
ADMINISTRATIVE EFFICIENCY AS A STRATEGY FOR IMPROVED LOCAL GOVERNMENT EFFECTIVENESS IN BORNO STATE, NIGERIA

Dr Paul Y. Mbaya, Mr Raphael Adole Audu & Mampaa Aliyu

Department Of Public Administration

University of Maiduguri

Borno State, Nigeria

ABSTRACT: *Basically, about 80% of the total populations of Borno State are rural based. One of the major problems facing Borno State Local Governments today is the fact that the vast rural areas need urgent socio-economic development so that the bulk of the population might be kept happy in their abodes. Administrative Efficiency at the local government level will facilitate rural development which will adequately check the influx of the skilled and unskilled manpower from these rural areas to the urban centers. To accomplish this, good local governance through proper execution of rural projects that will provide the rural population with employment opportunities, education, recreation and leisure, security, health and the like are very essential. Therefore, the paper argued that the allegations from the public that local government have not been performing very well in service delivery and being described as centres of sharing money is a problem of administrative efficiency and effectiveness. The paper revealed that the nature of state-local government relations in Borno State in most cases is impacting negatively on local administrative efficiency thereby rendering service delivery ineffective. In practice local government in most states of the federation including Borno State is not recognized as third tier of government but local administration. They operate as an extension of state ministry because they lack autonomy in line with the presidential system of government. The paper therefore, recommended among others that relationship between State-Local Government Relations should be build on mutual cooperation and respect to see themselves as equal partners in progress; and also proper consultation of community members should be encouraged before formulation and execution of community projects.*

KEYWORDS: *Efficiency, Effectiveness, Local government Administration, Borno State, Nigeria*

INTRODUCTION

Local governments in Nigeria have acquired renewed significance in the nation's social, political and economic existence since 1976 when the local government system was overhauled at the instance of the Federal Military government. In addition the conference of world mayors held in Abuja lends credence to the global importance and acceptability of this form of administration (Garba, 2000). The definition of local government as given officially in 1976 contained the central objectives of local government administration. Local Government was defined as:

Government at (the) local level exercised through representative councils established by law to exercise specific powers within defined areas. These powers give the council

substantial control over local affairs such as the staff, institutional and financial powers to initiate and direct the provision of services; and to determine and implement projects as to complement the activities of the state and Federal Governments in their areas, and to ensure through devolution of function to these councils an active participation of the people and their traditional institutions, that local initiative and response to local needs and conditions are maximized (Oluwu et'al, 1991).

The principal aims of local governments are to:

- (a) make appropriate services and development activities responsible to local wishes and initiatives by devolving or delegating them to local representative bodies;
- (b) to facilitate the exercise of democratic self government to the local levels of our society, as well as encourage initiative and leadership potential;
- (c) to mobilize human and material resources through the involvement of members of the public in their local development; and
- (d) to provide a two-way channel of communication between local communities and government (both state and federal) (Orekoya and Agbugba, 2001)

These noble objectives cannot be fulfilled unless the entity entrusted with the responsibility of governing is capable of mobilizing and utilizing prudently material, human and financial resources (Dlakwa, 2001). Hence, the importance of administrative efficiency at local government level. However, Local Governments in Borno State and other States are increasingly facing with the allegations of centres of sharing money, gross under performance in service delivery; and the dilemma of matching collective resources with community problems, needs, demands and expectations. Unfortunately, the magnitude and complexity of contemporary problems (unemployment among youth, increased level of crime rate, armed robbery, ritual killings, high incidence of infant mortality, malnutrition among children, problem of water supply and access road , among others could be noticeable in the community), increasing resource and economic problems, the enlarging responsibilities of Local Government authorities and the growing expectations of the community members for better and enhanced infrastructural services are compounding the burden of most Local Governments.

Similarly, on Wednesday June 18, 2003, President Obasanjo(2003) addressed the nation on restructuring of the democratic local government system in the country. In his address, the president advocated for the scrapping of the democratic local government as established by the constitution of the federal republic of Nigeria. According to him, The need for the review of the present structure of governance at local government level was informed by three disturbing trends, which had been identified with the inception of democratic dispensation in the country, namely (i) The non-performance or gross under-performance of the local government; (ii) The high cost of governments and near prohibitive cost of electioneering campaigns to individual political contestants in Nigeria; and(iii) Atomization and continual fragmentation of local Government councils including impractical division of towns and cities into unworkable mini-Local Government(Analysis, August 2003)

Equally, utterances of some Governors and members of the public confirmed that something is wrong with the system. For instance, the former Governor of Bayelsa State, Chief Diepreye

