



**ASSESSMENT OF FACTORS AFFECTING LOCAL GOVERNMENT
SERVICE DELIVERY IN MAIDUGURI METROPOLITAN COUNCIL,
BORNO STATE.**

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Abstract

This study focuses on the assessment of factors affecting local government service delivery in Maiduguri Metropolitan Council (MMC), Borno State. The data collection and analysis for this study, and some findings were made and summarized. Therefore, the findings of the study revealed that MMC as a local government lacks the financial strength to provide effective and efficient service delivery to the people of the area as shown in the study.

Keywords: *Factors, Affecting, Local Government Service Delivery, Maiduguri Metropolitan Council, Borno State.*

INTRODUCTION

Background to the Study

The necessity for the existence of Local Government anywhere in the world stems from the need to facilitate development at that level. Local government administrations globally vary in size and structure and operate under different arrangements based on the systems of government in different nations. They strive to meet people's demand for goods and services delivery in a cost effective manner particularly at the lowest level of government or government at the grassroots. Local governments generally manifest some characteristics such as, it is a subordinate system of government or sub-unit of federal or state government with powers to perform legislative, executive and administrative functions as the case may be. It also has the power to formulate policies, prepare budgets and a measure of control over its own staff with a view that, it is rightly positioned to ensure unhindered and efficient service delivery (Alao, Osakede

and Owolabi, 2015). The importance of Local Government is a function of its ability to generate sense of belongingness, safety and satisfaction among its populace. Within this understanding, Local Governments were created in Nigeria as a third tier of government to ensure effective, measurable and efficient service delivery to its citizen. Some of the services expected from Local Government include water supply, rural electricity, health facilities, education, feeder roads, culverts, etc. Local Governments are also required to bring about local economic development through the implementation of various initiatives.

Local Government is also established to bring government closer to the local communities so that the local people can participate fully in the process of governance, in order to provide essential local services, and thus speed up the pace of social, economic and political development of the area. The provision of services delivery is an essential function in the relationship between government bodies and citizens. The best yardstick to measure government performance of good governance is through service delivery to the people. A government is expected to deliver better services to its people, and the indices for measuring service delivery include better education, provision of improved health care services at affordable rates, provision of clean water, provision of good roads to the rural areas for easy transportation of agricultural products and raw materials, etc. Therefore, the need to improve Local Government services delivery cannot be over emphasized (Ejue and Madubueze 2014).

However, local governments in Nigeria have not been able to perform optimally because of the overbearing nature of the state government. This manifested largely under democratic dispensation (1979-1983) and (1999-2015), Alao et al, (2015). Hence, hiding under Section 7(1) & (6) of the 1999 Constitution, various systems were developed to rob the local governments of the benefit of the resources accruing to them from the federation account. These include that all state governments stage manage the election into local government councils to ensure that their party and their handpicked candidates win the election so that leadership at the local level are not responsive to the electorates but to the state governors. In addition, the introduction of State/Local government Joint Account where all sorts deductions were made from and disproportionate funds were often released by the state government which at times fell short to pay staff salaries and for efficient and effective service delivery as well as administrative management (Alao et al, 2015). Over reliance on statutory allocation from the

Federation Account constitute a challenge to local government administration in Nigeria, hardly could any local government in Nigeria function effectively without receiving the monthly allocation. The fourth schedule of the 1999 Constitution clearly stated the functions and sources of revenue of local government but the state governments have taken over most of the juicy sources of internally generated revenue like large markets, motor parks abattoirs, etc and non remittance of the 10% of the internally generated revenue of the state government were some of the factors which to a large extent strangled the local governments from effective and efficient service delivery (Ejigeman, 2007).

Furthermore, it is very glaring that people are not benefitting properly from the councils and residents are not fully enjoying the services delivered by local governments as evident in the state of health and educational facilities within the study area, lack of adequate water supply in many areas of the local government council and other services like public conveniences, sewage and waste disposal, etc. Therefore, it is against this background that this study is set to assess the factors affecting Local Government service delivery in Borno State with particular reference to Maiduguri Metropolitan Council (MMC).

Statement of Problem

The issue of local government service delivery has generated a lot of debates among different scholars and authors. Many studies have been conducted on service delivery by local governments in Nigeria. For example, Achimugu, Stephen and Agboni (2013) in a study titled, 'Local Government Service Delivery in Nigeria: An empirical comparison of government efforts and people's expectations, study conducted by Abe and Monisola (2013) titled, 'Citizen Participation and Service Delivery at the Local government level, a case study of Ise/Orun Local Government, Ekiti State, another study conducted by Agba, Samuel and Chukwurah (2013) titled 'An Empirical Assessment of Service Delivery Mechanism in Idah LGA of Kogi State (2003-2010) and another study conducted by Augustine, Joseph and Sunday (2015) titled, "Assessment of Effectiveness of use of Information and Communication Technology components for service delivery in Etsako West Local government, Edo State. However, despite all these studies, none of them focused on factors affecting service delivery by local governments in Maiduguri Metropolitan

Council, therefore, against the background of the above, this study seek to bridge the gap in literature and methodology.

LITERATURE REVIEW

2.1 Conceptual Issues

Local government as agents of development are to use the funds made available to them by the Federal and State governments and the internally generated revenue to improve the lives of the people in their areas of operation and jurisdiction by initiating and attracting service delivery to the local people such as, water supply, electricity supply and communal services such as the construction of roads, bridges and personal welfare in such areas as education, housing, health care service delivery system, etc., Adeyemi (2013). According to Ejue and Madubueze (2014), local service delivery is the provision of services intended to alleviate human suffering and by extension enhance the quality of life of the citizens. So, it is obvious from the above viewpoints that, the provision of basic social services and service delivery to positively affect the lives of the people is within the jurisdiction of local governments in the country. Local governments are therefore created by the Nigerian Constitution as the third tier of government whose objective is to ensure effective and efficient service delivery to the people as a response to a moral obligation upon them which is attached to the economic, social and political growth and alleviation of poverty amongst the people.

Service delivery is an essential function in the relation between government and citizens because the government is the supplier of key public services. Good quality and affordable service delivery is also a condition for the good image of government and service delivery is not an isolated responsibility, but is a part of a complex relation between government, society and citizens. To many citizens, their local government is the most appropriate form of government and also the tier of government with which they have most contact in their everyday life, Ejigeman (2007). As a crucial responsibility of government and government institutions, the public service should deliver services that a society requires to maintain and improve its welfare. Makanyeza, Kwandayi and Kobe (2013) stressed that, to do this, government institutions require organizational structures and suitably qualified people who must be supported to deliver the service they are responsible for. The objective of every government is to ensure the existence of such structures and sustain these structures with the relevant

people who possessed the knowledge, skills and abilities to ensure that service delivery is effective and efficient.

Therefore, service delivery is an essential function and a key task of local government areas and the best measure of local government's performance of good governance according to Boris (2015) is, through service delivery to the people. And he stressed that local governments are expected to deliver better services to the people of their areas as a complement and not a substitute to the Federal and State governments effort towards the delivery of services. Thus, the presumed indices of measuring service delivery to the people include better education, provision of improved health care at affordable rates, provision of wholesome and adequate water supply, provision of good roads, etc. Accordingly, one of the major reasons for establishing local government is to bring government closer to the people in order to provide essential local services and this can speed up the pace of social, economic and political development. This disposition was also corroborated by Awofeso (2004) who observed that, the Nigerian State created local government as the third tier of government whose major objective is to ensure effective, measurable and efficient service delivery to the people.

The Concept of Local Government

Nigeria has been as a Federal country since independence with the responsibility for providing most public service goods being concurrently shared between the Federal and State governments. The 1976 nationwide local government reforms in Nigeria guidelines enumerated certain objectives expected of local government which include, making appropriate services delivery and development activities responsive to local wishes and initiatives by devolving and delegating them to local representatives. Local governments in Nigeria are also expected to provide the forum for harnessing the local resources with a view to providing basic infrastructural facilities to the people and serve as an avenue for arresting such problems as poverty, ignorance, disease, illiteracy and squalor. These expectations presupposes that local government service delivery involves the transformation of agriculture, the establishment of small scale industries and provision of infrastructures such as water, electricity, recreation centres, maternity centres and the creation of employment for indigenes among others, Akinbosade (2011).

