

**EFFECT OF INTER-GOVERNMENTAL RELATIONS ON LOCAL GOVERNMENT
ADMINISTRATION IN NIGERIA: A CASE STUDY OF KARU LOCAL
GOVERNMENT AREA OF NASARAWA STATE**

BY

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DECLARATION

I hereby declare that this project has been written by me and it is a report of my research work. It has not been presented in any previous application for Masters in Public Administration. All quotations are indicated and sources of information specifically acknowledged by means of references.

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CERTIFICATION

This project entitled: “Effect of Inter-Governmental Relations on Local Government Administration in Nigeria: A Case Study of Karu Local Government Area of Nasarawa State” meets the regulations governing the award of Masters Degree in Public Administration, of the School of Postgraduate Studies, Nasarawa State University, Keffi, and is approved for its contribution to knowledge.

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DEDICATION

To all the good people who never lose hope. And in all humbleness, this study is dedicated to God, Almighty.

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I actually lack words to appreciate the commitment of my supervisor and mentor, Prof. F. C. Okoli to the completion of this work. He is simply God's instrument of shaping my academic endeavours. His instructions and suggestions at every stage, enabled me develop a proper response to the work. I owe an endless debt of gratitude to him. I acknowledge with profound gratitude the immeasurable sacrifices made by my head of department Dr. Abdullai Muhammed. I have also benefited immensely from the 'knowledge bank' of all the lecturers in the Department of Public Administration, of whom Professors Akindele, Akinsanya, and Ass. Prof. Nwekeaku, Dr. Ishaya, Dr. Itodo, Dr. Tukur and many other vibrant lecturers stand out. My sincere gratitude also goes to my beloved husband, Mr. Nwaiwu Joseph Onyebuchi and my little princess, and my Madam, Sweetheart mama (daughter), Nwaiwu Emmanuela Chizaram in a very special way. Your love and affection provided the conducive environment, in many profound but unexplainable ways, which led to the completion of my study.

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ABSTRACT

This study attempted to investigate the effect of inter-governmental relations on local government administration in Nigeria: a case study of Karu Local Government of Nasarawa State. The investigation was informed by the fact that the management of intergovernmental relations, especially state-local government relations, is among the most contested issues in the 1999 Constitution. The contention is made more complex by the letters of the Constitution which makes the institution of local government, especially its establishments, structure, composition, finance and functions, a residual matter for state government. Applying the Systems Theory, the study explored the relationship between the state and local government councils, and how this affected the survival, independence, functions and conditions of existence of both tiers in a federal structure that is sub-system dominant. The methodology for the study covers both the primary and secondary sources of data collection. The analysis of primary data, elicited through interviews, was mainly descriptive and qualitative. Content analysis was used in the interpretation of secondary data. On the basis of data presented and analyzed, the following findings were made; the constitutional and legal framework guiding state-local government relations is not only skewed in favour of the state, it completely subjugates the institution of local government to the state government. Secondly, state institutions, agencies and commissions are used by the state government to exercise stringent control over local government functionaries. Based on these findings, the study recommends, attitudinal change in the behaviour and conduct of those who operate the institutions of government at both state and local government levels. Considering the fact that they are the third tier of government, the government should distribute resources to them in order to help them develop and be independent on their own. While formulating policies, is of the opinion that local Government authorities should participate in order for their opinion to be heard. Efforts must be made to avoid over-concentration of resources in few "poles of growth or centros of strength to maximize short run capacity in order to avoid crisis. Resources sharing must address the necessity for rapid development at the grassroots levels. As development gets entrenched at the grassroots levels, the Federal level will invariably relinquish some of her activities. This will necessitate reorganizing the resource sharing structure.

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CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

The goals of intergovernmental relations are said to be to promote peace and harmony among the three tiers of government, which are the Federal, State and Local Government to accelerate the achievement of self-reliant economy. In so doing inter-governmental relations will help to minimize inter-jurisdictional conflicts among the various levels of government. The goal also is to boost greater natural economic integration through the activities of the three levels of government. Again to enhance the emergence of cooperative rather than competitive Federation there is also need to enhance effective and efficient utilization of available human and material resources among the three levels of government. To achieve a situation where there is special need for integrating programmers on a nation-wide scale to look into the situation where states, local government or unit of the federal set up have responsibilities with no resources base to perform them (Nwafor, 2014).

The achievement of the objectives of inter-governmental relations is dependent on some social factors within the Nigerian social System. Some social factors include the political setting and the state of the economy in the nation. Looking at the political setting, the inter-governmental relation is basically based on the three tiers of government that is the Federal, State and Local Government. But come to look at that, the Federal and State Government is said to have more autonomy than the local government due to the fact that they are the last tier of government. That is why local government is not given its full autonomy to do things on its own. The other tiers of the government still tell them what

to do, how to make their own policies, how to elect/appoint those to rule them like the Chancellor or Chairmen and so on. Local Government is still dependent on the other tiers of government making them too subordinate and loyal for my liking (Nwokedi, Ralph: 2002). To this, there should be greater independence of the state and local governments in the Federal Government for their survival and performance of fundamental responsibilities. There should also be several reforms which should lead to the recognition of the local government as the third tier of government with relative autonomy and jurisdictional powers as provided for in the constitutions. The nation's economy really influenced the nature and scope of intergovernmental relations in the local government in Nigeria. The wealth of any nation is a key factor in determining its pattern of material relation. Between 1960 and 1970, the basis of fiscal relations between the Federal, State and Local Government were richer and more powerful than the local government. It is in the light of the above that this study is focused on the effect of inter-governmental relations on local government administration in Nigeria with particular reference to Karu Local Government of Nasarawa State.

1.2 State of the Problem

To appreciate the depth of crisis in the Federal system in Nigeria, one has to follow the recent trend of the raging controversy between the Federal and State Governments over the exercise of power or control of revenue resources of local government on how not to have assumed the undue Prominence given to it as a constitutional question if Nigerian Leaders, particularly the Federal level had adhered strictly to the norms of federalism and followed the precedents established by the past democratic governments in Nigerian federation.

In Nigeria, the issue of sharing resources among the three levels of government has remained controversial due to lack of acceptable formula. It generates tension and bad blood among the three tiers of government. This has resulted in setting up of different committees or commissions to prescribe the formula to be used. Also there exists a conflict between the Federal, State and Local government over acceptable formula for sharing revenue. For instance, the conflict is usually whether the principle of derivation, need, natural interest or landmass should be used as a basis for the purpose. Even when these principles may be generally accepted as the main basis for working out revenue allocation formula, conflict might arise following as to which of the principles takes precedence over others as the main criteria for sharing the revenue. This is the problem of tax jurisdiction, which refers to the problem of which aspect of government should collect what revenue over a particular area. These have been serious problems between the Federal, State and Local Governments. Their share of tax revenue seriously affects local governments. They are the lowest level of government. Likewise they collect the least amount of tax revenue, which makes them still stagnant.

Another problem is the existence of control of one level of government by another in any aspect (Abonyi, 2005), Local government is dominated by the Federal and State governments. They do not have their own autonomy making them too dependent on the other levels of governments. Mention must be made of the problem of finding the best method of channeling revenue from one level of government to another especially from the Federal to the Local Government. (Ugwu, 1998:90).

1.3 Research Questions

- i. What is the constitutional provision for inter-governmental relations in Nigeria?
- ii. What are the main areas of inter-governmental relations in Nigeria are?
- iii. How relevant is inter-governmental relations in Local government in Nigeria?
- iv. What is the cause of conflict among the various tiers of Government in Nigeria?
- v. What effect does intergovernmental Relations had on Local Government Administration?

1.4 Objectives of the Study

The broad objective of the study is Effect of inter-governmental Relations on Local Government Administration in Nigeria, with particular reference to Karu Local Government Area of Nasarawa State. The specific objectives of the study include:

- i. To ascertain the constitutional provision for inter-governmental relations in Nigeria;
- ii. Determine the main areas of inter-governmental relations in Nigeria are;
- iii. Find out how relevant is inter-governmental relations in Local government in Nigeria.
- iv. Ascertain the cause of conflict among the various tiers of Government in Nigeria;
- v. Determine the effect intergovernmental Relations had on Local Government Administration.

1.5 Significance of the Study

This study will be of great benefit to Karu Local Government of Nasarawa State. This is because it will be exposed to the challenges it is facing in inter-government relations, it would also be of great significance to researchers by way of making them aware of

problems that have been uncovered by these researchers, so that they would know where to start from in their subsequent research work in the area of inter-governmental relations in Nigeria. It would also be useful to university students when doing a similar research. The study would be significant to policy makers and policy implementers, as they would make use of the findings and recommendations of this study.

1.6 Scope of the Study

The scope of this study is in the Effect of intergovernmental Relations in Local Government Administration in Nigeria. But due to the fact that there are many local governments in Nigeria, the researcher decided to center the research in Karu Local Government as the case study.

1.7 Definition of Operational Terms

In the context of this research study, the following definition of terms shall apply:

Local Government

This is the third tier of government within the State and is charged with the responsibility and administration of the people at the grass-root. It is also a government established at the local level through an Act of Parliament to deal with specific matters as it affects the local people.

Central Government

This is not only the first but the mega-government which exercise exclusive powers and its superior to both the State and Local Governments.

Government

This is the agency of the ruling class which is charged with the responsibility of exercising the state powers on behalf of the people.

Objectives

This is the end-result to which an organization or government's activity is to be directed. Objectives are hierarchical in nature and are determined or formulated after economic social and political forces affecting the organization have been appraised.

Development

It is the qualitative and quantities, self-improvement of man that applies to whole societies and people. It means the removal of obstacles to the progressive or qualitative transformation of man and such obstacles include hunger, poverty, ignorance, disease, malnutrition, unemployment, to mention but a few.

Administration

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.

Inter-Governmental Relations

The interactions that exist among various levels/tiers of government within a state and eventually the state in question have to be associated with a Federal system.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter is focused on the conceptual framework, empirical review of related literature, administrative mechanism for managing inter-governmental relations, inter-governmental fiscal relations, inter-governmental relations in Nigeria, the effect of intergovernmental relations on local government administration in Nigeria, and the theoretical framework.

2.2 Conceptual Framework

Melken, (1976:60) defines inter-governmental relations as a series of legal, political and administrative relationship established among units of government and which possess varying degrees of authority and jurisdiction autonomy. Okoli, & Onah, (2002:256) defined inter-governmental relations as a system of transactions among structured levels of government in a state. Inter-governmental relations are seen as negotiation in which the parties are negotiating advantageous positions for power, money and problems-solving responsibility. Etzion. (1975:80) sees inter-governmental relations as the relationship that takes place among the different levels of government within a given state.