Alamieyeseigha, called for the scrapping of the democratic Local Government system in Nigeria. He claimed that “the local government system has failed Nigerians”. He added that in Bayelsa State the councils did not do anything tangible (Vanguard Tuesday, June 24, 2003). Similarly, the former Governor Bukar Abba Ibrahim of Yobe State, clearly explained that by the proposed arrangement in the new local government reform, only two tiers of government will be created, the Federal and State governments while local governments will be placed fully under the states (Weekly Trust June 21-27, 2003). Furthermore, Sa’idu (2003), called for the scrapping of the councils. He claimed that in his local government, Sabon Gari, the elected councilor earned more than the total projects executed in his ward. To him the purpose of establishing local governments was defeated (Analysis, August, 2003)

Consequently, the need for administrative efficiency and effectiveness cannot be over-emphasized. These allegations stated above can adequately be addressed with good governance, proper diagnosis of community’s socio-economic problems, studies prescriptions, policy implementation and proper management of local government resources. Nigeria has been described as a country with a rural base. This is because about 80% of the total populations are rural based. The 20% remaining have their origins in one rural settlement or the other. One of the major problems facing Local Governments today is the fact that the vast rural areas need urgent socio-economic development so that the bulk of the population might be kept happy in their abodes (Tijani, 1990). Administrative efficiency could facilitate rural development which will adequately check the influx of the skilled and sometimes unskilled manpower from these rural areas to the urban centers. To accomplish this, good governance through proper execution of rural projects are very important. Projects that will provide the rural population with employment opportunities, education, recreation and leisure, security, health and the like are very essential.

It is in the light of the foregoing, that the paper seeks to explore the importance of administrative efficiency and effectiveness within the context of local government administration. The paper starts by providing a conceptual clarification on administrative efficiency, administrative effectiveness and local government administration. Similarly, the impacts of these concepts as strategy of improving local government performance in Borno State were examined. After which the critical obstacles affecting administrative efficiency in the operation of local government administration in Borno State and the various ways of enhancing it have been discussed.

Conceptualization of Terms

Administrative Efficiency is a common concept used on a daily basis by all economic agents. However, there is no precise and a universally acceptable definition of the term. It has a variety of meanings attached to it. Nonetheless, there is still a common reference point by all users of the concept. It is used mainly in reference to governmental actions that are geared to serve the interest and ensure the well being of the citizenry through proper management of both human and material resources.

The Concept of Administrative Efficiency

Administrative Efficiency is the judicious utilization of local government resources, proper conduct and management of governmental affairs at the local government level to facilitate administrative effectiveness. In this paper it connotes the following:

- (i) Proper utilization of the monthly federal allocation of funds
- (ii) Mobilization and utilization of internally generated revenue
- (iii) Complying with the operation of local government financial memoranda
- (iv) No waste of both human and material resources
- (v) Complying with check and balances in line with the presidential system
- (vi) Financial instructions in writings
- (vii) Probe/inquiry
- (viii) Utilization of public accounts committee
- (ix) Expenditure within approved limit
- (x) Complying with due process
- (xi) Responsiveness to local needs
- (xii) Transparency
- (xiii) Probity
- (xiv) Accountability
- (xv) Leaders being servants of the people
- (xvi) Adhering to budget provisions
- (xvii) Undertaking viable projects
- (xviii) Adequate motivation of staff
- (xix) Communication by file not by emotions or primordial sentiments

If these qualities are found among the local government leaders and the workers in the day-to-day operation of the 27 local governments in Borno State we expect to see administrative effectiveness in the operation of Local Government Administration in Borno State.

The Concept of Administrative Effectiveness

It is the successful delivery of services or good governance being exhibited by local government leaders and workers to the local communities in the following areas:

- (i) Provision of adequate, available and accessible social services to the people (grassroots development)
- (ii) Available and accessible health facilities
- (iii) Road construction to link rural areas
- (iv) Provision of safe and potable water supply
- (v) Sanitation services
- (vi) Rural electrification services
- (vii) Adequate and accessible schools
- (viii) Undertaking community development projects
- (ix) Facilitating rural development
- (x) Provision of credit facilities
- (xi) Motor park construction to generate revenue for local government
- (xii) Market stalls construction to stimulate rural economy
- (xiii) Mass transit project such as: Purchasing of buses and taxis
- (xiv) Construction of earth dams for irrigation and farming purposes
- (xv) Building of skills acquisition centers
- (xvi) Establishment of adult literacy centers, etc.

