government in Nigeria is a means to an end in terms of grassroots development, but the goal of utilizing local government as a stepping stone to development has not yet come to fruition due to various uninvited socio-political circumstances.

2.1.4.4 Local Government in Nigeria: A Brief Chronology

A number of changes have been made to Nigeria's system of local government. Military or civilian rule has resulted in systemic reorganization and restructuring. The following sections explore how these shifts have impacted local government and the unique challenges and responses it has had to face as a result.

During the pre-colonial era of Nigeria, the system of local government administration, Empires, a caliphate, kingdoms, chiefdoms, city states, and villages with rulers that exercise absolute authority existed in pre-colonial Nigeria. The Oba in the West is subject to checks on his power by constituted authority, while the Igbo society in the East is a republic and is

highly egalitarian. Each of the constituent parts of Nigeria has its own distinct but rather successful system of local government that had existed long before colonial occupation.

It has been a component of a sort of governance, notably at the local level across ethnic groups in Nigeria, particularly amongst some of the Yoruba and the Fulani. Through the early fifteenth century, the Hausa Etihad airways had evolved a well-organized fiscal system, a specific code of property ownership, a systematic scheme of local administration via nominated district and village leaders, and a trained judiciary which administer the Islamic laws, as seen by an assessment of the three major geographical zones in Nigeria⁶².

The local rulers, known as Kings or Obas, had become the centre of power in the western section of Nigeria. While the fiscal system was not as rigidly regulated as check and balances would suggest, there was a clear code of land tenure based on the local ruler who governed it at the whim of the lesser chiefs and the general people. There was also an established structure of local government consisting of a minor king, his chief, and their respective assistants. Similar to the Hausa states, the judicial branch in this instance was not separated from the administration. Likewise, the Western concept of justice rested on distinct foundational principles. False, according to Islamic law⁶³. There were 3 main considerations that led to this conclusion.

In order: 1. Native American philosophies; 2. Precedent; and 3. Oral history

Igbo villages in Nigeria's east followed a pattern of local authority that was distinct from that of the country's northern and western regions. Most of the local communities lacked a traditional family structure or political leadership structure, making them acephalous or stateless. In Igboland, there was no monarchy. Communities often lacked or had a very flat

structure. Governance at the community level was determined by consensus among different age groups, with additional input via village square gatherings and individual citizens. On the basis of its egalitarian concept, the Igbo system was more democratic than any other system in pre-colonial Nigeria. That's why, even before colonial control was established in Nigeria, local government administration systems were fundamental to the functioning of a wide range of communities.

2.1.4.5 The Structure of Local Government in Colonial-Era Nigeria (1900-1950)

Local government was known as the Native Administration or Indirect rule system when it was run by colonial authorities. The native leader was supposed to use it as a means of ruling his people. Instead than trying to impose foreign ideas from outside, it was thought that existing authorities, institutions, and cultural practices should be respected and used. Thus, local development would occur as power was delegated to chiefs and citizens gradually became involved. This popular misconception about colonialists' employment of local traditional rulers is unfounded. Instead, it was designed to benefit British economics and administrative convenience by avoiding the need to pay a large number of British employees to rule these societies, which would have resulted in enormous staff expenses.

It is important to remember that the original purpose of Nigeria's system of local government was to ease the colonial exploitation of the country's people and resources. In other words, the chief, or the local ruler, would play a central role in this kind of indirect authority. By adopting local norms, he could maintain tight control over his administration and, presumably, keep the peace. Their jobs required them to keep the peace, foil plots, and catch lawbreakers. The British government placed a premium on maintaining order because

it knew it was essential to the nation's economic success. There are essentially four pillars that make up the municipal government⁶⁴:

First, there is the British Resident Officer who directs and controls; second, there is the Native Authority, which is often led by a Chief and backed by a council of elders; and third, there is the Native Treasury and Financial System. The Native Government's representatives sit on the Native Court.

However, the system was often based on a dominant chief. There were very powerful authoritarian rulers in the Hausa emirates, somewhat democratic chiefs in the South-West, and specifications, extremely decentralized, egalitarian communities in the South-East. During the period of indirect control, three distinct sorts of native authority were recognized: the Chief, the Chief and Council, and the Chief and Council.

Chief One: The Chief was the highest authority and the source of all power. He was in charge of all local administrative matters and reported to the province's Resident and the colonial government for guidance. During this time period, several Hausa and Fulani emirates came under this kind of regional rule.

In this kind of decentralized government, the Chief had the discretion to either follow the recommendations of his council or go against it. The presence of a council of chiefs to make community-level decisions set this model apart from others based on a single authoritative figure.

Third, the Chief and Council: The Chief was assisted in making decisions by a group of advisors known as the Council. In other words, he and his council were responsible for setting priorities and allocating resources, including appointments, land, distribution,

expenditures, and more. The most progressive Chiefs of the Yoruba Kingdom in the South West tended to choose this kind of restricted or Constitutional Chief.

However, by 1890, the native government established under colonial indirect authority was beginning to show signs of strain. This is because of the local issues that arose as a consequence and the worldwide reactions to those issues. Native government gave way to change in the face of rising nationalism and international backing for de-colonization and democracy⁶⁵.

2.1.4.6 A History of Nigerian Municipal Government from 1950 to 1966

In the late 1940s, intelligent Nigerians and a number of well-meaning Nigerians began campaigning for a more democratic form of local government as it became clear that the native traditional features of local governance in Nigeria was lacking international popularity. The 1950s marked the beginning of the second stage of growth for municipal government. There were a number of problems with the first stage, but one of the biggest was that it was vested with regulatory rather than executive authority. Since it was not required to do so, it hired just the minimum number of people necessary to fulfil its minimal administrative functions and had no responsibility for providing social welfare services.

Because the afflicted communities lacked a strong feeling of belonging and self-involvement in the functioning of local government, this was another crucial factor in their rejection of the indirect rule system. In 1950, the Eastern area of Nigeria was the first in British West Africa to implement sweeping reforms to the structure and administration of local government. As a whole, the municipalities established under the Eastern Region Local Government Ordinance of 1950 were modelled after the English model. The previous two levels of government were abolished and replaced with a new, three-tiered structure in

which each level operates autonomously. County, Regional, and Municipal Council were always the three levels⁶⁶.

Transportation and conventional court administration was under the purview of the county governments, while medical and sanitary fell under the purview of the local authorities and other menial services were the authority of the local authorities. However, problems with the implementation of the Municipal Ordinance of 1950 were apparent rather quickly. The primary argument was that the goal itself was too lofty⁶⁷. The second factor was the lack of forethought that went into rolling out the plan throughout the area. Incompetence in government was a third factor. That it was too difficult for the councillors and staffs to manage was the fourth issue⁶⁸.

To address these shortcomings, the Eastern Region Local Government Law of 1955 was enacted in its stead. The Minister and the District Officer both had their direct power restored as a result of the 1955 Law, which is a major change. The latter was supposed to act as a regional watchdog⁶⁹. Also, the Law shifted the Regional Authority's duties to the Minister of Internal Affairs, who was in charge of local administration⁷⁰. In addition, in July 1956, the minister established the Local Government Service Board as an advisory body on matters concerning local government employees, employment, and terms of service.

The district council was left standing after the elimination of the higher and lower levels of the multi-tier system of local administration, which had become increasingly complicated to comprehend. Due to their only being one degree of government remaining, the district council became the de facto local authority in many rural regions. In 1960, a new Local Government Law was passed, which had a profound impact on how local government in the

Eastern Region functioned before. The growth of municipal governments partly drove this shift.

Full adult suffrage, which had previously only been possible via a more indirect and restricted system of election, was instituted by the Local Government Law of 1960. It also ushered in a new era of council administration by way of committees, with a focus on health and money. An elected chairman would lead the council in doing its work. The first attempt at modern local government management in the Eastern Region stumbled along until the fall of First Republic⁷¹.

The Local Government Law for the Western Region was passed in 1952. Here it is worth noting that the 1952 Local Government Law also called for three local administrations, drawing on the Western Region's experience with local government reform. In this case, we're talking about the Divisional, District, and Local Councils. This system was quite similar to the Eastern regions, except that the villages were permitted to keep their existing social structures inside the councils⁷². As a result of this line of thinking, it became clear that it was imperative to protect local communities' sense of unity and solidarity.

The councils were headed by a preeminent Chief Designated President for a three-year term; in areas without a paramount Chief, the presidency was rotated among the other recognized chiefs in the region. Members of these boards voted for a Chairman and Vice-Chairman to lead them. The addition of a finance committee and any other committees that may be required was also noteworthy.

When the reform of 1952 ran out of steam, lawmakers passed a new statute in 1957. The provincial government was eliminated as part of the 1957 reform. It provided for a thorough

examination of previous changes and a unique provision for the participation of between one and six women in a council. The Direct Taxation Ordinance, which relied more on a percentage of the tax collected, was superseded in the domain of finance by the Income Tax Law, which enabled the Councils to collect more of their income directly via rates. By 1957, it was already clear that, as in the East, the Western Region experiment had failed to meet expectations. Local governance in the Region had a lot of issues because of the political crisis that occurred there from 1962 to 1965, which was caused by a schism in the Action Group's leadership⁷³.

The Native Authorities Law of 1954, which is comparable to the changes in the Eastern and Western Regions, did not represent a major break with tradition in the Northern Region, but rather a consolidation of existing structures. While remaining ultimately responsible, the Emir could only exercise his authority via the Chief-in-Council or Chief and Council. With Chief and Council, the traditional monarch kept all his power, but with Chief and Council, the paramount ruler had to take into account what the other chiefs wanted. The military seized charge in 1966–1983 and made some small adjustments to these changes, which otherwise stayed mostly unchanged⁷⁴.

2.1.4.7 Military Control Over Municipal Governments (1966-1976)

With the advent of contemporary local government, local governments in the nation took on a broad variety of roles, both progressive and otherwise. These roles were so all-encompassing that they mirrored their regional counterparts at the local level as well. After the military coup and civil war of 1966, multiple forms of local government administration systems were run in the various states.

Due to military interference, municipal policy shifted away from increasing political involvement and toward administrative reorganisation and consolidation. In a daring move in this regard, the military Governor appointed Divisional Officers as Sole Administrators. As a result of this policy push, the military in Nigeria is once again unified under a single, hierarchical command structure, thereby taking the country back to its colonial age of centralization. The local councils have lost almost all competent hands since 1967, when the country was reorganized into 12 states, due to the fact that the states are now in a stronger position to provide decent terms of service⁷⁵.

In the midst of the fighting, local governance in the eastern portion of Nigeria was in shambles, and it was impossible to speak of any significant growth or progress in the region. The Northern People Congress (NPC) administration, led by Sir Ahmadu Bello, had wanted the reform, if not outright elimination, of Native Authorities as early as 1950. At the same time, the NPC advocated for the establishment of a council of chiefs as an alternative to the House of Chief in the North. As a result, local government drama continued to play out mostly in the Midwest and the West⁷⁶.

For example, the Sole Administrator system was instituted in the Western State and was maintained there due to the state of emergency. The only purpose it was supposed to serve was to rally people behind the war effort. The Council Manager system, which eventually supplanted this setup, consists of a single layer of local administration. Agbekoya Riots broke out in Western State in 1968 and 1969 as a result of this situation, in which residents resented being taxed without having a voice in government. The Ministry of Local Government issued a directive in January 1971 that brought local government employees on

par with civil workers in terms of salary and position. The goal was to get more competent people interested in running for the city council⁷⁷.

After the Civil War, many distinct systems were implemented throughout the Eastern States. Generally speaking, the ideology of local administration in war-torn regions was a centralized structure that delegated authorities and responsibilities to headquarters from the centre of the state capital. The South-Eastern State and the previous Bendel State both used the method, which was referred to as "development administration"⁷⁸. Development Administration's overarching goal in this sector was to foster a cooperative relationship between local communities and state authorities on social and economic development projects that were both near and dear to residents' hearts and which had the potential to significantly advance the state as a whole.

The Divisional Administrative Structure was implemented in the East Central State. To better facilitate effective decentralization of duties and active involvement of local people in general development plan and management of their own affairs under supervision and direction of the local authority, a centralized system of local administration was developed to coordinate the operations of state government functionaries in the field and at the local government councils.

In 1967, new states were formed in the Northern Region, bringing with them structural and administrative changes. The Native Authority and divisional government structures were dismantled. They were replaced with a pyramidal organization with a top-level municipal government and many lower-level county or city governments⁷⁹. After the new administration took over, the Emir was no longer seen as a towering figure. In the case of

Kano State, for instance, the state was split into eight administrative districts, each of which was headed by a civil servant nominated by the military government⁸⁰.