The implication of the foregoing is that inter-governmental relations connote cordial or harmonious relationship among the various levels of government and their agencies, be it at the Federal, State or Local Government levels. If we reduce our analysis squarely to a Federal, State, we will at once see that inter-governmental relationship is dominated by the association between the Federal Government and its federating units and other

agencies and parastatals of government at all levels. The sphere of authority is very often defined and enshrined in the Federal Constitution. (Abonyi. 2007:5). Intergovernmental relations can be defined as the interactions that take place among the different levels of government within a state. Usually, the concept is associated with states having a Federal administration system where the relationships between the Federal, Central or national Government and the major sub-national unit (province, region or state) are formally spelt out in the constitution and any re-arrangement must be through a constitutional amendment involving all the levels of government. Although, the emphasis in the analysis of inter-governmental relations (Inter-governmental Relations) is on Federal-State Relations, the full picture also includes how both levels relate to the Local Government units established within each state. The result, then, is that a full analysis of inter-governmental Relations within a Federal administration system must cover the following: Federal – State, Federal – State – Local, Federal – local, Inter-State, State-Local and Inter-Local Relations (Ralph 2004:174).

The definition and sharing of the State as well as the resources to accomplish such goals is the primary thing in democratic system such, inter-governmental” sharing is normally done in the basis of perceived importance, coverage and capability of each level of government and especially in Federal democratic systems, it is enshrined in the country's constitution. Secondly, another objective of the inter-governmental relations is bilateral or a multitude of pursuits of conflicting self-interest in the areas of first business undertakings, personnel and information exchanges, grants of extra-territorial rights in service delivery and the pooling and co-ordinations of resources and efforts, aimed at attaining greater economy and effectiveness in operations (Ofoeze. 2002:45). According

to Adamolekun (1983:39), this is the interactions that take place among the different levels of government within a country.

In concept of inter-governmental Relations, as earlier stated, is not the same thing as Federalism. While no single definition of Federalism is generally accepted, it can be described as the contractual and Legal Status between the national (Central) government and the states and to some extent between both the national and state governments and localities. Intergovernmental relations, however involved the while range of interactions among all types land levels of government (Bingham & Hedge, 1991:42).

Obi (2004:95). in his own view, sees IGR to mean the complex patterns of interactions, co-operations and inter-dependence between two or more levels of government. It is further described as a plethora of formal and informal relationships and transactions that develop among levels of government within a nation state. In Nigeria, for example, it refers to the interactions that exist among the Federal (Central or National) states and local governments, slate and stale interactions, state and local interactions or local and local interactions. All these put together refer to the pattern f intergovernmental relations. To Olugbemi (1980), IGR refers to a system of transactions among structured levels of government in a state. Intergovernmental relations is commonly associated with a federal system of Government, it is also applied in a unitary state where it referred to as the interactions between the National Government units.

In a unitary state, inter-governmental relations would be referred to as the interactions between the national government and the sub-national governments. However, the constitutional allocation of governmental functions between Federal and regional governments in a Federal system is absent. It is the central government that determined

which functions it allocated to the sub-national governments. The central government can also decide to -modify the functional allocations without consulting the lower units. Furthermore, the central government in a unitary state can unilaterally determine both the substance and the style of inter-governmental interactions. (Adamolekun (1983:45). This kind of jurisdictional interaction, separation of powers or constitutionalized mechanisms of checks and balances do not exist in a unitary or totalitarian system of government, because of in-built systematic contradictions. In such systems of government, the subordinate levels of government are glorified level of authority or mere rubber stamps. They lack actual jurisdictional powers and/or autonomy to determine what role to assign to the subordinate levels of government and the central government can decide to alter its decision without the consultation of the subordinate governments.

This does not mean that in a unitary system of government we do not have measures of inter-governmental relations but a basic point to note here is that such subordinate government does not have the same attitude of freedom as a Federal System would offer. (Adamolekun 1983:47). The more vital point to note is that inter-governmental relations are described for the overall efficient performance of the entire system, for the mechanisms of checks and balances and to avoid crisis of confidence in the process of governance. Again, there are numerous variations in the nature, structure and/or patterns of intergovernmental relation's from one country to another — a state of affairs which arises principally from the differences in culture, tradition, history, origin of the state, party system and system of state organization of the different societies. The outcome therefore, is that there does not exist any one best system of inter-governmental relations for all countries and for all time, rather it all depends on the peculiar circumstances of

each society, indeed, even within a particular country, the system of inter-governmental relations is not static but varies from one period to another. Besides, even the transactional processes among units of government are not always smooth and cooperative. Indeed, an inter-jurisdictional conflict seems to be the rule rather than the exception. (Ofoeze, 2002:44).

In essence, inter-governmental relations can be seen as relationship between all levels of governments within a political system. Inter-governmental Relations in a federal System, like Nigeria, has taken an important dimension in recent time due largely to the concern now given to the importance of cooperative Federalism as well as the fading away of dual Federalism. Dave (1980) noted that inter-governmental relations admit that the constitution cannot spell out all relations in a Federal system and that division of duties and responsibilities cannot be absolute. I-Ic also believes that inter-governmental Relations refer to the whole array of activities intended to iron out the conflict inherent in a Federal arrangement and that it stands on the premises that force, coercion or confrontation may be counter-productive.

2.3 Administrative Mechanism for Managing inter-Governmental Relations

In some federal administration systems a number of administrative mechanisms have been devised for managing inter-governmental Relations. In Canada, for example, the emphasis is on the use of periodic conferences of political leaders and appointed officials. This approach is also a common feature of intergovernmental relations in a few other Federal systems such as Australia, Nigeria and India. In each of these countries, the two major subjects for discussion are Finance and Economic policy.

Making reference to Canada, the most important conference is the annual premiers' conference. Matters relating to finance and economic policy usually dominate these conferences. During the past two decades the number of meetings and conferences at the level of both political leaders and administrators had increased tremendously in addition to meetings involving Federal and provincial and provincials-local relations. By the late 1970s the Federal Government has established rank called the Federal Minister for intergovernmental Relations. (Admolukun. 1983:96).

Okoli & Onab (2002: 120) however, brought the issues home to Nigeria, when they asserted that inter-governmental administrative relations are constitutional machineries established in Nigeria for the maintenance of inter-governmental relations. Some of these institutions include the National Economic Council, the National Council of States, the Liaison Offices, the State Local Government staff etc. There have also been series of conferences organized for leaders and officials of the various levels of government. Virtually, every aspect of government activities has been covered by either, Federal-State or inter-State conferences or combination of the two. Conferences have continued to be the greatest for inter-governmental relations in the Nigeria context, but besides that, some machinery have help matters. The existence of such offices as the special Assistance to the Governor on Local Government matters in a State (such as Nasarawa) ensures a State-Local Relation. The membership of slate appointed members to the local Government service Commission has been another way of ensuring these inter-governmental relations.

Conferences as mentioned above, constitutes the major tool for managing intergovernmental relations. Hence, (Okoli and Onah 2002:124), observed that between

1981 and 1989, there were over Iwo hundred conferences and meetings held at both the Federal, State and Inter-State levels. Some of these conferences they continued include:

- i. The Bi-annual conference of Commissioners. for Local Governments.
- ii. The National conference of the Ministers and Commissioners for Finance.
- iii. Meetings of Secretaries to Governments of the Federation.
- iv. The National Conference of Ministers and Commissioners.
- v. Meeting of Accountants-General of the Federation.
- vi. Meetings of Civil Service Commissioners of Oyo, Ondo, Ogun, Lagos States.

An interesting question is the extent to which officials at the Federal, State and Local levels engage in hierarchical (meaning superior subordinate) and bargaining - negotiating patterns of relationship. The dominant pattern is like to change from time to time and the crucial factors at any given time will most certainly include: the relative position of each level of government in the intergovernmental Relations system, the behavioural pattern Of the political actors and the quality of staff available at each level of government (Ralph 2004:196).

2.4 Inter-Governmental Fiscal Relations

Nigeria's fiscal Federalism is anchored on economic, political, constitutional, and local and cultural developments. The country runs a Federal structure but during the period of military rule, the structure of government was more unitary than Federal in practice. The country's Federal structure grew from three regions in 1060 to four regions in 196. Between 967 and 1970, twelve states were created and by 1 976 the number of states stood at nineteen. It increased to twenty-one in 1987 and further increased to thirty in 1991 with a separate Federal Capital Territory Abuja. Presently there are thirty-six States,

a Federal Capital Territory and seven hundred and seventy-four Local Governments. Consequently, the structure is a three tier or level of Government; the center (Federal), States and Locals Governments, within a presidential system of government. (Isawa 2007:93). The increased number of sub-national governments (state and local government has been driven more by agitation and attempt to reduce ethnic tension rather than economic viability. Ironically, the lower centers of government, particularly the local governments, have been centers of economic development. This is not to suggest that development was not considered as a variable but it was a secondary consideration. (Isawa 2007:95).

The Fiscal Inter-relationship between the three-tier of government has been contentious over the years. In recent times, the revenue allocation matter became heated when minority States (of South-South Zone) at the National Political Conference staged a walk-out as a result of disagreements over the derivation principle. The crisis in the Niger Delta area of the country hinges on the revenue-sharing issue. Hence, the next decade will pose challenges for the leadership of the Nigerian State and her policy-makers as they tackle the fiscal relationship among the three level of government. Nigeria operates a federal structure of government under the 1999 constitution, guarantees the existence of the Federating units. The functions of the Federal Government are contained in the Exclusive list, that of States on the concurrent list where conflicts exist, the exclusive functions of the federal government dominate. The constitution spells out the assignment of functions and areas of fiscal jurisdiction among the various units of the Federal system (Ralph 2008:69).

The 1990 constitution, section 4 (Second Schedule), shows the Exclusive Legislative list comprising the responsibilities on which only the Federal Government can act, the state governments can act. In addition, section 4 (7a) assigns the so-called residual functions to State governments. There are functions not indicated either in the Exclusive list of the concurrent legislative list. Section 7 (5) of the constitution provides for the creation of local government Councils with responsibilities set out in the fourth schedule of the constitution. The federal units often give up sovereignty in certain aspects of their operations in order to achieve the benefits of natural unity in some areas of government activities while retaining some measure of autonomy in other areas. Inter-governmental fiscal relations can be situated within the concept of federalism. Therefore, federalism connotes a system of government where revenue and expenditure functions are divided among the different levels of government. This is done to enhance the delivery of services at all levels of government. It is generally agreed that revenue generation and spending responsibilities, inter-governmental transfer and the administrative aspects of fiscal decentralization remain the real issues in inter-governmental fiscal relations or fiscal federalism. Therefore, Nigeria's fiscal federalism involves the allocation of expenditure and tax-raising powers among the federal, state and local governments. The argument is that fiscal federalism/decentralization is good for any economy since it enhances better service delivery and stimulates growth and development. It is important to state that contrary views do exist. (Isawa 2007:98).