The Concept of Local Government Administration

This Refers to the third level of government besides the Federal and State governments in Nigeria that operates at a level close to the people mostly residing in town, communities and villages. It is the level where the majority of the people lives and often engages in agricultural occupations. In Nigeria we have 774 local governments out of these numbers; Borno State has twenty-Seven (27) local governments recognized by the 1999 Constitution. These 27 local governments are as follows: Askira/Uba, Bama, Biu, Mobbar, Damboa, Dikwa, Gubio, Gwoza, Hawul, Kaga, Konduga, Kukawa, Kwaya-Kusar, Mafa, Magumeri, Maiduguri, Marte, Monguno, Ngala, Nganzai, Shani, Jere, Abadan, Chibok, Guzamala, Kala/Balge and Bayo. The essence of these local governments are to provide services to the people by effectively implementing policies, programmes and projects to improve the quality of life of citizens and to bring about development. Some of these projects in facilitating rural transformation are as follows:

Rural Roads Project

Availability of motor able rural roads has the potential to improve the position of the poor in many ways. It can ease the transport burden of the rural poor. Good rural feeder roads will make it possible for motor vehicles to operate down to the village level. This in turn will facilitate transportation of farm inputs such as fertilizer into villages and farm outputs from the villages to markets in towns. Access roads to rural communities will also improve access to social services and non-agricultural income generating activities. Traveling to health clinics will become easier/faster and the time saved utilized for other income earning ventures.

Water Supply and Sanitation Project

Fresh water is an absolute necessity for life. There is a broad consensus that the main causes of disease among the poor are water related. These water related diseases such as diarrhoea, cholera and typhoid fever can therefore be reduced through the provision of potable water as well as acceptable washing water. A review by the World Health Organisation (WHO) shows that when both water quality and quantity are improved, diarrhoeal morbidity rates can be reduced by as much as 37 percent (Onah, 2003).

Similarly, a major source of disease and water pollution in rural communities is poor sanitation. The resultant effect of this improper refuse disposal and sanitation is high level of water pollution. This is so because the major source of household water in rural areas are streams, springs and wells which are easily polluted. Consumption of such polluted water leads to a high incidence of water-borne diseases. In this circumstance, the citizens are further impoverished.

Rural Electrification Project

The availability of electricity has the potential of promoting rural industrialization, as it is an indispensable infrastructure for industries. It is much easier for rural investment to take place where electricity already exists than where the investor either has to depend on a generating Plant or has to bring electricity. The spillover effect of industries is the provision of employment to the local labour and hence the reduction of poverty among the citizenry.

Education Project

Accessibility to primary and secondary schools in rural areas will make rural children functional in socio-economic development. This in turn will afford them the opportunity to acquire education or training which will enable them secure employment, and thus reduces poverty and unemployment

Over the years the above services have been compromised in local government administration in Borno State resulting to poverty and poor living conditions of rural people which is linked to the problem of administrative efficiency and effectiveness. **Administrative inefficiency** could manifest in the following ways:

- (i) Local government leaders as masters and not servants of the people
- (ii) Latent functions being exhibited by leaders
- (iii) Inflation of contracts
- (iv) Fake vouchers
- (v) Paying ghost workers
- (vi) Frauds
- (vii) Embezzlements
- (viii) Misappropriation of local government funds
- (ix) Lack of local government autonomy
- (x) Local government as extension of state ministry
- (xi) Master –servant relationship(state master while local government as servant)
- (xii) Local government operate as local administration
- (xiii) Poor internal generated revenue
- (xiv) Intrusion in local affairs by federal and state governments
- (xv) God fatherism pressure
- (xvi) Poor performance of local government
- (xvii) Poor service delivery

Administrative Efficiency as a Strategy for Improving Local Government Performance

Basically, the performance of local government is evaluated in line with its main functions. The main functions of the local government council as specified in the fourth schedule of 1999 constitution as amended in 2011 include: The consideration and the making of recommendation to the 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. The 1999 constitution as amended further listed the following functions: Collection of rates, taxes, radio and television licenses; Establishment and maintenance of cemeteries, burial grounds and homes for the destitute or infirm; Licensing of bicycle, truck (other than mechanically propelled truck) canoes wheel barrows and carts; Establishment, maintenance and regulation of slaughter houses, markets, motor parks and public conveniences; construction and maintenance of roads, streets, streets lightings, drains and other public highways, parks, gardens, open spaces or such public facilities as may be describe from time to time by the house assembly of a state; Naming of streets, roads and numbering of houses; Provision and maintenance of public conveniences, sewages and refuse disposal; Registration of all births, death and marriages; Assessment of privately owned houses or tenements for the purpose of levying such rates as may prescribed by

the house of assembly of the state; control and regulation of: outdoor advertising and hoarding; movement and keeping of pets of all description; Shops, kiosks and laundries; restaurants, bakeries and other places for the sale of food to the public, and licensing, regulation and control of the sale of liquor. Similarly, the provision and maintenance of primary, adult and vocational education; the development of agriculture and natural resources other than the exploitation of minerals; the provision and maintenance of health services; and such other functions as may be conferred on a local government council by the house of assembly of a state.