From 1966 through 1976, the nation had a period of experimentation that resulted in new ideologies, institutions, innovations, and shifts. Despite these efforts, differences persisted in how municipal governments throughout the nation functioned. Despite the new approaches and experiments, local administration still lacked the national focus and highly regarded value system necessary for it to fulfil its rightful role in national development⁸¹.

2.1.4.8 Results of Local Government Changes Made in 1976 (1976-1983)

It had a very damaging impact on local communities throughout the nation when state and federal authorities meddled with and attempted to regulate local affairs. In fact, it became so bad that national institutions like municipal governments were in jeopardy. As a result, the 1976 implementation of a nationwide reform to address the unfair treatment of local governments by their federal and state counterparts was a major turning point.

It was noted that the primary goal of local government reform was to increase government accessibility⁸². It was with this idea in mind that a nationwide standard known as the "one tier structure" was implemented. The purpose of municipal governments and their organizational structure both exhibit this consistency.

Third, the availability of local government funds; Fourth, ties to state authorities; Fifth, policing⁸³.

The main parts of the 1976 reform, which were mostly institutional and financial may be summarised as follows:

- i. Establishing state-wide constituent political and administrative entities with a population of between 150,000 and 800,000.
- ii. Voters should be able to cast ballots for their local representatives in the same free and fair elections used for all other levels of government at the federal level. It was made clear what was expected of local governments and what was left up to them.
- iii. Taxes, fees, and penalties were to make up the bulk of local government income, but yearly payments from the federal and state governments were also included. Specifically, it was the responsibility of city governments to establish property rates in a number of previously undeveloped communities.

Executives at all levels of government were supposed to be covered by the same terms and conditions of employment as their counterparts at the state level. In three of the country's federal Universities (Ife, Nsukka, and Zaria), special training courses were set up for top local government management employees. The constitutions adopted by the country in 1979 and 1989 include almost all of these articles.

The rules for change also spelled out the precise function of traditional rulers. Traditional council was to be their means of providing advice. It was also a recognition of the fact that the Local Government Reforms of 1976 represented a nationwide shift to new political principles. It was a crucial step in laying the groundwork for the eventual restoration of democratic government, and an integral aspect of the Mohammed/Obasanjo regime's political transition agenda⁹². Some of the reasons for developing the local government system were as follows, as outlined in the Guidelines for Local Government Reform of 1976:

- i. By devolving or delegating authority over suitable services and development activities to locally elected authorities, local aspirations and efforts may be better accommodated.
- ii. To promote initiative and leadership at the community level and support the practice of democratic self-government.
- iii. To mobilize human and material resources by engaging the public in their neighbourhood's development.
- iv. To facilitate two-way contact between neighbourhoods and the government.

In December 1976, nine of the nineteen states (Bendel, Imo, Benue, Rivers, Kwara, Lagos, Ogun, Ondo, and Oyo States) implemented direct election into the councils, putting the 1976 complete reform into practice. Low voter participation was a problem in the council elections, although the process overall was seen as positive. Issues related to a lack of party politicking were also discussed⁸⁴. Although not without flaws, the Local Government Reforms of 1976 were mostly effective. Despite the shortcomings of the local government system, even after the implementation of the 1976 reforms, it deserves to be repeated that a clear vision of a literal local government system had emerged, and that through the gradual acceptance of improvements, the ideal system which was envisaged could be more and more closely approximated⁸⁵.

On October 1, 1979, Nigeria finally returned to civilian control, a full 13 years after the country's introduction of reform in 1976. Local government is officially recognized as the third layer of government in Nigeria's constitution. As an example, in section 7 (1) it is stated that "the system of local government by democratically elected local government councils is under this constitution guarantee, the Government of every state shall ensure

their existence under a law which provides for the establishments, structure, composition, financing, and functions of such councils"⁸⁶.

It is important to remember that the 1979 constitution included two provisions from the 1976 revision. The first assurance was of a locally elected, democratic administration. As mentioned above, this provision may be found in Article VII, Section 1, of the Constitution of 1979. The second stipulation stated that all municipalities had equal access to the Federation Account alongside the central and state governments. In accordance with Article 149 (2) of the Constitution:

Funds in the federation account will be shared between the federal and state governments, as well as the local government councils in each state, under the terms and conditions established by the National Assembly⁸⁷.

Overbearing interference by state governments into local administration was a common feature of the Second Republic period. Some state governments were forced to establish new local authority organizations for political gain, despite the fact that these councils were neither efficient nor competent in providing the services for which they were responsible. The situation was so dire that the governor dissolved the different councils and replaced them with his appointees on October 1, 1979, despite the constitution prohibiting such action. These delegates were selected by the governors' respective political parties. Political parties in different states were afraid of losing control of the council in an election, so they opted for nomination instead. The growth of municipal governments was a second significant maladministration issue. The amount of local councils increased from 23 to 54 in Anambra state, 16 to 43 in Bauchi, 17 to 59 in Borno, 19 to 59 in Cross River, 10 to 30 in Ogun, and 14 to 70 in Kaduna⁸⁸. Legislators in Ondo State, for example, were unable to pass

any new laws because they couldn't agree on what such laws should include. Many state and local governments also messed up when it came time to handing out money to municipalities. The states were also required to give 10% of their total income to the local government councils under their control, on top of the funds allocated by the Federation Account. Sadly, the states have not lived up to this responsibility. Further, the Local Government Service Commission's persistent meddling undermined the power that was anticipated of local government⁸⁹.

With the Electoral Act of 1982, the Federal Government corrected the anti-democratic posture by mandating the time of election for all councils. These were cut short, however, the following year, on December 31, 1983, when the military ousted the civilian administration of Alhaji Shehu Shagari.

2.1.4.9 Second Republic and its Impact on Local Government (1983-1999)

It was decided in January 1984 to disband the existing Local Government Management Committees due to the failures of local government management under the Second Republic and the military control of Buhari's administration. Formerly, the 301 local government councils established by the 1976 Reforms were administered by Sole Administrators comprised of senior civil employees nominated by the Federal Military Government. To no one's surprise, the influx of new local governments that had been established between 1979 and 1983 was snuffed out, bringing the total back to its pre-1993 level of 301⁹⁰. After just five months in office, President Buhari and Idiagbon's government formed a 21-member committee led by Alhaji Ibrahim Dasuki. The goal was to remove politics from the third layer of government in order to improve its effectiveness. The Committee has been tasked with a number of things, all of which pertain to improving local governance:

- i. determining the best approach for managing municipalities under the current Military Administration;
- ii. reviewing the local governments' current structures, functions, and financial resources for carrying out those functions;
- iii. investigating the accounting/management (staff) problems of local governments, including the standardization of the council's various departments.
- iv. give traditional authorities their due in municipal administrations.
- v. make suggestions for improving coordination between the federal, state, and local levels of government, as well as between municipalities and the Ministry of Local Governments, municipal service boards and commissions, and so on;
- vi. deliberate and recommend on other matters the Committee considers relevant for the improvement of Local Government Administration in the country⁹¹.
- vii. develop manpower development schemes for all cadres of Local Government staff relevant to the improvement of local government administration in the country.

The report was completed by the Committee in September 1984, but it was not released to the public until after the military overthrew Buhari's rule in August 1985. However, the Buhari/Idiagbon regime's successor, the Babaginda Administration, released their white paper on the Report in 1986. The military administration agreed with the request to keep the 1976 system of local government. It approved reducing the number of local councils to the level seen in 1976 and suggested the establishment of a Management Committee to oversee the councils.

In addition to instituting a Sole Administratorship in 1989, the Babagida Republicans started its political restructuring exercise with votes to the local government bodies in December

1987 (which were held on a non-party basis) and again in 1990 (which were held on a party basis). Finally, the overall amount of Municipal Authorities Councils rose to 453 thanks to the efforts of the Babaginda Presidency⁹².

The Local Government Constitutional and Transitional Amendment Decree of 1991 established the Executive Presidential System, with the complete separation of powers characteristic of executive parliamentarianism in between individual State legislature made up of appointed local councillors and the Executive arm of Local Municipalities. The same order also increased the regional president's independence from the state authority by giving the elected government council more authority over supervisory matters⁹³. The ratification of the municipal budget was one of these duties.

However, General Babaginda began a transition program that was rendered moot by the invalidation of the June 12 election. In response to this turn of events, an interim administration led by Shonekan was set up. Later, General Sani Abacha toppled the Interim National Government of Ernest Shonekan established by Babaginda's Administration and removed all elected political office bearers from their positions. Caretaker Committees were formed at the municipal level, and career officers resumed their roles as Secretaries for the different municipal councils. It was also decided to do away with the Presidential System of local governance.

In the Abacha regime, the first round of local elections was held on a non-party basis, while the second round was held on a party basis, both of which were reminiscent of General Babaginda's transitional political agenda. Abacha's administration initiated a nationwide effort to create new states and municipal administrations, which led to a number of crises and civil unrest. In Ekiti State, for example, the (headquarters) of Ilejemeje local

government were moved from Eda-Oniyo to Iye-Ekiti without much problem. However, in Osun and Delta States, where such a policy has pitted the Ifes against the Modakekes and the Ijaw against the Ishekiris, the situation has been very different. Consequently, the regions have each experienced... loss of life and property that will take more than a decade to recover from now⁹⁴.

The brief reign of the Abubakar Administration, which gained control after Abacha's assassination, was marked by instability and reversals of policy. The elected political office holders were also removed and the five political parties of the Abacha regime's transition plan were disbanded by his administration. Abubakar nominated a Sole Administrator from the ranks of civil employees at first, but eventually instituted Caretaker Committees with members recruited from the local governments' indigenous populations. These Management Parties' chairs are now required to be sole administrators. To usher in the Fourth Republic, the administration subsequently held elections to all of the government's levels⁹⁵.

2.1.4.10 A History of Nigeria's Municipal Government from 1999 to the Present

Local elections were held for a three-year term throughout the nation in 1999 as component of the initiative as from authoritarian dictatorship to an appointed democratic administration. Local Governments' terms ended in 2002, and elections were anticipated to be held quickly since the nation was then under an advent of democracy. It turned out that was not the case. The federal government's apparent indifference to and probable cooperation in the postponing of Local Council elections is concerning, even if efforts by state and local governments to undermine city councils in the nation are not new⁹⁶.

The state governments have no interest in holding elections for local councils since, without them, they have complete control over the apparatus of municipal authorities in each of their

states. It is a shame that state officials do not see local government for what it really is: a crucial cog in the wheel of democracy. Section 7(1) of the 1999 constitution requires that every state's Municipal Assembly council will be chosen in a free and fair election. However, only a minority of counties have had contests since 1999. Following is a map of the states that have held elections from 1999 through 2019⁹⁷.

From the start of the 4th Republic, state-level elections have been held for municipality council positions (1999).

The election process of the councils is inconsistent. It is not hard to figure out why this happened: state administrations meddled too much with local councils, despite being authorized to do so by sections 7 (1) and 8 of the Constitution, which provide for the state to be managed by unaccountable panels in the meanwhile until new elections are organised. This authority is also reflected in states' ability to dissolve the council at whim far in advance of the end of its three-year term as specified in Decree 36 of 1998's Campaign Laws (the Basic and Transitional Provision)⁹⁸.

There's been some controversy about the methods used to disperse council cash. The councils do not get the full amount of the funds that have been set aside for them. The money goes into the State and municipal governments Joint Fund (JAC). The Council has a subordinate role during the JAC Committee meeting. Workers at the municipal level have accused governors of engaging in dubious diversions from council funding. One of the former Nigerian president has said that the country's local governments have been "bastardized, pummelled, and encroached upon horribly in recent years, completely undermining the goals of the 1976 Local Government Reform⁹⁹.

The state governor is still one of the biggest roadblocks to a successful council, as governors often embezzle council money while claiming credit for the work done by the council. The State Governors simply take from the source the amounts they claim to have spent on behalf of local government as soon as they are released from the Federal allocation, making local governments unable to carry out their statutory functions¹⁰⁰. Manpower development and capacity building in modern Nigerian local government have also declined.

The local government's top executive (Chairman) would rather line his own pockets with funds intended for training employees than spend them on anything else. Because of this condition, local governments' service delivery performance has been subpar.

2.1.4.11 The Role of Municipalities in the Constitution

The constitutional position of local government in Nigeria is one of the most significant challenges now preventing it from playing a constructive role. Unlike during the colonial period, when local governments had some degree of independence, the federal government in Nigeria now dictates the how, where, and when of local government council operations. Each colonial-era territory prepared its own set of laws to regulate the functioning of subnational governments inside its borders. This includes the 1950 Eastern Region Local Government Ordinance, the 1952 Central Region Municipal Assembly Law, and the 1954 Native Agency Law in Bauchi State¹⁰¹.