It is clear that fiscal arrangement are the consequence of a federal structure. The types of fiscal arrangements ought to affect the nature of the federal structure. The main problem centers on how to put in place, a federal structure that would be conducive to national and

equitable allocation of the country's resources among the different sub-national governments in order to reduce intergovernmental and inter-group tensions. In addition, other problem in Nigeria's fiscal arrangement include power sharing and the apparent imbalance between the expenditure responsibilities assigned to the different levels of government and the tax power available to them, state and local government power in the part of the federal government. The allocation of functions among federating units is more of a political than an economic exercise and there may be no stated principles underlying such allocations in the Nigerian Federation. (Okoli & Onah 2000:100). The financial aspect of the affairs of the various levels of government could be said to be the cord that hold them together. This is why Okoli and Onah (2002:43) add that financial transaction are important area where the various levels of government must come to agreement of development is to be enhanced. Revenue allocation as aspect of finance, dominated intergovernmental relations in Nigeria since 1954 and there about.

Ugwu (1998:45) acknowledging these facts believe that the argument over the fiscal policy in Nigeria has been hinged on the thorny issues of revenue allocations and the criteria upon which distribution of revenue should be based. There have been conflicts and disagreements over the most acceptable formular or principle which should determine allocation and the relative weight to be attached to each criterion. The disagreement of the subsequent revenue allocation formulae hindered inter-governmental relations in Nigeria. For example, the first commission set for this assignment (known as) the Philipson Commission recommended derivation and even development in 1946 as the most feasible platform for the distribution of national resources, hut the state did not find it comfortable as Eastern and Western regions expected greater allocation since more

derivations came from those two while the North, from where less derivation was made did not find the formula acceptable either. (Abonyi 2005:64). In 1951, the Hick Philipson Commission in lieu of the Philipson recommendation recommended independent revenue derivation and need. But it became difficult to determine what constituted need and even at that, all the formula could not stand the best of time. It therefore, had to be changed (Abonyi 2005:64).

Consequent upon the unworkability of the formula, the Hicks Commission was set in 1953 and it recommended derivation and fiscal autonomy. Again, the meaning of fiscal autonomy remained elusive in relation to the fundamental of Colonial Economic Policy of Monopoly, Marginalization and Exploitation. (Okoli and Onah. 2002:160). In 1958, the Riesman's Commission recommended continuity of existing levels of service, basic responsibility of each regional government, population, balanced development and derivation. Consequently upon independence politics that occupied almost all the available time of the component parts of the government, much agitation was not made but at worst, some of those criteria were found in appropriate as there were conspicuous disparity among them as they existed in the various regions. Such were existing services, responsibility of each regional government, population and the unpredictable issues of balanced development. (Okoli and Onah 2002:165). The independence politics later gave way to the attainment of political independence in 1960 when in turn paved way for a new national constitution, popularly known as independence constitution of 1960. With its constitution came a new formula for revenue allocation based on derivation, equality of states and needs. A formula which was accused of posing a posture of colonial legacy in negation of the challenges of the political order (Okoli 2002:156).

At the creation of an additional region in 1964, Mr. K. L. Bims was appointed to review the allocation of the Distributable Pool Account to accommodate the newly created region-mid west. The commission recommended that the Distribute Pool Account be raised to 30%. West - 20% and Mid West 1%. (Ugwu, 1998:47). A recommendation which its implementation became a still born, as it was not implemented until 1966 when the military usurped power. A Revenue Allocation Revenue Committee was set up in 1968. The Revenue Committee was known as Dina Committee and it submitted its report in 1965, but the report was rejected for lack of objectivity and for exceeding its mandate and ignoring its terms of reference (Ugwu. 1998:48). Other revenue allocation formulae according to Gboyega (1988:66), include the one by Aboyade in 1978 and other by Okigbo in 1980 which identified areas of rivair between the various ties of government over resources. The Aboyade Commission proposed the ratio of 60:30:10 percent as a basis for sharing revenue among the Federal, State and Local Government tiers. This was rejected for its high technicality and insufficiency.

The Okigbo Commission in trying to remedy the situation came with the following formular:

Federal Government	-	53	percent
State Government	-	30	percent
Local Government	-	10	percent
Special Fund	-	7	percent

Through this recommendation created a considerable conflict in the National Assembly, it was accepted with a little modification thus:

Federal Government	-	50	percent
State Government	-	30	percent
Local Government	-	13	percent
Special Fund	-	7	percent

All these while, the issue relating to derivation has been fading out. Hence, Gboyega (1998:69) contend that: the issues of derivation were only emphasized in the period of agricultural export boom, by 1978 when oil exports had all but disappeared, the derivation principle was accorded insufficient importance. The creation of the Distribute Pool Account, (DPA) in 1959 marked an early turning point. The derivation principle was slowly phased out by increasing emphasis on the needs principle. Although the population criterion was also introduced later, the difficulties surrounding the reliability of census figures made its use as a basis for revenue allocation difficult. In the politics of revenue sharing, various state in anticipation of potential benefits from presenting a high population figures, inflated their population sizes. (Gboyega.1988:58). As time went on, precisely in 1982, the allocation of the government revenue changed thus:

Federal Government	-	55	percent
State Government	-	35	percent
Local Government	-	10	percent

The formular has to be changed, once again in 1 985 by the regime of General Ibrahim Babangida to take the form of:

Federal Government	-	55 percent
State Government	-	30 percent
Local Government	-	10 percent

While the remaining little percentage was to be left for the mineral producing areas, the development of mineral producing state and for the amelioration of ecological problems. Abacha's regime later had to change the formular in favour of the State and Local Governments and at the expenses of the Federal Government. Hence, the formular was then pruned to:

45 percent for the Federal Government
35 percent for the State Government
20 percent for the Local Government

From the foregoing, it has been clear that what keeps the government together borders on the allocation of the common fund. However, it is obvious, just as we have said earlier that the Inter-Governmental Relations in Nigeria, is almost, it not all aspects, has assumed a master-servant posture. The Federal Government has been seen to be taking the lion's share of the revenue allocation among the other levels of government which speaks volume. But be that as it may, the amount allocated to each level is relative to the functions to be performed by each. It therefore, follows that the functions of the Federal Government will exceed them on revenue allocation. The ultimate point should be that for smooth intergovernmental relations to be ensured, a cordial relationship and not

control (as is obtainable between State and local governments) should be enthroned. (Abonyi 2005:68)

This issue according to Wheare, (1953:112), is the best way of ensuring inter-governmental relations in a Federal State as he posits that if government authorities in a Federation are to be really co-ordinate with one another in actual practice as well as in law, it is essential that these should be available to each of them under its own unfettered controlled, financial resources sufficient for the performance of the functions assigned to it under the constitution.” The judiciary is the third arm of the government and its major function is the interpretation of laws and application of existing laws to particular cases. In other words, its basic responsibility is to adjudicate in disputes between the citizens and government or among citizens.

Ranney, (1975:80) contends that in any modern society, the judiciary is regarded as sacrosanct and the trustee of individual liberty and freedom from the weight of property and establishment. Ideally, it is argued, the judiciary is supposed to be totally independent of other organs or aims of government if it is to perform its functions without fear or favour. The men and women who are saddled with the onerous task of dispensing justice must be above board, honest, incorruptible, independent, impartial and well-versed in legal principles and practice. Fairness in the performance of its duties is very essential; a judiciary with honest, knowledgeable and impartial bodies such as a judicial service commission. The tenure must be secure, remuneration must be from consolidated fund not from any executive appropriation and judges must be made reasonably comfortable. The functions of the judiciary includes: settlement of disputes between levels of government and among citizens, preventions of illegal acts, assurance of declaratory

judgments, judiciary review, interpreting the constitution, protection of individual rights by constituting a check on the arbitrary use of power by government. The legislature holds the financial key of any democratic government. In other words, the legislature has the exclusive right to control and approve the appropriation of public funds to all the other arms of government. (Abanyi 2005:69). Section 159) Sub (16) of the 1999 Constitution states:

“An appropriation bill or a supplementary appropriation bills, including and other bill for payment, issue or withdrawal from the Consolidated Revenue Fund or any other public fund of the Federation of any money charged thereon or any payment, issue or withdrawal and (I b). A bill for the imposition of or increase in any of or increase in any reduction, withdrawal or cancellation thereof”.

Section 59(a) also stipulates that where one house of the National Assembly fails to pass an appropriation bill, two months from the commencement of a fiscal year, after the same has been passed by one house, the Senate President shall within fourteen (14) days following, arrange and convene differences. Where this fails, the bill is presented to enlarged committee of all members of the National Assembly whose decision is fiscal. The point being made is that government cannot spend any money without the authorization of the legislature. However, section 81 of the 1999 constitution authorized the president to incur expenses in the running of government from the consolidated Revenue Fund not exceeding a period of six months within which it is expected that the appropriation bill will come into effect. Even the appointment of Auditor-General. Accountant-General etc is subject to legislative approval. (Abanyi 2005:81).

In essence, while it is the function of the legislature to approve budgets and expenditure, it is the duty of the executive to appropriate the money to the various organs of government via the stipulated financial instruments. While the executive appropriates the fund in line with budget approvals, it is also the responsibility of the legislature to

monitor strictly the process and compliance to budget proposals has a capital and concurrent expenditure, it must state its expected sources of revenue and account for every kobo given or generated. There are no inter- departmental lending and the law stipulates strict financial guidelines breach of which is seriously sanctionable. Each organ of government is a watchdog over the other and it is as such as close web of fiscal, interaction between or among them. (Abonyi, 2007:28).

Even in a military regime, there still exists a quasi-legislative body and there is a semblance of separation of power-though limited in operation. The supreme military Councils for example would normally approve an annual budget and the executive is there saddled with its implementation. Whatever, the level of separation of power in a military regime, there is always the tendency to breach the provisions of the constitution, but this is not so in democracy. In democracy, there is a constitutional government and there is also separation of powers. Each arm of government has authority over its constitutionally allotted sphere. The president for instance does not and cannot take part in legislative deliberations though he may go there on formal invitation by members. The constitution also provides the president the opportunity to deliver his annual budget speech to a joint session of the house. From time to time the president may be allowed to present to the National Assembly “a state of the Nation” address. However, the constitution requires the central parliament to grant financial assistance to any state on such terms and conditions as the parliament thinks fit. Furthermore, there exists a grants policy whereby the central government can grant financial assistance to the states and the local authorities. The grants made to local authorities are paid to the states but with a very

clear prior that the moneys so paid are distributed in a prescribed manner to the local authorities within each state (Nwatu 2004:1 88).