The execution of the above functions by local government in terms of quality and quantity depend upon administrative efficiency (adhering with the items listed from (i)-(xviii) under administrative efficiency above). It is therefore appropriate that efficient and effective local administration is necessary that will aggressively facilitate rural development. The necessity for the creation of local government anywhere in the world stems from the need to facilitate development at the grassroots (Ibeanu, 1999). For instance some local governments in the country have established Development Area Councils or Committees, so as to take governance closer to the people. Such local governments include those in Lagos State 2001; Yobe State 2003; Bauchi State 2004; and Imo State 2011. The second approach employed by some local governments is the appointment of Ward Committees to handle or supervise some development projects which are being executed directly by the local governments or executed by them on behalf of the Federal or State governments. The third approach is the use of Community Development Associations (CDAs) or Town Improvement Unions as critical agents in community development. There are also extension workers (demonstration approach). This approach is mostly used by local governments for agricultural purposes. They move within and between ward or village areas educating farmers, advising and assisting them on the application of newly introduced techniques, seedlings, the use of insecticides and irrigation farming (Mamu,2003). Irrigation farming is predominant in many local governments in the Northern parts of Nigeria where Fadama farming has been largely successful. Thus, taking farming to the local farmers through biotechnology of improved seedlings, insecticides, extension services, irrigation and micro credit schemes.

Therefore, to enhance administrative efficiency of local administration, the 1999 constitution recognized local governments as a third tier of government. By so doing, the State governments do not exercise absolute controls over local governments. Similarly, there are many checks and balances that have been formulated by the Nigerian Federal Government, to facilitate the effective operations of the local government councils. Some of such checks and balances are guaranteed existence of local governments in section 7 of the 1999 Constitution, financial allocation from the Federation account and involvement of local governments in economic planning of the State governments. The local government decree of 1989, 1990 and 1992 have all intended to operationalize the third tier status of local government in Nigeria. This implies that local government enjoys a high degree of autonomy as well as increase in their revenue allocation for better performance. Unfortunately, in spite of these decrees and the autonomy the society and the rural dwellers are not benefiting much from her operation as a result of administrative inefficiency.

Problems of administrative efficiency at the local government level in Borno State

As important as this tier of government is, there seems to be some impediments that have been infringing on its performance and functions in recent times. These impediments range from undue interference of the higher levels of government i.e. federal and state governments, bribery and corruption to embezzlement which has become a way of life in Nigeria and gross inadequacy of well-trained and qualified personnel to mention but a few. Therefore in examining the problem of administrative efficiency at the local government level in Borno State, we shall use model 1 below to illustrate it.

