**CONSTRAINTS ON EFFECTIVE DEVELOPMENT POLICY-MAKING IN NIGERIAN LOCAL GOVERNMENTS: A STUDY OF ENUGU EAST LOCAL GOVERNMENT AREA OF ENUGU STATE**

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**U14/MSS/PAD/045**

**DEPARTMENT OF BUSINESS MANAGEMENT**

**GODFREY OKOYE UNIVERSITY**

**ENUGU**

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**CONSTRAINTS ON EFFECTIVE DEVELOPMENT POLICY-MAKING**

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**APPROVAL**

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**CERTIFICATION**

I, Nome Melody Ifunanya an undergraduate student of the Department of Business Management, Public Administration Programme with the registration number U14/MSS/PAD/045 do hereby certify that the work embodied in this project is original and has not been submitted in part or full in any other Degree programme of this university or any other university.

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 NOME, MELODY I. DATE

**DEDICATION**

This project is dedicated to God Almighty, for the successful completion of this research work and also for his unconditional love and grace throughout my studentship in this institution.

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Firstly, I wish to acknowledge Almighty God for his continuous guidance and provisions towards the successful completion of this work.

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**ABSTRACT**

This study focused on the Constraints of Effective Development Policy-Making in Nigeria Local Governments (A Study of Enugu East Local Government Area of Enugu State).The pace at which development in the local government can be realized is hinged essentially on the ability of the government to formulate appropriate and effective development policies. Determining the reasons why development policies are hardly achieved in the local government formed the main objective of the study. The literature review was anchored on the Hybrid theory. In carrying out this study, the descriptive research design was adopted. The population of the study was 562 (five hundred and sixty two) as at April, 2018 out of which the sample size of 233(two hundred and thirty three) was derived using the Yamane’s formula. Stratified random sampling technique was adopted in determining the number of questionnaire administered to respondents. Both the primary and secondary sources of data were used for data collection. Data were gathered for the study with a well structured 5 point Likert scale questionnaire. The tool used for data analysis was simple percentage. The basic finding is that there exists, indeed, some factors that constitute serious obstacles to effective development policy making in Nigeria local governments, one of which is the varying levels of interference from politicians and state government. The study concluded that interference from the state government influences effective development-policy making in the local government. The study recommended that the local government should be allowed to function more independently with little or no interference to ensure effective development policy-making.

**CHAPTER ONE**

 **INTRODUCTION**

* 1. **Background of the Study**

The local government has most often been described by many authors and scholars as the government at the grass root because it is the closest to the people in comparison to the state and Federal government. The existence of this tier of government in Nigeria dates back to the activities of the British colonialist and their quest to bring down government closer to the local people in other to maintain law and order as it where in those days. As Olasupo and Fayomi (2012) pointed that “prior to independence and the prolonged civil war, Nigerian local government system was essentially de-concentrative but in 1976, it became devolved and “should do precisely what the word government implies i.e., governing at the grassroots or local level” Today, the local government have metamorphosed in to a more sophisticated administrative institution charged with the responsibility to perform not only administrative duties, but also engage in the development of the local area in which it is mapped out to serve. The importance of local government is a function of its ability to generate sense of belongingness, safety and satisfaction among its populace. All forms of government, regimes or political systems have so far ensured the attainment of this goal. Such strategy for ensuring national development and political efficacy is found in the concept and Practice of local government. Whatever is the mode of government; local government has been essentially regarded as the path to, and guarantor of, national integration, administration and development (Omatsola, 2011). To achieve the speedy development of the local government, a well articulated action plan in the form of developmental public policies/ programs must be enthroned. Public policy guides and determines present and future public decisions as well as private individual or private business institutional actions, decisions or behavior. In essence, a public policy determines the activities of government and given private institutions in relation to providing services designed to solve a given problem (Ugwuanyi and Chukwuemeka, 2013). Being an administrative/ governing institution, the local government through the policy making process, articulates the developmental needs of the people and then try to use the resources available to them to accomplish these policies. Over time, it has become glaring to administrators and scholars that the challenge of policies in most developing nations of the world and Nigeria as well has remained the divergence between policy intent and policy outcome. This is as a result of the gap in implementation. In the words of Dialoke,Ukah and Maduagwuna (2017) Implementation gap manifests in the widening of the distance between stated policy goals and the realization of such planned goals. The implementation gap from policy formulation in Nigeria cannot be overemphasized as successive governments make policies that are not realizable throughout their tenure.

 It is very clear from records that Nigeria over the years has initiated well articulated developmental, economic and social policies, intended to launch the nation on the path of meaningful development.

* 1. **Statement of the Problem**

The importance of well articulated development policy/ policies for the local government in Nigeria can never be over emphasized. It is a sene qua non for the achievement of rural development and growth. The problems of most development policy no matter how good they are on paper are that they most often do not address the need of the people for whom those policies were intended to affect. This could be as a result of a proper need analysis and articulation by policy makers; who most often concern themselves with politics rather than policy outputs. On the other hand, most development policies are usually too numerous but with little technical knowhow on how to bring them to fruition. The last but not the least as identified is the dwindling financial muscles with which to implement development programmes in the light of competing needs.

* 1. **Objectives of the Study**

The general objective of this study was to examine the constraints on effective development policy making in Nigerian local governments.

 Consequently, the specific objectives which this study sought to unravel were: To

1. Ascertain the reason as to why the developmental needs of Enugu East local government are hardly achieved,
2. unravel how the unavailability of skilled human resources have impacted the execution of development policies in Enugu East local government
3. determine how the financial resources for implementation of development policies in Enugu East local government can be enhanced.
	1. **Research Questions**
4. Why is it that the developmental needs of Enugu East local government are hardly achieved?
5. How have the unavailability of skilled human resources impacted the execution of development policies in Enugu East local government?
6. How can the financial resources for implementation of development policies in Enugu East local government be enhanced?
	1. **significance of the study**

The aim of this work like every other research endeavor is to contribute meaningfully to the bulk of extant knowledge on the subject matter. This work will help students have a better understanding of the subject matter. On the other hand, this work will be of great benefit to decision makers/ policy makers as turbulent challenges facing the success of developmental policy making will be unraveled and curative/preventive solutions proffered.

**1.6 Scope of the study**

This work sought to explore the constraints on effective development policy making in Nigeria local governments. It is mainly focused on Enugu East local government area of Enugu state.

**1.7 Limitation of the study**

**Poor attitude of respondents**: This was the greatest challenge the researcher encountered as some of the respondents were reluctant to answer the questions addressed to them.

**Finance:** This is one of the major problems that face every researcher. Due to level of financial status of the researcher, the cost of acquiring the necessary information of the write up was affected.

**Time:** This was a great challenge as the researcher combined the research work with course work.

 **CHAPTER TWO**

**REVIEW OF RELATED LITERATURE**

**2.1.1 Conceptual Framework**

 The conceptualization of the term “local government” has been problematic; this is because there is no unanimous acceptable definition of local government among the scholars of local government and public administration. However, Kyenge (2013),quoted in Adalonu (2015) posits that the concept of local government has been given various definitions by various scholars 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. At this juncture, it is imperative to note the definitions of some of these scholars in the subject matter. Specifically, local government is a unit of government below the central, regional or state levels established by law to exercise political authority through a representative council within a defined geographical area. Olisa, et al 1990 quoted in (Chukwuemeka, Ugwuanyi, Ndubuisi-Okolo & Onuoha, 2014). Appadorai (1975) defines local government as government by popularly elected bodies’ charged with administration and executive duties in matters concerning the inhabitants of a particular district or place.