In general, the Central Government makes two types of grants to the states. First, there are the tax reimbursement grants that are made unconditionally to each State. Second, there are the conditional grants, which are financial assistance grants made upon conditions set down by the central government. Over the years, there has been a serious controversy over the tendency of the central government to exceed its legislative powers through a deliberate manipulation of the conditional grants. The most notable period in recent times was between 1972 and 1975 when the labour government used conditional grants to implement nationwide policies in the areas of education, urban development, community health, legal aid and urban transportation. The objective of the government was to achieve a measure of reform and uniformity throughout the states including the areas of the local authorities. Although the scope of conditional grants has been somewhat reduced since 1976, what remains is still considerable and several states still accuse the central government of exceeding its legislative powers. The only important development of the late 970s has been the fashioning out of a fixed revenue-sharing formula in respect of personal income tax revenue which is shared as follows 64:78 percent to central government. 33:6 percent to the state government and 1.52 percent to the local governments. (Ralph 2004:189).

While the federal government enjoys considerable latitude as a lender, state and local government's power to borrow is highly restricted. This Favours federal dominance of the inter-governmental Relations System. Federal grants-in-aid have been defined as the payment of funds by one level of government to be expended by another level for a

specified purpose, usually on a matching basis and in accordance with prescribed standards or requirements. It is impossible to one and for all, device a fiscal system that perfectly aligns financial power with assigned or constitutional responsibilities, this is particularly so in Federal system. Meanwhile, the Federal and State have more financial sources and: generating capacity than the state and Local Government respectively. Invariably, fiscal transfer through the grants Practice represents a good device for adjusting the inelastic revenues of the states and local governments to their continually expanding responsibilities. (Nzete, 2009:212). In this connection, in a Federation where more often than not, in spite of the quest for the achievement of certain national minimum standard as well as the equalization of opportunities, the problem of fiscal imbalance always stand around, the conditional grants practice provides a good survival and development strategy. In this regard a disproportional imbalance in the tax burden across the country cannot but encourage population and resources movement away from those power states/regions where the burden is not only comparatively onerous, but also where the expenditure capacity of government in such that growth and development continue to be hampered, thus further aggravating the situation in those states/regions, Grants may, therefore be disbursed in favour of comparatively poorer states/regions in order to improve the capacity of these states; government also provides better services and equally lessens the burden of taxation on the citizens they serve. Hence, conditional grants are used to redistribute national resources in pursuit of balanced and even development.

In addition, each state shall maintain a special account to be called “state Joint Local Government Accounts” into which shall be paid all allocations to the Local Government

of the State from the Federation Account as well as from the government of the state. In reality most states are reluctant in releasing funds due to local government Councils; state governments found all sorts of excuses not to channel funds to local governments. It would be more interesting if the refusal to channel funds is based on lack of satisfactory performance by local government Councils. Under this scenario, it would be necessary to devise benchmarks for measuring performance. Otherwise, State Governments ought to implement the constitutional requirements of transferring funds from the Federation Account and from State Government to Local Government Councils. It is important to state that most local government has used the non-receipt of funds as the reason for lack of adequate development projects in their jurisdictions. (Elaiw 2007:106).

2.5 Inter-Governmental Relations in Nigeria

The dynamics of the Nigerian Federation and the Nigerian Constitution make IGR a political imperative. With over four hundred lingo-cultural groups, a population of over 120 million, thirty-six state and a Federal Capital Territory and 774 Local Government, IGR in Nigeria inevitability, over the years the pendulum of Federal associations among groups has swung between centrifugal and centripetal forces, as Nigeria sought to adjust the Federation. As Nigeria used the framework of Federalism to manage her conflicts, she has found that intergovernmental relations is a necessary mechanism to promote cooperation, manage conflicts, respond to changing circumstance and deliver services more efficiently. Intergovernmental Relations is basically a mechanism for managing conflict and delivering services. Institutions and processes of Intergovernmental Relations services to:

- (i) Promote Co-operation among Governmental Units

- (ii) Recognize and manage conflicts.
- (iii) Deliver services more efficiently and
- (iv) To respond to changing circumstances.

Formal and constitutional institutions also exist for IGR in many Countries as well as adhoc meetings among members. There are institutions and processes of IGR and they r include constitutional constitution, statutory institutions and informal/adhoc institutions. There have changed over times, depending on the Constitution and the system of government in operation. Looking at the constitutional institution, these are constitutionally provided institutions of IGR and they include:

- The National Assembly - Section 4(1) of the 1979, 1989 and 1999 constitutions state clearly that ‘there shall be a National Assembly for the Federation which shall consist of a Senate and a House of Representatives. Representing the whole Federation on the basis of population in the (House of Representatives-HOR) and on the basis of equality of states (in the Senate), the National Assembly in an open legislative institution of IGR. It is powers of legislation over appropriation bills control over public funds, contingency fund and investigation all makes the National Assembly an important inter-governmental institution in the constitutions.
- The Supreme Court has the final power of arbitration in civil, criminal and constitutional matters. In Nigeria’s Second Republic, State. Governments took the Federal Government to court over revenue sharing formula and the Agricultural Development Basin Authorities. Individuals and Corporate groups also went to the court to seek redress.

- The Council of States-This is essentially one of the advisory executive bodies contained in the constitutions of 1979, 1989 and 1999. Its functions include advising the President with regard to the conduct of national census, prerogatives of mercy, award of national honour, the Independent Electoral Commission, the National Judicial Commission, the National Population Commission and on public order. The membership of this body also reflects its intergovernmental nature.
- The Federal Character Commission is another constitutionally guaranteed executive IGR's agency. The functions of this agency include working out equitable formula for the distribution of all cadres of posts in the Federal and State public services, promoting, monitoring and enforcing compliance of proportional sharing of public offices and taking measures to enforce such compliance. Given various complaints about injustices/unfairness in the distribution of public services positions among components units of the Federation. The importance of this Commission cannot be over emphasized. This agency is expected to carry out the constitutional provisions in Section 14(3-4) of 1979, 15(3-4) of 1989 and 14(3-4) of 1999 constitutions which states that the composition of the government of the Federation or any of its agencies and the conduct of its affairs shall be carried out in such manner as to reflect the Federal character and the need to promote national unity.
- The Independent Electoral Commission (INEC) has the functions of organizing, undertaking and supervising all elections. There is a provision for State Electoral Commission in each state of the Federation. It also has the function of registering political parties, monitoring the organization and operation of political parties and annually examining and auditing of the funds and accounts of political

parties. This commission registered the three political parties. The Peoples Democratic Party (PDP), the All Peoples Party (APP), and the Alliance for Democracy (AD) which formed the crux of Nigerian's Fourth Republic from May 29, 1999.

The National Economic Council (NEC) has the powers to advise the President concerning economic affairs of the Federation and in particular on measures necessary for the coordination of the economic planning efforts or economic program of the various governments of the Federation.

The National Judicial Council has the power to recommend appointments to the bench at Federal and State levels and FCT. It can also recommend the removal from office of the judicial officers and exercise disciplinary control over members of the judiciary.

The National Population Commission has the functions of undertaking periodic enumeration of population through sample surveys, census etc, continues registration of births, deaths, advising the president on population matters and providing data/information on population for National Planning and development.

The Revenue Mobilization Allocation and Fiscal Commission is responsible for monitoring accruals to and disbursement of revenue from the Federation account. Periodically reviewing the revenue allocation formula and principles in operation to ensure conformity with changing reality advising federal and state government on fiscal efficiency and methods by which their revenue can be increased and determining the remuneration of the President and Vice President.

All these executive IGR institutions are constitutional. The long period of military rule “froze” the activities of some of these agencies but they are again operational. Ironically, many of these agencies were created by various military administration but they are now operating fully to carry out their mandates.

Statutory Agencies are inter-governmental institutions that are backed by law and most them were established under military rule. This is evidence that even under the military’s hierarchical structure of authority, it was still necessary to establish institutions of IGR in order to resolve conflicts and or deliver services. Among such IGR institutions are:

- The Directorate of Foods, Road and Rural infrastructure (DIFRRI) to open up rural areas, provide essential services such as water supply through borehole, rural electric power supply and roads. Essentially, this programme was aimed at making the rural areas more attractive and thereby reducing the rural-urban drift. Rural development is really the function of state and local governments. Since the Federal government’s intervention as these areas was deemed necessary, DIFRRI was established as IGR institutions. State government were to contribute 25% of the total fund for DIFRRI projects while the rest came from the Federal Government. While DIFRRI headquarters managed the funds, state governments and State DIFRRI offices (under State Governments) execute these projects. Between 1986-1989, DIFRRI has opened up 30,000 km untarred road to rural communities, supplied portable water to 250 communities and had reached advanced stages of installation of rural electrification in 227 Communities. This agency exhibited successful performance for about five years,

after which it become bureaucratized and suffered from corruption on the part of the operators at state and local levels.

- The National Council on Inter-governmental Relations (NCIR) was established July 1992 to closely monitor the operation of the Federal System, giving continuing attention to inter-governmental relations in the Nigerian Federal System, study conduct research and maintain data, recommend solutions to problems of inter-governmental relations and necessary forms of improvement, play mandatory roles in resolving conflicts and establish contacts with other. Organizations with similar objectives. A major problem of NCIR was bureaucratic suffocation, which even starved it of funds. In addition, NCIR had no independent source of funds that was necessary if it was to mediate among tiers. of government and to remain neutral.

Some other institutions of IGR under Statutory institutions include: Boundaries Commission - The National Directorate of Employment (NDE); The National Planning Commission and the National Primary Education Commission. Under the Ad-hoc or Informal bodies and Agencies; they are useful in bringing together Federal, State and Local Officials in a particular policy area. They also help to smoothen intergovernmental relations and encourage co-operation among component units of the Federation. The various National Councils in Education, Agriculture, Health, industry, Information, Tourism and Finance are usually meetings among Ministers at Federal and State levels to bring State and Federal political executives together to harmonized policies in the interest of the federation.

All the above institutions of IGR are important in managing conflict and responding to changing circumstances in the Nigerian Federation. While IGR institutions are

useful, they also carry with them the baggage of their own problem, which need careful attention. Some of the tension, which arise in the Nigerian Federal, emanate from the overlap pf functions among tiers of government. They are derivable from the kind of pulls the tension arising from attempt at delicately striking a balance between centripetal and centrifugal forces. These become very evident in the relations between Federal and State governments, State and Local Governments and even in the relations among state governments. (Isawa, 2005:129). There is provision in the 1976 constitution of the Federal Republic of Nigeria at the Second schedule of the constitution of the formal division of power between the Federal and State government with defined functions in section 7th and 4th schedule of Constitution, respectively. The independent form given to these levels therefore did not mean that there should be no relations among the levels of government in Federal Republic of Nigeria. Since 1976 when the Nigerian Local Government Reform come local Councils a uniform posture and the constitution that come subsequently (in 1979) recognized it as the third-tier system of government, the story had remained the same.