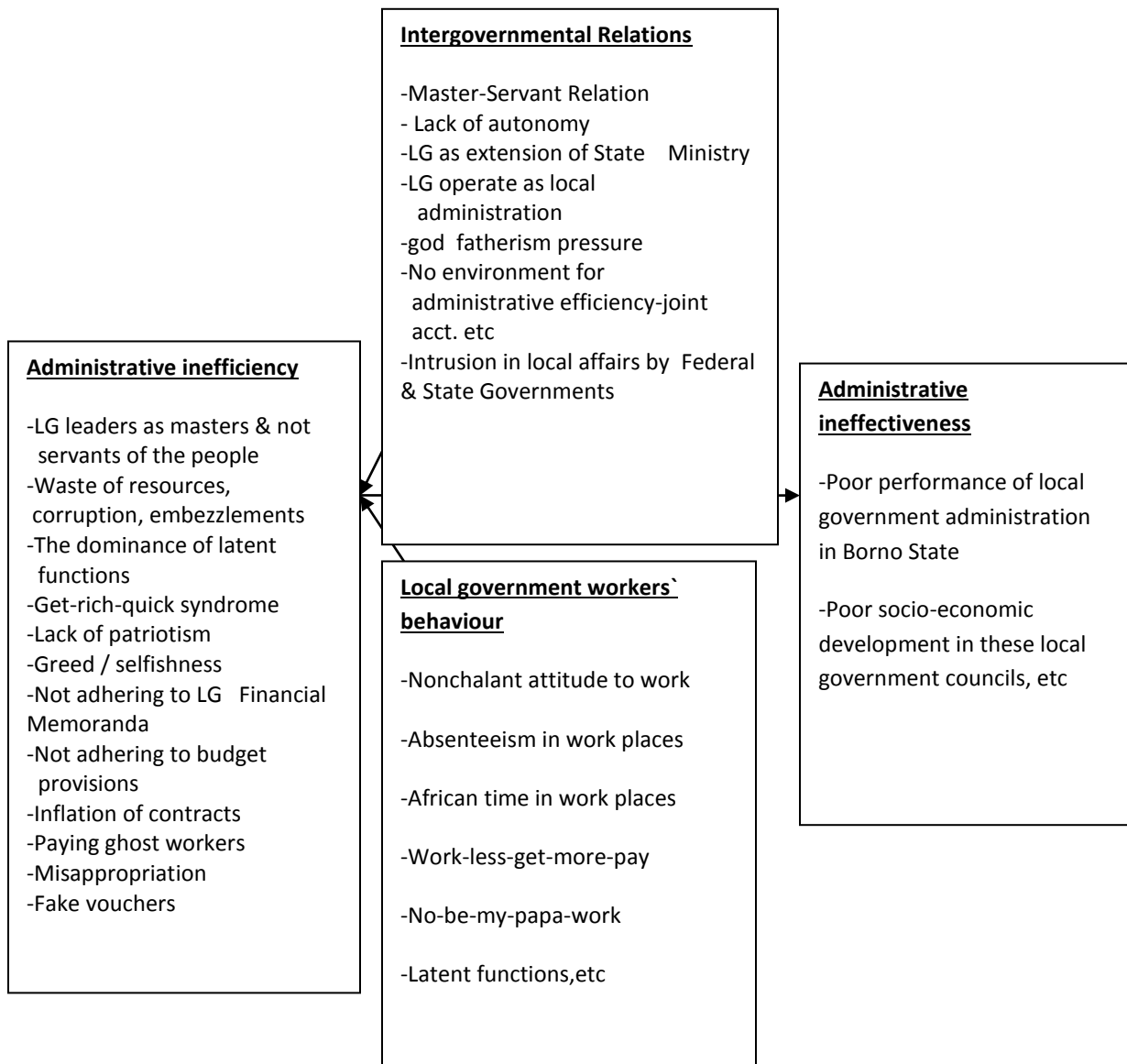


Fig 1. Problems of Administrative Efficiency adapted from Mbaya, 2009

In Fig 1, the problem of administrative efficiency being experienced in our local government system in Borno State is being influenced by three classes of behavioural variables. These are as follows: (i) Is the behavioral attitude, patterns and orientations of local government leaders, characterized by elite orientation, get-rich –quick syndrome, greed, selfishness, lack of patriotism to their communities and the attitudes of not ready to lead by example, etc. These behaviours are being influenced by(ii) the nature of Intergovernmental Relations like Master-Servant relations (state is the master while LG is the servant),the attitude of state government leaders, lack of autonomy, LG operate as an extension of state ministry, the issue of State-Local government joint account or joint project, etc. The combinations of these two factors are also influencing (iii) the behaviours of local governments' workers toward the pursuance of latent functions such as non-chalant attitude to work, African time, apathy, *no-be-my-papa-work* (not my father`s work), etc The combination of all these three classes of behaviours lead to administrative ineffectiveness such as poor performance of local government in service delivery and poor socio-economic development in Borno State.

The model, therefore, argues that these three behaviours are the ones facilitating poor performance in our local government system in Borno State. In other words, the state and local government leaders that are supposed to lead by example to enforce administrative efficiency measures are the ones involved in unacceptable behaviours being influenced by the two other variables producing the outcomes of administrative ineffectiveness and low grassroots development.

Second, Nigerian local governments encounter some kinds of inferior recognition by the Federal and State governments. It appears that local governments, by virtue of the recognition of a federation as being generally governed by the Central and State governments, are barely recognized as a tier of government in Nigeria. Thus, in spite of the legal and constitutional provisions, local governments have been scrapped by both democratic and military regimes. The apparent structural inferiority of the local governments vis – a – vis the/ Federal and State governments, in spite of constitutional provisions, is a reality of disturbing importance (Idode, 1989). These bad attitudinal relationships of the higher level governments to the local governments actually, to a degree, erode local governments` autonomy. Hard-earned and limited resources accrued to and raised by local government are always mismanaged. Priorities are misplaced; projects are done not according to, or as demanded by the people but regrettably in tune with the selfish end and aggrandizement of the political leadership in collaboration with the senior bureaucrats at the local government level. Coupled with this, is the greatest bane of development in the Nigerian public service in general and local government in particular which corruption is. In 2012, it was discovered that local government councils in Kaduna State embezzled thirty billion naira (Blueprint Newspaper, 2012). Reports of probe panels at the three tiers of government have revealed the culpability of civil servants. Corruption has been rampant among the senior and junior bureaucrats to whom the public funds meant for developmental purposes are entrusted. Generally, wide-scale embezzlement by officials of the grassroots has made the needed development of the grassroots a tall dream and has rendered them financially incapable to discharge their constitutional assigned responsibilities. The degree of external influence and intrusion in local government affairs by the federal and state governments is worrisome and needs re-evaluation. A situation where the state governor unconstitutionally