As noted in the works of Adeyemi (2012), Achimugu, Stephen & Agboni (2013), Chukwuemeka et al., (2014), the Nigeria 1976 Guideline for Local Government Reform defines local government as “Government at the local level established by law to exercise specific powers within defined area and to initiate and direct the provision of services and to determine and implement projects so as to complement the activities of the state and federal government in their areas, and to ensure that local initiative and response to local needs and conditions are maximized.” The United Nations Office for Public Administration quoted in Ola and Tonwe (2009), Ubani (2010), Achimugu, Stephen & Agboni (2013) defines local government as thus: “A political subdivision of a nation or (in a federal system) state, which is constituted by law and has substantial control of local affairs, including the powers to impose taxes or to exact labor for prescribed purposes. The governing body of such an entity is elected or otherwise locally selected. In addition, local government is 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 (Eboh & Diejomaoh, 2010). The aforementioned definitions by various scholars above clearly show that local government is a multi-dimensional concept. However, the main features of these definitions of local government are noted in the works of Maddick (1963), Mawhood (1983), Tumini (2011), Ezeani (2012), Chukwuemeka et al. (2014), and Otinche (2014). These features include the facts that a local government:

1. Operates within a defined geographical area

2. Has certain population living within the confines of a defined territory

3. Operates at the local or grassroots level.

4. Has a range of constitutionally delineated functions to perform

5. Has a relative autonomy or independence.

6. is a legal entity of its own and can sue and be sued.

7. Has its council composed of elected representatives.

8. is the lower level government in a unitary political system and lowest level government in a federal three-level government.

Thus, local government in Nigeria context is established as the third tier of government, protected by the constitution, which comprise of democratically elected representative whose purpose is to provide basic services to the people at the grassroots (Adeyemi, 2013). In a federal system of government like Nigeria, local government is usually the third tier of government. In a unitary system, like Britain, it usually exists as the second order government to the national government. However what the local governments have in common, either in federal or unitary systems of government, is responsibility for the most immediate needs of the citizens without any other body between them and the individual. In other words, it is the order of government closest to the people (Chukwuemeka et al., 2014).

**2.1.2 Background of the Nigerian local government**

Regardless of nomenclature, Local Government is a creation of British colonial rule in Nigeria. It has overtime experienced change in name, structure and composition. Between 1930s and 1940s, for instance, Local Government was known as chief-in-council and chief-and-council, where traditional rulers were given pride of place in the scheme of things. In the 1950s, election was introduced according to the British model in the western and eastern parts of the country with some measure of autonomy in personnel, financial and general administration (Nwabueze, 1982). It was on this premise that the rising tide of progress, growth and development expected in the Local Governments in these areas was based. The pace of this development was more noticeable in the south than in the north. During this period, heterogeneity was the hallmark of Local Government as there was no uniformity in the system and the level of development was also remarkably different. The introduction of 1976 reforms by military administration of General Obasanjo brought about uniformity in the administrative structure of the system. The reforms introduced a multi-purpose single-tier Local Government system (Ajayi, 2000). The reforms also introduced population criterion under which a Local Government could be created. Consequently a population of within 150,000 to 800,000 was considered feasible for a Local Government.

This was done to avoid the creation of non-viable local council and for easy accessibility. There was provision for elective positions having the chairman at executive level of Local Government with supervisory councilors constituting the cabinet. This was complemented by the bureaucrats and professionals, such as Doctors, Engineers, etc., who were charged with the responsibility of implementing policies (1976 Guidelines). In 1991, a major landmark reform was introduced as the system had legislative arm. In addition, the Babangida administration increased the number of Local Government from 301 in 1976 to 453 in 1989 and 589 in 1991. The Abacha regime also increased the number to 774 local councils that we have today and the administrative structure also underwent some changes (Ajayi, 2000). In summary, it can be said that no public institution in Nigeria has been so subjected to frequent reforms than Local Government. Nearly every successful military administration introduced one administrative changes or the other. Apart from the celebrated 1976 reforms, state government officials have also introduced various manipulations. For instance in Ekiti state, the tenure of elected Local Government officials was reduced to two years, while some retained it to reflect three years. In the southwest, except for Lagos, a caretaker committee was introduced in 2003 immediately after the general elections. In similar vein, in June 2007, some state governments dissolved their local councils and appointment caretaker committee to steer the affairs of the council. It is germane to note here that these changes were not without resultant effects. Some of these changes met with social strife. For instance in 1997, the relocation of Local Government headquarters was marked with large scale destruction of lives and property in Ondo, Osun, Delta, Rivers and Cross-River States (Omotosho, 1998). Specifically in Ondo state, the relocation of the then newly created Akoko South East Local Government headquarters from Aba Akoko to Isua Akoko was met with destruction of lives and property. In 1998, Abubakar administration introduced sole administrator system at the grassroots level before elections were conducted in December 1998 for the posts of chairman and councilors. Also the dissolution of local councils in Ekiti State by the new administration of Governor Segun Oni in June 2007 generated forbore between the local council’s chairmen and the governor. In essence, it has become almost fashionable in Nigeria for incumbent administration to introduce one change or the other in the institution. So far, Local Government system in Nigeria has not been stable and this leaves its future to remain bleak, uncertain and insecure.

**2.1.3 The role of the local government as an agent of development**

The role the local government plays in the development of its constituent communities can never be over emphasized. This is because the main reason for its creation or for its existence is to ensure grass root development. Local governments are created to bring about development in the rural areas. As agents of rural development, local governments are to use the funds made available to them by both the federal and state governments and their internally generated revenue to improve on the lives of the people within their areas of operation through initiating and attracting development projects to the local government such as provision of access roads, water and rural electricity; sustaining livelihoods through the provision of credit facilities for agriculture, arts, crafts and small scale business; and encouraging the formations of cooperative societies and other economic groupings (Akhakpe, Fatile & Igbokwe-Ibeto, 2012). It is equally important to reiterate that no kind of desirable development can be achieved if there is a political framework defined by; a tendency to divert public resources for private gain; failure to establish a predictable framework of law and government behavior conducive to development, or arbitrariness in the application of rules and laws; excessive rules, regulations, licensing requirements, and so forth, which impede the functioning of markets and encourage rent-seeking; narrowly based or non- transparent decision making. In all emergent states, local government administration has been adopted as the main fundamental instrument for the acceleration and sustenance of rural development. Various arms of government must aim at stimulating and motivating rural people to take an active part in the development of their communities. Yet, motivating people is the duty of local government and it is a complex process. It has to do with defining development so that there is no logical and operational break between past practices, past beliefs, the present and the future. Thus, local government is widely acknowledged as a viable instrument for rural transformation and delivery of social services to the people. The above discussions shows that there is no way one can talk of local development without placing more emphasis on the role of local government. Also, rural area cannot develop socially, politically, economically and even technologically without local government. No wonder, Maddick in (Igbokwe-Ibeto, 2003) notes that:

*to achieve social change and general economic growth requires a spreading efforts* so *that local communities and individuals can participate to bring under ideal conditions, energy, enthusiasm and most important of all local development activities... local authorities provide the opportunity for local people to participate in local decision and local schemes within the general national policies, and to act above all, as local centers of initiative and activity conducive, to development.*