Because the federal government didn't become too involved, they were able to implement progressive, healthy, and competitive programs for their growth. Local government in Nigeria was acknowledged as the third tier of government after a significant reform was implemented in 1976 that united the country's national municipalities administrative framework. The nondemocratic nature of local government and the erosion of local

autonomy can be traced back to the 1976 reform, which completely eroded the freedom of local authorities and laid the groundwork for constitutionally questionable interference in the conduct of local affairs of city councils by the military and non - combatants administration thereafter¹⁰².

The federal system in Nigeria is modelled after the federal system in the United States. County, municipal, and Township Councils in the United States are autonomous bodies subject only to the laws of the fifty contiguous states and the District of Columbia. The federal constitution of Canada acknowledges the ten provinces that make up the nation as federating entities, each of which has the exclusive authority to enact its own laws. Municipal and village councils in India are self-governing, although their operations are overseen by the state government. Malaysia has 13 states and 3 federal territories, all of which have adopted a unique administrative structure that best fits their needs since gaining independence from Britain (ironically, the same year as Nigeria, Malaysia, Canada, the United States, and India did)¹⁰³.

But in Nigeria, the constitution treats local governments as if they were federating units, and so gives them full constitutional status. A lengthy period of military control may have been a factor in the decision to provide local governments direct access to the federal government's Consolidated Revenue Fund. It is pertinent to note that sections 7 and 162 of the Constitution of 1999, as amended, respectively permit the formation of a state and local governments Joint Account and allow the state legislature to adopt legislation for the administrative functioning of local government regions¹⁰⁴. The state governments of the United States have taken to using these two laws as political missiles to damage the capacity of local governments within their own states for growth.

The political class at the federal and state levels sees local government areas as their catchment area for votes during election and uses their offices, including the constitutional instrument of the state and local governments' joint account system, to deny any local governments where they had little or no vote access to fund. As a consequence, these communities will feel pressured to cast their ballots for this candidate in the next election. If the party in control of the state or federal government is different from the party in control of the local government, things will become worse.

For such a municipal administration to continue functioning, it must essentially be in the pocket of the governing party. This view is in harmony with the view that the competition for control of local administration by states and federal governments is based only on what each of each other stands to gain from this kind of control instead of on how power may offer political rewards to the someone at a level¹⁰⁵. In a nutshell, individuals focus on how they can personally profit rather than how they can help advance the cause at the grass roots level.

2.1.4.12 Municipal Corporations in Nigeria: The Constitutional Landscape

Prior to the local government reforms of 1976, local government councils lacked the full written constitution that they have today. Subsequent to the reform, the concept of local government became firmly established in the constitution of 1979. The fundamental principles of the 1976 amendments were included into the constitution adopted in 1979. The Constitution's overarching principle was that each state's government would guarantee that a council like this would be established, structured, composed, funded, and perform its duties according to law¹⁰⁶.

All of the above means that the local government is completely dependent on the discretion of the state governments with regard to its power, importance, and even its ability to make decisions. Nigeria's state administrations have used this constitutional protection to condition the local government's financial and structural strength and perpetuate unequal exchange for years¹⁰⁷.

The municipal government's mandates and powers were laid down in the constitution back in 1979. The first group of responsibilities includes tasks for which local governments are solely responsible. The second group consists of responsibilities that the local government shares with other levels of government, and the third group consists of responsibilities that the state or federal government may periodically delegate to the local level. The constitution did more than just validate the authority granted to state and regional bodies. Section 7(1) states that "the system of local governance by democratically elected government council is under this constitution safeguarded," guaranteeing democratically chosen government councils throughout the nation. Section 149 of both the Constitution mandates that each state must provide money to local governments in their respective regions, and it also created provisions for the participation of local authority in the administration of Federation Allocation¹⁰⁸.

The position of the 1999 constitution almost has identical provisions just like the 1979 constitution, except with little modifications. The 1999 constitution in its fourth schedule, section 7, subsection 2 enumerated the functions of Local Government in Nigeria. This provision in theory makes the local government a unit of administration with defined powers and authority imbued with relative autonomy¹⁰⁹. The functional areas included in the constitution are provision and maintenance of health services, agricultural and national

resources development; constitutional foundation for local government administration in Nigeria. Detail analysis of this is done under the section for findings and discussion¹¹⁰.

2.1.4.13 Structure of Nigerian Local Governments

There are officially 774 LGAs in Nigeria, according to the country's constitution from 1999. A Municipal Assembly Council, made up of the area's Chief Executive as its chair and other members of the council known as Councillors, is responsible for running each local government. Each region is then split into ten to fifteen wards¹¹¹. Local councils in Nigeria are affected by two distinguishing features of the country's system of government. These include the federal norm and the republican system¹¹².

The federal structure is a form of organisation in which the central government delegates authority to regional or local governments (federal and State). Rather than being seen as an independent and coordinated level of government, local administration is often seen as subservient. State governments in Nigeria often have authority over and responsibility for governing local communities. As a result, disputes and conflicts have arisen between federal, state, and local authorities in Nigeria over issues of autonomy and control as a result of attempts by successive military governments to reinvent the tradition of local governance in federalism by placing local government under federal control and attempting to grant it autonomy¹¹³.

Local administration is also profoundly affected by the country's new presidential structure. For instance, because of the importance put on the idea of separation of powers and checks and balances, the President of the United States has vast executive authority and he is

expected to use it¹¹⁴. Since these Chief Executives also have the authority to appoint new local councils and dissolve elected entities, this has a profound effect on the day-to-day operations of local government administration.

The Enigma of Policy Implementation in Nigeria

Nigeria is presently swimming in the ocean of abject poverty, absence of basic social amenities and excruciating underdevelopment, not because there are no good policies to ameliorate the situation, but because policy implementation is the Achilles heel of the Nigerian state. Studies reveal that if all policies formulated in Nigeria over the years were implemented accordingly, she would have been on a fast lane of development. It is however a paradox that, most of these policies only exist on paper and are never implemented to actualise the objectives of such policies. The culture of non-implementation of public policies is therefore in a very high degree in the country and virtually affects all levels of government¹¹⁵.

The problems associated with policy implementation have been identified as that of social carpenters and masons who fail to build to specification and thus distort the beautiful blueprint. This is equating policy with a building plan. Implementation is the nemesis of designers; it conjures up images of plans gone awry and of social carpenters and masons who fail to build to specifications and thereby distort the beautiful blueprints for progress which were handed to them. It provokes memories of “good” ideas that did not work and places the blame on the second (and second-class) member of the policy an administrative images¹¹⁵.

The above shows the importance that is attached to policy implementation and those that are responsible for implementing these policies. It also shows that no matter how beautiful the blueprint of a programme is, a defective implementation of it will make nonsense of the whole programme. Unfortunately, the situation as described above is what goes on in most developing countries, Nigeria inclusive. Implementation in these countries often turns out to be the graveyard of policy where intentions of the designers of the policies are often undermined by a constellation of powerful forces of politics and administration in cooperation with the people¹¹⁵.

Little attention is paid to the subject of policy implementation by policy decision makers while it is often taken that once a policy is adopted by government it must be implemented and the desired goal achieved. The above lapse has often resulted in poor policy implementation, which in effect, gives rise to a gap in implementation. There is policy failure when there is a sizable gap between a policy decision and its implementation. Such a gap is characterised, for instance, by the rich getting richer and the poor getting poorer in spite of stated policy goals to the contrary. Implementation gap thus manifests in the widening of the distance between stated policy goals and realisation of such planned goals¹¹⁵. This gap is what is widely seen all over the country.

2.2 Theoretical Framework

The social democrat philosophy, the democratic-participatory theory, the efficiency theory, and the management studies are the most accepted linked theories to this thesis. However, Localist, Participatory Democracy and Efficiency theories are the ones chosen for this study, and their implementations are discussed in the sections below:

2.2.1 Localist Theory

Various political stances that put an emphasis on local issues are together referred to as "localism." In general, localists advocate for things like keeping power in people's own hands and highlighting their own communities' unique histories, cultures, and identities via their consumption and production habits¹¹⁶. The antithesis of local government is central government, which is represented by a unitary state¹¹⁷. The term "localism" may also be used to describe a national political philosophy that rejects the historical trend toward the centralisation of government and political power in favour of protecting and fostering local autonomy.

Just as conventional public administration has made a compelling argument for locally elected autonomy, so too has the localist perspective¹¹⁸. The supporters of this view provided the local administration with a solid defence on the following reasons.

- i. First, the premise of local government is that having many distinct levels of authority and people involved in making decisions is advantageous. Local authorities, as elected entities, may symbolise the spread of legal political authority in the community via the principle of power diffusion.
- ii. The second is that having a variety of responses may be a strength. Local government makes it possible to tailor services to meet the specific needs, preferences, and concerns of each community. Diversity is valuable since it expands one's horizons in terms of what they can learn. Governments at all levels have much to gain from studying the novel and innovative practices of other jurisdictions.

Leopold Kohr, E.F. Schumacher, Wendell Berry, Alexis de Tocqueville, and Kirkpatrick Sale were only few of the 20th century authors whose works influenced the rise of localism.

In a broader sense, localism is an umbrella term for a set of ideas that draw inspiration from many different movements and concerns and argue that re-localizing democratic and economic relationships to the local level will make it easier to define and find solutions to social, economic, and environmental problems.

Scholars and political activists who believe in democratizing the local entities, equipping the local government with resources, and allowing them to carry out their duties in a way that will affect development from the various localities outward to the entire nation have made numerous contributions to the field of localism¹¹⁹. In his magnum opus *Democracy in America*, a famous political scientist provided a detailed and mostly positive analysis of the system of municipal government in early nineteenth-century America. Before it was called the concept of subsidiarity, He wrote: "In order to grasp the ramifications of this division, it is essential to establish a brief difference between the concerns of the Government"¹²⁰.

Some things, because of their impact on the country as a whole, can only be entrusted to the one or group of people who together best represent the nation. Wars and diplomatic efforts are two that may be included. Other things, due to their nature, can only be dealt with in a certain region, and their effects are limited to that area. Consider, as an example, the municipal budget.

Last but not least, there are a few things that fall into a grey area, affecting all of the individuals who make up the country but not necessitating that the government itself care for them all. Citizens' civil and political status is governed by such rights. Political and civic liberties are the foundation of every viable society. All people care about these rights equally, yet uniformity in these rights and central regulation of them are not necessarily required for the survival and success of the nation¹²¹. Norms and autonomy at the

neighbourhood level are essential. As opposed to being a flaw that had to be fixed, the United States' and other countries' local variety actually serves as a source of strength.

One of localism's main goals is to revamp city and county governments. Local income tax and a shift toward proportional representation in municipal elections as possible improvements were proposed¹²². The localists are likewise in favour of changing management practices. The new leadership is defined by its dedication to transparency, education, and creativity. To face the issue of socio-economic transformation, a new approach to management is needed¹²³.

As a political philosophy, localism advocates for a kind of decentralized governance that places a premium on improving residents' access to services, strengthening democratic institutions, and setting the stage for sustainable economic development. Democracy at the neighbourhood level, civic participation, and economic growth at the national level are all consistent with the localist approach. The development of local "subsidiaries" capable of governing and delivering social services is a central tenet of the localism idea. The principles of localism argue that growth will be attained when local entities are favoured owing to their proximity to the people, which is contrary to the notion that authority should be centralized at a federal level of government¹²⁴.

The scientific theories applicability to Nigeria rests on the recognition that, in order for progress to be made, it is necessary to provide local entities the attention and resources they need to grow and prosper. The idea of devolution, or the delegation of substantial authority to local governments, community groups, and private citizens, has garnered widespread support¹²⁵. Local councils, which consist of empowered local residents working together to take on greater responsibility for the community, are a proven and trusted form of grassroots

neighbourhood action. This is genuine localism¹²⁶. Community growth in Nigeria may be achieved by focusing on strengthening the role of local councils as part of the country's decentralized form of governance.

The best way to make people feel like they have a role in the future of their communities and that they are really linked to what is going on is to offer those who live closer to home a genuine influence over what happens there and the ability to make a difference¹²⁷. Trusting communities to make their own decisions is central to the localist philosophy. Localism is a political philosophy that advocates giving individuals and organizations close to them more power and responsibility in order to better direct their efforts toward communal growth. To facilitate the construction of new houses and other community development initiatives/efforts, locals should be granted the authority to establish trusts.

As long as certain minimal conditions are met, such as showing significant local approval, communities that stand to gain from expansion will be able to go forward without submitting a formal planning application¹²⁸. It is essential that local governments have good leader and a clear vision, as well as the capacity to listen and operate as a team, respect for ordinary citizens, and a sense of responsibility to the communities they serve¹²⁹. Nigeria has difficulties in accomplishing social inclusion due to a lack of strong leadership and a lack of clear vision and direction from the country's local government.