According to the 1999 Constitution of the Federal Republic of Nigeria, Local Government Areas were established and recognised as the third tier of government, responsible for participating in the delivery of most local public goods and services along with the State governments for the discharge of their responsibilities. Local governments in Nigeria are also entitled to a share of statutory revenue allocations from both the Federal and State governments to augment whatever they may generate and collect as their internally generated revenue to assist them in performing the functions bestowed upon them by the Constitution of the Federal Republic of Nigeria. Most social services that have a direct bearing on the life of communities and individuals such as health care services, primary and adult education, agriculture and water supply are on the concurrent list of functions of States and Local Governments in the 1999 Constitution.

Local government has been conceptualized by different scholars and even institutions depending on the set up and situation during the time, but no matter how differently the concept is defined, it focuses on the transfer of political powers to local areas by involving the inhabitants in the provision of basic needs in their respective communities. It is against this that Arowolo (2008) stressed that, the importance of a local government council is a function of its ability to promote sense of belongingness, safety and oneness among the people and the local governments have essentially regarded as the path to, and guarantor of, national integration, administration and development. Therefore, local governments are supposed to fulfill and meet the expectations and aspirations of the people taking into consideration the basis for their establishment and accomplishment of the responsibilities they are expected to discharge. This will go a long way in improving the living standard of the people within the local government area.

Local government according to the United Nations office for public Administration can be defined as a, political sub-division of a nation (or in a federal system, of a state) which is constituted by law, including the powers to impose taxes or to exert labour for prescribed purpose. The governing body of such an entity is elected or otherwise locally selected. While Abba and Nwanne (2007), see local government as, the administration of a locality, a village, town or a city or any other area smaller than the state by a body representing local inhabitants, possessing a fairly large amount of authority, raising at least a part of its revenue through local taxation and spending its income on services which

are regarded as local and therefore, distinct from state and central services. The guidelines for the 1976 nationwide local government reform defines local government as, government at the local level exercised through representative councils established by law to exercise specific powers within defined areas. Those powers should give the councils substantial control over local affairs as well as the staff and institutional and financial powers to initiate and direct the provision of services and to determine and implement projects so as to ensure, through devolution of functions to these councils and through the active participation of the people and their traditional institutions, that local initiative and response to local need and conditions are maximized. Akinbosade (2011) defines local government as a system of geographical decentralization in which some functions and responsibilities of government are delegated to governmental units or bodies at the local level. This definition hinges on the decentralization powers and emphasizes on the successful management and mobilization of the people at the local government level.

Local government can also be seen as a system of government whereby the state allows the establishment of local units of government with powers and authority to make local decisions on matters that affect the local communities and to mobilize local resources for implementation or execution of the decisions made, Boris (2015). The local government implements the programmes, aspirations, objectives, and ideals of the federal government at the local level and they are the agents as well as the arm of the government at the local level but not a substitute for the national government. Local governments are expected to serve as an instrument for effective and efficient performance and service delivery at the local level. From most of these conceptions a number of important factors come out very clearly, such as that local government is a lower level of government compared to a national or state government and it is set up by law and has certain responsibilities, has a defined area and has substantial control over local affair, etc. Local governments are also statutorily supposed to be run by democratically elected representatives or at least by locally selected representatives who might be familiar with the priorities, needs and wants of the people of the area since they are from among the people of the area over which they will administer. This feature will definitely give the local government administration support and acceptance from the people and entrench a sense of belonging and self-determination among the citizens of the area of jurisdiction of the local government area.

The fourth schedule of the 1999 constitution of the Federal Republic of Nigeria averred that the main functions of the local government councils were as follows; the functions of a local government council shall include participation of such council in the government of a state in respect of the following matters as the provision and maintenance of primary, adult and vocational education, the provision and maintenance of health services, the development of agriculture and natural resources, other than the exploitation of minerals and such other functions as may be conferred on a local government council by the House of Assembly of the state. The main functions of local government also are the consideration and the making of recommendations to a state commission on economic planning or any similar body on the economic development of the state, particularly in so far as the areas of authority of the council and of the state are affected and proposals made by the said commission or body; collection of rates, licenses, levies and fees as well as the establishment, construction, maintenance and regulation of a lot of public social amenities such as markets, motor parks, public conveniences, parks, sewage and refuse disposal, etc. Therefore, local governments are constitutionally empowered and assigned the functions of service delivery to the people in their areas and that is what is driving the expectation of people for an efficient and effective discharge of these responsibilities through services such as good hospitals, well trained and professionally qualified personnel complete with facilities, good schools for their children with books and other working materials with professional teachers to provide qualitative education, etc.

Concept of Service Delivery

Service delivery connotes the provision of basic social infrastructures and social amenities which will enhance the lives of the people positively and assist them to fulfill their aspirations and desires for a better life. The fourth schedule of the Constitution of the Federal Republic of Nigeria (1999) as amended lists the functions of a local government council in the government of a State. This functions listed include among others, the provision and maintenance of primary, adult and vocational education, development of agriculture and natural resources, the provision and maintenance of health services and such other functions as may be conferred on the local government council by the State House of Assembly of a State. Therefore, this implies that according to the Constitution, it is the local government councils that have principal

responsibility for basic social services such as education, health, agriculture and water supply at the local level with the implicit or explicit participation of the State government in the execution of these responsibilities. Bello-Imam (1996) observed that there are certain services for which the local government is the most efficient provider. He argued that local government's role as an efficient provider of certain kinds of services which local governments are far better suited to provide than other levels of government is gradually emerging as the most important justification for its present day existence.

Service delivery therefore, implies tangible and intangible goods and services provided by the government in order to improve the well-being of the citizenry, Ejue, and Madubueze (2014). They also conceptualize service delivery as, the relationship between policy makers, service providers and poor people. According to them, it encompasses services and their supporting systems that are typically regarded as government responsibility which include social services like primary education; basic health services infrastructures like water, sanitation, roads, bridges, etc. In agreement with this understanding of service delivery, it was noted that local service delivery is the provision of services intended to alleviate human suffering and by extension, enhance the quality of life of the Citizens. So, from this definition of service delivery, it will be noted that, local service delivery is the provision of services intended to alleviate human suffering and enhance the quality of life of the inhabitants of a local government area. This is because, if service delivery is efficiently undertaken by a local government and the human and material resources are judiciously applied, then the people will have an improvement in their standard of living and livelihood. This improvement in the living condition of the people will give the local government a sense of accomplishment in the discharge of its statutory responsibilities to the people and consequently justify its creation and existence as a tier of government closest to the people.

Also according to Boris (2015), service delivery refers to the provision of social or public goods that will promote socio-economic well-being of the citizens. Public services offered by government are numerous and may include the provision of public institutions, security, economic development projects, etc. From this standpoint, the delivery of public goods and services at the local government level is aimed at the efficient and effective provision of basic amenities and social infrastructures for the people living within the local government area. Thus, service delivery is one of the major function of local

governments and they are under obligation to ensure that these services are provided for the people to improve the quality of their life. Since one of the major purpose and objective of government is to ensure the welfare of the people, it is therefore imperative for all the tiers of government to uphold and fulfill this obligation. Local governments are adjudged to be the tier of government most closely to the people; they should strive hard to achieve this meaningful purpose of governance in their areas so that the welfare of the people will be assured by their existence and administration. The case for the service delivery purpose of local government rests mainly, according to Bello-Imam (1996) on the argument that; the need to have small units which will stimulate the provision of services nearer to the point of delivery in the various localities. The need for local governments to act as promoters of area based consumer services, help to redress the inevitable imbalance between consumer and producer groups nationally and easily coordinate and raise locally some of their costs on the basis of majority wishes. And the need to demonstrate that local governments have clear advantages over public corporations or agencies in terms of public accountability and coordination as they are better equipped than centralised agencies to respond to the common trend in the growth of personal health, welfare and education.

