# Local Government Administration and Service Delivery: A Study of Anambra State Local Government System 2014-2021

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Abstract-- This study investigated the effectiveness of Local Government system with regards to service delivery in Anambra State from 2014 to 2021. The research objectives included to examine whether the use of caretaker committee in Local Government administration in Anambra state affects service delivery and to determine whether the Local government in Anambra state provided a good ground for impartation of democratic values. Two null hypotheses were posited and tested at 0.05 level significance using simple percentage and chi square (X<sup>2</sup>) statistical tool to analyse the hypotheses. The population of the study was made up of 530,628 with a sample size of 400. The questionnaire was designed to elicit valid and related information from residents of these three local governments selected for this investigation. Analysis of the questionnaire showed that consistent use of Caretaker committee system in Anambra state has rendered local incapable of providing and maintaining primary schools and primary health facilities and that Local government in Anambra state provided good ground for the impartation of democratic values. Based on these findings, the researchers recommended that the powers of control given to state government by the 1999 constitution should be repealed with immediate effect to enable local government perform without undue interferences by the state or central governments and that the laudable role played by local government in providing good training ground for future leaders should be encouraged and sustained.

Keywords: Local Government, Service Delivery, Democratic Values and caretaker committee.

## I. Introduction

Local government is essentially established to provide development at the grassroots and ensure that the local populaces, especially the rural dwellers, have access to modern facilities (Nwokike, Ananti and Okonkwo, 2021). Local government administration in Nigeria existed even before the activities of colonial masters (Adeyemi. 2019). During this period, each region or ethnic group instituted diverse means of reaching the local populace (Nwokike, Ananti and Okonkwo, 2021).

At the onset of colonial rule, the British authorities envisaged what would have happened to their intentions if they had ruled Nigeria directly. They instead opted to indirectly rule the newly acquired territory by maintaining and using her traditional institutions as well as creating ones where it never existed. The British colonial authorities utilized these institutions to reach out to the local villages where they would ordinarily not have reached if it had directly ruled their colony, Nigeria. Indirect rule is associated with using traditional institutions (Chiefs) to rule the colony. In this relationship, the traditional rulers were the agents of British authority; they report to them directly while exerting administrative influence on their subjects. Some of the reasons why Lord Lugard adopted this method include language challenges, the existence of formidable traditional institutions, size of the country, shortage of British personnel, and paucity of funds and otherwise.

The operation of the local government system in Nigeria continued even after independence in 1960 and 1963 when Nigeria became fully free from external control, that is, when it became a republican state. However, a very significant landmark was made in 1976 when the former military administration of retired general Olusegun Obasanjo, introduced a single-tier local government. Before the introduction of this system, local government in Nigeria was subjected to all kinds of political manipulation and subversion of its powers by superior governments. The reform, among others, redesigned local government to include: directly receive funding from the federation account, operating a uniform system throughout the federation, political personnel are directly elected by the local electorates, personnel training became enshrined in the rules of local government, traditional rulers were no longer exerting political control and council personnel were paid enhanced salaries.

The reform was received with lots of hopes and possibilities but as time went by, the earlier jubilation began to wane down due to some factors such as military interferences, usurpation of revenue jurisdiction by state governments, the politicisation of local government recruitments, bribery and corruption, nepotism, constant use of sole administrators (during the military era) or caretaker committees as a replacement for elected officials etc (Adeyemi. 2019). The last major and significant local government election conducted in Nigeria was in the 1998/1999 election. This election was conducted in all the 774 local governments throughout the federation; the exercise was relatively peaceful. At the expiration of their tenure in 2002, most state governors systematically refused to conduct another election at that level while those states that conducted elections did so to favour their party men and women at the grassroots (Olaniyi, 2017). In Anambra state, for instance, local government has been subjected to a mere administrative tool of the state government. Funds allocated to local government through the federation account are diverted into state government account

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while the governor determines how and when to share same to local councils in the state. This act had whittled down the relevance of local government in rural development as well as placed much responsibility on the part of the state government. On several occasions, recruitments are secretly done based on the individual's political affiliation and association while political office holders are appointed on a caretaker basis.