In the present democracy, the local governments are assigned roles and functions partakers in the inter-governmental relations which makes hitherto prevail existed between only the central and state or regional government alone. At the end of the reform of the local government and the consequent execute olfaction of the officials in the Council level Annual conferences of chairmen of Local Government in Nigeria started off. Also, the biannual conference of Commissioners for Local Governments and creation of an executive office of special Assistant to the Governor on Local

Government matters etc all as avenue or for inter-governmental relations between the local government levels and other levels or among local governments started off. Hence the new local government system in the new democratic Nigeria. in all its fundamentals has redefined;

- (i) The power-relations between the states and the Local Governments.
- (ii) The power relations between the state and the Federal Governments in their combined relations to the government and
- (iii) The relationship between the local government and Federal Government.

Having reviewed the evolution of the institutions and processes of IGR and intergovernmental interactions, essentially in terms of the relations among the levels of government (Nwatu; 2004), argued that it was necessary to emphasize that a full analysis of intergovernmental relations must also focus on the ordinary citizens reactions and of the activities of the public official who operate at the different levels of government. Also the attitudes and roles of both political leaders and appointed officials at the different levels of government throughout the period under review (1954-81) have significantly influenced both the substance and style of Inter-governmental Relations in Nigeria. (Ralph 2004:20).

2.6 The Effect of Inter-governmental Relations on Local Government Administration in Nigeria

The impact which, intergovernmental relation has on local Government Administration in Nigeria can be considered under the following points:

(1) **Resource Distribution** - Government decision as to who gets what, where, when and how thus becomes a distribution issue. Equity in the distribution of resources becomes necessary if conflicts are to be avoided. As individuals or groups compete to maximize their share of allocatable resources, conflicts easily emanate, requiring urgent attention to ensure the smooth operation of the system. Distribution of resources however must address two issues:

- (a) The increase in the production of allocatable resources (the supply side).
- (b) The nature or basis of the distribution of these resources among groups (the demand side).

Distribution of resources is important because it is a determinant of the pattern and the nature of development among sub-national units. Efforts must be made to avoid over-concentration of resources in few “poles of growth or centers” of strength of maximize short run capacity in order to avoid crisis. (Isawa. 2007:76). Resource distribution issues in a Federal, also give rise to a conflict between capacity and equality among the various units which form the federation. As (Elaigwu 2007:77) explained the situation, “the conflict between capacity and equality for a Federation may be seen as the overall development of a country on the one hand and even development among sub-national units of a federation fork purpose of political stability.

Therefore, in this case, local government due to the power given to it through the constitution has it own autonomy share of resource distribution which helps it develop rapidly. Equity in the distributive process calls for equalization of income through transfer. This implies that it is the obligation of the Federation to see to it that the citizens of each state can enjoy a given minimum level of public services. If anyone state or local

government is too poor to provide this minimum level even though a required minimum degree of tax effort is made, the Federation steps in. These have had a positive effect on local government administration in Nigeria leading to its growth and development. (Ralph 2008:62).

(ii) **Grants** - Grants are also made where there is no intention to interfere with local choice, the objective being one of fiscal equalization. Some jurisdictions (State or Local) enjoy a high taxable capacity (i.e. the tax rate needed to obtain a given level of revenue is low) and have a relatively low level of need (i.e. the amount required to provide certain service levels is small). They are thus in a fiscally strong position, as measured by the ratio of capacity to need, others are in the reverse position. The central government may then wish to equalize fiscal position through various ways. The central government may wish to secure common minimum levels and adjust its grant; policy to secure this objectives, the central government on the other hand may wish to equalize actual service levels and for this purpose impose such matching grants (where to levels) or taxes (where needed to lower levels) as are required to secure equalization. (Nzue 2009:101). Again, due to interrelationship between the three tiers of government, local government receive grants from the State Government, Federal government, Banks and other Financial institutions that will help develop local government administration as a whole. (Unpublished work, 2008).

(ii) Intergovernmental relations have had a serious impact on local government administration through revenue sharing and allocation. Revenue sharing and allocation is one of the most important examples of inter-governmental grants. In this case, since 1946, revenue allocation has continued to dominate the arena of IGR in Nigeria

culminating in intergovernmental conflicts. The process of colonial reconstruction of Nigeria began with the adoption of regionalism itself immediately raised the question of acceptable formula. For revenue allocation between the central government and the constituent units like the local government.

The dialectics of revenue allocation and the complexities of the indices that have been used in arriving at acceptable formulae have generated so much controversies (conflicts) and disenchantment with the result that the promises that the Nigeria nation held at independence have been dinned and diminished by the reverberations emerging from perceived inequity generated by the various formulae that have been used and discarded, one time or the other. (Nzute 2009:109). The search for an acceptable revenue allocation formula has led to the adoption of several principles and economic indices that have in various combinations been used, faulted, discarded and reinvented through the instrumentalities of revenue allocation commission such as Phollipson's (1946), Hicks Philipson's (1951), Raisman's (1958), Binns' (1964), dma's (1968), Abonade's (1977) and Pius Okigho's (1980) commissions. To that effect, struggle for the allocation percentage between the Federal, State and Local governments has been in it high rate. Where the Federal will like to take k50% of the allocation, state 30% and local 20%, the state and local might be feeling that the Federal has cheated on them, then the struggle continues. (Asogwa 2009:140).

Intergovernmental interaction may reduce the problems associated with inter-tier conflicts. Under the Obasanjo administration, state and local governments were treated as virtual extensions of the Federal Government. Some of the available conflicts in the Federation under - the fourth Republic device from the hangover of the military regime in

which the center has grown titanic curbing the unnecessary adventures of the center have become a problem. There are many arenas of cooperative intergovernmental relations. Politicians at this stage of Nigeria's development are either ill-equipped to deal with these problems or are un-willing to establish normal inter-governmental relations even when constitutionally provided. Like most things in nation states, there is a need for mutual compromise to enable fairness, justice and relative equity to lubricate the wheels of the Federation. It is hoped that with more discussions and collective experience, the politics of distribution will not be a danger to the Federation. (Elaigwu. 2009:76).

Moreover as increased pressures are exerted on the limited resources of the nation, how these resources of the nation, how these resources are shared among competing components of the Federation will continue to be called to question. All tiers of government need resources to survive. As demands are placed on each tier of government the struggle for more equitable resource sharing formulae will continue. The principle of derivation as basis for revenue sharing will increasingly be emphasized because of the needs of the various components of the Federation and the desire to have greater control over resources by the various components of the Federation. The various principles that are currently used become obsolete. As an incentive to ensure greater generation of revenue by the various tiers of government, derivation will be given more emphasis. This can augur well for the nations as each component of the Federation will work hard to generate more internally derived revenue, thus reducing the over dependence on Federation Account. This is a very probable positive development in the future. The over-concentration on Federation Account will need to be reduced as a matter of necessity. In fact, the measure of development of the States would be determined by how much

revenue they are able to raise internally. The current unhealthy situation of over dependence on Federation Account cannot continue to be allowed or be encouraged (Elaigwu, 2007:90). For grassroots development to take place it would be necessary to pass on more resources to the local government tier of the Federal structure. But this will require more stringent measures and increased accountability of the use of funds at that level, The current projects, which give rise to development at the grassroots levels must be addressed, (Ralph 2008:162).

Due to the effect inter-governmental relations have on local government, they were able to generate resources from cottage industries and other productive activities rather than depending on market levies as the principle sources of revenue. But the weakness of these impacts is that local government with few markets cannot raise much revenue. Alternatively, the local people get over taxed in an effort to raise revenue level. Thus, resource sharing must address the necessity for rapid development at the grassroots level. As development gets entrenched at the grassroots level, the Federal level will invariably relinquish some of her activities. This will necessitate re-organizing the resource sharing structure. (Sylvanus, 2009: 203). For development to take place especially at the grassroots levels, horizontal distribution is very crucial. The efficiency in the use of funds at that tier of government must be increasing effected in order to move the nation forward. The clamor for development, especially on the area of poverty reduction can best be achieved through a combination of effective vertical and horizontal distribution of revenue. The formula for revenue allocation has always been an important factor in ensuring that the relationship among the tiers of government in a federation is stable and

that every level experiences a sense of satisfaction. (Ojo, 1989:45) in discussing revenue allocation formula in Nigeria had this to say:

...Nigeria has experience not less than ten formulae and a number of commissions set up to look into the matters. In some cases, the reports were rejected mainly as a result of protests from the units of the Federation either because too much of the revenue was allocated to the center or the wrongs principle was employed in arriving at the formula.

The important of the abode assertion is that revenue allocation formular in Nigeria has been a matter of controversies and politics thereby making fiscal Federation a dominant feature in the arena of intergovernmental relations. Borrowing is an option for any tier of government whose expected expenditure exceeds its expected revenue. The Federal Government can borrow domestically and from abroad. State government can borrow domestically, they can also borrow externally but only with the prior approval of the Federal Government, The local Government Councils can only borrow domestically. Generally, states and local governments are expected to borrow to finance capital projects only. Local government borrows from other levels of government due to the relationship that exist among them. (Isawa 2007:231).

(iv) **Administrative Relations - (Legislative — Executive)** - Due to the relationship between the three tiers of government, state governments are vested with the powers to “enact through the state House of Assembly a law providing for the structure, composition, revenue. Expenditure and other financial matters, staff meeting and other relevant matters for the local governments in the states” subject to the provisions of the constitution. The state government established a Joint Planning Board through a law enacted by the State Assembly. (Okoli & Onah 2002:218). The law provided for the participation of every local Government within the state in the economic planning and development of the local Government area. The National and State Assemblies are

empowered by the constitution to legislate on the creation of new states and adjustment of state boundaries also requires a legislative approval of the local government Councils in the State concerned. The state executive possesses the power to institute a Panel of inquiry into the operations of any local government which does not perform satisfactorily and give appropriate punishment to offenders. He is also empowered to dissolve a local government council if the council fails to discharge its functions effectively and can appoint a caretaker management Committee to discharge its functions. The local Government (Basis constitutional and Transitional Provisions) Decree 1980 has gone far to provide that the President possesses the power to remove any chairman of the Local Government or dissolve the Council and appoint a caretaker. Committee to manage the affairs of the Local government until an election is held. (Ralph 2008:204).

In spite of the 1976 local Government Reform, all the measure taken to guarantee their autonomy, local governments still remain in theory and practice, part and parcel of the State in which they exist. With regard to administrative relation, the Ministry of Local Government, as an Agency of the state government before its abolition in 1988 exercise stringent controls on all the activities of local Governments. All the bye-laws of the local Government Council were approved by the Ministry of Local Government before they came into force. Bicycle plates, revenue receipt books, death and marriage certificates were provided centrally by the Ministry. (Ralph 2008:1680). The annual estimates of the local governments were subject to approval by the Ministry before they were implemented.