To argue that councils should or must do everything is to miss the point of seeing local authority and regional autonomy as central to responsible localism. Priority should be given to coordinating efforts, providing necessary services, and making the most of available assets rather than assigning blame for everything to individual municipalities. Councils, however, have the democratic legitimacy of having been chosen by their communities,

making them well suited to design the appropriate strategic approach and take the lead in bringing together disparate groups. In the Nigerian context, however, state administrations routinely suppress local governments since the latter lack constitutional authority. Legitimate political leadership at the helm is essential for localism to succeed. In order to thrive, flourish, and develop, localism requires a certain amount of breathing room, physical space, and a degree of fluidity. This is the political environment in which localism may develop; it provides the air, space, and flexibility necessary for its growth.

Local government is a kind of devolution that entails conferring the authority to carry out certain relegated duties onto legally constituted bodies, either alone or jointly. It is generally agreed that Nigeria's local government plays a crucial role in the country's overall community development and provision of social services. This tier of government is seen to be well situated to carry out the aforementioned duties because of its proximity to community residents, which enhances its ability to readily communicate the needs of the people¹³⁰. However, neighbourhood governments in Developing countries have not been successful at doing so.

The purpose of the local government reform of 1976 was to devolve more authority to the municipal and county levels in order to better use existing resources at the municipal and county levels. This theory is a useful instrument for furthering research on the role local government plays in community development in Nigeria, and its intended and earnest application to grassroots administration has the potential to permanently improve the present poor performance of this tier of government.

Incorporating the Localist Perspective

This theory has great practical relevance to the operation of local government under the democratic system that exists in Nigeria at the moment. The main obstacle is that local governments lack full authority to be the drivers of local growth. To promote community development in Nigeria via self-help initiatives, proponents of the localism theory advocate for a devolution of power from the federal government and a decentralization of authority and resources. This presents a further difficulty, since the Nigerian system vests all authority in the federal government, reducing the autonomy with which local bodies may promote community growth.

As a counter to the federal government's tendency to consolidate power, localist policies are often seen as more democratic. Due to their proximity to the populace, local administrations are best suited to spearhead development initiatives that have an immediate and tangible effect on people's daily lives. In order for localism in Nigeria to be successful, local governments there need to be given the resources and authority they need to launch and manage their own community development initiatives. Local governments should also have well-defined objectives, led by local leaders with a clear vision and the experience and expertise to effectively administer local affairs¹³¹.

In addition, local governments should be given the authority to form the subsidiary companies that will carry out the programs in their respective areas. From a localist vantage point, it is clear that progress at the national level is not always a function of trickling down power from the federal government to the states and municipalities. As a result, this theory illuminates the significance of bottom-up development and the need of prioritizing local activities and efforts.

2.2.2 Participatory Democracy Theory

In political discourse, interactive democracy may be traced back to about 2000 BC, making it one of the oldest models in the social sciences. To reaffirm that local government is the beginning point of democratic involvement despite of other internal and external roles it fulfils, Mills's work on Utilitarianism, liberty, and representative government provides an incentive for fresh dedication to this school of thought.

The key tenants of the school are that "local governments are designed to stimulate participatory democracy and act as training ground for recruitment of leaders, give channel of self-government, and provide political education at the grass-roots levels¹³²." There is a strong conceptual connection between the concept of municipal authorities and a dedication to citizen engagement in politics and local self-governance.

In 1964, for example, a British political scientist, found that 53 percent of Labour MPs and 45 percent of Labour Party MP candidates who lost had previously served in local administration¹³³. The scientist further demonstrated this with statistics indicating that around 50% of Italian Senators and 100% of Italian Deputies had had some kind of political education at the municipal level. In Nigeria, several prominent politicians, including presidents Shehu Sagari, Umar Dikko, and Ali Mongumu, began their careers at the state or municipal level¹³⁴. Studying how the Participatory Budgeting method was implemented in the Brazilian city of Porto Alegre, Aragon and Sanchez-Page established the model's empirical relevance¹³⁵.

However, individuals may lack the time, expertise, or inclination to participate to policy making in a representative democracy, therefore it is not often termed participatory¹³⁶. The local government clause in the Nigerian constitution and the local government reform of 1996 are both encouraging steps toward more decentralisation and accountability. Since

2003, Nigeria's State Governors have taken an increasingly authoritarian stance, stifling local government's ability to function as the country's third tier of government. Most states use caretaker systems to give their governors complete authority over all governmental functions.

In cases where polls were ostensibly held, contenders were sanctioned by governors, and the elections held by the State Information Commissioner also decided to return aspirants contesting the elections on the same political platforms as the governors, a clear violation of any and all civilized democratic norms. Despite the fact that many people looked to their local government as a way to meet new people and discuss politics, the hopes of increased political engagement have not been achieved. An interactive system at the local level is indeed possible and can successfully, but not without negative issues, as it helps to govern significant populations, even if the foregoing stated goals are not achieved as assumed in certain system like Nigeria due to organisational and attitudinal factors.

2.2.3 Efficient Theory

This theory presupposes the presence of local government as an effective agent of central government for delivering services with a primarily local focus. One of the most prominent arguments in favour of local government is that it is necessary because of the services it provides and that it should be evaluated based on how well it meets national standards. Given the absence of a central government, it is argued in, an entity with equivalent powers must exist to meet the need for local services. That's why it makes sense, as some writers point out, that municipal governments all over the globe are seen as key organisations responsible for meeting a broad range of essential social and economic requirements¹³⁷.

This makes sense if you consider that huge, diverse nations like the United States may not be able to rely on their federal or state governments to adequately address their local concerns. As a result, the government at the regional level may be better able to meet the needs of its constituents. According to this hypothesis, if Local Government is unable to efficiently provide a service within its area of expertise, it may not be able to justify its continued existence¹³⁸.

The model has been criticised by a scholar in the sense that the value of local government as a bulwark of liberty, or at least as a handmaiden of democracy, has been recognized, its role as an agency for providing services has evoked no comparable enthusiasm¹³⁹. This is particularly relevant to Nigeria situation in which the local government has failed to justify its existence.

The nexus between the two theories in respect of challenges of local government in Nigeria and lessons that could be learn from comparative study is anchored on assessing the extent to which it has been able to serve as an agent democratic participation and how efficient it has been able to cope with developmental challenges with specific reference to socio-economic needs that are local in nature. Empirical reference for an inclusive governance is found in Parent Commission proposing changes in the current governance system to provide the necessary accountability and checks & balances and stronger parental input into school management by Mayors in New York State¹⁴⁰.

2.3 Review of Empirical Studies

Obstacle to effective financial policy implementation in the local government system in Sierra Leone was examined. Financial policy making and implementation is one issue that

cannot be over emphasized because of the important role it plays in the life of any organization wishing to survive and to grow in the face of dynamic environment, based on the need for organisations to achieve their objective. This research is conducted to study the obstacles to effective financial policies Implementation in the local government system in Sierra Leone with a particular reference to Waterloo Rural District Council. Public policy plays a crucial role in both local and national institutions in Sierra Leone. Whereas, public policy implementation has been fundamental to Sierra Leone since independence, the paradox of public policy Implementation has continued to militate the realisation of policy objectives in the country. The study uses a qualitative method to highlight the need for proper and effective policy Implementation while identifying some impediments to be tackled in ensuring that financial policies, particularly those relating to institutional or organizational development are effectively and timely implemented. These impediments include among others; corruption, ethnicity bad leadership, political instability, low public service structures. The study therefore put forward sustainable development measures, such as effective use of political will, eschewing social vices (like ethnicity, favouritism nepotism and mediocrity), continuity of policies between governments, eradication of corruption etc. The study suggested that it is necessary for any policy maker, be it government or nongovernmental organization, to take the issue of policy implementation seriously even at the formulation stage¹⁴¹.

A study assessed strengtheningg local government policies to address health inequities with perspectives from Australian local government stakeholders. With their close connection to community and increasing preventive health remit, local governments are well positioned to implement policies and programs to address health inequities. Nevertheless, there is a lack

of evidence of equity-focused policy action in this sector. The study aimed to understand how local government representatives approach equity in the development and implementation of health and wellbeing policies and programs, and to identify potential enablers for strengthening an equity focus. This study conducted semi-structured interviews (June 2022-January 2023) with 29 health directorate representatives from 21 local governments in Victoria, Australia. Representatives were recruited from urban, regional and rural local government areas, with varying levels of socioeconomic position. Data was analysed inductively using Braun and Clarke's reflexive thematic analysis, informed by social determinants of health theory and a public policy decision making framework¹⁴².

Local governments approach health equity in different ways including focusing on priority populations, disadvantaged geographic areas, or by targeting the upstream determinants of health, such as housing and employment. Enabling factors for more equity-oriented local government policy action included those internal to local governments: having a clear conceptualisation of equity, fostering a strong equity-centric culture, and developing organisational-wide competency in health equity. External factors related to key stakeholder groups that support and/or influence local governments included: strong support from community, state government leadership and legislation, and supportive local partners, networks and NGO's. Local governments have a responsibility to implement policies and programs that improve health and reduce health inequities. Local government's capacity to leverage resources, structures, processes and relationships, internally and across sectors and community, will be key to strengthening equity-oriented local government health policies and programs¹⁴².

A scoping review of factors of the policy process influencing Health in all Policies in local government was carried out. This study aimed to identify factors in the policymaking environment that influence a Health in all Policies approach in local government, how these vary across different municipal contexts, and the extent that theories of the policy process are applied. A scoping review was conducted to include sources published in English, between 2001 and 2021 in three databases, and assessed for inclusion by two blind reviewers. Sixty-four sources were included. Sixteen factors of the policy process were identified, expanding on previously reported literature to include understanding and framing of health, use of evidence, policy priority, and influence of political ideology. Eleven sources applied or referred to theories of the policy process and few reported findings based on different local government contexts. There are a range of factors influencing a Health in All Policies approach in local government, although a limited understanding of how these differ across contexts. A theory-informed lens contributed to identifying a breadth of factors, although lack of explicit application of theories of the policy process in studies makes it difficult to ascertain meaningful synthesis of the interconnectedness of these factors¹⁴³.

A study examined the challenges of educational policy implementation in Nigeria with the implication for national development. The implementation of educational policy in Nigeria has been disrupted and challenged by certain anomaly that deprived achievement of educational set goals. This study examined the challenges of the implementation of educational policy, and implications to national development. The study positioned that some of the challenges are; inadequate funding, political influence, weak leadership, corruption, inadequate resources, poor condition of service among others. The study viewed higher education as being unique to national development with numerous challenges and its

graduates cannot compete favourably in the world due to haphazard achievement of set goals. Brain drain is seen to be a challenge that has compounded shortages of lecturers in higher education; and poor condition of service aggravated incessant strike actions resulting to unstable calendar. Quality education cannot be achieved under such situations. Therefore, the study noted the implications to national development as; poverty, low standard of living, increase social menace, unemployment et cetera. Suggestions were made to include; government should ensure that; adequate fund is provided for the implementation of educational policies, ensure appropriate auditing to minimize fund embezzlement and facilitate accountability and transparency, provide infrastructural facilities and other human and material resources; school administrators should improve on funding options to raise funds that could supplement the scarce resources available among others¹⁴⁴.

A study assessed the polity of implementation in view of organisational and institutional arrangements in policy implementation. Policy implementation is a formative stage of the policy process. It determines policy's form and effect while also lying at the intersection of politics, policy, and the public. Policy implementation takes place within a given institutional setting and requires specific structure and organization to conduct it both of which allocate decision power and mint specific roles in the implementation process. Nevertheless, current implementation literature tends to overlook implementation arrangements as structures influencing, and influenced by, power. This special issue draws on various aspects of implementation arrangements to demonstrate the significant, yet underexplored, polity of implementation. To do so, this introduction begins by reviewing the conceptual frameworks available in the current implementation scholarship. This is followed by a discussion of the special issue's seven contributions. Finally, the conclusion

proposes recommendations for conducting future research on the polity of implementation¹⁴⁵.

The problems of educational policy implementation and its influence on the welfare of teacher labour market in Nigeria was examined. The formulation of each educational policy level sets the stage for its implementation, which, according to Ukeje (1986), is perhaps the most crucial aspect of planning. Unfortunately, educational policies and goal attainment in Nigeria have been irreconcilable due to implementation problems, which have caused significant constraints on the welfare of the teacher labor market. The gaps between policy formulation and implementation arouse investigations to identify factors that constrain the effective implementation of educational policies in Nigeria and its implications on the teaching workforce. This review indicates the factors constituting problems of policy implementations in the Nigerian educational system and its influence on the welfare of the teacher labor market through an extensive discussion and review of literature on Nigeria's education policy and implementation¹⁴⁶.