Furthermore, the Nigerian Constitution assigns service delivery responsibilities to the three tiers of government with the States and local governments are playing the most significant role in the delivery of basic services such as education, health, housing, water supply and waste disposal services, Majekodunmi, (2016). Also, some of the services expected from a local government, according to Boris (2015), include education, health, housing, water, rural electricity, waste disposal services, roads, transport, etc. thus local governments are required to serve the public interest in areas of constructing roads, public markets, health care centres, drainages, transportation, motor parks, building primary schools among other. So, arising from this constitutional provisions and the fourth schedule to the 1999 Constitution of the Federal Republic of Nigeria, local government as a third tier of government and its institutions which are statutorily mandated to service delivery at the local level are most suited to deliver the services to the people. According to Agba, Samuel and Chukwurah (2013) service delivery is accorded two basic meanings. Firstly, it is equated with the provision of social services like education, security, drinking water, sanitation, infrastructure, transportation like

mass transit, social welfare services like bursary, scholarships to students, disaster prevention and rehabilitation. They noted that local social service delivery is the provision of services intended to alleviate human suffering and by extension, enhance the quality of life of the citizens. Secondly, service delivery refers to the discharge of the duties assigned to workers of the local government.

Therefore, from all of the above, the contention is that as agent of development, local governments are to use the funds made available to them by both Federal and State governments and their Internally Generated Revenue (IGR) to improve the welfare of the people within their area of operations through initiating and attracting developmental projects to the local government, such as, provision of access roads, water and rural electricity, etc. Service delivery by local government helps to improve the quality of lives of the people living within the areas, and this help to integrate and upgrade community life generally, Bello-Imam (1996). He observed that, some of the services local governments are expected to provide for the people in their areas in an efficient and effective manner to make life more meaningful so that people in these areas will feel government is closer to them and justifying the reasons for the creation and existence of local governments by the Constitution of the Federal Republic of Nigeria 1999 are; education, health, agriculture, water etc. And the organizational structure of the local governments together with its manpower or personnel can be able to provide the necessarily required mechanism to discharge their responsibilities and perform the function of service delivery.

Local Government and Provision of Education

Education is regarded as having paramount importance because of its ability to aid in improving the quality of life and in the progress of the society in general. It has also been seen as a good way to narrow the existing gap between the members of the society who are from the affluent and those who are suffering from poverty. The fourth schedule of the 1999 Constitution of the Federal Republic of Nigeria provides a list of functions to be performed by Local Government Councils in some critical areas of basic service delivery as health services development of agriculture, primary education, etc. The National Policy on Education (2004) stated that, local governments shall through their Local Education Authorities (LEAs) have responsibility for financing and management of primary education within their local government areas. One of

the major objectives of the National Policy on Education is to make education accessible to all Nigerians. According to the policy, in particular the Local Education Authorities (LEAs) shall be responsible for the appointments, promotion, discipline and transfer of primary school teachers within their local government areas. It is also the responsibility of local governments through the Local Education Authorities to effect and ensure the payment of primary school teacher's salaries, allowances, pensions and gratuities. The training and re-training of teachers and the overall management of schools and educational plans are all the responsibilities of local governments as well as the supervision and quality control of primary education. And also the Universal Basic Education Scheme (2003) has made education free and compulsory for every Nigerian child irrespective of social, economic and political background.

This shows that the provision of education to the people living in Local Government Area is the responsibility of the Local Government. They should therefore strive to accomplish the intentions of the policy by ensuring prompt and regular payment of salaries and allowances of primary school teachers as at and when due, they should also ensure that the teachers are also regularly going to work through monitoring and supervision, so that those who are found wanting will be disciplined and those that deserve commendation should be commended by the Local Government. It is only through these effort by the Local Education Authorities that the free and compulsory education for every Nigerian child irrespective of society, political and economic background as envisaged by the Universal Basic Education Scheme.

Local Governments in Nigeria are meant to supervise education in their areas which put primary education, adult and non-formal education and provision of libraries solidly within their purview and to work through Local Government Education Authorities and Departments or Units for Adult and Non-formal Education to do this Fajobi, (2010). To ensure a level of Control, Secretaries of Local Government Education Authorities are appointed by Council Chairmen, Adeyemi (2013). The management of primary schools is therefore under the local government and is done directly by Local Government Education Authority headed by the Local Government Education Secretary who takes directive from the State Universal Basic Education Board (SUBEB) which is responsible to the National Universal Basic Education Board, Fajobi (2010).

The funds for the payment of primary school teacher is deducted from the Local Government Monthly Allocation from source to avoid the situation whereby

some local government chairmen would direct the funds for other projects while building of classroom and other project are done by the State Universal Basic Education Board, Fajobi (2010). Under the MDGs, the major goal for education is to achieve universal primary education by the year 2015. In other words, to ensure that, by that year children everywhere, boys and girls alike will be able to complete a full programme of primary school. In line with one of the major objectives of national policy on education to make education to all Nigerians, Adeyemi (2013). The 1999 constitution of the Federal Republic of Nigeria in its fourth schedule where the function of Local Government are clearly stated in its 2 (a) that, the provision and maintenance of primary education is responsibility of Local Governments.

From the foregoing, it is glaringly clear that, provision of primary education is a constitutional responsibility of Local Governments and furthermore, education is very important to development and is one of the critical services that local governments should strive to provide for the people. Local governments should therefore, ensure that teachers, classrooms, working materials and equipments that are necessary for quality education should be put in place. This is to comply with the constitutional provision and to fulfill the service delivery function of the local governments. So it is discernible from the above dispositions that education is one of the services that can be delivered to the people and the local government is the best placed tier of government and public institution that has the responsibility and statutory power and authority to ensure the provision of qualitative and quantitative education at the local level.

Local Government and Primary Health Care Services Delivery

According to the National Primary Health Care Development Agency Act (1992), the National Health Care System of Nigeria is based on the three tier system of primary, secondary and tertiary care. The Act stated that, the Federal Ministry of Health has the responsibility to develop policies, strategies, guidelines, plans and programmes that provide the overall direction for the National Health Care Delivery System. The State Ministries of Health provide secondary level of care while the Local Government Areas are the implementers of the primary health care services including immunization. The Act also stated that, the agency will provide support to the National Health Policy by stimulating and assisting local government areas to initiate and accelerate

primary health care development and in the planning, reviewing and re-planning of their health programmes. It is also to stimulate the technical development of primary health care on an equal basis in all local government areas. This shows that the responsibility for the service delivery of health care services lies with local government areas as outline by the Act establishing.

The National Health Policy document revised in 1996 indicates that, local governments are expected to be the main implementers of Primary Health Care policies and programmes with the Federal Government responsible for formulating overall policy and for monitoring and evaluation while State Governments are responsible for providing logistical support to the Local Government Areas such as personnel training, financial assistance, planning and operations. It stated thus, " with the general guidance, support and technical supervision of State Ministries of Local Government, Local Government Councils shall design and implement strategies to discharge the responsibilities assigned to them under the Constitution, and to meet the health needs of the local community", (National Health Policy, 1996. From the above, it can be discerned that the responsibility for the provision of accessible and affordable health care services to the people is an important function of local government areas to ensure the health needs of the people living within their areas are addressed through their service delivery function.

The 1999 Constitution of the Federal Republic of Nigeria recognizes Federal, State and Local Governments as the three tiers of government in the Federation and among them; local government is the closest to the people. To decentralize power to the local governments by the Federal Government of Nigeria, the National Policy on Health formulated in 1988 recognizes three tiers of government for health services, thus primary health care (PHC) to be provided by the Local Governments, Secondary Health Care (SHC) to be provided by the State governments and Tertiary Health Care (THC) to be provided by the Federal Government. Also, the current National Health Policy document, revised in 1996, indicates that local governments are expected to be the main implementers of primary health care policies and programmes. While the Federal Government is responsible for formulating over all policy, monitoring and evaluation, State Government provides logistic support to Local Government Area such as personnel training, financial assistance, planning and operation, Adeyemi (2013). The National Health Act (2014) states that, in the provision of health services, the Federal Ministry of Health, every State

Ministry of Health and every Local Government Health Authority or Department shall ensure that appropriate, adequate and comprehensive health services are provided to the people for which they are responsible.

The Local Governments are responsible for primary health care delivery and so they are to budget, implement, manage, monitor and evaluate primary health care within the local government. They are to discharge this service at affordable price using appropriate methods and technologies, Fajobi (2010). There are eight components of Primary Health Care (PHC) for each local government area which are health education, maternal and child health family planning, immunization, prevention and control of disease, water supply and sanitation, food supply and nutrition, provision of essential drugs and treatment of minor ailments. Also, infrastructural facilities needed for effective functioning of primary health care centres spread across the local governments in terms of qualified staff and equipments, logistics and consumables have to be provided by both state and local government. Local governments should establish and maintain disease control programmes centres such as Tuberculosis and Leprosy control, HIV/AIDS control centres, Guinea-worm Eradication control centres, Onchocerciasis control centres, planned parenthood and family planning services.