## II. Statement of the Problem

The need to improve the lives of rural dwellers positively inspired previous governments in Nigeria to create and maintain local government administration in all the states of the federation (Nwokike, Ananti and Okonkwo, 2021). It was majorly established to provide goods and services as well as assist other levels of governments (state and Central governments) to deliver services at the grassroots. Local governments in Anambra state were equally set to provide the same functions just like their counterparts in other federations.

However, since the inception of democratic dispensation in 1999, council areas are still struggling to provide essential services in rural areas such as pipe-borne water, health facilities, schools, cottage industries, construction of feeder roads, rural markets, sewage management, sanitation et cetera (Ananti, Onyekwelu and Dike, 2021). Also, successive governments in Anambra failed to conduct local government elections instead they adopted the use of caretaker committees, who were loyal to the state governor and the party in power. Members of this caretaker committee are given a few months tenure ranging from three to six months or more as the case may be. Landmark projects are hardly sighted in rural areas in Anambra State since their tenure is short and at the mercy of the state government, who can make or mar their decisions. The recruitment of career workers is determined by the state political officers and their allies at the local government level without considering merit and qualifications (Nwokike, Ananti and Okonkwo, 2021). These and more problems, not mentioned above, are the basis for this empirical study.

# **Objectives of the study**

The broad objective of this study is to ascertain the effectiveness of Local Government Administration with regards to service delivery in Anambra State from 2014 to 2021. However, the specific objectives are:

- 1. To examine whether the use of a caretaker committee in Local Government administration in Anambra state affects service delivery.
- 2. To determine whether the Local government in Anambra state provided a good ground for impartation of democratic values. **Research Questions**
- The following research questions were drawn to assist the researcher in selecting the questionnaire items.
  - 1. How does the use of a caretaker committee in Local Government administration in Anambra state affect service delivery?
  - 2. What are the contributions of Local government administration in Anambra state in providing good ground for the impartation of democratic values?

#### Hypothesis

H0: Use of caretaker committee in Local Government administrations in Anambra state does not affects service delivery.

H0: Local government System in Anambra State have not provided a good ground for imparting democratic values.

# III. REVIEW OF RELATED LITERATURE

#### **Conceptualizing Local Government Administration**

Local government, according to Mbieli (as cited in Nwokike, Ananti and Okonkwo, 2021) 'is a government created by the laws of the central or state governments empowers to function within a given jurisdiction in regulating the affairs of the people at the grassroots. It is a mechanism found both in cities and villages, established to perform those unique functions superior government may not be able to cover in the discharge of their responsibilities. Also, in another definition as contained in the 1976 Local Government Reform Guidelines (as cited in Ezeani, 2004) posits that local government is:

Government at local level exercised through representative council established by law to exercise specific powers within defined areas. These powers should give the council substantial control over local affairs as well as the staff and institutional and financial powers to initiate and direct the provision of services and to determine and implement projects to complement the activities of the State and federal governments in their areas, and to ensure, through devolution of these functions to these councils and the active participation of the people and their traditional institutions, that local initiative and response to local needs and conditions are maximized (FGN, 1976).

United Nations (as cited in Tonwe, 2011) explained local government as a political subdivision 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 exact labour for prescribed purposes. The governing body of such an entity is elected or otherwise locally selected.

#### Service Delivery

Service delivery per se entails the delivery of service and products to target customers, clients or citizens (Nico and Ophillia, 2015). When a producer or manufacturer, officer holders or political administrators meet the yearnings of its targeted group, one can, therefore, comfortably say that he or she has performed well.

# **Extant Literature**

#### Caretaker Committee system and Local Government Administration

Mbaebie (2020) strongly posited that the use of caretaker committees by the State government impinged on the performance of councils authorities as well as forced them to depend on the state government on issues they should have ordinarily handled simply because they are appointed or nominated by either the central or state government; they are therefore bound to abide by the dictates of the superior authority. By so doing, the local populace are deprived of the opportunity to choose their leaders and actively participate in developing their locality.

According to Ananti, Onyekwelu and Madubueze (2015), the use of caretaker committees in the Anambra state local government system has not yielded positive results since 2003. They maintained that the caretaker committee system rendered local ineffective and incapable of achieving the primary objective of its creation, which they ultimately described as "a wild goose chase". This system, according to them, has negatively affected Anambra state local governments system politically, economically and socially.