This study underpins that the lack of successful implementation of education policies in Nigeria, majorly caused by insufficient funding/corruption, accountability/governance, and lack of continuity of education policies, has led to the inability to meet desirable educational standards and goals and objectives even in the 21st century. These effects have caused significant influences such as negative image and status of teaching, the impact of a poor working environment on job satisfaction/teaching effectiveness, limited connections between teacher education and school need, and brain drain of qualified teachers/scholars on the welfare of the teaching workforce. The researcher recommends that the federal government of Nigeria works hand in hand with expertise in the formulation and analysis of

educational policy to reassess past and current factors that constrain effective education policy implementation and how negatively it affects the welfare of the teacher labor market in Nigeria. Then, reinforce positive change¹⁴⁶.

A study attempted a critical elucidation of the dynamics of administrative contributions in policy development and implementation in Nigerian federal system along the lines of inter and intragovernmental relations. It applies a descriptive research method to ventilate the views of varied scholars on the key issues affecting policy development and implementation in Nigeria federal system. The study observes that there are inconsistencies in development policy formulation and implementation amongst the different organs and levels of government in Nigeria, the study believes that the non-inclusion of the administrator has been the missing link. The current situation where the federal government is a towering overlord over the constituent states needs re-examination and possible realignment. In spite of this, the research maintains that there is still hope for the consolidation of Nigeria's federalism through effective policy formulation, implementation, evaluation, communication, and feedback mechanism which are the hallmark of an astute and seasoned administrator. The study recommends the inclusion of the administrator in the mobilization of adequate resources for effective policy actions¹⁴⁷.

A study explored the effects of politics on the implementation of government programs/projects with insights from a developing economy. Over the years, Ghanaian governments have invested huge sums of money in programs and projects for socioeconomic development to improve their citizens' well-being. However, the implementation of most of these programs and projects have failed and been abandoned. There is a lack of research addressing this issue and the specific causal mechanism through

which politics and culture shapes these failed implementations and program abandonments. Partisan politics—which demonstrates strong favoritism toward one's preferred political party, adherence to party policies, and reluctance to compromise with political opponents—provides an appropriate framework to clarify the role of politics in programs and projects ineffective implementation and abandonment debates. Drawing on political theory and the partisan politics literature, this study explores the role partisan politics plays in the implementation failure and abandonment of government programs and projects in Ghana. The analysis reveals three causal factors: political culture, political corruption, and poor planning and implementation, which are shaped by partisan politics in the Ghanaian context. This impacts negatively on the unity and socioeconomic development of the country¹⁴⁸.

A study assessed the challenges of public policy making and execution in Nigeria. Public policy formulation and execution are central to any country's rate of development. In Nigeria, the problem is essentially of execution and continuity. Successive governments abandon inherited public policies and initiate theirs that their own successors equally abandon, thus leaving a trail of abandoned policies and their relevant projects. There is a big dis-connect between the policy makers and those for whom the policies are made, resulting in lack of ownership and acceptance of the policies by the people. The result is a near directionless growth. A survey approach was employed while highlighting the policy actors and the public policy process in Nigeria¹⁴⁹.

Some of the factors militating against effective policy making and execution in Nigeria were found to include political rascality, ethnicity, lack of need assessments, corruption, too many points of agenda, inability to properly identify problems, lack of continuity, lack of political will, inadequate resources, white elephant or unrealistic policy goals, among many

others. The consequences of poor public policy formulation and execution were equally highlighted. This paper therefore, x-rays the causes of the malaise and attempts proffering solutions that will help stem the tide. It, therefore, concluded that for the country to get its development drive right it must pay more attention to receiving inputs from all the policy making actors in and outside government as well as encourage continuity regarding good policies, regardless of tenure of administrations. This is more so given the fact that Nigeria is still struggling with rudimentary development in all facets, even after about sixty years of political independence from her colonial masters, Britain¹⁴⁹.

Policy implementation styles and local governments, the case of climate change adaptation was investigated. Adaptation to impacts of climate change is a key pillar of climate change governance, and local governments have historically played a major role in the design and implementation of these policies. An array of political, economic, institutional, social and individual factors influence adaptation policy instrument choice. At the local government level, these choices also reflect inter-governmental dynamics that can constrain or support local efforts. The study analyses eight hypothesized drivers of local adaptation policy instrument choice using fractional regression analysis and multilevel modelling. Local governments are pursuing diverse adaptation policy implementation styles that are associated with different levels of internal capacity, local political economies and problem perception. Dependency on national governments, the presence or absence of national adaptation mandates, national decision-making traditions and national adaptation policy approaches are also associated with some local policy instrument choices. The study suggests that national mandates on adaptation may play an important role in mediating the relationship between local capacity and policy choice. Where local governments experience

lower internal capacity and there is an absence of top-down leadership on adaptation, it was observe a higher reliance on procedural policy instruments that are characteristic of network governance¹⁵⁰.

A study evaluated the efficacy of municipal policy implementation in South Africa looking at challenges and prospects. Municipalities in South Africa are charged with the responsibility of identifying needs of the local communities through various platforms, including public meetings, imbizos, ward committees and petitions. Policies are then developed in the form of integrated development plans (IDPs), and municipal budgets are allocated to respond to the identified community needs. It is a legislative requirement that all municipalities in the country develop and approve such plans in order to adequately respond to the needs of their respective communities. The challenge for most municipalities is that they lack requisite capacity and political will to implement such policies. This paper seeks to evaluate the efficacy of policy implementation in South Africa's municipalities using the 7-C protocol as an assessment framework of the various municipal plans, including but not limited to, IDPs and municipal budgets. It is concluded that the implementation of municipal policies is not effective or efficient, hence the continuous backlog often witnessed in municipal service provision. It is further noted that many set targets and objectives are not achieved in most municipalities. To this end, several measures are proposed with the aim of appropriately addressing the challenges that hinder the adequate implementation of municipal policies in South Africa. Such measures include inculcating a sense of political will in the municipal executives by their respective political parties as well as punishing offenders of municipal prescripts to address corruption and maladministration¹⁵¹.

A study examined if policy support programs can help policy failure and the policy-implementation gap. There is an increasing awareness that policies do not succeed or fail on their own merits. Within complex messy systems, it is unclear how best to ensure effective policy design and implementation. However, rather than just let policies drift into full or even partial failure, governments are now beginning to take an interest in ways in which the policy process – especially the implementation phase – can be strengthened and supported. This article contributes to the debate in three ways: by unpicking the key factors behind policy failure; by exploring different approaches to policy support; and by identifying key messages for policy practitioners¹⁵².

A study was carried out on the challenges of policy implementation in Africa and Sustainable Development Goals (SDGs) with particular reference to Nigeria. The study adopted Elite theory as the framework for the analysis. A survey study was carried out, and questionnaire was used to elicit information from the respondents, while chi-square was used to test the hypothesis. The population of the study was obtained from each of the states in the six geopolitical zones in Nigeria. The study discovers that Nigeria and most countries in Africa have entered economic recessions because of policy implementation challenges such as unrealistic goal setting, political patronage, and neglect of target beneficiaries and lack of consideration of policy environment. The study recommends that Africa should set policy goals that are implementable. Policies designed for implementation by the Federal government in Nigeria should include the state and local government contents. There should be the participation of the target beneficiaries in any policy design to better their lives. These will ensure ownership and avoid sabotage. With these, SDGs will make the significant impact in Africa⁹.

Also, a study examined erratic policy making, implementation and adoption of incremental model in Nigeria. The study adopted and developed an incremental policy framework, while brief qualitative desktop research analysis was carried out. The desktop research carried on the effects of continuous reversing of policies without improving the existing policies reveals that it is always counterproductive on the achievement of the policy goal set by the government. It further reveals that the reason for this is not farfetched, the policy and its implementation become complex, cumbersome and costlier, and hence the achievement of the set policy goals will remain on the paper. The study concludes that the reason why the authorities or governments in Nigeria refused to adopt incremental policy model is due to the self-centeredness and the corruption tendency of their administration. The study recommends that under no circumstance should any administration throw overboard the existing project or policy with the notion that the policy or project is an initiative of the previous administration¹⁵³.

A study analysed the effectiveness of policy implementation at the local level with a case study of management of the 2009–2010 drought in Yunnan Province, China. Several research efforts have focused primarily on policy implementation and improving innovative actions to address disaster risks. Discussions are ongoing on how to measure the effectiveness of policy implementation at the local level. But there is no definitive theory of effective policy implementation, and very few frameworks have been found acceptable as the basis of an analysis of the effectiveness of policy implementation, especially on droughts. Based on the 2009–2010 extreme drought in Yunnan, China, this research presents a modified framework to assess the effectiveness of policy implementation by defining policy, practice, and performance, as well as a feedback loop by which to share the

lessons learned. Water conservancy projects in Luliang County and the agricultural diversity program in Longyang County in Yunnan Province were analysed from a farmers' perspective. It was found that farmers are highly dependent on government policies and projects, and the effectiveness of policies is measured by short-term, immediate, and tangible benefits rather than long-term adaptation strategies. The results highlight the urgent need to reduce risks by developing better awareness about climate change and drought and its impacts, increased understanding of drought hazards, and implementation of appropriate measures for long-term adaptation¹⁵⁴.

A study explored the implementation of a new public governance approach to create a network of local government in Thailand. This network is based on an effective structural policy which promotes collaboration for Thai local government. A qualitative approach is taken in this study including in-depth interviews with 10 practitioners as key methods of data gathering. The study then employs content analysis of this data to explore the experience of constructing collaborative government. Results indicate that three elements of collaborative co-management exist: 1) the collaborative government process, 2) the collaborative implementation process and 3) the collaborative worker process. Findings suggest that within the process of collaborative co-management policy implementation, these three outcomes generate particular interest. The collaborative government process occurs between public and public governance, for example comanagement information, administration, enacted regulations and supportive actions. The collaborative implementation process refers to co-management across sectional public staff, and the strategies and actions involved in conflict management. Finally, the collaborative worker process describes the partnership between stakeholder and beneficiary and involves

guideline implementation, communication and mutual understanding and process engagement. Implications of constructing a collaborative government policy are also discussed in this study¹⁵⁵.

A study assessed the challenges of implementing public policies in Nigeria and the strategies for effective development in the educational sector. The implementation of public policy in Nigeria has been hindered in various ways by different governments since the 1960s. The result of these challenges stem from the fact that governments suffered from a clear understanding of what constitutes public policy, and also as a result of policy inconsistency. Many governments' policies have not been effectively implemented for reasons of regime change, lack of political will, lack of bottom-top approach to policy, lack of consultation in policy or decision making and the like. This paper therefore intends to examine the challenges of public policy in Nigeria, with special focus on the education sector. Drawing from extent literature, and using a qualitative analysis, the paper argues that the militating factor against effective policy implementation lies with the lukewarm attitudes of bureaucratic institutions responsible for implementing these policies. Also, it is observed that inconsistency in policy and political will has also served as a major setback to effective policy implementation in Nigeria. The study therefore recommended that Policy goals should not be robust, rather, they should be formulated in relation to developmental needs and realities of the target population¹⁵⁶.

A study examined the 6-3-3-4 policy on education in Nigeria from the perspective of the analysis for it and analysis of it. Public policies are made and implemented to satisfy the needs of the citizens. Public policies can as well contribute to a very large extent in the achievement of sustainable development which is highly desirable by virtually all countries

of the world because of its potential to bring about the well-being of present and future generations. The effectiveness of public policy lies in proper analysis for it and of it. This is because there are certain basic pre-requisites that should be in place for a policy to be successful. In other words, public policy needs certain ingredients to be successful to the extent that if the necessary ingredients are not put in place before a policy is made its success would be a mirage. The 6-3-3-4 educational policy was meant to ensure that in the secondary school levels which constitutes the 3-3- meaning the first three years of junior secondary school and the second three years of senior secondary. Students are made to learn vocational training that would make them to be self-employed and self-reliant at that level if they are not able to proceed to the university. One of the objectives is to reduce unemployment with its attendant negative effects in the society. The research is a qualitative one in the sense that data for the paper were sourced through secondary means and analysis of the data collected was done using the historical method. The theoretical framework adopted in this paper is structural functionalism. The paper found out that the 6-3-3-4 system of education did not achieve the desired objective due to some internal factors such as epileptic power supply, lack of adequate home grown technology, lack of adequate skilled man power to see the students through the vocational training, corruption, etc. This paper recommended amongst others that for a policy to be made in order to achieve the desired objectives, proper analysis and planning should precede the policy in order to ensure that the enablers of the policy are put in place¹⁵⁷.