Local Government councils shall design and implement strategies to discharge the responsibilities assigned to them under the constitution, and to meet the health needs of the local community Khemani (2004). So, a primary health care delivery services and all health needs of the people are the responsibility of local government and is also adjudged to be very vital to the survival and well-being of the people since local governments are the tier of government closer to the people, delivering has to be pursued vigorously so that people would appreciate government for the provision of these services.

Empirical Studies

Achimugu, Stephen and Agboni (2013), evaluated how Ofu Local Government in Kogi State has performed with regards to its internal working and service delivery. The study undertook a situational analysis of Ofu Local Government's Capital Project from 2009-2011 and found out that, the educational sector is such in bad shape that pupils still sit under trees and on wood logs to take lessons (when and where teachers are available) and the few primary schools building where available, are dilapidated and discouraging. The study also said health

care centres are mostly inhabitable, grossly under staffed and without basic drugs, while the ratio of health centre to population is about 1:3000 which is totally unacceptable.

The study has a total sample size of 61 respondents and used judgment sampling technique, while questionnaire was majorly used for the gathering of data and interview with stakeholders of Ofu Local Government. Accordingly the study revealed that, the local government has continued to suffer terrible because of the way funds are diverted into private pockets with impunity resulting in unpaid salaries and inability to embark upon capital/development projects. The major findings of the study are poor performance in the provision of key social service, salaries and wages payment and the performance do not in any way justify the huge allocation from the Federation Account. The study concluded that, corruption, lack of transparency and accountability, slow administrative process, low employee morale, etc are the factors impeding effective and efficient service delivery to the people of Ofu Local Government. The study recommended that, periodic audit of local governments by team of auditors and agencies responsible for oversight such as Local Government Services, State House of Assembly, etc should be more active in their oversight and supervision.

Agba, Akwara and Idu (2013) examined Local Government and Social service Delivery in Nigeria and argued that the constitutional mandate of local governments in terms of function performance has not been translated into reality. In their assessment of service delivery in Nigerian local governments, they cited a 2008 survey conducted by Afrobarometer (2008) which shows that most Nigerians do not trust local government officials. The study also cited an earlier survey (2007) which revealed that majority (55%) of the respondents disapproved of the performance of local governments while 37% respondents who approved of the performance of local governments may have been government officials or political contractors who have benefited financially or in kind from the corrupt practices in the local government councils.

On factors affecting service delivery of Local Government Areas in Nigeria, the study mentioned corruption, lack of qualified professional personnel, undue political interference in local government affairs, etc. the study concluded that local governments have not performed well in the quality of services delivered to the people and they have to justify the reason for their creation and why they should not be scrapped by rendering cutting edge services to the people in a

timely, adequate, effective and satisfactory manner. They recommended that there is need to address the character of Nigerian politics dominated by prebendal politicians which have affected negatively the way and manner in which social services are rendered in Nigerian local governments and build institutional and system capacity that produces the human capital that is committed to the principles of good governance summarized as transparency, accountability, honesty, etc.

Agba, Samuel and Chukwurah (2013). The study empirically assessed issues affecting local governments, specifically service delivery in the Nigerian local government system using Idah LGA of Kogi State as a case study. A survey design was used and data for the study were primarily obtained through interview and administration of questionnaire which were descriptively used on the variables studied. The findings of the study revealed that, Idah local government has performed moderately in the provision of security, water supply and market stores. Although most of the projects were selected and executed without consulting the communities or their leaders. The findings of the study also revealed that there are some factors which slow down the wheels of service delivery in the local government area. These factors according to the findings are essentially financial inadequacy instigated by corruption, low internally generated revenue, poor staff welfare and undue political interference.

The study concluded that, corruption leads to insufficient funds suffered by local governments and may well be a strong reason for poor staff welfare which has negatively affected their productivity impeding efficient and effective service delivery. That, indeed, the ability of local governments in Nigeria to satisfactorily and effectively ensure service delivery has created "service gaps" and the principles of prudent management of public resources are thrown overboard. The recommended that undue interference in the affairs of local governments and the problem of corruption should be addressed to free financial resources and give local governments free hand to operate for efficient and effective service delivery.

Abe and Monisola (2014) studied citizens participation for effective service delivery and the efforts of local governments in the provision of good roads, water supply and health care delivery among others. Sample size for the study was 100 respondents drawn from Ise/Orun local government using purposive sampling technique. Data were analyzed using simple percentage statistical method. The study obtained data primarily through personal observation,

interview and questionnaire, and the data were descriptively applied on the variables studied. The findings of the study revealed that inadequate funding is one of the factors responsible for poor service delivery in the local government. Other factors include the failure to judiciously utilize the available resources, the problem of lack of accountability and transparency, insincerity of political leaders are some of the major causes of poor service delivery in Ise/Orun local government.

The findings also revealed that lack of citizen participation and input of the people in policy making and implementation are also responsible for inadequate provision of social services in the local government. The study concluded that lack of political participation of the citizens hinders effective service delivery and may as well create an avenue for lack of transparency and accountability that is necessary for efficient use of available funds for the benefit of the people of the local government. The study recommended participation of people in decision making at the local level and rid corruption.

Theoretical Framework

This study will review the system theory and however adopted the theory to guide the study.

Systems Theory

More recently, studies have focused on the analysis of organizations as 'systems' with a number of interrelated sub-systems. The systems approach is not new and has been used in the natural and physical sciences for a number of years. One of the founders of this approach was the Biologist, Ludwig Von Bertalanffy who used the systems theory in an article published in 1951. He is generally credited with having developed the outline of General systems theory. The policy making process has been regarded as a black box which converts the demands of the society into policies. A government organization or an enterprise does not, of course, exist in a vacuum. Rather it is part of a larger system such as the economic system, the industry to which it belongs, and society. Thus, the government organization or enterprise receives inputs, transforms them, and exports the outputs to the environment.

David Easton (1957) in his analysis of political systems argued that the political system was that part of the society engaged in the "authoritative allocation of values". According to him inputs are seen as the physical, social, economic and

political products of the environment. They are received into the political system in the form of both demands and supports. Demands are claims made on the political system by individuals and groups to change some aspect of the environment. Demands occur when individuals or groups, in response to environmental conditions, act to affect public policy. The environment is any condition or event defined as external to the boundaries of the political system. The supports of a political system consist of the rules, laws and customs which provide a basis for the existence of a political community and the authorities. It is rendered when individuals or groups accept the decisions or laws, paying taxes (or even respecting the national flag) that constitute the psychological and material resources of the system. At the heart of the political system are the institutions and personnel for policy-making. These include the Chief Executive, legislators, bureaucrats in the systems version they translate inputs into outputs. Outputs then, are the authoritative value allocations of the political system, and these allocations constitute public policy or policies. The systems theory portrays public policy as an output of the political system. It is the task of the chief executive or managers to transform the inputs in an effective and efficient manner to produce outputs. Of course, the transformation process can be viewed from different perspectives. This, social systems theorist analyzed the transformation by focusing on social interactions, and those advocating decision theory see the transformation as sets of decisions.

Communication pervades the total managerial process. It integrates the managerial functions and links the organization or enterprise with its environment. For example, the effective leadership and the creation of an environment conducive to motivation depend on communication. Similarly, it is through an effective communication system that the organization becomes aware of the competition and other potential threats and constraining factors. An effective chief executive or manager will constantly scan the external environment. The concept of feedback indicates that public policies may have a modifying effect on the environment and the demands generated therein may also have an effect upon the character of the political system. Policy outputs may generate new demands and new supports, or withdrawal of the old supports for the system. Feedback plays an important role in generating suitable climates for future policy.