Also, Ezeh and Muanya (2013) collaborated with other scholars earlier mentioned by saying that the adoption of the caretaker committee system has eroded the local government system in Anambra state the much-needed autonomy to execute projects and programmes without interferences. State governments have virtually taken over all sources of internal revenue generation available to local government since the appointed officers are answerable to the governor, who can hire or fire in this case.

#### Local Government Administration as a Good Ground for Impartation Democratic Values

One of the major essences of creating a local government in Nigeria is to provide rural or local people with an opportunity to imbibe the tenets of democracy including recognition of individual worth and importance, majority rule, equality of all persons in the face of the law and freedom of the press. Others include the principle of inclusiveness or participatory in nature, freedom of movement and rule of law. Raheem (2019) stressed that election is the means through which people select those that will govern them for a specific period. He maintained that elections in local government create an ample opportunity to educate the electorates on the plans of would-be leaders as well as give them a voice to influence government programmes and projects. Raheem (2019) further stated that grassroots governance provides a conducive ground for sound leadership experience and inculcation of democratic principles.

Adegbite (2019) argued that local government serves as a veritable training ground for politicians, who often ended as leaders at national and state levels. He further said that both national and state politicians are fond of using grassroots leaders to achieve their political ambition, which according to Adegbite (2019), is an indirect training opportunity.

Ugwu and Ugwuja (2016) opined that local government is rightly positioned to mobilize, educate as well as provide a solid platform for political interaction at the grassroots. Through these interactions and participation, political leaders are groomed to imbibe the spirit of representation and political accountability.

#### **Empirical Review**

In a study carried out by Ezeh and Muanya (2013) titled Between Democratic and the Caretaker Committee Approach to Local Government Administration in Nigeria: Re-Visiting the Anambra Experience from 2006 to 2013. The study adopted a descriptive qualitative method while using structural functionalism as the theoretical framework. Analysis of the data generated by these researchers showed that local governments are the responsibility of both the federal and state governments in accordance with the 1999 constitution of the federal republic of Nigeria. Also, that local government get their allocations directly from the federation account but that these allocations are often tampered with by the state government due to constitutional provisions authorizing the state to monitor and overseas local government finances. They equally find out that despite the 1976 local government reform which gave the local government some level of autonomy but that the autonomy is more of theoretical than practical. Lastly, the study showed that the adoption of the caretaker committee system in local government administration has created more problems than the solution to rural development.

Mbaebie (2020) studied caretaker committee and performance of local Government Council in Nigeria: A study of Anambra State 2008 - 2013. The population of the study was drawn from three local governments of Idemili North, Onitsha South and Orumba South LGA with combined staff strength of 1356. The theoretical framework adopted for this study is anchored on structural-functionalism theory propounded by Gabriel Almond and J.S. Coleman in 1960. A descriptive research design was adopted while

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both primary and secondary data were used for this study. Analysis of the research questionnaire showed that the imposition of caretaker committee system by the state government is unconstitutional and that it endangered the local government system capacity to perform its constitutional functions. The researcher further recommended that the frequent use of the caretaker committee is condemnable and that should there be any need for such committee, it should be for only three months, to allow for a constitutionally elected local government executive.

In a study conducted by Ugwu and Ugwuja (2016) on the role of local government in Nigeria. The study adopted the content analysis method of examining the current position of local government in Nigeria vis-a-vis its constitutionally assigned functions. The scholars examined the origin of local government administration in Nigeria, reforms and major inherent challenges militating service delivery in local government in Nigeria. The problems were categorized into political, administrative, social and economic. They concluded by recommending that political leaders must extol selfish tendencies, show transparency and accountability in the discharge of their duties.

Adegbite (2019) studied local government Administration in Nigeria: A Critical Evaluation. The study was specifically set out to look into the performance of local government in discharging its statutory responsibilities. The study was anchored on participatory theory which enabled the researcher to throw more light on the principle of local government area procedure. Both the functions and challenges of local government were equally examined. He concluded by recommending that full autonomy should be granted to local governments, promotion of grassroots democracy through the adoption of "bottom-top" as against the "top-down" approach.