The above statement buttresses the fact that local government has a meaningful and positive role in development process. Akhakpe Fatile & Igbokwe-Ibeto (2012) noted that community development through the instrumentality of the local government is essential for a sustained development process. The local government system is therefore the surest way to get the grassroots’ through planning and sustenance of implementation strategies if adequately funded under a corrupt free system. Local government serves as training grounds for politicians while local government administration trains people for higher political duties and responsibilities. A number of people holding political positions at the higher levels of government started their political career at the grassroots’ where they were recognized for future appointments. Yet, local government administration helps to promote development at the grassroots’ as earlier discussed. In a multiethnic society like Nigeria, decentralization of power through local government gives the people of the community a better knowledge of their environment and opportunities therein and contributes to their community development. It also helps other levels of government to bring policies and programmes closer to the people at the grassroots’ (Anazodo, Igbokwe-Ibeto, Osawe &Nkah, 2014). Local government administration facilitates political mobilization and sensitization of the people within its areas. The institutional framework of local government administration is pivotal to the success of any government programme. It has been consistently argued in literature that local government administration is an effective and efficient instrument for political education and socialization of the people at the local level. Local government administration allows for clientele participation in decision making and implementation of government programmes that affect their lives (Akhakpe, 2013). Corroborating the above statement, Briggs (2007) contends that the fundamental premise of clientele involvement is that it interest and commitment to programmes success is likely to be high when people regard such programmes as theirs. Local government administration through internally generated revenue (IGR) raises revenue to finance development programmes at the grassroots’. This is in addition to the statutory allocation from the federation account. Through such monies, it provide social amenities and services such as pipe born water, boreholes, roads, cottage industries, skill acquisition centres, maternity and hospital and health care delivery, market stalls, etc to the people. Local government administration promotes democratic rule in the society. This is because, local government administration is the closet level of government to the people and as such, it provides the opportunity for the people to further learn the democratic values and norms. Local government administration in a federal system like Nigeria promotes nation building and contributes to socio-economic and political development in the country. However, despite the elaborate justification of local government administration, local government administration is faced with a number of issues and challenges.

**2.1.4 A brief history of Enugu East local government**

Enugu East is one of the local government areas of Enugu State, Nigeria. Its headquarters are in the town of Nkwo Nike. It has an area of 383km2 and a population of 279,089 at the 2006 census. It was created out of Enugu North in the year 1996. (Wikipedia, 2017) There are five zones in the council, which include: the urban zone, the mbuluowehe zone, the Nike-Uno zone, the Mbulujodo zone and the Mbulu-Iyiukwu zone. Villages and towns in Enugu East Local Government include, Nike District: Agbogazi, Ako, Akpoga, Alulu, Amoji, Amokpo, Azama, Edem, Effokwe, Emene, Ibagwa, Amaowelle, Nbulunjodo, Nchantacha, Neke Odenigbo, Nekeuno, Ugwuomu, Nkwubo, Nokpa, Obinagu, Onuogba, Onyohu. Ugwogo District: Adaeze, Amankpa, Farm settlement, Obinagu, Ogbodogo, Okpuhu, Ugwunkwo, Umunagbo, Umunnameze, Umunonu, Utazi. (Nigeria zip codes, 2018) The occupation of the inhabitants of Enugu east is majorly agriculture. The area is blessed with flat and rich agricultural land which has over the years been attracting farm-settlers from far and near. They engage in farming practices such as cultivation of cassava, yams, cashew trees, vegetables, cocoyam, tropical fruits and other assorted agricultural products. They sell their farm products to people who come from around the country in their different market days.

**2.1.5 Concept of Development**

Improving the living conditions of the rural folks forms the central focus of the development concept. The concept of development is very difficult to define because it is value loaded. (Egbe, 2014). The term has come to mean different things to different people. While some writers view the concept as dealing with rising Gross National Product (GNP) or increasing per capital income, others like Seers (1973) sees developments as meaning creating conditions for the realization of human potential. Since the pursuit and attainment of certain high levels of per capital income has not been accompanied by discernible changes in the conditions of living of the focus and object of development i.e. man, others have come to define the problem of development as a selective attack on the worst form of poverty. Lapalombara (1987) further defines development as: “Self-sustained growth: a continuous process of growth is produced by forces within the system and which is absorbed by the system. It is the ability to absorb varieties and changing types of political demands and organization.” In the words of Sule (1991) the concept can be viewed from two perspectives: (a) introducing new ideas and technology and (b) modernizing the existing facilities in order to increase the means of production. The introduction of new technology could lead to an improved quality of life and better standard of living. They may lead to an increase in human potentials and this raises national productivity or per capital income. Modernization brings about a change in the techniques of doing things. For example, change in agricultural production from subsistence to commercialization, change in the settlement pattern from rural to urban, etc. Adedeji (1985) has succinctly summarized the objective of the new development strategy. He submits that the ultimate purpose of development must be the development of man – the realization and unfolding of his creative potential through improvement not only in his material condition of living which enables him to fulfill his physiological needs but also through the satisfaction of his psychic needs. In other words, development is a process by which man’s overall personality is enhanced. And development for society means the development of the collective personality of society. He argues further, that, economic development cannot be divorced from its social, cultural, and political settings. One must recognize the fact that development is a multi-variant quantitative and qualitative process in which economic and non-economic elements interact organically with each other. One must also realize that the pivot on which this development hangs is the human being. He is both the main instrument initiating the process and bringing it to a substantial level, and the beneficiary of its fruit. Conversely, unless he is well motivated, unless he believes that the effort is worth the while and is therefore willing to make the necessary sacrifice, no amount of the quantum of capital which is injected into an economy will bring about self-reliant and self-sustaining processes of development. According to Todaro (1977:96-98) as cited in (Egbe, 2014), he says that:

*Development must therefore be conceived as a multi-dimensional process involving changes in structure, attitudes and institutions, as well as the acceleration of economic growth, the reduction of inequality and the eradication of absolute poverty. In essence, development must represent the entire gamut of changes by which the entire social system, turned to the diverse basic needs and desires of individuals and social groups within the system moves away from the conditions of life regarded as materially and spiritually “better”.*

 **2.1.6 Public policy as a tool for development**

Policies are purposive courses of action devised in response to a perceived problem (Charles, Cochran and Eloise, 2014). On the other hand, Milakovich and Gordon (2009) see public policy as the organizing framework of purposes and rationales for government programs that deal with specified societal problems. William Jenkins as cited in Sharma, Sadana and Kaur (2011) defines public policy as “a set of interrelated decisions taken by a political actor or a group of actors, concerning the selection of goals and the means of achieving them within a specified situation where those decisions should in principle be within the power of those actors to achieve.” He also says that “public policy making is a goal oriented behavior on the part of the government. It provides a standard by which public policies can be evaluated.” From the forgoing, it is discernable that policy is an action taken or that not taken in relation to perceived problems. This could be an individual or a group/ institution. But public policy on the other hand concerns itself with providing solutions to perceived societal problems; this could be a village, a town, local council or state. So long as the deliberate action taken or about to be taken is bound by law, it is a public policy.

**2.1.7 Development policy**

Development is the reduction, if not elimination of poverty, inequality, unemployment, disease, ignorance and other life threatening conditions. Development is the transformation of community into socially, economically, politically, educationally, orderly, and materially desirable conditions, with the aim of improving the quality of life of the people. It is also referred to as the uniform distribution of resources, the integration of the people into national economy; it is a socio-economic process which seeks to bring about a more equitable distribution of resources and income within the society (Mundi, 2008) as cited in OyeAdeniji(2014). Development policy refers to activities that aim to reduce poverty, social and economic insecurity; implement fundamental rights and promote institutional and sustainable development, human development and equality. Effective development policy making should involve the articulation and specification of objectives and targets to be achieved within a time frame.

**2.1.8 Development policies in Nigerian Local Governments**

Marcellus (2009) as cited in OyeAdeniyi (2014) maintained that “The Nigerian government has aspired to achieve development through the use of various types of plans, namely short term (Annual Budget), medium and long term plans. He further asserted that “Most development strategies ever adopted for use in Nigeria have been the same, with slight differences in their objectives, they are just mere nomenclature, and that is why the problem of development had persisted.” In the words of Okafor, Chukwuemeka and Udenta (2015), Nyagba (2009) also writes

*that sustainable development provides a framework under which communities can use resources efficiently, create efficient infrastructures, protect and enhance quality of life and create new businesses to strengthen their economies. Local governments in Nigeria have a commitment in this mandate. This can be done by implementing integrated rural development strategies aimed at raising the quality of life of the rural people through the provision of social infrastructures and alleviating rural poverty through promoting rural productive activities in industry, agriculture and fisheries, marketing and rural financial schemes etc. such strategies will empower rural dwellers through the development of productive employment, enhancing their income, ensuring protection of the environment, promoting gender responsiveness and ensuring adequate care for the vulnerable groups.*

It is therefore, imperative for Nigerian Local Governments to commit to working with other stakeholders (federal, state and the private sector) in the making and implementation of development policies. (Okafor, Chukwuemeka and Udenta 2015) They opined that “it is in the interest of the country that local government administration is transformed and capacitated to play crucial development roles in the socio-economic conditions of the people in the localities.