The Ministry approved major contracts of the Local Governments before they were awarded. The Ministry exercised very powerful control of local governments through its

inspectorate division, which provided inspectors who visited local governments regularly to inspect their operations in order to ensure that officials and councilors complied with law and regulations. The State Government provided local governments with Financial memorandum which guided their financial management. The Ministry also imposed adoptive bye-laws to Local Government whenever it was deemed necessary. (Nzute 2009:242). Some chairmen of Local Governments and Councilors of the Second Republic were not happy with these excessive control measures exercised over the local government by the State Government. They argued that while the State Ministry of Local Government was a necessary clearinghouse and coordinating center of the activities of the local governments, it had in many ways constituted a hindrance to development and progress (Ralph 2008:169).

(V) **Functional Relationship** — The constitution of the Federal Republic of Nigeria 1979 provides for two sets of local government functions: executive and concurrent. The concurrent functions include primary education, health services and agricultural extension services, industrial and commercial services. In these concurrent functions, the local governments provide them in conjunction with state and Federal Governments. Often the Federal/State Governments provides the Financial resources, in part or whole, while the local governments provide local managerial resources, local political control, supervision and community support. The State Government can prosecute any of the functions jointly with the local governments. It possesses the power to delegate any of its functions to local governments to perform under its supervision and control. Moreover, the constitution provides that the state Assembly can, through law confer upon the local Government ‘such other governments, as their universal primary Education and the

National Health Schemes. Finally, the Federal and State Governments prosecute Community Development programmes with Local Governments. For instance, the Directorate for Food, Roads, and Rural Infrastructure (DFRRI/State Directorate for Rural Development Work with local Governments in executing their projects (Ralph 2008:172).

Staff Matters — Local Government also relate with State and Federal Governments on staff matters. The local Government Service Commission is responsible for the appointment, transfer, promotion, discipline and training of local Government staff. The Federal Government also provides staff training funds and programs for training of local government staff. The Federal Government provided an Approved Scheme of Service for the Local Government which now governs the local Government Services. It also provided the pension scheme and fund, which are enjoyed by the staff qualified for them; The Governor of a State Government holds together regular talks and consultations with chairmen of Local Governments on vital issues of security and general development of the state. He also visits local government areas where he and his officers interact with local Government Officers on their needs and problems (Ralph 2008:164).

In the same way, state Government Commissioners and officials undertake working visits to local government areas where they interact with local Government officers and Councilors on the affair of the area. On the other hand, local Government Chairmen hold regular consultations with the Heads of Federal and State Government Ministers and Departments in the area with a view of recurring their co-operation, coordinating their activities and giving the necessary advice and assistance to their needs and problems.

(Ralph 2008:204). As local Government are units that make up the states which exists in the federation, each level of government is concerned With the task of public security and public welfare, hence healthy and coordinial inter-governmental relations are is indispensable factor for good Government and rapid development. (Okoli & Onah 2002:209).

2.7 Empirical Literature Review

Internal Security

One of the most contentious issues of intergovernmental relations today is internal security. State governors are made ceremonial chief security officers where commissioners of police [who are agents of the national leadership and government] wield the real powers and functions in the states (Erne and Ede, 2009). This scenario makes it very difficult for the improved security of lives and properties and brings to bay the call for state police and vigilante services, The unprecedented surge in insurgency and terrorism across the country today is to a significant extent an offshoot of the dichotomy in the exercise of real functions , in delivery of security matters at the state level. Cases of armed robbery, brigandage and kidnapping in various states of the south-eastern geopolitical zone, militancy in the Niger Delta and present cases of irregular cum orchestrated bomb explosions in the North point to the controversy of who should decide issues of security at the state level and cases of where the governor's political dominance stops. The book haram bombing upsurge prevails in the light of the notion that the governors who are supposedly chief security officers of their various states are in no small measures incapacitated in the delivery of security through the orchestrated structures of imported police force. The Sovereign Wealth Fund/Act.

It was observed in the days of Chief Olusegun Obasanjo that a reserved fund could serve as a buffer to the sustenance of Nigerian economy and the excess crude account was floated as aptly posited thus the Excess Crude Account (ECA) was the main financial nest-egg set up by Obasanjo's administration about few years ago to provide a buffer for the country's perennially precarious financial condition that was prone to the vagaries of incessant crude oil price fluctuation.

At its peak the ECA accumulated over \$20 billion in 2007. However, the contributions expected from states triggered another controversy because states contested that they do not have enough resources to finance their projects and as such was not ready to save while in debt. Some of the state governors wanted all revenues accruable to the federation shared to enable them develop at their own pace following the supposed submissions of fiscal federalism maintaining that the establishment of the account was illegal as it was not provided for in the constitution of the federal republic of Nigeria. In the submissions of the governors, the issue of power generation and distribution sincerely has to be decentralized to give room for the various states to make independent though coordinate efforts and S. arrangements while the resources are shared to facilitate competition in the realization of the millennium development goals at the state level as declared by the United Nations.

Minimum Wage

Another issue of gross public discourse has been the fixing of living wage for public workers across levels of government in the country. Until now heated debates have surrounded the scale of wages and salaries for staff at federal, state and local government levels with the federal workers enjoying a comparative advantage. The government has

shifted from an unstipulated amount to N7500 and N 18000 recently. Workers at local and state levels of government are paid at lower scales in such a manner that a graduate with the local government system in Anambra State receives less than N25000 as an [administrative officer thereby creating unprecedented per chance for federal appointment/jobs. Thus the dichotomy between and amongst workers of different levels of government in the same country who buy their wares from the same markets and pay similar fees for their children leaves much room for discourse. The approval and formal implementation of the new minimum wage of N18000 induced a rife amongst the levels of government. The component units/states made it clear that they could not pay the wages at the current revenue sharing formulae, A handful of the slates is of the view that new wage implies greater application of tax laws on the workers. Basically, the topic of minimum wage for any society should be one that will be predicated on the economy. especially in the specific context of productivity and market forces.

Unfortunately, what is driving the present minimum wage debate in Nigeria are factors that have little or no direct bearing on economics and productivity, hut more on politics and other bane considerations such as corruption, incompetence and the inordinate scramble for the national cake. The establishment of minimum wage regimes is an attempt by the authorities to intervene and protect its citizens from being exploited at the workplace because the difference between slavery and grossly-underpaid job is very little, and any society that abhors slavery and its incidents must necessarily be concerned about relationship between the effort its citizens put into production and the reward that accrue to them as a result. A man whose labour contributes to the wealth of a system

ought to have a commensurate compensation within that set-up, namely a wage that sufficiently takes into account his contribution and, possibly, same incentive.

Ordinarily, in a typical federation, every state or unit sets what it considers as the appropriate minimum wage for- its workers, starting from the governor down to the least paid. The tragedy of the Nigerian situation is that while we seem to clamour for true federalism”, we actively do things that fatally undermine federalism. What is federalism if it does not foster diversity and regional or local realities? How can the governor of Kogi State, for example, want to earn the same wage with the governor of Lagos? The reality in Nigeria is that it is the Kogi governor that would want to earn more than the Lagos governor despite the obvious disparities in the income and material capacity of the two states. We want to run our system like they do in America. We even routinely go there to „learn how to” run a modern federal democracy, but we always fail to see that the governor of New York does not earn the same wage as the governor of Arkansas. The Mayor of the City of New York earns more than many state governors in the US. Why on earth must our governors earn equally? Once that pattern has been set, what then is the moral right to expect workers across the country not to ask for a uniform minimum wage, even if we do not have a uniform economic ability?

2.8 Theoretical Framework

The theoretical framework of the study is based on systems theory as pronounced by Quade in Ocheohe (1998:44). The interaction between a system and sub-systems within the holistic entity is seen in the interacting sub-systems. The system is the entity or the whole.

Therefore, the essence of stem theory is to emphasize the fact that the various sub-systems

must not only be implied in the right order and sequence, but that they must interact harmoniously and in a symbolic relationship to make the whole or the system function satisfactorily. The system approach can be used in the diagnosis of organization and programmes. In that vein, a healthy organizational or governmental system is one in which the various sub system interact in harmonious relationship towards the achievement of organizational objectives. An ailing or defective organization on the other hand is one in which the sub-systems are either not interacting at all or are interacting in a dysfunctional, antagonistic or antithetical relationship. Besides, if any of the sub-system is malfunctioning, this has an adverse effect on the operation of the whole or entire systems, which then becomes an ailing system, because if this one or some of its sub-systems are defective.

The emphasis is on the vital need for co-operation and co-ordination in the management of organization and the need for the various parts of organization to be healthy, well trained and equipped and to work in close co-operation and harmony with all its members/departments in order to achieve the desired organizational objectives and goal.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Research Design

According to Nwogu (1991:50), a research is a plan or blueprint which specifies how data relating to a given problem should be collected and analyzed. It provides the procedural outline for the conduct of any given investigation. In defining design, Odo (1992:4), stated that design means ‘outlining’ the name of the equipment and other materials the researcher intends using and applying same to successfully execute the practical aspect of the research. The researcher used survey study method. The study involved a standardized instrument called inter-Governmental Relations Description Questionnaire, (TGRDQ). The people involved in the study were adults of both male and female who cut across all socio-economic status. The study involved people with First School Leaving Certificate (FSLC) and above. The simple statistical techniques of percentages were employed to the study.

3.2 Population, Sample and Sampling Technique

For any researcher to collect information for a given research work, the researcher must specify the entire group that should embrace the information (Nworgu, 1991:71). Silverthorne, Fisher and Fox. (1989:12), defined population as “the totality of any group, persons or object which is defined by same unique attributes. Odo, (1992:54), suggests “that population is any group attention that has been focused upon by the researcher.” The population of this study was collected from Karu Local Government Headquarters. The population was, therefore, 533 staff, comprising 203 Senior Staff and 330 Junior Staff. In determining the sample size of the study, the researcher drew the population from

Karu Local Government Headquarters. It involved all the departments of the Local Government. The population of 533 (Five Hundred and Thirty Three) staff was considered rather large relatively so the researcher applied Yarn Yamane (1964:280) formula:

$$N = \frac{N}{1 + N(e)^2}$$

Therefore, to ensure effective coverage of the population, the formula was applied thus:

$$\begin{aligned} N &= \frac{533}{1 + 533(e)^2} \\ &= \frac{533}{1 + 533 (0.5)^2} \\ &= \frac{533}{1 + 533 (0.0025)} \\ &= \frac{533}{1 + 1.3325} \\ &= \frac{533}{2.3325} \\ &= 228.5101822 \\ &= 229 \text{ approximately} \end{aligned}$$

Therefore, the sample size was 229 staff.