Raheem (2019) examined the Challenges of Democratic Leadership and Government at the Grassroots in Nigeria: 1999 -2015. Primary and secondary data were obtained while data were analyzed using simple descriptive analysis. Analysis of the data generated showed that enough seriousness and sincerity of purpose has not been demonstrated by political leaders with regards to grassroots administration. It was also found that elections in local government are largely determined by external forces instead of the local populace. They, however, recommended full implementation of 1999 constitutional provisions to enable the grassroots government operate maximally for the benefit of the residents.

# IV. METHODOLOGY

#### **Research Design**

The research adopted a descriptive survey design. This is so because survey design seeks to examine the opinion, attitude and perception of people since the target population is made up of those who are resident in those local governments and has either experienced elected council executive re-recruitment exercises and level of development in their areas. They are therefore in a better position to explain the state of things in their environment.

#### Source of Data

Data was sourced from both primary and secondary sources. Precisely primary data came from questionnaires while secondary data were gotten from official government documents, the internet, journals texts and newspapers.

#### Population of the study

The population of Anambra State, according to National Population Commission (2006) is 4,177,828. Meanwhile, the sub-population of this study is drawn from the three local governments selected for this study including Akwa South, Orumba North and Oyi Local governments Areas.

The three local governments were chosen from the three senatorial districts of Anambra State while considering urban and rural Representatives. The table below is a breakdown of the Sub-population.

#### Table 1: A breakdown of population of the three local governments

S/N	Local Government	Senatorial District	Population	Percentage
1	Awka South	Anambra South	189,654	35.7%
2	Orumba North	Anambra South	172,773	32.7%
3	Oyi	Anambra North	168,201	31.7%
	Total		530,628	100%

Source: National Population Commission, 2006

#### Sample size:

The researchers used the Taro Yamane formula to determine the sample size. Below is the formula and calculation outcome of the population.

N= Population of the study K=Constant (1) e=degree of error expected n=sample Size

n= N

 $K+N(e)^2$ 

= 530628

1+530628(0.05)^2

\_\_\_\_\_

= 530628

1+530628(0.0025000000000000000)

= 530628

1+1326.570000000002

=399.69869762046443

=400 approximately

## Method of Data Analysis

Simple percentage was adopted to calculate the bio-data of the respondents and the responses of the respondents while Chi-square  $(X^2)$  was used to test the hypotheses.

Data analysis formula used: <u>F x 100</u>

N1F=frequencyN=Number of respondents%=Percentage

Also in testing the formulated hypotheses, the researcher employed chi-square  $(x^2)$  to test the discrepancies between the observed frequency and the expected frequency.

The formula for chi-square

X<sup>2</sup>=e(of-ef)<sup>2</sup>

ef

Where  $x^2 = chi$ -square

 $\sum$  = summation

of = Observed Frequency

ef = expected Frequency

# V. RESULTS AND DISCUSSION

The Demographic Data of Respondents is made up of gender distribution, age and educational qualification of respondents. For the sake of clarity the researchers distributed four hundred (400) copies of questionnaires, out of these numbers, a total of three hundred

and ninety four (394) copies were returned valid. We therefore based our analysis on the three hundred and ninety four 394 valid responses.

Gender	Frequency	Percentage%
Male	233	59.1%
Female	161	40.9%
Total	394	100%

Source: Field Survey, 2021

The table above shows that 233 of the respondents representing 59.1% are males while 161 of them with percentage 40.1% are females.

## Table 3: Age of Respondents

Range	Frequency	Percentage
25-31	25	6.3%
32-38	15	3.8%
39-45	83	21.1%
46-52	140	35.5%
53 and above	131	33.2%
Total	394	100%

Source: Field Survey, 2021

Table 3: shows that 25 of the respondents representing 6.3% are within the age range of 25-31 years, 15 respondents with a percentage of 3.8% fall within the age range of 32-38 years, 83 respondents representing 21.1% are within the age range of 39-45 years, 140 respondents representing 35.5% are within the age range of 46-52, 131 respondents representing 33.2% are between 53 years and above.

# Table 4: Responses on Whether the Use of Caretaker Committee in Local Government Administration in Anambra State Affects Service Delivery.