**2.1.9 Empirical Review**

Adah and Abasilim (2015) carried out a study on Development and its Challenges in Nigeria: A Theoretical Discourse. The objective of the study was to identify the challenges to development in Nigeria. The paper adopted qualitative research method through textual analysis. The findings of the study revealed that despite the country’s attempt to advance development, several challenges have posed a great threat to her progress. These setbacks range from imposition of policies on her citizens, lack of adequate human resources or capital to implement development plans/policies, corruption and lack of credible leadership among others.

The study concluded that once the identified setbacks are tackled then development will be realized in the country.

Adebayo (2014) examined Local Government and the Challenges of Rural Development in Nigeria from 1999 till 2014. Identifying the key problem facing most local governments in Nigeria especially at the rural areas constituted the objective of the study. The study adopted secondary sources in collection of data. The paper was of the view that the key problem facing most local governments is lack of adequate finance to implement various developmental programmes especially at the rural areas. The study argued that local governments were faced with such challenges like inadequate finance, corruption, poor implementation of projects, lack of competent manpower, high level of illiteracy, lack of due consultation and non-involvement of local dwellers in policy decisions and hijack of local government allocation by the state government. The paper therefore recommended an upward review of statutory allocations to local councils as well as direct disbursement of funds to local governments, better welfare package to workers and open administration that encourages local participation.

Odalonu (2015) examined the challenges confronting local government administration in efficient and effective social service delivery: the Nigeria experience. The aim of the paper was to critically examine the nexus between local administration and efficient social service delivery. Secondary data formed the basis of data collection, interpretation and analysis. Data was collected through a comprehensive review of relevant literature on the subject of inquiry. The thrust of analysis was systematically prosecuted under select themes and sub-themes designed to address the salient aspects of the paper’s objective. The paper identified lack of funds, corruption, and undue political interference amongst others as major constraints to local government service delivery. The paper provided some measures to ensure efficient and effective social service delivery at the local level. Such measures include constitutional reforms to ensure total autonomy of local government, enhance revenue allocation, capacity and institutional building that produce the human capital that is committed to the principles of good governance at local level. The paper concluded that if the above measures are employed, local governments in Nigeria would improve in the provision of essential social services to the people at the local level.

Ihemeje (2014) conducted a research on Why Nigeria’s Public Policies Fail at the Local Government Level: Any hope in the Fourth Republic? The paper examined the imperatives of Nigeria’s public policy formulation and implementation as basis for determining and measuring development. Why some policies fail at the local government level, was the major objective that the work sought to achieve. The work evaluated various policies adopted by previous regimes with respect to infrastructure and found that, contrary to findings in other developed democracies, it is apparent that Nigeria’s policies are not consistently useful to succeeding governments and by extension, her populace, due to their ‘continuity deficiency’. In this connection, the paper challenged the inconsistency in policy actions in Nigeria, with the view to situating feasible national policy framework in the fourth republic and, recommended the need for sovereign national conference, constitutional review and that, the government be more sensitive and responsive in formulation and implementation of public policy decisions that has direct impacts on the local populace.

Agbodike, F.C., Igbokwe-Ibeto, C.J. and Nkah, B.C (2014) analyzed issues of local government administration and the challenges of sustainable development in Nigeria*.* It argued that local government administration is confronted with issues and challenges such as federal and state government’s interventions in constitutional responsibilities of local government. These among other challenges facing local government administration have rendered it incapable of producing good governance and democratic dividends to the people. Drawing experiences from developed and developing countries in the globalized era, it concluded that local government administration in Nigeria cannot successfully address the challenges of sustainable rural development unless the country returns to true federalism, enthrone positive leadership anchored on rule of law, transparency and accountability, administrative probity, pursue economic self reliance through internally generated revenue and embracing the culture of good governance and global best practices.

**2.1.10 Theoretical Framework**

For the purpose of this research, the Hybrid theory otherwise known as the combined approach to policy implementation will be used as the theoretical framework on which this work will be based. This theory came about as a reaction to growing uneasiness with the heated debate between top-downers and bottom- uppers, researchers such as Elmore (1985), Sabatier (1986), and Goggin et al. (1990) tried to synthesize both approaches. Elmore(1985) in his work the concept of “backward mapping” with the idea of “forward mapping.” argued that program success is contingent upon both elements, as they are intertwined (Sabatier 1986). Policy makers should therefore start with the consideration of policy instruments and available resources for policy change (forward mapping).

In addition, they should identify the incentive structure of implementers and target groups (backward mapping). Mazmanian and Sabatier (1986) argued that not distinguishing between policy formation and implementation would disqualify the study of policy change and evaluation research. He put forward an “advocacy coalition framework”. The advocacy coalition framework rejected the “stage heuristic” of the policy process and aimed at empirically explaining policy change as a whole. This conception has some resemblance with the bottom-up approach as the analysis starts from a policy problem and proceeds in reconstructing the strategies of relevant actors to solve this problem. In addition, it emphasizes the role of policy learning and recognizes the importance of extraneous social and economic conditions that may impact on the policy making. However, the advocacy coalition approach seems to neglect the social and historical context in which change occurs. This problem is addressed by discourse analysts, who argue that discourses shape actors’ perceptions and may thus influence political elites’ interpretation of social events. The core argument was that implementation is an evolutionary process in which programs are constantly reshaped and redefined. The conception thus started from policy inputs defined by central policy makers. At the same time, it also embraced the idea that these inputs will almost inevitably be changed in the course of their execution. Thus incremental learning processes were at the heart of this approach. However, their conception of the implementation process embraced the fact that implementers are political actors in their own right and that the outcome of this endeavor entailed complicated negotiation processes between implementers and central authorities. Scharpf (1978) was one of the earliest writers who tried to reconcile the idea of political steering by central governments with the argument of bottom-up scholars that the transformation of policy goals into action depends upon the interaction of a multitude of actors with separate interests and strategies. Introducing the concept of policy networks to implementation research, he suggested giving more weight to processes of coordination and collaboration among separate but mutually dependent actors. The concept of policy networks later became a major approach to the study of policy change as a whole. A further line of argument places emphasis on a factor that was almost completely neglected by both top-down and bottom-up scholars: the type of policy to be implemented. Building on the seminal article by Lowi (1972), Ripley and Franklin (1982) distinguish between distributive, regulatory, and redistributive policies, arguing that each of these policy types involves different groups of stakeholders as well as different types and levels of conflict in implementation. Windhoff-Héritier (1980) makes a similar argument. She distinguishes between distributive and redistributive policies. This distinction includes regulatory policy, which can fall into either of the two categories depending on whether or not a regulatory program involves clearly identifiable winners and losers. Her book reveals that distributive policies may be implemented in any implementation structure; Mayntz (1977) followed a similar line of reasoning with regard to policy types. She distinguishes between different types of policy instruments, imperatives and restraints, positive and negative incentives, procedural regulations, public provision of services) and discusses the different implementation problems typically associated with these policy instruments. While redistributive policies need a hierarchical implementation structure to be executed effectively (Windhoff-Héritier 1980). The hybrid theories brought two important innovations to implementation theory. First, they tried to overcome the conceptual weaknesses of the polarized debate between bottom-up and top-down scholars. Leaving aside the normative aspects of the controversy, they focused instead on empirical arguments about the proper conceptualization of the implementation processes and pragmatically blended the extreme arguments of both sides into models that embraced both central steering and local autonomy. Second, some of the hybrid theorists pointed to important factors that had hitherto received little attention. Scholars like Sabatier or Winter raised the awareness that implementation cannot be analyzed without looking at the policy formulation process. Sabatier stressed the need to view implementation processes (or processes of policy change in general) not in isolation. Instead, his advocacy coalition framework recognizes that extraneous factors such as external economic developments or influences from other policy fields have to be taken into account as well. Finally, Ripley and Franklin, Windhoff-Héritier and others hinted at the impact of different policy types on the way policies are executed.