In relating the systems theory to this study, service delivery are the demands and supports from the political system and the local government i.e MMC

operates as a system thus: the inputs are the demands of the people in response to their welfare so that the local government can act in form of public policy and the supports which are the acceptance of the decisions of the political system which they render through paying taxes, compliance with rules, laws, etc of the government. The decision making process constituted by the policy makers and the institution are the political and administrative office holders while the institution is MMC. Outputs are the service delivered to the people by MMC in response to their demands and supports in form of policies, laws, etc which are translated to health care delivery, primary education, water supply, electricity drainages, culverts, etc. Policy outcomes are whether the services are provided and the impact or effect of these services on the welfare of the people of MMC. The environment is the economic, social, cultural condition that warrant the implementation of policies to be carried out by MMC and the level of acceptability of all the services through the feedback mechanism which would circulate back to become fresh input and will determine the success or otherwise of the policy or policies.

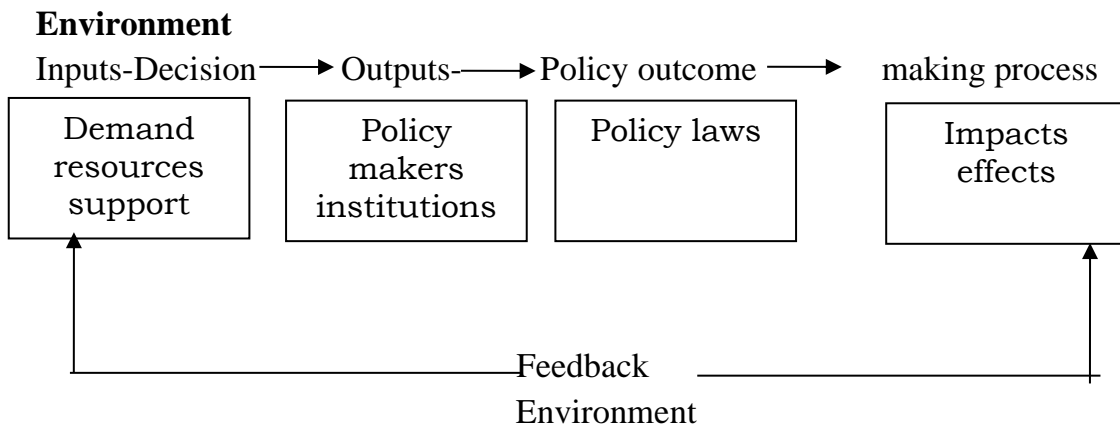


Fig 2. 1: The Systems Theory

Source: Adopted and modified from Sapru (2009).

The study therefore adopted the system theory because it explains the idea of service delivery to the people. Furthermore, if the local government as a system is functional, then the people of the local government area will surely benefit from the services that will emanate from the system i.e local government. This can be attained when the people's, demands and aspiration which are the input of the system are properly translated into services which are the output of the

system through the institution of local government i.e the conversion process that convert the need of the people into services to be rendered to them such as health care delivery, education, Agriculture and water supply.

METHODOLOGY

The Study Area

The study is conducted in Maiduguri Metropolitan Council. Maiduguri Metropolitan Council is one of the 27 Local Government Area of Borno State. The 2006 Population Census put the total population of the Maiduguri Metropolitan Council at 521,492. The increase in population and expansion of urban land mass, also lead to the creation and restructure of the wards. Yerwa town comprises the following wards: Bulabuni, Fezzan, Gamboru, Hausari, Lamisula, Limanti, Mafoni, Maisandari, Shehuri North, Shehuri South, Bolori I, Bolori II, Gwange I, Gwange II and Gwange III. Yerwa Town is bordered with Mafa Local Government by the east, Konduga Local Government Area by the south and Gajiram (Nganzai) local government by the North. People of Maiduguri Metropolitan council are predominantly traders and civil servants. Its residents are mostly Muslims though there are considerable Christian's population and the prevalent ethnic groups are Kanuri, Hausa, Shuwa, Babur, Margi, Chibok and Fulani.

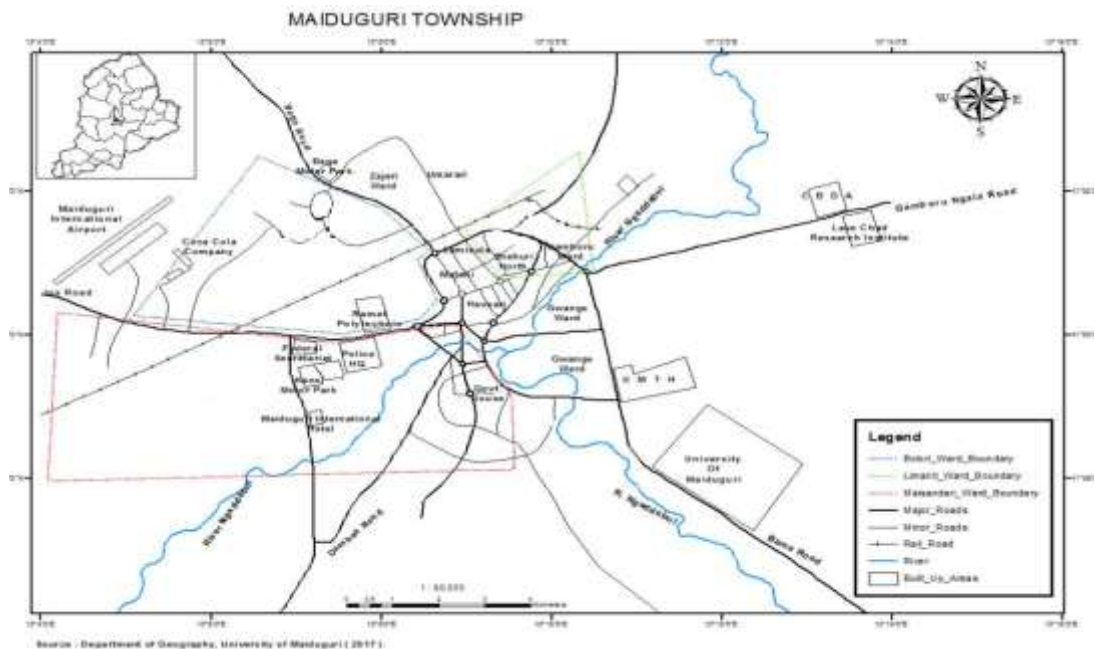


Fig. 2: Map of Maiduguri Metropolitan

Source: Department of Geography, University of Maiduguri (2019)

Sources of Data

The study collected data from two major sources, which is the Primary and Secondary sources. The primary source was from respondents through the administration of structured questionnaire and interview. While the secondary data for this study was sourced from articles, journals, internet sources, government publications, records, etc.

Population of the Study

The population of Maiduguri Metropolitan Council according to the 2006 Census is 521,492 (2006 census). This consist of the target population of this study.

Sample Size and Sample Technique

The sample size for this study was 400 respondents. The study adopted the multi stage sampling technique. Maiduguri Metropolitan Council was stratified according to wards, while purposive sampling technique was used to obtain the sample size from the study population. Hence, only respondents deem qualified to respond to the questions were used. MMC has 15 wards from which are stratified and purposive sampling technique was employed to select the sample respondents. Taro Yamane formula was used.

Yamane (1967) formula is;

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

Where:

n = Sample Size

N = Finite Population

I = Constant

e = level of significance (5%)

Therefore;

$$n = \frac{521492}{1+521492 \times 0.0025}$$

$$n = \frac{521492}{1+1303.73}$$

$$n = \frac{521492}{1+1304.73}$$

$$n = 399.69$$

$$n = 400$$

The sample size for this study is 400 respondents.