The sampling technique used in selecting the sample for the study was simple random sampling technique. According to Borg et al in Odo, simple random sampling technique is a procedure in which all the individuals in the defined population have an equal and independent chance of being selected as a member of the sample so as to be the representative of the population from which they are drawn. Odo (op.cit 51), maintains that simple random sampling deals with the sampling elements as a complete entity

district from every other element. The researcher, after determining the sample, then distributed the questionnaire to the 229 persons. However, in the 229 questionnaires distributed to the respondents, only 222 questionnaires were properly filled and returned; therefore the researcher made use of this valid number.

3.3 Methods of Data Collection

The researcher collected data for this study through the use of questionnaire. Two hundred and twenty-nine copies of the questionnaires were distributed to the respondents. The researcher went to the location of study to distribute the copies of the questionnaire. A face-to-face system of distribution was used. “Face-to-face system of questionnaire distribution is the process where the researcher visits the institution, local government or organization that is used as the case study to distribute the questionnaire directly or by on- the-spot assistants in the place to the sample group elements” (Odo 1999:65). The researcher went into agreement with the respondents on when the questionnaires would be collected. It was agreed that the questionnaire would be collected after one week it was shared. The researcher went there after two weeks and collected the copies of the questionnaires.

The data used for this study were collected through two main sources, namely; Primary and Secondary sources of data.

3.3.1 Primary Method

The primary source of data was obtained through the use of questionnaire which was designed and distributed to respondents by the researcher.

3.3.2 Secondary Method

The Secondary source of data was obtained from the review of related literature. In other Words, the researcher censured unpublished and published works, journals/periodicals and official documents with relevant ideas. The researcher also made use of Nasarawa State University Library to mention hut a few.

3.4 Techniques for Data Analysis

The data on the questionnaire were analysed by simple percentage; the percentage and percentage frequencies were calculated thus:

$$\begin{array}{l} \text{Where:} \quad \% = \frac{F}{N} \times 100/1 \\ \quad \quad \quad \% = \text{Percentage} \end{array}$$

F = Frequency of respondents to each category

N = Number of respondents

3.5 Justification of Methods

The research methodology used in this study are justifiable because they have proven the reckoned with especially in the field of administration research. Since there is no laboratory where the researcher carries out the test as is the case with other sciences, the use of questionnaire to elicit information from respondents is understandable.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.1 Introduction

This chapter deals with the presentation of data collected in the course of the study. The aim being to use the required data to understand the various situations as they are, with a view to make invaluable recommendations and conclusion. In analyzing the data collected, tables were used in the presentation of data. The simple statistical method of frequencies and percentage were applied. The research questions were also analyzed.

4.2 Data Presentation

Research question One

What is the constitutional provision for inter-governmental relations, in Nigeria? The question was designed to find out if the institution made provision for inter-governmental relations in Nigeria. The respondents are presented in table 4.1 below.

Table 4.1: Distribution of Responses to Question One

OPTIONS	FREQUENCY	PERCENTAGES (%)
Strongly Agree	76	34.2
Agree	75	33.9
Neither Agree or Disagree	15	6.7
Disagree	20	9.0
Strongly disagree	86	16.2
Total	222	100

Source: Research Survey 2018

From table 4.1 above, it can be seen that out of 222 respondents in Karu Local Government. 76 or 34.2% of them strongly Agree that the constitution made provision for inter-governmental relations in Nigeria, 75 respondents or 33.9% of them Agree, 15 respondents or 6.7% of them neither Agree nor disagree, 20 respondents or 9.0% of them

disagree, 36 respondents or 16.2% of them strongly disagree that the constitution made provision for inter- governmental relations in Nigeria.

Research Question Two

What are the main areas of inter-governmental relations in Nigeria are?

The question wanted to find out the main areas of inter-governmental relations in Nigeria especially in the local government in Nigeria using Karu Local Government as the case study.

Table 4.2: Distribution of Responses to Question 2

Options	Strongly Agree (percentages)	Agree (percentages)	Neither Agree or Disagree (percentage)	Disagree (percentage)	Strongly disagree (percentage)	Total Number	Total Percentage
Jurisdictional Relations	82(36.9)	50(22.5)	30(13.5)	35(17.1)	25(10.0)	222	100
Administrative Relations	103(46.6)	101(45.4)	10(4.5)	5(2.2)	3(1.3)	222	100
Socio-Economic Relations	89(40.9)	60(27.0)	40(18.0)	29(13.5)	4(1.8)	222	100
Financial Relations	150(64.5)	70(32.5)	2(0.9)	0	0	222	100
Functional Relations	80(36.0)	70(32.5)	37(16.5)	25(11.5)	20(9.0)	222	100

Source: Research Survey, 2018

Table 4.2 above shows that out of 222 in Karu Local government in the option of Jurisdictional Relations, 82 respondents or 36.9% strongly Agree that Jurisdictional relations is one of the main areas of inter-governmental relations in Nigeria, 50 respondents or 22.5 Agree, 30 respondents or 13.5% neither agree nor disagree, 35 respondents or 17.1 disagree and 25 respondents or 10.0% strongly disagree. In the option of Administration relations, 103 respondents or 46.6% out of 22 respondents strongly agree, 1010 respondents or 45.4 agree, 10 respondents or 45 neither agree nor disagree, 5 respondents or 2.2 disagree and 3 respondents or 1.3 strongly disagree, in Socio-Economic relations, 89 respondents or 40.9% out of 222 respondents strongly agree, 60 respondents or 27.0 agree, 40 respondents or 18.0% neither agree nor disagree, 29 or 13.5% disagree and 4 or 1.8% strongly disagree. In the financial relations, 150 respondents or 67.5% strongly agree, 70 or 32.5% agree, 2 or 0.9% neither agree not' disagree, non disagree and non strongly disagree, hi functional relations. 80 respondents or 36.0% out of 222 respondents strongly agree, 60 or 27.0% agree, 37 or 16.5% neither agree nor disagree. 25 or 11.5% disagree and 20 or 9.0% strongly disagree.

Research Question Three

How relevant is inter-governmental relations in Local government in Nigeria?

These questions sought to find out if inter-governmental relations had any relevance in local government Areas in Nigeria. The responses of the respondents are presented in the table below:

Table 4.3: Distribution of Responses to Question 3

Options	Strongly Agree (percentages)	Agree (percentages)	Neither Agree or Disagree (percentage)	Disagree (percentage)	Strongly disagree (percentage)	Total Number	Total Percentage
Very Relevant	122(54.9)	80 (36.0)	20(9.1)	0	0	222	100
Relevant	101(45.5)	86(38.7)	30(13.5)	5(2.3)	0	222	100
No Idea	80(36.0)	100(45.0)	10(4.5)	20(9.0)	15(5.5)	222	100
Irrelevant	20(9.0)	50(22.5)	80(36.0)	30(13.5)	42(18.9)	222	100
Very Relevant	40(18.0)	30(13.5)	58(26.1)	50(22.5)	44(19.8)	222	100

Source: Research Survey, 2018

Table 4.3 above shows that out of 22 in Karu local government that claimed that intergovernmental relations in local government in Nigeria is relevant, in the option very relevant. 122 respondents or 54.9% strongly agree 80 or 36.09% agree. 20 or 9.1% neither agree nor disagree. non disagree and non strongly disagree. In the option relevant, out of 222 respondents, 101 respondents or 45.5% strongly agree, 86 or 38.7% agree, 30 or 13.5% neither agree nor disagree, 5 or 2.3% disagree and non strongly disagree. In the option of no idea, 80 respondents or 36.0% strongly agree, 100 or 45.0% agree, 10 or 4.5% neither agree nor disagree, 20 or 9.0% disagree and 15 or 5.5% strongly disagree. In the option of Irrelevant, 20 respondents or 9.0% strongly agree 50 or 22.5% agree, 80 or 36.0% neither agree nor disagree. 30 or 13.5% disagree and 42 or 18.9% strongly disagree. In the option of very irrelevant, out of 222 respondents, 40 respondents or 18.0% strongly agree, 30 or 13.5% agree. 58 or 26.1% neither agree nor disagree, 50 or 22.5% disagree and 44 or 19.8% strongly disagree.

Research Question Four

What is the cause of conflict among the various tiers of Government in Nigeria?

Table 4.4: Distribution of Responses to Question Four.

Options	Strongly Agree (percentages)	Agree (percentages)	Neither Agree or Disagree (percentage)	Disagree (percentage)	Strongly disagree (percentage)	Total Number	Total Percentage
Resource Distribution	122(54.9)	80 (36.2)	10(4.5)	5(2.2)	5(2.2)	222	100
Revenue Allocation	122(54.5)	100(45.5)	0	0	0	222	100
Allocation Formula	90(40.5)	95(42.3)	28(12.6)	10(4.5)	0	222	100
Administrative Control	98(44.4)	70(31.5)	38(17.1)	10(4.5)	6(2.7)	222	100
Jurisdiction Control	67.(30.1)	92(41.4)	43(19.5)	19.(8.5)	1(0.4)	222	100

Source: Research Survey, 2018

From the above table, it was shown that out of 222 respondents in Karu Local Government that were of the opinion that the causes of conflicts among the levels of government in Nigeria is Resource distribution, 122 respondents or 54,9% strongly agree, 8 or 36.2% respondents agree, 10 or 4.5% neither agree nor disagree, 5 or 2.2 disagree and 5 or 2.2 strongly disagree. In revenue allocation as cause, 122 respondents or 54.9% strongly agree, 100 or 45.5% agree, non neither agree nor disagree, non disagree nor

disagree and non strongly disagree. In allocation formula, 90 respondents of 40.5% strongly agree, 94 or 42.3% agree, 28 or 12.6% neither agree nor disagree, 10 or 4.5% disagree and none strongly disagree. In administrative control. 98 respondent or 44.1% strongly agree, 70 or 31.5% agree. 38 or 17.1% neither agree nor disagree, 100 or 4.5% disagree and 6 or 2.7% strongly disagree. In jurisdictional control, 67 respondents of 30.1% strongly agree, 92 to 41.4% agreed, 43 or 19.5% neither agree nor disagree, and 1 or 4% strongly disagree.

Research Question Five

What effect does Intergovernmental Relations had on Local Government Administration?

The question seeks to know the impact of inter-governmental relations on Local Government Administration. The responses of the respondents are presented below in table 4.5

Table 4.5: Responses to Question Five

Options	Strongly Agree (percentages)	Agree (percentages)	Neither Agree or Disagree (percentage)	Disagree (percentage)	Strongly disagree (percentage)	Total Number	Total Percentage
Jurisdictional Control							
Making their laws and regulations independently	40(18.0)	52 (23.4)	16(7.2)	60(27.0)	54(24.3)	222	100
Independently running the affairs of their customary courts	40(18.0)	50(22.5)	32(14.14)	46(20.7)	54(24.3)	222	100
Administrative Control							
The chairman and his Council legislates for the local government through the power rested on them by the constitution.	80(36.0)	60 (27.0)	30(13.5)	20(9.0)	32(14.4)	222	100
They independently own their administrative affairs state interference.	42(18.9)	52(23.4)	56(25.2)	34(15.3)	38(17.1)	222	100
Economics/Financial Control							
The Local government has equal resource distribution	80(36.0)	60 (27.0)	30(13.5)	20(9.0)	32(14.4)	222	100
The Local Government has high revenue allocation	42(18.9)	52(23.4)	56(25.2)	34(15.3)	38(17.1)	222	100

Source: Research Survey, 2018.