**CHAPTER THREE**

**RESEARCH METHODOLOGY**

The present chapter provided a description of the research methodology of the study. The chapter began by presenting and explaining particularly; the research design developed to elicit information based on the research objectives and questions, the area of study, the sources of data, the population of study, the method of data collection, the sample and sampling techniques, the sample size determination, instrument for data collection, validity of data instrument, reliability of data instrument, and method for data analysis.

**3.1 RESEARCH DESIGN**

A research design is a plan of investigation that specifies the sources and types of information relevant to the research question; it is a strategy or blueprint specifying which approach will be used for gathering and analyzing the data incorporating both time and budget costs. (chukwuemeka, 2006). According to Kothari and Garg (2014), “a research design is the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedure.” For this study, the researcher adopted the descriptive survey research design.

 **3.2 AREA OF STUDY**

The area covered in this study is Enugu East local Government Area of Enugu State. The research was restricted to the staff of Enugu East Local Government.

**3.3 SOURCES OF DATA**

In order to cover the scope of this study and to realize the objective of the research exercise, we utilized both primary and secondary data.

**3.3.1 Primary Source**

It contained primary information or data collected from the field which assisted the researcher in statistical analysis. These sources consisted of data analyzed from questionnaire, personal interviews and we also relied considerably on the use of observation method as a basis for accepting or rejecting some of the data gathered through the two instruments mentioned earlier. The questionnaire was targeted at the employees of Enugu East Local Government Area of Enugu State.

**3.3.2 Secondary Source**

These are information gotten from already published materials. They are works written on the topic in question by other researchers, whose works were based on primary sources after consultation with the secondary sources on the topic which had existed at the time. Some of the secondary data used by the researcher were textbooks, journals, projects of previous studies, magazines, articles and online materials which yielded immeasurable information for the research study.

**3.4 POPULATION OF STUDY**

 The target population of this study is 562(five hundred and sixth two) employees of Enugu East Local Government Area. It comprised of 107 staff in Administrative Department, 102 staff in Finance/ Planning and Budgeting Department, 73 staff in Health Department, 102 staff in Social Welfare Department, 83 staff in Agriculture Department, and 95 staff in Works Department as at February, 2018.

**Table 3.1: POPULATION DISTRIBUTION TABLE**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Department** | **Male** | **Female** | **Total** |   **%** |
| Administrative | 67 | 40 | 107 | 19 |
| Finance | 70 | 32 | 102 | 18 |
| Health | 35 | 38 | 73 | 13 |
| Social Welfare | 55 | 47 | 102 | 18 |
| Agriculture | 40 | 43 | 83 | 15 |
| Works | 57 | 38 | 95 | 17 |
| Total | 324 | 238 | 562 | 100 |

**Source: field study 2018**

**3.5 METHOD OF DATA COLLECTION**

* **Interview**: This technique was to collect and gain in-depth information on how the employees in the local government perceive their development policy making.
* **Observation**: By mere observation it was perceived that there are development policies in the local government. However, the researcher was mystified as to the inexperience and mismanagement on the side of the policy makers.
* **Questionnaire:** In a bid to ensure high quality of the questionnaire, the researcher divided the questionnaire into two parts namely: part A and

 part B. Part A contained the personal information of the respondents and part B contained matter of the research framed from the research questions and objectives.

**3.6 SAMPLE AND SAMPLING TECHNIQUE**

The stratified random sampling technique was used in this study, in selecting the respondents.

* + 1. **SAMPLE SIZE DETERMINATION**

The sample size of the study was selected employees from all the departments of Enugu East Local Government. Thus the sample size determination was arrived at using the Taro Yamane’s simplified formula

 **n = N**

 **1+N\*(e)2**

Where:

* n - the sample size
* N- total population
* e - the acceptable sampling error/ margin of error
* 1= unity(a constant)

In determining the sample size

N = 562

e = 0.05

n = 562
 1+562\*(0.05)2
= 562
 1+562\*(0.0025)

= 562
 1+1.405

= 562
 2.405

 **n =** 233

Therefore, a sample size of 233(two hundred and thirty-three) was seen as adequate for this research purpose.

**Table 3.2: SAMPLE SIZE DISTRIBUTION TABLE**

|  |  |  |
| --- | --- | --- |
| **Department** | **Sample size** | **Percentage (%)** |
| Administrative  | 45 | 19 |
| Finance  | 42 | 18 |
| Health | 30 | 13 |
|  Social Welfare | 42 | 18 |
| Agriculture  | 34 | 15 |
| Works  | 40 | 17 |
| Total  | 233 | 100 |

**Source: field study 2018**

**3.7 INSTRUMENT FOR DATA COLLECTION**

The major instrument used by the researcher in gathering data for this study was structured questionnaire. The questionnaire was designed to have two sections. Specifically all questions in section ‘A’ were drawn to provide some general and demographic information of the respondents, while the remaining questions in section ‘B’ were formed and directed to address the research questions. The instrument was designed in a 5-point likert scale of strongly Agree (SA), Agree (A), Disagree (D), strongly Disagree (SD) and Undecided.

**3.8 VALIDITY OF DATA INSTRUMENT**

This deals with the accuracy of an assessment, whether or not it measures what it is supposed to measure. In other words, validity is the quality of being acceptable, proper or correct. For face validity of the instrument, copies were given to the project supervisor who; read, censored and removed irrelevant items in the questionnaire and also made useful contributions for upgrading, enhancing and improving the quality of the instrument. Thus, it was confirmed to be acceptable because it was logically capable of measuring what it was set out to measure. Having done this our research instrument was valid.

**3.9 RELIABILITY OF DATA INSTRUMENT**

 This refers to the extent to which the assessments are consistent. The test and retest method was adopted in testing the reliability of the questionnaire.

Thus, the instrument was re-administered purposively to the same group of respondents after three weeks interval and they were consistent with their response. Data became reliable when they were consistent, accurate, and precise.

**3.10 METHOD OF DATA ANALYSIS**

 The responses gathered from the questionnaire were analyzed using the simple percentage method. All analysis was also done using a table to present relevant data.

 **CHAPTER FOUR**

 **DATA PRESENTATION AND ANALYSIS**

In this chapter, data for this study were statistically analyzed and presented with the aid of tables, and analyzed with the use of percentages. Two hundred and thirty three (233) questionnaire were administered to the employees of Enugu East Local Government of Enugu State out of which 17 were wrongly filled and 14 were not returned. Those properly filled and therefore used for analysis were 202.

**4.1 Questionnaire Distribution and Return Rate**

Number of questionnaire returned x 100

Number of questionnaire administered

 202 x 100
 233

= 0.866 x 100 = 87 percent

 **Table 4.1: The Instrument Return Rate.**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Department** | **No. of****Questionnaire** | **Properly filled** | **Wrongly filled** | **Not returned** | **Percentage of properly filled** |
| Administrative | 45 | 39 | 5 | 2 | 19% |
| Finance | 42 | 37 | 2 | 3 | 18% |
| Health | 30 | 27 | 1 | 2 | 14% |
| Soc. Welfare | 42 | 36 | 5 | 2 | 18% |
| Agriculture | 34 | 29 | 1 | 4 | 14% |
| Works | 40 | 34 | 3 | 1 | 17% |
| Total | 233 | 202 | 17 | 14 | 100% |

**Source: Field Study, 2018**

Table 4.1 shows that out of 233 questionnaire administered, 202 were properly filled and returned thereby indicating a high return rate of 87 percent.