Table 3.1 Sample Frame

S/NO	WARD	POPULATION	SAMPLE
1.	Bolori I	30,250	23
2.	Bolori II	35,164	27
3.	Bulabulin	38,060	29
4.	Fezzan	20,200	15
5.	Gamboru	38,540	30
6.	Gwange I	48,306	37
7.	Gwange II	48,306	34
8.	Gwange III	45,000	29
9.	Hausari	38,280	30
10.	Lamisula	21,600	17
11.	Limanti	30,000	23
12.	Mafoni	37,300	29
13.	Maisandari	29,400	23
14.	Shehuri North	35,000	26
15.	Shehuri South	36,000	28
	Total	521,492	400

Source: National Population Commission Document (2006)

Table 3.2 Sampling Frame II

Wards	Communit ity leaders	Civil serva nts	Trade rs	Stude nts	Securi ty agents	Hou se wive s	Sample Populati on
Bolori I	3	4	4	3	3	4	23
Bolori II	4	6	6	4	4	3	27
Bulabulin	5	6	5	5	5	3	29
Fezzan	2	3	2	2	3	3	15
Gamboru	5	5	5	5	5	5	30

Gwange I	6	7	7	6	5	5	37
Gwange II	5	7	7	5	5	5	34
Gwange III	5	3	6	5	5	5	29
Hausari	5	5	6	5	5	4	30
Lamisul a	3	3	3	3	4	4	17
Limanti	3	5	4	4	3	3	23
Mafoni	5	5	4	5	5	5	29
Maisandari	3	5	4	4	3	4	23
Shehuri North	4	5	5	4	4	4	26
Shehuri South	4	5	5	4	5	5	28
Total	60	80	80	60	60	60	400

Source: Field Survey, 2019

Method of Data Collection

The study adopted the survey method. Data were collected using structured questionnaires and interviews. The questionnaires consist of seventeen (17) questionnaire items sought to assess respondents' view on the factors affecting service delivery in Maiduguri Metropolitan Council. The study adopted the use of four (4) point Likert scale. The interviews were directed to selected staff of Ministry of Local Government and Chieftaincy Affairs, Borno State and staff of Maiduguri Metropolitan Council. The questionnaires were personally administered by the researcher to the respondents who then answered the questionnaires after which they were retrieved by the researcher. In conducting the research, the researcher abides by the ethical standard of research procedures. The researcher maintains anonymity of those who provided information during the study period and all information gathered remain confidential.

Method of Data Analysis

Both descriptive and inferential statistical tools were used. The descriptive statistics which includes simple percentage and frequency distribution tables were used to present data collected for this study, while the inferential statistics tool employed was chi-square (used to test hypotheses of this study).

The model for chi-square is presented as

Chi-square formular

$$X^2 = \frac{E(f_o - f_e)^2}{f_e}$$

Where F_o = observed frequency

F_e = observed frequency

DATA PRESENTATION AND ANALYSIS

Result of the Interview

Interview with some sampled staff of the MMC and Ministry of Chieftaincy affairs were conducted to complement the primary data from the questionnaires administered by the study. To this end, the analysis and interpretation of the data gathered dwelt mainly on the overall total of the responses of the interviewees to a prepared checklist for the interview.

As to the question on whether local governments receive their monthly allocation from the federation Account through the ministry for Local Government, majority of the interviewees submitted that the funds due to the local governments from the federation account were paid to the Local Government through the state/Local government Joint Account where after the Joint Account Allocation Committee meeting held every month comprising of the ministry and Local Government Chairman. After JAAC meeting, Local governments were issued their cheques and lodge it in their accounts. This means local governments are not directly paid or credited with the amount standing to their credit from the federation Account but through the State/Local government Joint Account.

On whether there are any deductions made at source from the statutory allocations of Local Governments from the Federation Account. In response, majority of the interviewees said yes, there are certain necessary deductions done at source from all the local governments apart from Joint Project Funding, for example, 5% of the amount is deducted as training fund for local government employees through the local government service commission. Another 5% is

deducted at source as pension fund contribution towards the local government Pension Board and Others. This shows that the funds allocated to the local Government from the Federation Account is paid to them after deducting some percentages through the State/Local government Joint Account because the funds must pass through it before domiciled in the accounts of individual local governments. These deductions range from 3% to 5% and in some cases fixed amount across all the local governments of the state.

Furthermore, the interviewees were asked based on the checklist whether local governments require any approval from ministry for Local Government to access or receive their funds monthly from the statutory allocation of the Federation Account. Majority of those interviewed responded 'yes', they require clearance from the ministry for local Government and Chieftaincy Affairs before collecting their cheques for lodgments in their various accounts. This means MMC collect clearance or approval letter from the Ministry of Local Government to access their share from the Federation Account.

Also, the interviewees were asked whether local governments will have to submit their annual budget to the ministry of local Government for approval after passed and assented by the local Government Council before embarking on its implementation. Majority of the interviewees said yes, approval have to be sought from the ministry of Local Government and Chieftaincy Affairs before implementation of such budget by the local government council. This implies budgets of MMC have to be approved or endorsed by the Borno State Government through the Ministry of local Government before implementation. The interviewees were asked on whether the ministries of local government initiates projects for the various local governments to implement without consideration to their individual priorities. Majority of those interviewed responded that there are joint projects which the state government through the Ministry initiative implements and even supervised while funding for such joint projects are deducted at source from the statutory allocation of local governments from the federation Account monthly. Some of these projects are executed across all the local governments irrespective of their need for such. An example is the joint housing project sited in all local governments with the same specification of 20 housing unit and jointly funded. This shows that the Ministry of Local Government is initiating and implementing projects through joint funding by both the State and local Governments.

Another question also forwarded to the interviewees is whether the ministry of local government has any means of controlling or curbing corruption in the local governments. Majority of those interviewed responded that the ministry is involved in all stages of local government expenditure and as such can determine the existence of corruption. They also responded further that, there is a department called local government Audit Department which dispatches auditors regularly to audit their finances which helps tame corruption by the various local government councils. This shows that the ministry of local Government in collaboration with local Government Audit Department can check corruption by the local government councils of the state.

When asked whether the ministry of Local Government in their opinions is interfering with the activities of the local Governments either fiscally or administratively. Majority of the Interviewees admitted that practically, there is interference in the affairs of local government by the Ministry even though some were backed by legislations and laws. Because the joint account is fiscal interference and the administrative aspect of the interference is through the local government service commission responsible for postings, promotion, disciplines and transfer and even training of local government staff from grade level seven (GL 07) and above up to retirement. This indicates that MMC do not enjoy absolute freedom or independence to appropriate and expend funds without the interference of the ministry of local Government and or the local government service commission.

The interviewees were asked on how the ministry of local Government is supporting and assisting local government to deliver services to their people like provision of functional health care facilities and personnel, provision and maintenance of educational facilities, materials and personnel etc. majority of those interviewed said that some of the local government councils if left on their own may not deliver any service, so the ministry initiate joint projects to be funded and implemented across all local government as presently, a lot of projects have been initiated and executed jointly by the state and local government in the area of renovation and building of schools, provision of drugs and hospital equipment etc. This shows that the ministry of Local Government not only support and assist in service delivery but sometimes force them to deliver some essential social; services to the people.

Data Analysis

Ho₁: Adequacy of financial allocation has no significant effect on service delivery by MMC

Table 4.16: MMC’s Utilization of Fund in Service Delivery

Option	Effective	Ineffective	Total
MMC Staff	14	5	19
Non- MMC Staff	85	296	381
Total	99	301	400

Source: Field Survey, 2019

Table 4.17: Summary Table of Chi square

O	E	O-E	(O-E) ²	$\frac{(O - E)^2}{E}$
14	4.702	9.298	86.452	18.386
5	14.297	-9.297	86.434	6.045
85	94.297	-9.297	86.434	0.916
296	286.702	9.298	86.452	0.301
Total				25.648

Source: Field Survey, 2019

Calculated value of $X^2 = 25.648$

X^2 at 1 degree of freedom at 0.5 level of significant is 3.84.

Decision: Since the calculated value of X^2 (25.648) is greater than the critical table value (3.84), the null hypothesis is rejected. Therefore, Adequacy of financial allocation has significant effect on service delivery by MMC.

Ho₂ : There is no significant relationship between the timing of the release of financial allocation and service delivery by MMC.

Table 4.18: Timing of Financial allocation

Option	Timely	Not Timely	Total
MMC Staff	149	99	248
Non- MMC Staff	89	63	152
Total	238	162	400

Source: Field Survey, 2019

Table 4.19: Summary Table of Chi square

O	E	O-E	(O-E) ²	$\frac{(O - E)^2}{E}$
149	147.56	1.44	2.073	0.014
99	100.44	-1.44	2.073	0.020
89	90.44	-1.44	2.073	0.022
63	61.56	1.44	2.073	0.033
Total				0.089

Source: Field Survey, 2019

Calculated value of $X^2 = 0.089$

X^2 at 1 degree of freedom at 0.5 level of significant is 3.84.