From the above, table 4.5, it showed out of 222 respondents in Karu Local Government is Jurisdictional Control, 40 respondents or 18.0% strongly agree that local government make their laws and regulations independently, 52 or 23.4% agree, 16 respondents or 7.2% neither agree nor disagree, 60 or 27,0% disagree and 54 or k24.3% strongly disagree, 40 respondents or 1 8.0% strongly agree that independently running the affairs

of their customary courts is one of the effects, 50 or 22.5% agree, 32 or 14.4% neither agree nor disagree, 46, or 20.7% disagree and 54 or 24.3% strongly disagree. In the Administrative control, out of 222 respondents, 80 respondents or 36.0% strongly agree that the chairman and his Council legislates for the local government through the power vested on them by the Constitution, 60 or 27.0% agree, 30 or 13.5% neither agree nor disagree, 20 or 9.0% disagree and 32 or 14.4 strongly disagree. Out of 222 respondents, 42 respondents or 18.9% strongly agree that they independently aim their administrative affairs without State interference. 52 or 23.4% agree. 56 or 2% neither agree nor disagree, 34, or 15.3% disagree and 38 or 17.1%, strongly disagree. In the Economic/Financial Control, out of 222 respondents, 60 respondents or 27.0% strongly agree that local Government has equal resource distribution, 70 or 31.5% agree, 40 or 18.0% neither agree nor disagree, 42 or 18.9% disagree and 10 or 4.5% strongly disagree. Again, out of 222 respondents, 48 respondents or 21.6% strongly agree that local Government has high revenue allocation, 52 or 23.4% agree. 42 or 18.9 neither agree or disagree, 60 or 27.0% disagree and 20 or 9.0% strongly disagree.

4.3 Discussion of Findings

From Question one, it can be deduced from the Table 4.1 that the Constitution highly made provision for inter-governmental relations in Nigeria. From Question Two, it was proved from table 4.2 that the major areas of inter-governmental relations in Nigeria are Financial Relations, Administrative relations and Jurisdictional relations. From Question Three, from table 4.3, it was proved that inter-governmental relation is relevant due to the fact that the tiers of government cannot survive without each other. From Question Four, in the table 4.4, it has been proved that the causes of conflicts among the levels of

government in Nigeria are through revenue allocation, Resource distribution, allocation formula, jurisdictional control and Administrative Control. That means that all of them are included to the causes of conflicts among the levels of government in Nigeria. From Question Five, table 4.5, the effect of inter-governmental relations in local government can be considered to be both negative and positive. Talking about the jurisdictional control, this is making their laws and regulations independently and independently running the affairs of their customary courts. The local governments on their own cannot run the affairs of the Customary Courts without the state telling them what to do in order to carry out the orders. In this sense, it can be seen that local Government is not autonomous; it needs the Federal and State for survival. It can be seen also that local government cannot be independent of themselves. The local governments really depend on the laws and regulations made by the State for them in order to execute their responsibilities. This is because the state is nearer to the local government so that the local governments mostly rely on them. This can be said to a negative impact.

In the administrative control, the chairman and his Council mostly legislates for the local government through the power vested on them by the constitution and they independently run their administrative affairs without state interference. Looking at this, the local governments administer their affairs on their own though they could be called to order by the State if need arises. The local governments can draft what they would use and administer the people without much interference from the State Government. The chairman and his committee legislate/administer the people squarely through the constitution. However in Economic/Financial Control, it is said that the local government has equally resource distribution with that of the State and Federal

government which is not possible. Due to the fact that local government is the third tier of government, its resource distribution will not be equal with that of the other tiers of government. State government and Federal Government made local government stagnant in its operations and made them carry out their activities slowly. Local Government also has low revenue allocation this is because they depend on the state for survival. So the effect of inter-governmental relations have on local Government is mostly negative thereby affecting the process of local government affairs.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Summary

In this study, the researcher discovered that the constitution made provision for intergovernmental relations in Nigeria, that the main areas of intergovernmental relations include administrative relations, financial/economic relations and jurisdictional relations, that inter-governmental relations in local Government in Nigeria is very relevant. Also they inter-relate with one another in pursuit of security and other allied matters. The researcher further found out that the causes of conflict among the levels of government in Nigeria range from revenue allocation, resource distribution, allocation formula, jurisdictional control to administrative control. It can be seen that local government with few markets cannot raise much revenue thereby depending on the other tiers of governments for development. Resource distribution issues in a federation, give rise to a conflict between capacity and equality among the various units which form the federation.

Due to the inter-governmental relations among the three tiers of government, Federal government and state Government made local government stagnant in its operation and made them carry out their activities slowly. Local Governments are too dependent on the other tiers of government making them less autonomous.

5.2 Conclusion

From the research, the researcher concluded that local government due to the power given to it through the constitution, has its own autonomy share of resource distribution which helps it develop rapidly. Inter-governmental relations are an inevitable

phenomenon in any Federal system or non-federating systems. It is of course 'ery relevant. As Long as the Nigerian Federation continues to survive, resources sharing adjustments will continue to feature as an important fiscal arrangement in the Federation; this will continue to play a vital role in the operation and structural interplay of the Federation.

5.3 Recommendations

Based on the findings, the following recommendations have been made:

1. Knowing full well that the constitution made provision for inter-governmental relations in Nigeria, a more specific one should be provided in order for local government authorities to know how to relate among the levels of government and know to what extent their relationship among other levels of government is extended. In so doing, all the levels of government should be part and parcel of policy formulation relating to the issues at hand.
2. Both Federal and State governments have to include local government authorities in their programmes that affect rural development. In other words, decisions should not be composed on local Government.
3. In order to ensure that the main areas of inter-government relations in Nigeria: financial relations, administrative relations and jurisdictional relations, are maintained, the government should consider the local government while formulating allocation formula, this is in order for the local government to know how much resources is attributed to them annually.
4. Considering the fact that they are the third tier of government, the government should distribute resources to them in order to help them develop and be independent on their

own. While formulating policies, is of the opinion that local Government authorities Should participate in order for their opinion to be heard, Efforts must be made to avoid over- concentration of resources in few 'poles of growth or centros of strength to maximize short run capacity in order to avoid crisis.

- 5 Resources sharing must address the necessity for rapid development at the grassroots levels. As development gets entrenched at the grassroots levels, the Federal level will invariably relinquish some of her activities. This will necessitate reorganizing the resource sharing structure.
6. For development to take place at the grassroots levels, horizontal distribution is very crucial. increasingly monitored and effected in order to move the nation forward.
7. In order to put a stop to the causes of conflicts among the levels of government in Nigeria, government should provide a strategy for resource distribution, allocation formula, jurisdictional control and administrative control.
8. Also administrative techniques for collaboration such as regular intergovernmental consultations and negotiations through certain institutions such as (state local government Joint Account Committee (JAC). The Revenue Mobilization Allocation and Fiscal Commission) should be encouraged.
9. The Customary courts should therefore have the Constitutional power to hear disputes arising from inter-governmental transactions and to rule as they deem constitutionally proper.

5.4 Limitations of the Study

The researcher met with some challenges in the course of this study, notably in some areas of data collecting. The problems are as follows:

Time was a problem as the time allowed for the study was grossly inadequate considering the fact that the researcher has to attend to office engagements and other family matters. The researcher also has to attend to other academic demands. Choosing the right local Government for case study, it was not easy to get the right local government that could give out accurate and detailed information needed by the researcher. Resources were another constraint as the researcher was unable to execute the work more effectively due to insufficient financial resources because of this; the researcher has to manage with the available resources.

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APPENDIX

Department of Public Administration,
Nasarawa State University,
Keffi,
Nasarawa State.

Dear Respondents

QUESTIONNAIRE

I am a student of the above named University. I am carrying out a study on Effect of Intergovernmental Relations in Local Governments in Nigeria. (A case study of Karu Local Government Nasarawa State) and I would like you to fill in the attached copy of the questionnaire. Any information supplied in this regard would be used purely for academic exercise.

Remain always blessed.

Yours faithfully,

Ajuonuma, Dorothy S.S.

PERSONAL DATA

1. SEX (A) MALE (B) FEMALE

2. AGE (A) 20 YEARS AND ABOVE

(B) 11 TO 30 YEARS

(C) 31 TO 40 YEARS

(D) 41 TO 50 YEARS

(E) 51 TO 60 YEARS

3. MARITAL STATUS (A) SINGLE (B) MARRIED

4. NUMBER OF YEARS IN THE SERVICE

(A) 10 YEARS DOWN

(B) 11 YEARS TO 20 YEARS

(C) 21 YEARS TO 30 YEARS

(D) 31 YEARS TO 40 YEARS

5. CADRE OF STAFF (A) SENIOR STAFF (B) JUNIOR STAFF

6. HIGHEST LEVEL OF EDUCATION: (A) GRADUATE

(B) SECONDARY SCHOOL

(C) PRIMARY SCHOOL

(D) OTHERS

GENERAL QUESTIONS

1. The institution made provision for inter-government relations in Nigeria

OPTIONS		
Strongly Agree		
Agree		
Neither agree nor disagree		
Disagree		
Strongly Disagree		

2. The main areas of inter-governmental relations in Nigeria:

OPTIONAL	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE
Jurisdictional Relations					
Administrative Relations					
Socio-Economic Relations					
Functional Relations					

3. How relevant is inter-governmental relations in Local Government in Nigeria

OPTIONS	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE
Very Relevant					
Relevant					
No Ideal					
Irrelevant					
Very Irrelevant					

4. The causes of conflicts among the levels of Government in Nigeria are:

OPTIONS	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGR
Resource Distribution					
Revenue Allocation					
Allocation Formula					
Administrative Control					
Jurisdiction Control					

5. The Effect of Inter-Governmental Relations had in Local Government Administration

OPTIONS	STRONGLY AGRE	AGREE	NIETHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE
<p>Jurisdictional Control</p> <p>Making their laws and regulations independently</p> <p>Independently running the affairs of their customary courts</p>					
<p>Administrative Control</p> <p>The chairman and his Council legislates for the local government through the power rested on them by the constitution. They independently own their administrative affairs state interference.</p>					
<p>Economics/Financial Control</p> <p>The Local government has equal resource distribution</p> <p>The Local Government has high revenue allocation</p>					
<p>SOCIAL-ECONOMIC CONTROL</p> <p>Prevented excessive state control on Local Government.</p> <p>Made Local Government autonomous on these bases.</p>					