A study investigated public policy in Nigeria and the challenges of its implementation. Public policy is a means through which government works. As the society is faced with numerous problems from social, health, infrastructural, environmental challenges etc. The

government through its policies proffer solution to them. However, lots of public policies formulated in Nigeria since independence have not benefited Nigerians adequately as they face serious implementation challenges resulting in their failures. The study utilized documentary research design and secondary sources of data collection. Some of the challenges identified by this study that hinder public policy implementation in Nigeria among other include uncontrollable influence of international institutions in their design and formulation, duplications of agencies involved in programmes implementation and prebendal administrative practices. The poor implementation/failure of development programmes in Nigeria has among others led to waste of important human and material resources, loss of confidence/trust of the people in the government and poor image of the country abroad. Given these numerous challenges, the study therefore recommends that government should consciously and courageously delink our development policies and programmes from undue influence of international institutions with their agents and involve the people/beneficiaries in every stage of their development policies/programmes¹⁵⁸.

A study was carried out on navigating the public policy process with a comprehensive guide to development, analysis and management in Nigeria. Nigeria, with a focus on policy development, analysis, and management. The paper begins by defining public policy and analysing the stages of policy development in Nigeria, including the identification of policy issues, formulation, adoption, implementation, and evaluation. The study also examines various policy analysis techniques in Nigeria, highlighting the importance of evidence-based decision making. Additionally, the paper discusses the challenges of policy management in Nigeria, such as corruption and bureaucratic inefficiencies, and analyses strategies for effective policy management. The institutional framework for public policy in

Nigeria is also examined, with a focus on the roles of key government agencies and non-governmental organizations in the policy process. The paper concludes by providing best practices for navigating the public policy process in Nigeria, emphasizing stakeholder engagement, policy experimentation, transparency, accountability, and learning. Overall, this paper provides a valuable resource for policymakers, analysts, and researchers seeking to navigate the complex and dynamic public policy landscape in Nigeria¹⁵⁹.

The mystery of policy implementation in Nigeria was examined. For many years in Nigeria, there have been good policies that have been formulated, but the problem is that only a few of these numerous policies are effectively implemented to the last letter. To this end, there is no much and significant development to show for this policies so far. This out rightly suggest that, it is not mere formulation of policies is the problem of Nigeria, but the problem of implementation of these policies, as it is only effective implementation of these brilliant policies that can bring about sustainable economic development in Nigeria. Looking at this background, this study seeks to discuss the reasons that militate against effective implementation of policies in Nigeria and suggest solutions to this recurring problem. Frequent changes in government, corruption, lack of human and material resources, not having standard leadership programme, tribalism and ethnic fractions and lack of political will to policy implementation are the absurd of policy implementations. This study is of the opinion that until policies in Nigeria are implemented, there will be no sustainable and attainable development. Based on this, there is need for our policy makers and implementers to have a change in attitude towards policies in Nigeria¹⁶⁰.

A study examined ecological factors influencing public policies in Nigeria. The study also discussed the challenges militating against effective implementation of public policies and

implications of poor ecological understanding for governance in Nigeria. The study is a descriptive one and relied on secondary data from books, internet based materials, journal articles, policy statements, and other relevant government publications. They were content analysed. The study found that environmental factors have significant influence in the formulation and implementation of public policies in Nigeria and that the factors are spatially determined. The study also found that ecological determinants do not work in isolation but are mutually reinforced to bring about the desired policy outcomes, and that lack of continuity, inadequate human and material resources, sectionalism, ethnic biases and lack of political will account for policy failure at implementation stages in Nigeria. The study also found that the implications of poor ecological understanding by policy makers in the country are that the poor suffer more, dwindling foreign investment by foreigners, increase in cost of governance, and debt accumulation. The study concludes that until the environmental factors and the challenges of policy implementation are given their pride of place, effective policy outcomes are unattainable¹⁶¹.

A study assessed the questions, challenges and prospects of public policy formulation and implementation in Nigeria. The nature, stability and development of any government organized country is a phenomenon that is dependent on public policy. This in all ramifications, proves the paramount relevance of public policy planning, making, implementation and analysis in efficiency and effectiveness of government. The existence of public policy practice however, is not devoid of challenges as it poses a fundamental question of how best to model public policy so as to create the most efficient and effective government. Numerous previous literatures had attempted to do justice to this question; nonetheless, little or no attention has been given to basic components of this question which

are 'how to aggregate diverse public interest into a public policy, and how to tackle the on-paper-non-practice syndrome of established public policies'. This study attempts to fill this gap in literature by examining these public policy questions and establishing a panacea for them. A retrospective study of the Nigerian public policy practice was undertaken. The findings indicate that ethno-religious and tribal heterogeneity breeds non-tolerance which poses a problem to the aggregation of diverse public interest into public policy and that the implementation of public policies has been marred by corruption-bred strong-individual against strong-institution factor and the issue of citizenry acceptance of this practice as a right and non-abrogable one. This study recommends sociopolitical restructuring and reorientation of the entire citizenry as a worthy alleviation to these public policy questions¹⁶².

A study examined the role of Policy Making particularly as it relates to information dissemination in Nigeria. It notes the various ways to policymaking and the various stages and processes to its actualisation. The study further notes roles of the citizen in the formulation of a good policy and the need for their participation in jointly building towards a healthy society through the creation of a peaceful and robust economy aimed at the provision of better living standards in Nigeria. It highlights the challenges to policy making and proffers solutions towards a credible policymaking and Implementation strategy in the creation of a peaceful society in Nigeria. The study concluded that public policies are powerful developmental instruments in the hands of government and the reverse should not be the case for Nigeria because of its diversity, and huge public structure. The study therefore recommended that adequate structures and machinery should be put in place to ensure proper implementation of policies in the country and also governments at all levels in

the country must ensure that there is continuity in policies and programmes. Regime change should never be allowed to affect public policies and programmes as Government is a continuum¹⁶³.

A study evaluated political analysis for health policy implementation. Any effort to improve health system performance must address the challenges of policy implementation. This article examines one aspect of implementation—the politics of policy implementation for the health sector, particularly the management of stakeholders in order to help change teams improve the chances of achieving policy objectives. Based on a literature scan of political analyses and descriptions of health policy implementation in low- and middle-income countries, we propose six major categories of stakeholder groups that are likely to influence implementation: interest group politics, bureaucratic politics, budget politics, leadership politics, beneficiary politics, and external actor politics. The categories of stakeholders can be overlapping. We examine the politics of these different stakeholder categories, and then present selected examples of published case studies that show the types of implementation challenges that arise for each category and how implementers can use political strategies to manage specific stakeholder groups and related political processes. Understanding the political dimensions of implementation can help those responsible for implementation drive policy into practice more effectively. Understanding and addressing conflict, resistance and cooperation among stakeholders are key to managing the implementation process. Systematic and continuous political analysis can help decision makers and change teams improve the chances for successful implementation¹⁶⁴.

2.4 Conceptual Framework

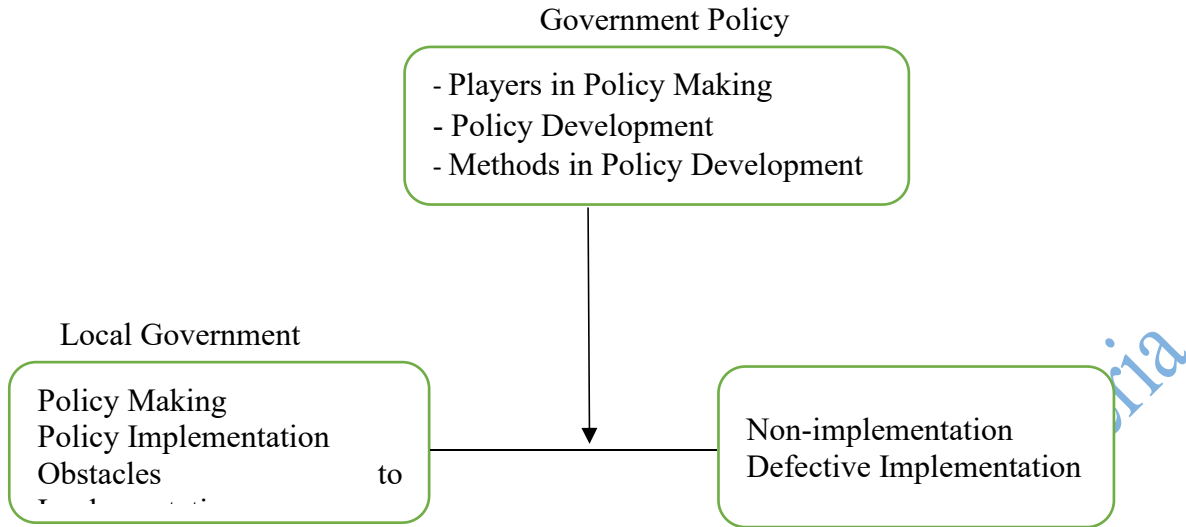


Figure 2.1: Conceptual Framework on Local Government Policy

Source: Author's Fieldwork, 2023

2.5 Summary of Gap in Literature Reviewed

The relevant literature reviewed so far concentrated on the three aspects namely, the conceptual review with concepts such as public, public policy, administration and local government analysed. Localist theory which describes a national political philosophy that rejects the historical trend toward the centralization of government and political power in favour of protecting and fostering local autonomy; Participatory Democracy theory which states that local government is the beginning point of democratic involvement despite of other internal and external roles it fulfils; and Efficient theory which also presupposes the

presence of local government as an effective agent of central government for delivering services with a primarily local focus; were all used to explain this study.

Various studies were also empirically reviewed with relevance to the challenges of policy implementation in Africa with particular reference to Nigeria, and some of the studies discovered that Nigeria and most countries in Africa have entered economic recessions because of policy implementation challenges such as unrealistic goal setting, political patronage, and neglect of target beneficiaries and lack of consideration of policy environment. Furthermore, various recommendations were made such as, Nigeria should be setting policy goals that are implementable, among others.

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Chapter Three

Methodology

3.1 Research Design

Research design is the framework of research methods and techniques chosen by a researcher. The design allows researchers to hone in on research methods that are suitable for the subject matter and set up the studies up for success. It is also about the settings under which data is collected and analysed with the intention of drawing connections between research and real-world applications¹. Since the data for this study came from secondary resources such as books, academic articles, reports, periodicals, newspapers, and the internet, the research strategy was historical and descriptive. To accurately profile the occurrences or events that pertain to the theme, this descriptive analytical design is used.

3.2 Population of the Study

In any research, the population is a subset of the target population from which the sample is actually selected. It may be appropriate to say that sample frame is an operationalized form of study population. Population of the study involves a group of persons or aggregate items and things the researcher is interested in getting information from the study². The universe of the study is to investigate the obstacles to effective implementation of policies in the local government system in Nigeria.

3.3 Sample and Sampling Technique

The samples for this research were from the population of the secondary sources used. Hence, the sample size of the study are the local governments where there are obstacles to effective implementation of policies.

3.4 Description of Research Instrument

The study used a historical and descriptive style of analysis. The study relies on secondary data sources. Textbooks, journals, newspaper editorials, periodicals, and articles were employed as research instruments in this study. During the investigation, these data were thoroughly reviewed and examined.

3.5 Validity of Research Instrument

Major investigation and analysis of the data collected ensure the validity of the study's conclusions

3.6 Reliability of Research Instrument(s)

An instrument is said to be reliable when it measures under varying conditions and at different times. The data that was derived for this research was based on results gotten from different materials and not just from a single source. The data that was utilized was crosschecked with other publications and materials for reliability and accuracy, and showed to be the same findings after various comparisons and evaluations.

3.7 Administration of Research Instrument and Method of Data Collection

The researcher collected data from secondary sources for the accumulation and compilation of resources needed in this research. Secondary data sources were mainly covered by government publications, technical document, and reports of organisations, various scholarly publications in books, journals, unpublished articles, conference papers, and so on. Secondary data helped to crosscheck and compare information with other sources of information, learn about major events, technical details, historical decisions and main organisational players and roles.

In order to define the parameters within which this study may operate within the political system, the study took into account the work of pertinent writers and observers on the study topic. For this study, data from 2016 to 2021 was mostly consulted.

3.8 Method of Data Analysis

Descriptive qualitative analysis was used to examine and report the secondary data collected. The secondary information used in the analysis is explained both historically and analytically. The simplicity with which this kind of analysis summarises, reveals, and analyses correlations within a given data set is thus well-known to those who use it.

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Chapter Four

Results and Discussion of Findings

4.1 Presentation of Research Questions

Research Question One: What are the roles of public bureaucracy in the implementation of policies in Nigeria?

Broadly speaking, the modus operandi of policy making is in tune with that of decision making as outlined by a scholar¹. Both involve rational application of choice, intelligence and selection. Over time, due to increase in the work load involved in policy making and the specialized nature of policy formulation, the bureaucrats' presence can also be seen at policy making and policy evaluation stages.