dissolves the entire elected council's officers without proper investigations on spurious allegations is not good for the future of local government administration in the country. Sacking of all local government chairmen and councilors in Ekiti by Governor Kayode Fayemi in 2008, Governor Rochas Okorocha of Imo State did same as soon as he took office on 29th May, 2011. Yet, Governor David Jonah Jang of Plateau State also sacked all local government chairmen and councilors. Similarly, Governor Rotimi Chibuike Amechi of Rivers State also sacked eleven (11) council chairmen for arriving late to a meeting he convened (Guardian Newspaper, 2012) are typical examples. Such external interference indeed subverts democratic process and undermines constitutional authority at the grassroots level. Practically, and in true sense, local government in Nigeria lacks autonomous financial power. Local government is now considered as an extension of state's ministry. The inherent nature of this problem has caused subservience, a situation where local government waits for the next directives from state government before the former could think of, let alone embarking on developmental projects. This has made local government an object of control and directives. Gwomu (2003) identified political control state governors have on the local government chairmen as a major challenge. This is as a result of the fact that state governor sponsors election of most, if not all, of the chairmen. They are handpicked by the state governor rather than being elected. It is a clear case of who pays the piper dictates the tune. For instance, in most of the states, there is this unholy alliance between state government and local councils in the state, where the state government constitutes Joint Action Committee. Federal allocations to local government are first deposited into a particular ad hoc account before calling for the committee meeting. The situation is so alarming and worrisome that one begins to wonder if local government truly is a third tier of government or a ministry or parastatals under its respective state government.

Third, intergovernmental relation between State and Local Government in Borno State is a crude type of master-servant relationship. Any chairman or local government that wants to do something independently outside the one dictated by the state executive will be frustrated and finally removed through the use of the state apparatus like the court, State House of Assembly or the concerned local government council will be used to impeach their council chairman. Some of these abuses of power characterizing State-Local Government Relation are as follows:

Table 1. Abuses of power characterizing State-Local Government Relation in Borno State

Source: Mbaya, 2006

Areas of relation	State instruments	Abuses of power
Establishment & adjustment of LGS	The 1999 constitution & State Assembly legislation	-Made LG not actually a tier of government -Created the setting a master-servant relationship -Erode co-ordinate powers but local administration -Remove financial autonomy of LG by state executive -Obscured the presidentialism status of LG status and created several opportunities for manipulation.
To ensure their democratic existence,	State INEC	-Political victimization -Political manipulations to favour party in power in local government elections

section 7 of the 1999 constitution		-Political and party office holders are not chosen by the people, but instead by state executive -The result is a litany of misplaced priorities and efforts to grease the palms of the godfathers (state executive)
Functional relations	-Joint implementation of some functions -Directive on state objectives and minimum standards	-Undertake project and services with LG funds that are not the priority of LG e.g. purchase of jeeps -Unnecessary directives to release funds to some party faithful and contracts that are not justified
Financial relations	-Statutory provision to LGs -Grants -Auditing accounts of LGs -Advise and assistance in annual estimates -Powers to investigate finances of LGs	-Abuses of State-Local government joint account of their monthly subvention -Unnecessary deductions from the account -10% of the internal revenue of the state are mostly not given to LGs -Abuse these powers to investigate to remove stubborn chairmen -This relation is characterized with violation of due process, financial indiscipline and corruption
Judicial relations	LG affairs are subject to state courts	-State executive uses the court to issue a threat to council chairman that is not dancing to their dictates
Staff matters	State LG service commission	State executive uses the commission to fire, transfer and discipline LG staff unjustly

From table 1, in almost all the six areas identified in State-Local Government Relation there are cases of abuses of power ranging from refusal to follow due process, political victimization and poor management of State-Local Government Joint Account. The foregoing instances indicate Master-Servant Relationship in State-Local Government Relation. Similarly, there are number of institutions in place at the state level being used wrongly by state executives resulting in usurping the powers of the local government hence jeopardizing local government chances for better rural transformation.

Ways of Enhancing Administrative Efficiency in Local Government Administration in Borno State

So to enhance administrative efficiency in Borno State local government system, the behavioral patterns of states and local government leaders must change from pursuing latent functions to manifest functions. If this is done the general misplaced values and the attitude of our local government officials will definitely change towards pursuing the manifest functions. This model we call it institutional behaviour model being depicted in figure 2