S/N	QUESTIONS	SA	Α	U	D	S.D	Total
1	Use of Caretaker committee system has not enabled local governments to provide and maintain primary schools and primary health facilities.	132 (33.5)	105 (26.6)	11 (2.8)	65 (16.5)	81 (20.6)	394 (100)
2	Community/ village roads and bridges are not regularly maintained as and when necessary.	163 (41.4)	98 (24.9)	16 (4.1)	74 (18.8)	43 (10.9)	394 (100)
3	Operation of caretaker committees does not guarantee autonomy of local government.	128 (32.5)	132 (33.5)	25 (6.3)	60 (15.2)	49 (12.4)	394 (100)
4	Caretaker committee renders local government to depend on external sources of fund as well as its concomitant implication.	135 (34.3)	107 (27.2)	10 (2.5)	78 (19.8)	64 (16.2)	394 (100)

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5	Markets, Motor parks and public conveniences are not constructed and maintained regularly.	116 (29.4)	141 (35.8)	25 (6.3)	57 (14.5)	55 (14)	394 (100)
	Total	674	583	87	334	292	1970
	Percentage of Total	(34.2%)	(29.6%)	(4.4%)	(17%)	(14.8%)	(100%)

Source: Field Survey, 2021

Table 4 above indicates that on the average 34.2% of the responses strongly agreed that the use of caretaker committee in local government administration affects service delivery, 29.6 % agree, 4.4% were undecided while 17% disagree and 14.8% strongly disagreed.

Table 5: Responses on	Whether Local	Government in	n Anambra	State	Provided	a Good	Ground	for	Impartation of	f
Democratic Values.									_	

S/N	QUESTIONS	S.A	Α	U	D	S.D	Total
1	Local government officials treat	155	102	24	62	51	394
	residents who visited for services with utmost respect and dignity.	(39.3)	(25.9)	(6.1)	(15.7)	(13.0)	(100)
2	Feedback channels are created while issues arising from it are expeditiously attended.	107 (27.2)	115 (29.2)	13 (3.3)	75 (19.0)	84 (21.3)	394 (100)
3	Local government officials are usually on time to attend to general public.	134 (34.0)	104 (26.4)	30 (7.6)	59 (15)	67 (17)	394 (100)
4	Workers listen actively and respond quickly to issues brought by residents/clients.	119 (30.2)	143 (36.3)	12 (3.0)	66 (16.8)	54 (13.7)	394 (100)
5	Opinions and feelings of the	146	109	27	49	63	394
	locals are considered paramount in decision making especially on issues that affect their welfare.	(37.1)	(27.7)	(6.9)	(12.4)	(16)	(100)
	Total	661	573	106	311	319	1970
	Percentage of Total	(33.6%)	(29.1%)	(5.4%)	(15.8%)	(16.2%)	(100)

Source: Field Survey, 2021

Table 5 above shows that on the average 33.6% of the responses strongly agreed that Local government in Anambra state provided a good ground for impartation of democratic values, 29.1%) agree, 5.4% were undecided while 15.8% disagree and 16.2% strongly disagreed.

# Test of Hypotheses

To test the Hypothese Chi-square  $(X^2)$  was adopted to ascertain the statistical significance of the hypotheses.

The formula for chi-square

$$X^2 = \underline{e(of-ef)^2}$$

ef

Where  $x^2 = chi$ -square

 $\sum$  = summation

of = Observed Frequency

ef = expected Frequency

Level of freedom adopted or chosen = 0.05

Degree of freedom = (R-1)(C-1)

=(5-1)(5-1)

= 4 x 4 = 16 (df)

#### **Decision Rule**

Reject Ho (Null) hypothesis if calculated  $X^2$  is greater than tabulated  $X^2$ ; and accept H<sub>1</sub> (Alternative) hypothesis if calculated  $X^2$  is less than tabulated  $X^2$ .

#### Hypotheses 1

 $H_0$ : Use of caretaker committee in Local Government administrations in Anambra state does not affects service delivery.  $H_1$ : Use of caretaker committee in Local Government administrations in Anambra state affects service delivery.

Table	6: S	umma	ry (	of Hype	othesis (	One Te	st Out	come	
	-		~	-					

Hypothesis	Sample	Degree of	X <sup>2</sup>	X <sup>2</sup>	Significance	Decision
	Size	Freedom (df)	Cal. Value	Crit. Value	Level (X)	Rule
1	394	16	53.1141	26.296	0.05	Rejected

Table above showed that the calculated chi-square  $(X^2)$  which is 53.1141 is clearly greater than the tabulated chi-square  $(X^2)$  26.296 at 0.05% significance level and a degree of freedom of 16. We therefore reject the null hypothesis which states that the use of caretaker committee in Local Government administration in Anambra state does not affects service delivery and accept the alternate hypothesis which posited that the use of caretaker committee in Local government administration in Anambra state affects service delivery.