**Table4.2 Sex Distribution of the Respondents**

|  |  |  |
| --- | --- | --- |
| **Sex** | **Total** | **Percentage** |
| MALE | 107 | 53 |
| FEMALE | 95 | 47 |
| TOTAL | 202 | 100 |

**Source: Field Study, 2018**

Table 4.2 shows that out of 233 questionnaire administered, 107 persons were male indicating 53 percent of the respondents while 95 were female representing 47 percent of the respondents. This simply means that there were more male respondents, than female.

**Table 4.3: Age distribution of the Respondents**

|  |  |  |
| --- | --- | --- |
| **Age** | **Total** | **Percentage** |
| 21-30 | 35 | 17.3 |
| 31-40 | 58 | 28.7 |
| 41-50 | 64  | 31.7 |
| 51 and above | 45 | 22.3 |
| Total | 202 | 100 |

**Source: Field Study, 2018**

Table 4.3 shows that the respondents who were between 21to 30 years were thirty three (33) in number showing 17.3 percent of the respondents. Those who were between the ages of 31 to 40 were 58 in number which represents 28.7 percent. Respondents whose age ranged between 41 to 50years were 64 in number, representing 31.7 percent of the respondents. Only 45 persons were 51years and above, constituting 22.3% of the sample size. This implies that the older respondents were more than the younger ones.

**Table 4.4Academic Qualifications of the Respondents**

|  |  |  |
| --- | --- | --- |
| **Academic qualification**  | **Total** | **Percentage** |
| WAEC/GCE | 17 | 8.4 |
| OND | 33 | 16.3 |
| NCE | 45 | 22.3 |
| HND | 37 | 18.3 |
| B.Sc | 54 | 26.7 |
| M.Sc | 12 | 6 |
| PhD | 4 | 2 |
| Total  | 202 | 100  |

**Source: Field Study, 2018**

Table 4.4 shows that of the 202 respondents, 17 respondents were employed with West African Examination Certificate, representing 8.4 percent. 33 respondents have National Diploma, which represents 16.3 percent. 45 respondents were employed with Nigeria Certificate in Education and they make up 22.3 percent. 37 respondents have Higher National Diploma, representing 18.3 percent. 54 respondents have Bachelor of Science Degree, representing 26.7 percent. 12 respondents have Masters of Science, representing 6 percent. Only 4 persons were employed with a doctorate degree, constituting 2 percents. This means that majority of the respondents have Bachelor of Science Degree and were therefore educated enough to be able to understand and answer the questionnaire very well.

**Table 4.5: Marital status of respondents**

|  |  |  |
| --- | --- | --- |
| **Marital status** | **Total** | **Percentage**  |
| Single | 45 | 22.2 |
| Married | 118 | 58.4 |
| Widowed | 30 | 14.9 |
| Divorced | 9 | 4.5 |
| Total | 202 | 100 |

 **Source: Field Study, 2018**

Table 4.5 shows that 45 respondents were single, representing 22.2 percent. 118 respondents were married, representing 58.4 percent. 30 respondents were widowed representing 14.9 percent and 9 respondents were divorced, which represents 4.5 percent. This implies that the respondents were more of married people and mature enough to be able to answer the questionnaire.

**Table 4.6: Distribution of Respondents According to the Number of Years in the Organization**

|  |  |  |
| --- | --- | --- |
| **Duration of work (years)** | **Total** | **Percentage** |
| 1-5 | 12 | 6 |
| 6-10 | 26 | 12.9 |
| 11-15 | 33 | 16.3 |
| 16-20 | 76 | 37.6 |
| 20 and above | 55 | 27.2 |
| Total | 202 | 100 |

**Source: Field Study, 2018**

Table 4.6 shows that 12 of the respondents have worked between one to five years, representing 6 percent. 26 of the respondents have worked between six to ten years, representing 12.9 percent. 33 of the respondents have worked between eleven to fifteen years, representing 16.3 percent.76 of the respondents have worked between sixteen to twenty, representing 37.6 percent. And 55 of the respondents have worked for twenty years and above, which represents 27.2 percent. This means that more of the respondents have worked for a longer period of time in the local government and were well experienced to be able to answer the questionnaire

**Table 4.7 Questionnaire Item no 1: Political interference influences the achievement of development policies in the local government.**

|  |  |  |
| --- | --- | --- |
|  **Scaling Point** | **Frequency** | **Percentage** |
| SA | 36 | 17.8 |
| A | 71 | 35.1 |
| N | 42 | 20.7 |
| D | 38 | 18.8 |
| SD | 15 | 7.4 |
| Total | 202 | 100 |

**Source: Field Study, 2018**

Table 4.7 shows that out of 202 respondents, 36 of the respondents representing 17.8 percent strongly agreed while 71 respondents representing 35.1percent agreed that political interference influences the achievement of development policies. 42 of the respondents which represent 20.7 percent had no opinion. 38 respondents representing 18.8 disagreed while 15 respondents representing 7.4 percent strongly disagreed. This implies that political interference is one of the reasons why development policies are hardly achieved in the local government.

**Table 4.8: Questionnaire Item no 2: Inadequate grass root consultation affects the achievement of development policies in the local government**

|  |  |  |
| --- | --- | --- |
| **Scaling Point** | **Frequency** | **Percentage** |
| SA | 57 | 28.2 |
| A | 48 | 23.7 |
| N | 30 | 14.8 |
| D | 44 | 21.7 |
| SD | 23 | 11.3 |
| Total | 202 | 100 |

**Source: Field study, 2018**

Table 4.8 reveals that 57 of the respondents constituting 28.2 percent strongly agreed and 48 respondents constituting 23.7 percent agreed that inadequate grass root consultation affects the achievement of development policies. 30 respondents which constitute 14.8 percent had no idea. 44 of the respondents constituting 21.7 percent disagreed while 23 of the respondents constituting 11.3 strongly disagreed. Therefore, inadequate grass root consultation is one of the major factors that affect the achievement of development policies in the local government.

**Table 4.9 Questionnaire Item no 3: Poor infrastructure hinders the achievement of development policies in the local government.**

|  |  |  |
| --- | --- | --- |
|  **Scaling Point** | **Frequency** | **Percentage** |
| SA | 65 | 32.1 |
| A | 69 | 34.1 |
| N | 33 | 16.3 |
| D | 25 | 12.3 |
| SD | 10 | 4.9 |
| Total | 202 | 100 |

**Source: Field study, 2018**

Table 4.9 shows that out of 202 respondents, 65 respondents representing 32.1 percent strongly agreed while 69 respondents representing 34.1percent agreed that poor infrastructure hinders the achievement of development policies. 33 respondents representing 16.3 percent had no opinion. 25 respondents representing 12.3 percent disagreed while 10 respondents representing 4.9 percent strongly disagreed. This implies that poor infrastructure greatly hinders the achievement of development policies in the local government.

**Table 4.10-Questionnaire Item no 4: Lack of material resources is one of the reasons why development policies are hardly achieved.**

|  |  |  |
| --- | --- | --- |
|  **Scaling Point** | **Frequency** | **Percentage** |
| SA | 17 | 8.4 |
| A | 37 | 18.3 |
| N | 15 | 7.4 |
| D | 85 | 42.1 |
| SD | 48 | 23.8 |
| Total | 202 | 100 |

**Source: Field Study, 2018**

Table 4.10 clearly indicates that 17 of the respondents representing 8.4 percent strongly agreed while 37 respondents representing 18.3 percent agreed that lack of material resources is one of the reasons why development policies are hardly achieved. 15 of the respondents representing 7.4 percent had no opinion. 85 of the respondents representing 42.1percent disagreed while 48 respondents representing 23.8 percent strongly disagreed. This means that the achievement of development policy is hindered by lack of material resources but only in very small measure.