In the realm of government, there are two different but intertwined roles: public policy creation and policy execution. Legislators and other political leaders establish policies for the public good and have the ability to enforce them in the courts. The executive branch, sometimes known as the bureaucracy or the administrative branch of government, is tasked with carrying out the government's policies. This split conforms to the standard Wilsonian two-party system in government. It was argued in the 1970s that the separation of powers between the legislative and executive branches was artificial because of the close cooperation between them in policy making and the fact that the policy process relied on input from a variety of stakeholders².

In fact, a clear "transgressing and transcending" of these delineated functions has always been seen inside administrative procedures and institutions. The legislature establishes a broad policy, often in the form of constitutional amendments and new laws. The

administrative or executive branch of government works together with the legislative branch to craft policies that give clear expression to the laws behind them. Indeed, the significance of the administrative branch of government in the formulation of policy has only increased over the years. Therefore, administrators are now responsible for both formulating and enforcing policy.

The process of formulating a policy is oftentimes chaotic. It happens gradually and is affected by many different factors. It is informed by policy learning inputs, but may not directly result from it. Legislative policymaking, it has been said, is an art form best shown on paper. However, the bureaucracy is heavily engaged in the correct articulation and formulation of policies, since the policy process involves the identification of policy issues and policy agenda. It is often believed that only the highest ranking authorities (such as the Head of State, departments, and their direct reports, or the two top ranks) are engaged in providing advice on, formulating, and evaluating policy. However, in reality, those who occupy the third and fourth positions from the top (the so-called middle ranks) are heavily involved in both policy creation and implementation³.

Those in the middle tiers of an organization are typically in charge of doing things like writing bills and proposed amendments to existing legislation, compiling white papers, alerting superiors when the implementation of current policies does not meet with the laid out requirements, and suggesting alternative strategies. To the contrary, they play a vital role in the process of formulating, innovating, monitoring, and advising on policy. With direct access to the minister, middle-level officials may have a larger or smaller effect on public policymaking, depending on the minister's leadership (management) style, the political sensitivity of the topic at hand, and the acceptability levels of the heads of the

department. For instance, middle-level bureaucrats are more likely to participate in policymaking when the minister bypasses the department head and consults with them directly or asks them to report directly to him.

The policymaking process is heavily influenced by the highest levels of bureaucracy⁴. It is important that the top bureaucrats not be seen as just a go-between between the minister and the lower-ranking bureaucrats. The opposite is true in reality. The senior bureaucrats do have direct access to the minister, but it is their job to question the recommendations made by their subordinates, provide their own expertise, and ensure that the final recommendations they provide to the minister reflect the current administration's policies.

Top-level bureaucrats must also consider whether or not the proposed policy is politically feasible and whether or not the economic circumstances are favourable to the implementation of the program. In order to accurately gauge the bounds of what is conceivable and acceptable, they must also assess the current state of the available resources, the number of available workers, and the level of administrative feasibility⁵. Bureaucrats (at both the top and medium levels) are not meant to have much of a voice in policymaking, even if policy is developed by ministers and bureaucrats. They work for the state, not the ruling party.

This means that the executive branch of government can trust the civil service regardless of which party is in power. However, bureaucrats and government employees have their own ideas on what should be prioritized, and they know they cannot take action without a minister's blessing. Ineffective political leaders are not much liked by bureaucrats. The bureaucrat's influence is significantly diminished if the minister is vehemently committed to the policy, particularly if the program is backed by the ideology of the minister's party.

Government bureaucrats are responsible for both the "output" tasks of carrying out policies and programs and the "input" functions of providing information to policymakers and shaping public opinion of the government. The bureaucracy has three primary functions: (1) carrying out the government's policies and directives; (2) ensuring the smooth operation of the administrative machinery within its purview; and (3) providing guidance to the political executive on matters of policy and procedure.

Research Question Two: How has bureaucratic factors constituted obstacles in the implementation of policies in Nigeria?

Most government plans and reforms in Nigeria have been unsuccessful in their aims because of insufficient or improper execution. In most emerging countries, there is a growing gap between good intentions and actual performance. But in developing countries like Nigeria, the bureaucracy seems evidently far from being such, as its operations and activities are very much plagued with various obstacles stemming from the presence of certain unfavourable variables and conditions. Among the most crucial of them are the following:

- **Corruption**

The political leadership in Nigeria is inept and corrupt, and this has a major impact on the efficiency and integrity of the bureaucracy. Content and quality of policies are impacted by leadership corruption and incompetence, for example in municipal government. For instance, politicians and bureaucrats often develop policies with little thought to whether or not they are successful at solving the issues they claim to be addressing or whether or not they can be practically implemented in everyday life⁶.

Indeed, in Nigeria, the personal rewards and interests of political leaders and their colleagues take precedence over the needs of the general public when making policy decisions. As a result, a policy is evaluated primarily on its political merits rather than its impact on the country's development. Most local government policies are either unsuitable or lack clearly defined goals and programs necessary for their execution. Because of this, some writers have suggested that policy implementation in Nigeria is more of a "learning process" or "trial and error"¹. Because the original formulation of the policy was not based on actual facts, reality, or necessity, its implementation is often haphazard, and it may even be scrapped in the middle of its run. In fact, the Nigerian bureaucracy seldom has any overarching policy criteria or goals to follow while carrying out policy implementation⁷. The policy's lofty goals are unrealistic.

The overly ambitious character of various governmental policies in Nigeria also serves as a hurdle for the bureaucracy in properly executing policies. Some policies tend to be too ambitious, too broad, and too fundamental⁸. Too often, political leaders formulate too ambitious programs not out of any real desire to spur speedy and dramatic improvement in their communities, but rather as a means of stroking their own egos. Some examples of such policies are those whose overarching goal is to end all poverty in a country or to ensure that all inhabitants have access to high-quality, universally free healthcare and/or education. When it comes to such policies, the public bureaucracy often lacks the necessary resources (both human and material) to carry them out effectively⁹. For example, in some states in Nigeria, the policy of free education and free health services for all has been so poorly implemented that the quality and standard of service have declined to the point where some people prefer to send their children to private primary

and secondary schools and seek medical services from private hospitals, despite the high cost of such services.

- **Lack of Sufficient Materials and Labour**

Some organizations or institutions in Nigeria that are tasked with enacting certain policies do not have the necessary people and financial resources to successfully enact such policies, which is a significant barrier to their successful implementation. When it comes to funding, for instance, governments do not always provide the public bureaucracy enough money to effectively execute newly enacted policies¹⁰. Indeed, for policies to be implemented properly, the implementing agency requires enough and timely resources; this is not the case in Nigeria, which helps to explain why several public policies have failed to reach their desired ends¹¹.

However, there are occasions when the government doles out enough money for policy projects to be implemented successfully, but the funds are mismanaged due to corruption inside public bureaucratic agencies. Whatever the issue may be, limited funding has led to instances when laws were not enforced, services were not supplied, and appropriate legislation was not designed and applied¹². As an example, Nigeria's National Poverty Alleviation Policy is very well written, but it has not been implemented because of a lack of finances. When it comes to human resources, the Nigerian government bureaucracy is woefully understaffed both in terms of total numbers and, more crucially, in terms of particular areas of professional, technical, or managerial competence and expertise¹³.

This is counterproductive since the success or failure of a policy implementation plan is largely dependent on the experience and skills of government bureaucracy. The existence of capabilities allows for the confident formulation of policies with some degree of

certainty in their efficient execution. Certainly, modern development plans have taken a complicated and sophisticated character that calls for highly qualified and experienced bureaucrats for efficient implementation¹⁴.

Notably, the personnel recruitment policies into the Nigerian public bureaucracy are essentially based on non-bureaucratic criteria, such as the state of origin or ethnic group, rather than objectively measurable criteria like qualification and professional competence, which contributes to the inadequacy of personnel, especially in regards to expertise and skilled manpower¹⁵. Applying the approach often known as the Quota System or Federal Character leads to placing individuals in jobs for which they are not qualified. Because of this, the Nigerian government bureaucracy cannot carry out its duties efficiently.

- **Not Taking Personal Interest**

Similarly pressing in Nigeria is the difficulty of insulating bureaucrats' official actions from the effect of personal bias, prejudice, and primitive attitudes. If officials have a negative attitude about a policy, they may not approach it with the same level of passion and devotion that is necessary for a successful rollout. Specifically, one writer argues that Nigerian officials' enthusiasm for enforcing policy is tied to their perceptions of how that policy would affect their own personal, racial/ethnic, and professional goals and ambitions¹⁶.

If the results are positive, people will be eager to put them into practice, but if they are negative, they may try to stop or even sabotage the change¹⁷. The end consequence is inefficient policy implementation, which makes it harder to achieve desired results. It is true that certain Nigerian bureaucracies and institutions tasked with putting policies into action are guided by fundamentalist ideals and interests that work to undermine the

success of policy implementation in the country. Various writers point out that officials in Nigeria are motivated by narrow interests and execute some policies in a biased and counterproductive way.

- **Undue Political Influence**

Unchecked political influence on the public bureaucracy is another barrier to successful policy execution in Nigeria¹⁸. In Nigeria, political leaders are responsible for both creating policy and overseeing its execution. Such micromanagement and command are inappropriate since they stem from an individual's or a nation's narrow self-interest. If political authorities limit, control, and lead the bureaucracy, it will be unable to successfully execute policies and make substantial contributions to national progress.

In Nigeria, for example, bureaucrats are not even authorized to act on fundamental routine administrative affairs without consulting and receiving approval from appropriate political authorities. The method is inefficient, wasting time and effort and preventing the swift actions needed for successful policy implementation. Therefore, it is reasonable to assume that the success or failure of the public bureaucracy in Nigeria would depend on the degree to which politics influences bureaucratic activity.

Concernedly, political patronage or allegiance rather than relevant or cognate expertise and seniority is being used to elevate individuals to leadership positions inside certain public bureaucratic organizations, which has the potential to distort the meritocracy and provide power to a select few. Any bureaucrat who rises through the ranks under such conditions is more ethically obligated to cater their official judgments and acts to the whims, preferences, control, and approval of their political superiors.

- **Sectionalism and Ethnic Foundations**

The execution of governmental policies in Nigeria has been hampered by sectionalism and ethnic tensions. Evidence suggests that certain national programs are carried out in full in some regions but are either ignored or implemented only partially others. For example, during General Mohammadu Buhari's leadership, the Petroleum Trust Fund (PTF) built extensive highways in the north but did next to nothing in the south, from whom the PTF's revenues originally came. That's because the top policy enforcers all hail from the north.

It is also true that officials in charge of enforcing rules only apply them in places where they believe it will have the most impact on members of their own ethnic group, while abandoning plans to do the same in other regions. A compromise reached during implementation that aims to modify fundamental policy objectives is, in essence, counterproductive to carrying out the program as intended. That is, it will be challenging to actualize policy goals to their fullest extent in any setting where players in the implementation process are self-centred or driven by self-aggrandizement.

Last but not least, the Nigerian government bureaucracy is impacted when a policy is repealed. Each successive political administration in Nigeria has shown a preoccupation with stamping its own personality on public works projects. The reason for this is that the new government often scraps programs or policies that have shown to be successful in the past. In Nigeria, top officials have a habit of tying their tenure in office to certain social and economic programs or policies. This is true of the country's president, ministers, governors, local government chairs, and bureaucratic and political leaders.

As a result, new governments almost never continue the policies of their predecessors, and such egocentric approaches to leadership assist to explain why so little focus is placed on ensuring the continuity of programs and initiatives begun under previous administrations. In the eyes of succeeding administrations, continuing established programs is not politically advantageous since it does not result in immediate personal glory or credit. Because of this, Nigeria's governmental bureaucracy is unable to carry out its policies in a timely and efficient manner.

General Olusegun Obasanjo's Operation Feed the Nation (OFN) strategy was repealed and replaced with Alhaji Shehu Shagari's Green Revolution, an example of the common practice of succeeding regimes abandoning the policies of their predecessors. General Mohammed Buhari ended the Green Revolution begun by Alhaji Shehu Shagari and instituted the "Go back to land policy" when he became office. Once again rejecting the "Go back to Land" approach, General Ibrahim Babaginda created the Directorate of Foods, Roads, and Rural Infrastructure upon taking power (DFRFRI)¹⁹.

It is worth noting that the overarching aims or objectives of the different policies that were repealed and established, respectively, were to increase food production in Nigeria and decrease reliance on food imports in the year²⁰. Therefore, the modifications and discontinuities were completely needless and counterproductive, since they represented the leaders' own desire to have people identify policies with them in a unique and superficial way.

Research Question Three: How has policy failure affected the local government system in Nigeria?