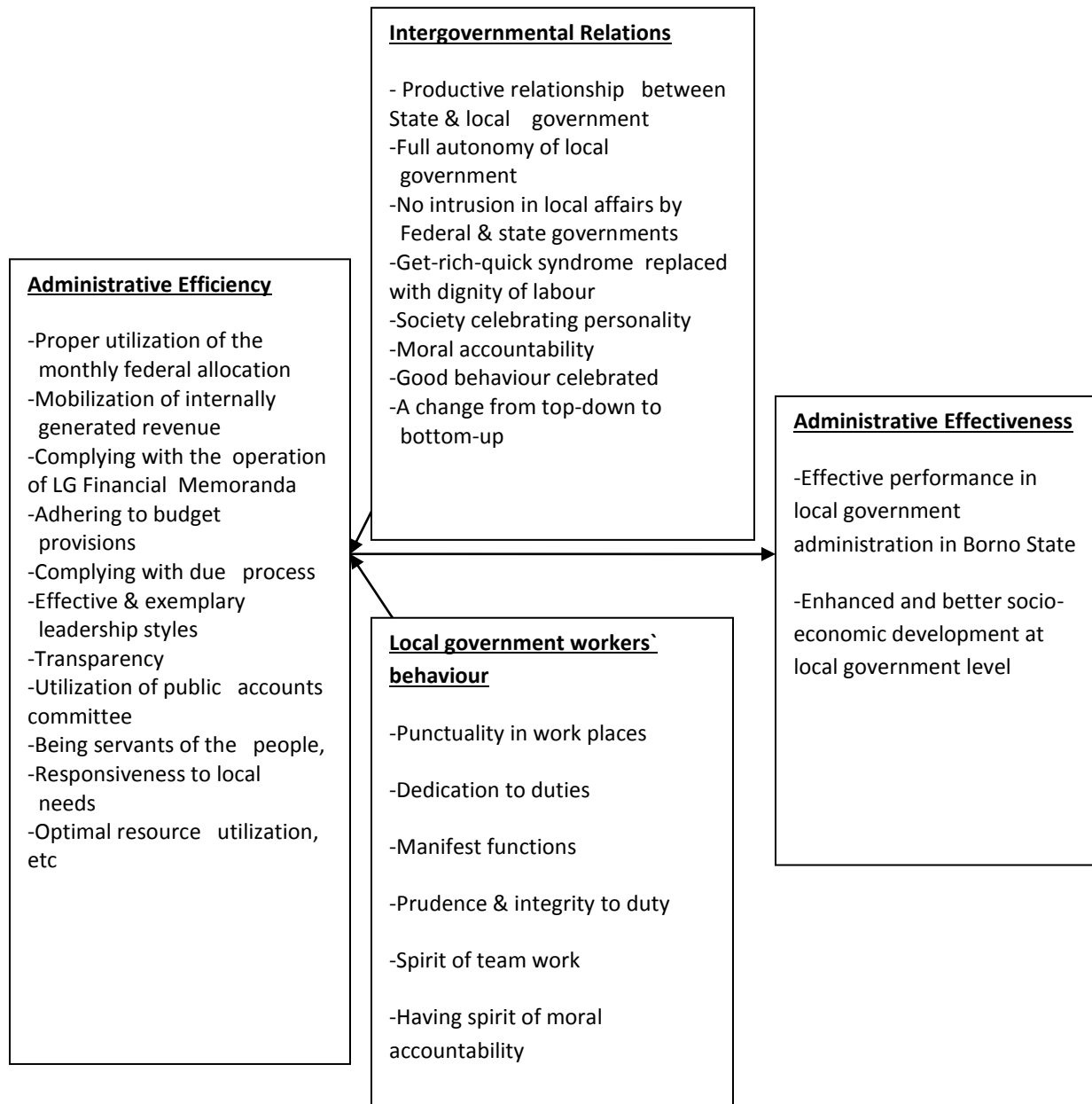


Fig 2. Institutional behaviour model adapted from Mbaya, 2009

From fig. 1, it is clear that administrative efficiency has been adhered to by the local government leaders followed by practicing productive intergovernmental relation between state and local government by seeing themselves as equal partners in grassroots development being facilitated by positive local government workers' behavior. The combinations of these three factors producing administrative effectiveness characterized by enhanced and better service delivery at local government level.

Second, at the community level the community members can constitute themselves into community action committees to oversee the performance of their local government. Such committees can exert pressure on non-performing officials to have a change of attitude. Otherwise, such officials must be prepared to face the wrath of the voters at subsequent elections. In the case of public servants such committees can write petition to superior officers so as to get the erring officials punished appropriately. In case of politicians, the political party machinery can serve as watch dog. The party can thus sanction public officials that abuse their offices. Non-governmental organizations, including religious leaders, can also serve as the watch dog for underprivileged in community. For example, the legal aid or human rights groups can move to the aid of this group in the community to protect them against abuses or violation of their rights by public officials. Advocacy groups such as the Women Rights Advancement and Protection Alternative (WRAPA) can protect women against being abused and marginalized in community by policy makers. The mass media can serve as the voice of the voiceless in the community, keeping a close watch on the activities of public officials and exposing their shady or unwholesome behaviour. Similarly, regulatory agencies such as the ICPC (Independent Corrupt Practices and related Crimes Commission), EFCC (Economic and Financial Crimes Commission), CCB (Code of Conduct Bureau) and its tribunal, among others can control the behaviour of public officials and cause them to conform to policy implementation.

Third, there is the need for transparency and information dissemination on the activities of local governments. This is because most of our people believe that the chairperson has power to do whatever he wants with local government funds. The reason for this is because there were previous abuses of due process, no respect for the laid down rules for the use of government resources. The people do not have information that the money available to the local government should be used according to laid down guidelines. It appears that there is no effort being made to educate the majority of the people on this. That is why local government chairpersons that were performing were seen as working for the government, not the people. When they built wells to provide water, health clinics and schools including skill acquisition centres were only working for the government. The only thing they want is to be given the money directly to spend it. So the people become beggars going to the houses of the Council chairperson and the councillors in large numbers requesting to be given their share. But this money is not to be shared; it is to be used to bring about improvements in the life of the people through the provision of social services. The people need to know that any chairperson that engages in this risks prosecution and serving a prison sentence.