**Table 4.11 Questionnaire items no 5: Misappropriation of fund by council members make development policies hardly achieved.**

|  |  |  |
| --- | --- | --- |
|  **Scaling Point** | **Frequency** | **Percentage** |
| SA | 69 | 34.2 |
| A | 57 | 28.2 |
| N | 50 | 24.7 |
| D | 17 | 8.4 |
| SD | 9 | 4.5 |
| Total | 202 | 100 |

**Source: Field Study, 2018**

Table 4.11 points out that out 202 respondents, 69 respondents representing 34.2 percent strongly agreed and 57 respondents representing 28.2 percent agreed that misappropriation of fund by council members make development policies hardly achieved. 50 respondents representing 24.7 percent had no opinion. 17 respondents representing 8.4 percent disagreed and 9 respondents representing 4.5 percent strongly disagreed. This implies that only very few of the council members misappropriate fund, which does not necessarily affect the development of local government as such.

**Table 4.12 Questionnaire Item no 6: Employees are properly motivated for efficient service delivery.**

|  |  |  |
| --- | --- | --- |
| **Scaling Point** | **Frequency** | **Percentage** |
| SA | 24 | 11.9 |
| A | 31 | 15.3 |
| N | 10 | 5 |
| D | 58 | 28.7 |
| SD | 79 | 39.1 |
| Total | 202 | 100 |

**Source: Field Study, 2018**

Table 4.12 indicates that 24 of the respondents representing 11.9 percent strongly agreed while 31respondents representing 15.3 percent agreed that employees are properly motivated for efficient service delivery. 10 respondents representing 5 percent had no opinion. 58 respondents representing 28.7 percent disagreed while 79 respondents representing 39.1 percent strongly disagreed. This implies that employees are not properly motivated for efficient service delivery in the local government and this greatly affects the actualization of development policies in the local government.

**Table 4.13-Questionnaire item no 7: Partisan self interest influences development policy execution.**

|  |  |  |
| --- | --- | --- |
| **Scaling Point** | **Frequency** | **Percentage** |
| SA | 35 | 17.3 |
| A | 69 | 34.2 |
| N | 37 | 18.3 |
| D | 45 | 22.2 |
| SD | 16 | 8 |
| **Total** | **202** | **100** |

**Source: Field Study, 2018**

Table 4.13 shows that 35of the respondents representing 17.3 percent strongly agreed and 69 respondents representing 34.2 percent agreed that partisan self interest influences the execution of development policies. 37 respondents representing 18.3 percent had no opinion. 45 respondents representing 22.2 disagreed and 16 respondents representing 8 percent strongly disagreed. This means that partisan self interest influences the execution of development policies in the local government.

**Table 4.14-Questionnaire item no 8: Proper training should be organized for policy makers and implementers.**

|  |  |  |
| --- | --- | --- |
| **Scaling point** | **Frequency** | **Percentage** |
| SA | 103 | 51 |
| A | 79 | 39 |
| N | 9 | 4.5 |
| D | 5 | 2.5 |
| SD | 6 | 3 |
| **Total** | **200** | **100** |

**Source: Field Study, 2018**

Table 4.14 shows that 103 of the respondents representing 51 percent strongly agreed while 79 respondents representing 39 percent agreed that proper training should be organized for policy makers and implementers. 9 of the respondents representing 4.5 percent had no opinion. 5 respondents representing 2.5 percent disagreed while 6 respondents representing 3 percent strongly disagreed. This means that proper training should be organized for policy makers and implementers.

**Table 4.15-Questionnaire item no 9: Skilled human resources boost the execution of development policies.**

|  |  |  |
| --- | --- | --- |
| **Scaling Point** | **Frequency** | **Percentage** |
| SA | 64 | 31.7 |
| A | 98 | 48.5 |
| N | 40 | 19.8 |
| D | 0 | 0 |
| SD | 0 | 0 |
| Total | 202 | 100 |

**Source: Field Study, 2018**

Table 4.15 indicates that 64 of the respondents representing 31.7 percent strongly agreed while 98 respondents representing 48.5 percent agreed that skilled human resources boost the execution of development policies.40 respondents representing 19.8 had no opinion.0 respondent representing 0 percent disagreed and 0 respondent representing 0 percent strongly disagreed. This implies that the availability of skilled human resources boost the execution of development policies in the local government.

**Table 4.16-Questionnaire item no 10: Full autonomy of the local government can enhance its formulation and implementation of better development policies in the local government.**

|  |  |  |
| --- | --- | --- |
| **Scaling Point** | **Frequency** | **Percentage** |
| SA | 39 | 19.3 |
| A | 48 | 23.7 |
| N | 75 | 37.1 |
| D | 24 | 11.9 |
| SD | 16 | 8 |
| **Total** | **202** | **100** |

**Source: Field Study, 2018**

Table 4.16 shows that 39 of the respondents representing 19.3 percent strongly agreed and 48 respondents representing 23.7 percent agreed that full autonomy of the local government can enhance its productivity.75 respondents representing 37.1 percent had no opinion. 24 respondents representing 11.9 percent disagreed while 16 respondents representing 8 percent strongly disagreed. This means that the issue of the full autonomy of the local government is still a controversial one as majority had no opinion.

**Table 4.17-Questionnaire item 11: Provision of grants can enhance financial resources for policy implementation**

|  |  |  |
| --- | --- | --- |
| **Scaling Point** | **Frequency** | **Percentage** |
| SA | 71 | 35.1 |
| A | 57 | 28.2 |
| N | 24 | 11.8 |
| D | 38 | 18.8 |
| SD | 12 | 5.9 |
| Total | 202 | 100 |

**Source: Field Study, 2018**

Table 4.17 points out that 71 of the respondents representing 35.1 percent strongly agreed and 57 respondents representing 28.2 percent agreed that provision of grant can enhance financial resources of the local government. 24 respondents representing 11.8 had no opinion. 38 respondents representing 18.8 percent disagreed and 12 respondents representing 5.9 percent strongly disagreed. This implies that provision of grant can enhance the financial resources of the local government for policy implementation.

**Table 4.18 Questionnaire Item no 12: Improvement of the internally generated revenue will help to enhance the financial resources.**

|  |  |  |
| --- | --- | --- |
| **Scaling Point**  | **Frequency** | **Percentage** |
| SA | 73 | 36.1 |
| A | 100 | 49.5 |
| N | 10 | 5 |
| D | 12 | 5.9 |
| SD | 7 | 3.5 |
| Total | 202 | 100 |

**Source: Field Study, 2018**

Table 4.18 shows that 73 respondents representing 36.1 percent strongly agreed and 100 respondents representing 49.5 percent agreed that the improvement of the internally generated revenue will help to enhance the financial resources. 10 respondents representing 5 percent had no opinion. 12 respondents representing 5.9 percent disagreed and 7 respondents representing 3.5 percent strongly disagreed. This means that the financial resources of the local government can be enhanced through the improvement of the internally generated revenue.

**Table 4.19 -Questionnaire Item no 13:** **The** **local government system should be restructured for better service delivery.**

|  |  |  |
| --- | --- | --- |
| **Likert Scale** | **Frequency** | **Percentage** |
| SA | 44 | 21.8 |
| A | 86 | 42.5 |
| N | 49 | 24.3 |
| D | 13 | 6.4 |
| SD | 10 | 5 |
| Total | 202 | 100 |

**Source: Field Study, 2018.**

Table 4.19 points out that 44 of the respondents representing 21.8 percent strongly agreed while 86 respondents representing 42.5 agreed that the local government should be restructured for higher productivity. 49 respondents representing 24.3 percent had no opinion. 13 respondents representing 6.4 percent disagreed and 10 respondents representing 5 percent strongly disagreed. The restructuring of the local government is a still controversial issue since majority of the respondents has a neutral opinion.