Failures in policymaking undoubtedly have far-reaching effects on both the local and national levels. Consequences influence the nation as a whole because they affect individuals within the larger context of local governance. Policy failures at the local level in Nigeria have led to the following results: Underdevelopment

When governmental policies fail, they foster underdevelopment, which is bad for the nation as a whole. Nobody can help their nation flourish if its population are still in the Stone Age. It must also be realized that developed and successful people can help advance their countries. Those who are unable to provide for their families cannot contribute to the betterment of their nation. What the people of a country have to offer is what the country has to offer them.

The excessive control of some local governments by the states has reduced them to local administration or local arms of state administration. This has greatly impeded the performance of the local governments in grassroots development as they have to work according to the dictates of the state governments. The practice is contrary to the policy recommendation of the 1976 local government reforms, which stipulated in its Guidelines that local governments should do precisely what the word government, implies i.e. governing at the grassroots or local level²¹. Also despite the efforts of the 1976 local government reforms and the 1999 constitution to confer more powers on the local government to participate in wider areas of the economic life of their communities, their activities are still largely confined to narrow functional competence areas. They are left out of the basic health scheme, major agricultural programmes, housing programmes among others, which are of high government priority.

- **Low Economic Contribution to GDP**

Every economy has to grow and expand, therefore it's important to analyse the reasons behind the success and failure of government programs to figure out what works best to promote economic growth. To alleviate poverty and improve living standards in underdeveloped nations, economic expansion is the single most effective tool. Rapid and sustained development is crucial for achieving speedier progress towards Sustainable Development Goals, as shown by both international research and country case studies (SDGs). The Nigeria Bureau of Statistics (NBS) GDP report for the first quarter of 2020, issued in 2020, added fuel to the fire by confirming the nation's economic growth is slowing and the country is thus headed into a recession⁹.

There may be significant contributions to a country's GDP from the sum of people's output over a certain time period in a given area²². However, this may be considered as a setback for the country if the vast majority of its people are unable to pool resources that can contribute to the progress of the country as a whole, much alone their local government. Public initiatives that would have inspired and motivated the population to achieve greater success in economics and society did not work, and this is a contributing factor. For example, policies that would have enhanced agricultural output are some of the policies that failed.

- **Resources Lost to Waste**

When public policies fail, the time and effort invested in formulating them and implementing them are wasted. If the intended result is not reached, the time and effort spent developing and implementing the policy was wasted. Therefore, the huge amounts of time and money that went into its creation and rollout were completely wasted. It's possible that the money was diverted to other parts of the country that are in greater need

of assistance. In any case, it's important to remember that policymaking and implementation use resources provided by the people or the confederation.

- **Not Being Patriotic**

Public policy failure and ineffective implementation processes can bring about as well as increase the idea of being patriotic citizens. Failed policies have also put many Nigerians at a disadvantage, making it harder for them to improve their living situations. Because measures that may have a major impact on their way of life are not put into place, their standard of living declines or remains static. For instance, many efforts to improve rural dwellers' quality of life have been unsuccessful beyond the early enthusiasm surrounding the programs.

On top of that, several initiatives meant to inspire and motivate Nigerians to achieve better in their economic and social lives fell short. Guaranteed credit and loans for farmers and agricultural companies, via policies like the Agricultural and Cooperative Bank, were a failure. When the policy was revived, it was clear that only the well-to-do would be able to meet the stringent restrictions necessary to have access to the loans it offered.

Research Question Four: What are the solutions to ineffective implementation of policies within the local government system of Nigeria?

Experience has shown that politicians often have their ideology, agenda and manifestoes which culminate in promises to the electorate. Experience has also revealed that one thing is to promise the masses, another thing is to fulfil promises by committing resources to service delivery. Some of the ways in which policies can be implemented effectively at the local government level are:

- **Increased Political will**

Democratic will must be taken into account while developing legislative policies. Democratic will is the acceptance of a policy by senior government officials. This is due to the fact that the administration occasionally creates strategy but lacks the legislative, societal, and commercial will to put it into action. A notable example are the campaigns against lawlessness and corruption in Nigeria, where corrupt officials are frequently observed meddling in public administration without really being detained and charged.

- **Culture of Continuity**

The culture of discontinuity of policies irrespective of the party in power should be put to rest. Hence, laws should be enacted at the national state assemblies that will guarantee continuity of policies made towards the development of local government. This is necessary because, even though government comes and goes, policy remains and should continue the implementation of existing policies, unless fundamental development render their continued implementation impossible or unnecessary. Indeed, if every leader who comes into power implements the ones in place before their tenure, Nigeria will witness adequate development in all areas of government. There should be continuity in policy except if the policy is found not to be useful to the people.

- **Participants' Recognition**

Participants must initially be established throughout the policy-making process by taking their interests into consideration. Administration must also demonstrate this same

necessary viewpoint toward the legislation by taking concrete measures to provide the labelled investor, society organizations, and certain other related stakeholders only with necessary background details on the regulation for their own economic advantages. National policy and its actual operationalization actually rely on the assistance from legislative departments.

4.2 Discussion of Findings

Public policies are the governmental programmes, goals and purposes considered individually or collectively, that is, the authoritative decisional output of a politico managerial system. These may be expressed in a variety of forms, including laws, legal ordinances, court decisions, executive orders, governmental rules and so on.

When it comes to putting policies into action, officials can only make calls that align with the current administration's political agenda. If at all feasible, bureaucrats should make the same choices the minister would have made if he were carrying out the program himself. That is to say, the bureaucrat is to execute policy with the same goodwill as the minister, and is to deliver services in order to provide goods to the public regardless of personal prejudice or bias. Since bureaucrats perform their duties in a political environment, their judgments are always a hybrid of political and administrative factors, making it impossible for them to remain politically neutral or independent of the policies enshrined in statute.

There are various bureaucratic factors that constitute obstacles in the implementation of policy in Nigeria such as corruption, lack of sufficient materials and labour, undue political influence, sectionalism and ethnic foundation, not taking personal interest, among others. All these factors are also replicated in all levels of government in Nigeria, and at the local

government level as the focus of this study. These obstacles have led to various grave consequences most especially underdevelopment. This does not affect the local government alone, but all other levels of government in the nation.

Continuity, increased political will, and participant recognition are some of the essentialities in which policies can be implemented effectively at the local government level.

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Chapter Five

Conclusion

5.1 Summary of Findings

Local government in Nigeria is classified as the third tier of government. Local governments are groundwork and the series of reforms that have given created with the ultimate goal of bringing government birth to the concept of local government administration in closer to the people at the grassroots.

Chapter one of this research work is the introduction and background of the research work and why it is needed. It started by looking at the concept of local government from the administrative angle. Hence, local government is a form of public administration which, in a majority of contexts, exists as the lowest tier of administration within a given state. The term is used to contrast with offices at state level and the national government which is sometimes referred to as the central government, or federal government which deals with governing institutions between states. Local governments generally act within powers delegated to them by legislation or directives of the higher level of government.

However, the establishment of a specific administrative structure for people who have to live together is an inevitable process of development. This administrative structure should make an organization and division of labour in order to meet the numerous needs of citizens such as health, security, education, culture and justice. It is for this reason that local government is imperative to grass-root development because of the fact that it encourage grass-root cohesion. The local government have come to play an important

role not only in promoting the democratic values but also in accelerating the pace of development. Being elective in nature, they have allowed effective participation and involvement of the local people in the development of the local areas.

In Nigeria, there are 774 local governments across the 36 states including the Federal Capital Territory. These local governments serve as a connection or intermediary between the rural indigenes and the government. Each local government area is administered by a Local Government Council consisting of the chairman who is the Chief Executive of the Local Government and other elected members who are referred to as councillors.

Chapter two centres on the review of related literature. The chapter begins by examining the concept of administration and its usefulness to local government. Administration must exist in any organization set up for a defined purpose or objective. Whether one thinks of the Church, the army, a university, an industrial or business concern or a purely social organization, there has to be administration because each one consists of human beings brought together in a hierarchical set-up, making use of tools, equipment, human and material resources, all in the quest to attain the objective for which the organization was established.

Simply defined, administration is the organization and direction of persons in order to accomplish a specified end. Perhaps the simplest and shortest definition of administration is the one that says that 'when two men co-operate to roll a stone that neither could move alone, the rudiments of administration have appeared'. Administration is also said to be a determined action taken in pursuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources aimed

at making those things happen which one wants to happen and foretelling everything to the contrary.

Seen from another perspective, administration is defined as an activity or process mainly concerned with the means for carrying out prescribed ends. In this definition, the concept of goal accomplishment again plays an important role. As the definition clearly indicates, administration is mainly concerned with the means that are necessary for the accomplishment of pre-determined goals. In this, it seems that a new element is introduced, that is the concept of 'means'. The means is the way by which something is done or obtained. Furthermore, in explaining the variables in this research work, various theories were used to explain them. Among them are, Democratic-Participatory theory, Efficiency theory and localist theory. Meanwhile, the localist theory is the preferred theory for this research work.

Chapter three of the study explained the methodology used in carrying out the research work. The chapter also explained the research designed, the sources of data, method of data collection and method of data analysis. The research used the descriptive method of data analysis.

Chapter four of the research work focus more on the role of bureaucracy in policy implementation and the factors that serves as obstacles in implementing policies at the local level.

5.2 Conclusion

The research work investigate and identify the major obstacles to effective implementation of policies in the local government system of Nigeria. Local

government being the third tier of government in Nigeria is the closest to the citizens and for Nigeria to achieve the development it seeks; the pivotal role of local government cannot be overemphasized. The overall objective of every government is to bring about a quality improvement in the standard of living of its citizens and to promote growth and development generally. Realising these noble objectives entails not only the formulation of policies but also the effective implementation of such formulated policies by policy implementers. Given the number of policies that have been formulated in Nigeria since independence the nation is supposed to have witnessed tremendous level of social, economic and political development. The reverse has, however, been the case and this underscores the fact that there has not been effective implementation of those policies in Nigeria.

In essence, there has been a wide gap between the development goals of a policy at the formulated stage and realization of such goals on implementation. To close this gap, there is the need for effective enhancement in the extent of policy which Nigeria implements. It is crystal clear at this juncture to assert that the public policy implementation realm in Nigeria is seriously being undermined by the impure fire of lack of political will/attitude to public policy implementation, poor implementation design and so on. These are the paradoxes of public policy implementation that has bedevilled Nigeria in the past and the present. It is therefore apt to suggest that until public policies are implemented to achieve the lofty goals for which it was made, the general aspiration for Nigeria to join the league of developed nations in 2020 will be unattainable.

5.3 Recommendations

The research study makes these recommendations:

1. There should be for a change of attitude on the part of those entrusted with the task of implementing public policies to turn a new leaf, and the general public who are the prime target beneficiary of public policy, to agitate for the implementation of public policy to achieve its desired goal.
2. All governments or administrations in the country must ensure that there is continuity in policies and programmes. Regime change should never be allowed to affect public policies and programmes else it would be a barrier to improvement of the lives of the people. Government is a continuum.
3. Adequate and proper structures and machineries should always be put in place to ensure proper implementation of policies at all levels of governance in the country.
4. The government should pay Attention should be paid to both the manpower and financial resources which will be needed to implement the policy.
5. Provision should be put in place for adequate monitoring of projects, as poorly monitored projects will only yield undesired results. Also, there must be effective communication between the target beneficiaries and the implementers of policy programmes.

5.4 Contribution to Knowledge

Nigeria at all level of government is besieged by many problems. Nigeria is presently swimming in the ocean of abject poverty, absence of basic social amenities and excruciating underdevelopment, not because there are no good policies to ameliorate the situation, but because policy implementation is the Achilles heel of the Nigerian state. The study investigate and identify the major obstacles to effective implementation of

policies in the local government system of Nigeria. The findings of this research will absolutely contribute to literature on policy formation and implementation. In addition to that, the conclusion and recommendation of this research will be useful for government at different levels, hence, its contribution to scholarship.

5.5 Suggested Areas for Further Research

Public policies are part of the routes which governments in modern nations, both developed and developing, use in the attainment of many goals thereby achieving the much needed progress and advancement of their citizens in particular, and communities, towns, and countries in general. Policy implementation involves a number of steps, for this reason, there is a need for more studies in this area. For continuation of research, future studies can be conducted in the area of policy implementation and its impact in a geographical region in Nigeria. This policy could be the one enacted by the state government but the focus will be on its impact on the common man in the state.

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The University Compliance Certification

This is to certify that this project written by **Bayonle Fatai IBIKUNLE** with Matriculation Number **LCU/PG/002259** in the Department of Politics and International Relations, Faculty of Management and Social Sciences, Lead City University, Ibadan is in full compliance with the approved University Format and Style.

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