#### Hypothesis Two

 $H_0$ : Local government System in Anambra State have not provided a good ground for impartation of democratic values.  $H_0$ : Local government System in Anambra State provided a good ground for impartation of democratic values.

Hypothesis	Sample Size	Degree of Freedom (df)	X <sup>2</sup> Cal. Value	X <sup>2</sup> Crit. Value	Significance Level (X)	Decision Rule
2	394	16	50.4434	26.296	0.05	Rejected

#### Table 7: Summary of Hypothesis Two Test Outcome

Table above showed that the calculated chi-square  $(X^2)$  which is 50.4434 is clearly greater than the tabulated chi-square  $(X^2)$  26.296 at 0.05% significance level and a degree of freedom of 16. We therefore reject the null hypothesis which states that Local government System in Anambra State have not provided a good ground for impartation of democratic values and accept the alternate hypothesis which posited that local government System in Anambra State provided a good ground for the impartation of democratic values.

#### **Discussion on Findings**

Responses under research question one affirmed that one of the major challenges facing local government in Anambra is the consistent use of Caretaker committee system since 2014 till date which has rendered local government incapable of providing and maintaining primary schools and primary health facilities. Community/ village roads, bridges, markets, motor parks and public conveniences are rarely constructed and maintained by local government in Anambra state. Also, local government in Anambra state

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has been forced to depend on external sources of fund and its attendant implications. This has ultimately ensured unhindered and persistent control of local government by the state government under the leadership of Governor Willie Obiano. This outcome corroborated the findings of Ezeh and Muanya (2013), and Mbaebie (2020), who ascertained that the undue interference of the state government in the affairs of local government administration, which gives it unlimited and unhindered access to the funds of the local government, has prevented the local government from carrying out developmental projects in their localities. More so, it showed that the adoption of the caretaker committee system in local government administration has created more problem than solution to rural development and that the imposition of caretaker committee system by state government on local governments is unconstitutional; it endangers local government capacity to perform its constitutional functions.

Also, research question two ultimately showed that Local government in Anambra state provided good ground for the impartation of democratic values since Local government officials treat residents who visited for services with utmost respect and dignity. Responses also showed that local government officials treat issues reported back to their offices on time and expeditiously. This finding contradicted the research conducted by Raheem (2019), the study found that Local government workers have not exhibited enough seriousness in handling public matters and have not shown sincerity of purpose in the discharge of their duty.

## VI. CONCLUSION

The study critically examined the effect of Local Government Administration on service delivery in Anambra State from 2014 to 2021. It was glaring that local government under the administration of Governor Willie Obianor was subjected to a mere state tool, worst still, a toothless bull dog. The frequent use of caretaker committees, throughout the years under investigation, rendered local government in Anambra state ineffective in performing its constitutionally assigned functions of providing good roads, hospital facilities, maintenance of motor parks and markets, construction of schools etc.

Due to the chaos and anomaly created as a result of the regular use of caretaker committees in local government in Anambra State, which has strangled the much celebrated training ground provided by local government for inculcation of democratic values for would-be state and national leaders. The processes of choosing leaders are under the almighty hand of the state governor, who only can decide the fate of thousands of local government residents.

# VII. RECOMMENDATIONS

Based on the finding made above, the researchers hereby recommend the following:

- 1. Local government, anywhere in the world, is the most suitable machinery of developing rural communities; it can only deliver these constitutionally assigned functions if it is allowed to determine her leadership just like other tiers of governments. The powers of control given to state government by the 1999 constitution should be repealed with immediate effect to enable local government perform without undue interferences by the state or central governments.
- 2. One of the ideal roles of local government is that it creates a good ground for the inculcation of democratic principles. This role may soon be whittled down if state Governors continues to sit on the decision table of who becomes a leader in local government. Effort should be channelled towards ensuring that one of the requirements for the occupation of political offices at both state and national level included experiences one garnered at the local level.

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