Decision: Since the calculated value of X^2 (0.089) is lesser than the critical table value (3.84), the null hypothesis is accepted. Therefore, there is no significant relationship between the timing of the release of financial allocation and service delivery by MMC

H₀₃: Availability of personnel has no significant effect on service delivery by MMC

Table 4.20: Disposition of Personnel for Service Delivery

Option	Favourable	Not Favourable	Total
MMC Staff	152	76	228
Non- MMC Staff	99	73	172
Total	251	149	400

Source: Field Survey, 2019

Table 4.21: Summary Table of Chi square

O	E	O-E	(O-E) ²	$\frac{(O - E)^2}{E}$
152	143.07	8.93	79.744	0.557
76	84.93	-8.93	79.744	0.938
99	107.93	-8.93	79.744	0.738
73	64.07	8.93	79.744	1.244
Total				3.477

Source: Field Survey, 2019

Calculated value of $X^2 = 3.477$

X^2 at 1 degree of freedom at 0.5 level of significant is 3.84.

Decision: Since the calculated value of X^2 (3.477) is lesser than the critical table value (3.84), the null hypothesis is accepted. Therefore, availability of personnel has no significant effect on service delivery by MMC

Ho₄: There is no significant relationship between the qualification of personnel and service delivery by MMC

Table 4.22: Qualification of Personnel for Service Delivery

Option	Qualified	Not Qualified	Total
MMC Staff	110	106	216
Non- MMC Staff	98	86	184
Total	208	192	400

Source: Field Survey, 2019

Table 4.23: Summary Table of Chi square

O	E	O-E	(O-E) ²	$\frac{(O - E)^2}{E}$
110	112.32	-2.32	5.38	0.047
106	103.68	2.32	5.38	0.051
98	95.68	2.32	5.38	0.056
86	88.32	-2.32	5.38	0.060
Total				0.217

Source: Field Survey, 2019

Calculated value of $X^2 = 0.217$

X^2 at 1 degree of freedom at 0.5 level of significant is 3.84.

Decision: Since the calculated value of X^2 (0.217) is lesser than the critical table value (3.84), the null hypothesis is accepted. Therefore, there is no significant relationship between the qualification of personnel and service delivery by MMC.

Discussion of Major Findings

The study is an assessment of factors affecting local government service delivery in Maiduguri Metropolitan Council, Borno State. Therefore, to achieve

this, research objectives, research questions and hypothesis were formulated based on the specific objectives. The study used chi-square to test the hypothesis. The major findings of the study is discussed in this section.

The study found out that the local government delivers healthcare services to the people as revealed in the table 4.6. This finding is also supported by the findings of Abe and Monisola (2014) that, there are health centres accessible to the people though they are still located far from some communities. Their findings also revealed that the quality of services at the local government owned health facilities is poor. There is lack of equipment, personnel, drugs and others which means they have not performed according to expectation of the people. The findings of Oredola and Odusanya (2017) corroborates this finding that, majority of the residents prefer attending government owned health facility for their health conditions. Their preference for health service delivery in government owned hospitals is because of reduced cost and proximity to the health facility even with less effective and efficient service provided by these public health centres in contrast to private hospital.

The findings of Oredola and Odusanya (2017) also revealed that the public health facilities owned and run by the local government have low quality service/facilities but have lesser cost/payment for service. The mere existence and functioning of facilities for health care service delivery of the local government attracts clients. Both the host and adjoining communities in proximity to these local government owned health care facilities patronize and prefer them for their health services influence by the lower cost of care. However, Abe and Monisola (2014) identified key challenges in the management of local primary manpower, unequal access, inadequate transportation, etc. They also found out that the factors responsible for ineffective provision of social services to the people were insufficient use of available fund and failure to judiciously use the the available fund to meet the needs of the society. Agunyai (2014) also corroborated this finding in his own findings that the delivery of primary health care services will have been better and efficient if there are adequate relevant necessary equipment, instruments, machines and well trained staff to offer the services.

Table 4.7 revealed that the local government provides agricultural services to the people of the area. This study findings was in line with the findings of Agba, Akwarra and Idu (2013) who attests to the fact local government exist primarily for the provision of public services that will make life worth living for the local

residents. The findings of this study is also support by Bolatito and Ibrahim (2014) whose findings revealed that, through local government in modern day life is responsible for delivering basic service to the local communities in efficient and effective manner, but unfortunately, its inefficiency and ineffectiveness in addressing the primary needs and wants of the people at the grassroots has made them irrelevant. The result shows abysmal failure of local governments in service delivery, leading to citizens beginning to lose trust in the existence or otherwise of local governments in Nigeria. The findings from the interview conducted also conforms to this finding that, the local government has health facilities, schools, with which it provides service delivery in different parts of the metropolis. However, most of this services are not efficiently and effectively delivered to the satisfaction of the people living in those areas. They said some of the service were delivered in collaboration with Non-governmental organizations like Medicene Sans Frontiers (MSF) who ran health facilities under primary health care of the local government.

The findings from table 4.8 revealed that the local government provides educational services to the people. The findings of Achimugu, Stephen and Agboni (2013) supports this findings that, the educational sector in the local government though functional with some primary schools providing services to the public is in such a bad shape that pupils still sit under trees and on wooden logs to take lessons in the few primary school buildings available. They contended that teachers are also unavailable and the buildings are dilapidated and discouraging for people to send their wards to attend those schools. Only poor parents enroll their children because they don't have a choice or alternative. Achimigu et al., (2013) also in their findings revealed that the local government has performed very poorly with regard to the provision of effective and efficient educational services to the people with few and dilapidated school structures in need of immediate renovation and refurbishment, lack of seats for pupils to sit on to take lesson, inadequate teachers and a host of other challenges. The study revealed that, the local government lacks the financial strength for service delivery and is capable to ensure effective and efficient service delivery as shown by table 4.9. This finding is supported by the findings of Dada, Adebayo and Adeduro (2017) that local governments lack the financial strength for service delivery as the state government have taken over most of juicy sources of internally generated revenue including large markets, motor parks,

tenement rate, among others. In addition, the 10% of the internally generated revenue of the state government were not often remitted to local government. The findings of Chukwuemeka, Ugwuanyi, Ndubuisi and Onuoha (2014) also supported this finding that the financial resources directly available to local governments in Nigeria are grossly inadequate placed side by side the societal expectation and constitutionally assigned responsibilities. This is also buttressed by Agba, Samuel and Chukwurah (2013)'s findings, indicating that, there are many redundant and irrelevant employees in the service of the local government which gulps large amount of money from the funds accruing to them at the end of the month that very little will be left for service delivery. Their findings also showed that even the services that are provided like schools, hospitals etc. were poorly maintained due to insufficient funds and so new projects are hardly embarked upon by local governments. The finding from the result of the interview supported this finding that with lack of or inadequate viable sources of internally generated revenue and the statutory deductions from their external source of finding through the allocation from the federation account, local governments do not have the financial strength required to discharge its constitutional responsibilities and functions to the people. The finding is also supported by the findings of Achimugu, et al., (2013) that the local government has continued to suffer terrible financial haemorrhage because of the way local government funds are diverted into private projects with impunity. Their findings also indicated that factors that are responsible for poor performance of the local government in service delivery were corruption, lack of transparency and accountability as well as lack of prudent management and judicious utilization of funds from the federation account and other services. The local governments lack of political will and determination to aggressively pursue and explore the numerous sources of internal revenue generation available to it, is also one of the major factors hindering against effective and efficient service delivery to the people. The finding is also in line with Ovinsuyi, Idada and Isarage (2010)'s assertion that the third tier of government lacks the financial and human capacity to deliver on the statutory and shared responsibilities between it and the other tiers of government. This is because local governments make minimal input into the decisions on resource allocations at both the federal and state levels. The findings of Fatile and Ejalonibu (2015) supports this findings that even though some state agencies serve as clearing house and co-ordinating centres on the

activities of local government, it had in many ways constituted a hindrance. They further lamented in that, this usurpation of local functions and revenue sources by state government is a serious problem that erode the revenue yielding areas of the local government.

Findings from table 4.10 revealed that the local government does not generate sufficient funds for service delivery and does collect financial contributions from both state and federal government to deliver social services to the people but these contributions are not enough to cater for the personnel cost and other expenses as well as provide service delivery. This findings is supported by the result of the interview which shows that there are deductions that were done at source from the allocations that were done at source from the Federation account by the state government through the ministry for local government and chieftaincy affairs. These deductions are for different items like training fund to the local government service commission, pension contribution for required local government employees, contribution to Emirate council and even funds deducted for joint projects which may or may not be their priority, are all charged to the credits of the accounts of the local government. The deductions now become as heavy burden on the finances of the local government which will deplete the resources available for service delivery.