**Table 4.20-Questionnaire Item no 14:** **Elimination of the joint state-local** **government account will boost the financial capacity of the local government**

|  |  |  |
| --- | --- | --- |
| **Likert Scale** | **Frequency** | **Percentage** |
| SA | 47 | 23.2 |
| A | 101 | 50 |
| N | 29 | 14.4 |
| D | 17 | 8.4 |
| SD | 8 | 4 |
| Total | 202 | 100 |

**Source: Field Study, 2018**

Table 4.20 shows that 47 of the respondents representing 23.2 percent strongly agreed and 101 respondents representing 50 percent agreed that the elimination of the joint state-local government account will boost the financial capacity of the local government. 29 respondents representing 14.4 percent had no opinion. 17 respondents representing 8.4 percent disagreed while 8 respondents representing 4 percent strongly disagreed.

 This simply means that the state-local government joint account should be eliminated for the enhancement of the financial resources of the local government.

**Table 4.21-Questionnaire item 15: Establishment of transport schemes can enhance the financial resources of the local government.**

|  |  |  |
| --- | --- | --- |
| **Scaling Point** | **Frequency** | **Percentage** |
| SA | 54 | 26.7 |
| A | 80 | 39.6 |
| N | 40 | 19.8 |
| D | 19 | 9.4 |
| SD | 9 | 4.5 |
| Total | 202 | 100 |

**Source: Field survey, 2018**

Table 4.21 shows that 54 respondents representing 26.7 percent strongly agreed while 80 respondents representing 39.6 percent agreed that the establishment of transport schemes can enhance the financial resources of the local government. 40 respondents representing 19.8 percent had no opinion. 19 respondents representing 9.4 percent disagreed while 9 respondents representing 4.5 percent strongly disagreed**.** This implies that establishment of transport schemes in the local government can enhance their financial resources.

**CHAPTER FIVE**

**FINDINGS, CONCLUSION AND RECOMMENDATION**

**5.1** **SUMMARY OF FINDINGS**

From the study, we found that;

1. Development policies in the local government are hardly achieved due mainly to varying levels of interference from the elites and state government, thus leading to poor development of the local government.
2. Development Policy-Making is constrained by the inability of the local government to attract and retain skilled employees, poor training coordination and unsatisfactory working conditions.
3. Scrapping of the State Local Government Joint Allocation and adoption of direct statutory allocation to the Local Government will help improve their financial resources.

**5.2 CONCLUSION**

Interference from politicians and state government influence effective development policy-making in the local government, and this remains the reason why most development policies are hardly achieved. Equally, skilled human resources are not attracted, employed and retained in the local government. The state-local government joint account system in Nigeria encourages unnecessary deduction of fund by the state government. Therefore, the local government do not have as much resources as they are given from the federation account for rural development. The local governments, instead of improving their internally generated revenue are solely dependent on allocations which limit their performances.

**5.3** **RECOMMENDATIONS**

Based on the findings, the study recommends that;

1. The local government should be allowed to function more independently with little or no interference to ensure effective grassroot based development policy-making.
2. The local government officials should be equipped with better education, training and a sound orientation about value system and democratic cultures.
3. Financial autonomy should be granted to the local government councils through the amendment or elimination of the provisions of the constitution that created the joint state-local government account.

**Area of Further Research**

Researchers should research on ways of achieving more financial autonomy of the local government

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**Appendix 1**

**PUBLIC ADMINISTRATION PROGRAMME DEPARTMENT OF BUSINESS MANAGEMENT**

**GODFREY OKOYE UNIVERSITY**

**THINKERS CORNER ENUGU**

**APRIL, 2018**

 **TO WHOM IT MAY CONCERN**

Letter of introduction

 I am a student of Public Administration of the above-mentioned institution. I am carrying out a research on the topic “Constraints on Effective Development Policy-Making in Nigeria Local Governments. A study of Enugu East Local Government Area of Enugu State” I humbly solicit for your cooperation in filling out the attached questionnaire which is aimed at data gathering.

Please note that information gathered will be strictly used for academic purpose and identity of respondents will not be revealed in other to avoid the use of the work for unintended purposes.

Thanks for your active cooperation.

**Nome, Melody Ifunanya**

**U14/MSS/PAD/045**

**Researcher**

**APPENDIX 2**

**QUESTIONNAIRE**

Questionnaire for research study on: The Constraints on Effective Development Policy-Making in Nigerian Local Governments. A Study of Enugu East Local Government Area of Enugu State

 **PLEASE NOTE**

1. Carefully read each question before responding.
2. Tick [ √ ] as appropriate in the spaces provided.

 **PART A**

**RESPONDENT**’**S DATA**

1. Sex: Male ( ) Female ( )
2. Marital Status: (a) Single ( ) (b) Married ( ) (c) Widowed ( ) (d) Divorced ( )
3. Age: (a) 21 – 30 years ( ) (b) 31 – 40 years ( ) (c) 41 – 50 years (d) 51 and above ( )
4. Religion: (a) Christianity ( ) (b) Muslim ( ) (c) other Religions \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_
5. Highest academic qualification: (a) Ph.D. (b) M.Sc./M.A (c) B.Ed./B.Sc./HND

(d) N.C.E. (e) O.N.D (f) WAEC/G.C.E (g) First School Leaving (h) None

1. How long have you been in this organization? (a) 1 – 5 yrs ( ) (b) 6 – 10 yrs ( ) (c) 11 – 15yrs ( ) (d) 16 – 20 years ( ) (e) More than 20 year

**PART B**

Tick [ √ ] the number that represents how strongly you feel about the statements by using the following scoring systems, bearing in mind that no answer is right or wrong.

Strongly agree ----5, Agree ---- 4, Neutral ---- 3, Disagree ----2, Strongly disagree ---1

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| SA | A | N | D | SD |
|  | **To ascertain the reason why the developmental policies of Enugu East local government are hardly achieved** |  |  |  |  |  |
| 1 | Political interference influences the achievement of developmental policies |  |  |  |  |  |
| 2 | Inadequate grass root consultation affects the achievement of developmental policies |  |  |  |  |  |
| 3 | poor infrastructure hinders the achievement of developmental policies |  |  |  |  |  |
| 4 |  Lack of material resources is one of the reasons why developmental policies are hardly achieved. |  |  |  |  |  |
| 5 | Misappropriation of fund by council members make developmental needs hardly achieved. |  |  |  |  |  |
|  | **To unravel how the unavailability of skilled human resources has impacted the execution of development policies in Enugu East local government.** |  |  |  |  |  |
| 6 | Employees are not properly motivated for efficient service delivery. |  |  |  |  |  |
| 7 | Partisan self interest influences development policy execution. |  |  |  |  |  |
| 8 | Proper training should be organized for policy makers and implementers. |  |  |  |  |  |
| 9 | Skilled human resources boost the execution of development policies |  |  |  |  |  |
|  | **Determine how limited financial resources which have affected implementation of development policies in Enugu East local government can be enhanced.** |  |  |  |  |  |
| 10 | Full autonomy of the local government can enhance its productivity |  |  |  |  |  |
| 11 | Provision of grants can enhance financial resources |  |  |  |  |  |
| 12 | Improvement of the internally generated revenue will help to enhance the financial resources. |  |  |  |  |  |
| 13 | The local government should be restructured for higher productivity. |  |  |  |  |  |
| 14 | Elimination of the Joint State-Local Government Account will boost the financial capacity of the local government. |  |  |  |  |  |
| 15 | Establishment of transport schemes can enhance the financial resources of the local government |  |  |  |  |  |