Fourth, local governments in Nigeria need adequate autonomy that can facilitate their operations and development of communities. This should emanate from institutionalized democratic process of elections for representative local government councils as and when due. This should be in line with what obtains at the State and Federal government levels where elections are timely conducted. In Nigeria, redirecting the ship of state in the positive direction appears to have failed. This calls for re-strategizing even by using the same method(s). The first port of call in this regard is to demand for re-orientation of leadership in all facets of societal life. The deficit in positive leadership has been so glaring that it finds expression in the decay in all aspects of the country's life. Yet, no country aspires to greatness without a critical mass of men and women of

integrity, zeal and enthusiasm for their nation. The sooner the country throws up this crop of leaders the quicker the country's dream of greatness could be realized (Muoghalu, 1992).

Fifth, it is only when positive leadership is in place that the developmental crisis of the local governments can be tackled and resolved. Developmental crisis is an inevitable outcome of the capitalist model of organizing any economy. Nevertheless, it is not immutable, only if the country's leadership can discipline itself and cut down on wasteful spending. If the native authorities could perform without borrowing, with petrol dollars local governments today can do better.

Sixth, there should be regular and effective institutionalized training in policy management and implementation for political, executive and administrative managers at the local government level. There should also be total overhaul of accounting and auditing system, this will not only enhance performance, but also improve transparency of the local governments. Local governments must work hard to justify their autonomy through more and aggressive internal revenue generation.

Finally, Borno state government should respect true practice of intergovernmental relations. Accordingly, in a federal government, the promotion of meaningful democratic process for the purpose of real nation building demands sound intergovernmental relationships. In this respect State-Local government relations in Borno state must be built on co-operation, trust and mutual respect and not master-servant relationship.

REFERENCES

- Dlakwa, H.D (2001) "Strategies for Enhancing Revenue Generation and collection at the Local Government Level" paper read at a workshop for Local Government officials at Yola, Adamawa State on January 22-25, 2001.
- Garba, Y. U. (2000) "Problems and Challenges of Heads of Department and Key Functionaries in the Administration of Local Government councils under a democratic dispensation" being a paper presented at a workshop for the local government officers on December 20-21, 2000 Yola, Adamawa State.
- Gwomu, P. Y (2003), Memorandum submitted to the committee on the review and restructuring of the Local Government system and Administration in Nigeria, Taraba, July, 2003.
- Ibeanu, O. (1999), "Intergovernmental Relations in Nigeria: Local Government and other tiers of government". Paper presented at a two-day workshop for Elected and Senior Career Officials of Local Governments organized by the Kogi State Government at Okenne, Dec. 19-21.
- Idode, J.B. (1989). Rural Development and Bureaucracy in Nigeria. Ibadan; Longman Nigeria.
- Mamu, M.A (2003) "Comment in Restructuring the Third Tier", Weekly Trust September 6-12, 2003 P. 11.
- Mbaya, P.Y(2006) " Abuses of Administrative Power and Public Accountability in Local Government Administration in Borno State" Unpublished PhD Thesis submitted to the Department of Public Administration, University of Maiduguri, Borno State, Nigeria

- Mbaya, P.Y(2009). Elements of Comparative Government and Administration, Kaduna:Global ComputeRay Publishing Co.
- Muoghalu, L.N. (1992). “Rural Development in Nigeria: A Review of Previous Initiatives” in Olisa, M.S.O. and Obiukwu, J.I. (eds) Rural Development in Nigeria: Dynamics and strategies: Awka; Meklinks Publishers.
- Obasanjo, M.A (2003)”Local Governments can perform better” Daily Trust Tuesday, 7 July.
- Olowu, D, Ayo, S.B and Akande, B (1991) (Eds), *Local Institutions and National Development in Nigeria*, Ile-Ife: Obafemi Awolowo University Press.
- Onah, R. (2003): “Local Government and Distribution of Infrastructure for Poverty Reduction in Nigeria, ESUT Journal of Administration, Vol.No.1, March, 2003.
- Orekoya, T. and Agbugba, T. (2001), *Local Government Administration in Nigeria*, Lagos: Pure Language Communications Ltd.
- Sa’idu, A. (2003) “It is the right time to scrap the Local Government Councils”in Analysis August 2003.
- Tijani, K (1990): The Role of the different Levels of Government in Integrated Rural Development. Paper Presented for National Seminar on IRDP, Abuja.
- Analysis Vol. 3 No. 1 August, 2003.
- Blueprint Newspaper Wednesday 22, 2012
- Guardian Newspaper Monday 25, 2012
- Vanguard Tuesday June 24, 2003.