This finding is also corroborated by the findings of Alao, Osakede and Owolabi (2015) that, in effect, disproportionate fund were often released by the state governments which often fell short to pay staff salaries and for efficient administrative management. Alao et al., (2015) also found that there is no state of the federation of Nigeria where one form of illegality or the other is not committed with funds of local government joint account project, sponsoring of elections, taking over the statutory functions of local government, non-payments of pensioners and non-utilisation of training fund despite the mandatory deduction of stipulated percentages for these purposes.

This finding is also supported by the findings of Achimugu et al., (2013) that the poor performance of the local government with regards to the delivery of key social service such as schools, health facilities, agricultural services, waste management is a justification that to the local government from the federation account is grosly adequate to accommodate the expenditures of their recurrent and capital needs. This finding is in line with futile and Ejalonibu (2015) who revealed that the situation in Nigeria is that local governments often do not have

the resources to carry out most of their functions as the federal and state governments provide only limited funding.

The study also found out that the quality of staff available for service delivery are not suitable enough in terms of quality and quantity to offer effective and efficient services to the people of the area as revealed by table 4.11. This finding is consistent with the finding of Agunyai (2015) that the problem of manpower development in local governments in Nigeria have manifested itself in poor funding of training programmes and seminar or workshops over the years. He said observation have shown that because of predominant tendencies of bad governance at the grassroots, local government chairmen are not interested in the training of staff. They instead divert funds for training of local government staff to the uses leaving large portion of the staff largely untrained.

The finding is also in line with the findings of Agba et al., (2013) that poor staff quality have slow down the wheel of service in the local government occasioned by lack of commitment to duty and heightened cases of absenteeism among workers. This finding is also supported by the findings of Alao et al., (2015) that, local governments have huge staff strength but inimical to effective and efficient service delivery as higher percentage of resources often go for overhead expenditure. That recruitment, engagement and deployment of staff have largely become a political consideration rather than actual need for efficient service delivery in the local government system in Nigeria.

The findings from table 4.12 revealed that the local government lacks the required bye-laws enacted by their legislative house to support efficient and effective service delivery to the people. The supportive bye-laws which will encourage service delivery in an efficient and effective manner is lacking in the local government. The findings where the majority of the respondents said that even the appropriation law of local government which is their annual budget is only implemented subject to the approval of the state government through the ministry for local government and Chieftaincy Affairs. Most of the laws for the good governance of local governments emanate from the state House of Assembly. The findings of Alao et al (2015) conforms to this finding that all state governments stage managed the election into the council to ensure that their party and their own handpicked candidates won the election so that leadership at the local governments not responsive to the electorate but the state Governors. The lack of elections into the local councils deprive them of an

elected legislative that can make sound bye-laws to ensure effective and efficient service delivery to the people.

This Finding is also in line with Fatile and Ejalonibu (2015) when they posited that the ministry of local government as an agency of the state government exercises stringent controls on all the activities of local government council have to be approved by the ministry of local government before they can come into force. The ministry exercises very powerful control over local governments and even the annual estimates of local governments are subject to the approval of the ministry before they are implemented.

The findings from table 4.13 revealed that, the state governments' interference in the affairs of the local government affects the efficient and effective provision of service delivery by MMC. These interferences in the affairs of local government includes administrative fiscal (financial) and service delivery. Administratively, local governments and experienced staff but have to rely on the Local Government Service Commission (LGSC) to post, transfer, promote and discipline all employees from GL-07 upward. Financially, local governments have to wait for the Joint accounts allocation Committee (JAAC) meeting before accessing their Federal statutory Allocation of the federation Account through the state/local government Joint Account. When providing service delivery, local government must seek the approval of the state government through the ministry for local government and Chieftaincy Affairs. This finding agrees with findings of Lamidi and Fagbonun (2013), that joining local government with their state government brings inefficiency to the local government system, obstructs local governments from taking quick decisions and disallows them from embarking on useful projects as well as rescuing mission of any epidemic disease which might break out in their areas. The findings from the interview also supported this finding as the interviewees agreed that local governments require approval from the ministry of local government and Chieftaincy Affairs to access or receive their monthly statutory Allocation from the federation Account. The findings of Achimugu et al., (2013) supported this finding. Their findings revealed that local governments have performed very poorly with regards to the provision of key social service efficiently.

The findings by Agba et al., (2013) also corroborated this finding, that undue interference has incapacitated local government from effective functioning and alienated the local people from enjoying social service delivery expected of

local governments in Nigeria. This finding also supported by Ovinsuyi et al., (2010) who stressed on the interference of state governments into the affairs of local governments, thus, we must not fail to state the overbearing influence of the states and State House of Assembly on local Administration in Nigeria. This is because, there is the problem of constitutional inadequacies, confusion and complexities, such as that which statutory sees local governments as an appendage of the state and further that of the federal government.

The study also found out that, the financial allocations to the local government are not release to them timely to enable the provision of efficient and effective service delivery as revealed in table 4.15. This finding is supported by the findings of Chukwuemeka et al., (2014) that section 162, paragraph 6 which provided for the establishment and operation of state local government joint account has subordinated the local government and brought about the fiscal interference by the state government. This provision does not allow direct findings of the local governments from the federation account and the state government manipulates this constitutional provision to siphon funds meant for the local governments. The existence and operations of the state local government joint account delays the disbursement of the allocations to the local government until after been cleared by the ministry of local government and chieftaincy Affairs of the state government. The findings of the interview conducted for this study also support this finding which revealed that even when the monthly allocation from the federation account is disbursed, the funds standing to the credits of local governments will be lodged into state/local government joint account and the Joint Account Allocation Committee (JAAC) comprising of all chairmen of local governments and ministries of finance and local government and chieftaincy Affairs. The JAAC has to meet and deliberate before the funds are released to the local governments from the joint account. These and many other legal and illegal encumbrances placed on local governments delay the timely release of funds to them which unnecessarily delays payments to execute efficient and effective service delivery to the people.

Therefore, the major findings of this study has validate the theory adopted for the study which is systems theory. According to the theory, the inputs into a system determines the output. The systems theory when applied to local governments as in this study, means for any effective and efficient service delivery by the local government which is the output of the system, there must

be corresponding input into the system. The inputs that will be converted through the conversion process into any meaningful output which is service delivery must be adequate in terms of both physical or human (i.e qualified and experience personnel) steady and sufficient funding from both external (monthly allocation from the federation and state government grants) and internal (taxes, rates, levies etc.) sources, relative autonomy, responsible local government leadership etc.

Furthermore, the major findings of this study reveals that there were a lot of factors militating against the administration and operations of local government that are major obstacles to its ability to live up to its statutory responsibilities and satisfactorily meet the expectations of the people living within the local government.

Summary

The study focused on the assessment of factors affecting local government service delivery in Maiduguri Metropolitan Council (MMC), Borno State. From the data collected and analysed for the study, some findings were made which were summarized in this section. The findings of the study revealed that MMC as a local government lacks the financial strength to provide effective and efficient service delivery to the people of the area as shown in table 4.9. It lack the required financial strength to deliver to the whole population of the local government area though financial contributions and allocations from both the state and Federal government were given to the local government for the discharge of its constitutional and statutory function and responsibilities. These funds are insufficient to finance efficient and effective delivery.

Conclusion

Based on the outcome of the findings, the study concluded that there are some factors affecting local government service delivery in Maiduguri Metropolitan Council negatively which are responsible for lack of and or adequacy in terms of efficacy and effectiveness of the services delivered.

Recommendations

The study in line with the findings, made some recommendations:

- i. The state government shall ensure the full release of funds standing to the credit of the local and the state grant from its internally

- generated revenue are made available in time to be utilized for service delivery to the people.
- ii. The local government council legislative arm shall make strong bye-laws giving legal backing to policies of local governance resulting in effective and efficient service delivery to the people. This is for the local government to discharge its constitutional responsibility and improve the living standard of the people in its area.
 - iii. The local government shall ensure the deployment of qualified technical and professional staff to provide qualitative service delivery to the people.

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