

**EFFECT OF INTRA-GOVERNMENT RELATIONS ON LOCAL GOVERNMENT
ADMINISTRATION IN NIGERIA, WITH OREDO AND OVIA NORTH EAST
LOCAL GOVERNMENT AREA EDO STATE AS CASE STUDY**

BY

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DEPARTMENT OF PUBLIC ADMINISTRATION

FACULTY OF SOCIAL SCIENCES

UNIVERSITY OF BENIN

BENIN CITY

OCTOBER, 2025

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**A PROJECT SUBMITTED TO THE DEPARTMENT OF PUBLIC
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AWARD OF BACHELOR OF SCIENCE (B.Sc) DEGREE IN PUBLIC
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CERTIFICATION

This is to certify that this research work was carried out by **IMHARIA EMMANUEL OSAHON** with Matriculation Number: **SSC2105816** in partial fulfilment of the requirements for the award of Bachelor of Science (B.Sc) degree in Public Administration, faculty of social sciences, University of Benin, Benin City, Edo State.

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DEDICATION

This work is dedicated to God Almighty for His guidance and protection throughout my stay in school.

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All gratitude to God Almighty, the one who has made it possible for me to complete this programme and this project work. May his name be praised forever.

My unreserved gratitude goes to my amiable and intelligent supervisor, Dr. E I Okonmah for his patience, guidance and well-articulated instructions during the course of this project for accuracy and splendid completion. Thank you sir for your painstaking and efficient manner with which you scrutinized every stage of this project, may God reward you bountifully sir.

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ABSTRACT

This study investigate the effect of intra-government relations on local government administration in Nigeria, with Oredo and Ovia North East Local Government Area as case study. The investigation was informed by the fact that the management of intergovernmental relations, especially state-local government relations, is among the most contested issues in the 1999 Constitution. The contention is made more complex by the letters of the Constitution which makes the institution of local government, especially its establishments, structure, composition, finance and functions, a residual matter for state government. Applying the Systems Theory, the study explored the relationship between the state and local government councils, and how this affected the survival, independence, functions and conditions of existence of both tiers in a federal structure that is sub-system dominant. The methodology for the study covers both the primary and secondary sources of data collection. The analysis of primary data, elicited through interviews, was mainly descriptive and qualitative. Content analysis was used in the interpretation of secondary data. On the basis of data presented and analyzed, the following findings were made; the constitutional and legal framework guiding state-local government relations is not only skewed in favour of the state, it completely subjugates the institution of local government to the state government. Secondly, state institutions, agencies and commissions are used by the state government to exercise stringent control over local government functionaries. This study recommends, attitudinal change in the behaviour and conduct of those who operate the institutions of government at both state and local government levels. Both Federal and State governments have to include local government authorities in their programmes that affect rural development. In order words, decisions should not be composed on local Government.

CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

Intra-governmental relations refer to the interactions, communication, and coordination occurring within a single governmental institution or department, as opposed to inter-governmental relations which involve interactions between different governmental levels or institutions. These relationships foster internal collaboration, facilitate policy implementation, and ensure the smooth functioning of a government agency by managing the dynamics between its various components, officials, and programs (Asogwa,. 2019).

In Nigeria, intra-governmental relations involve interactions among the federal, state, and local governments, with local governments facing significant challenges due to a lack of financial and political autonomy despite their constitutional status. These relationships, vital for public sector efficiency and service delivery, are often strained by central government dominance, unhealthy rivalries, and unclear constitutional boundaries, leading to dependency and hindering local development and governance (Chukwuemeka. 2016).

Intra-government relations have thus, become very crucial in the administration of countries all over the world, more importantly in states with federal system of government like Nigeria. The concepts has become so important in the operation of the Nigerian state that it has made it to be institutionalized in the government operation. The goals of intra-governmental relations are said to be to promote peace and harmony among the three tiers of government, which are the Federal, State and Local Government to accelerate the achievement of self-reliant economy. In so doing intra-government relations will help to minimize inter-jurisdictional conflicts among the various levels of government. The goal also is to boost greater natural economic integration through the activities of the three levels of government. Again to enhance the emergence of cooperative rather than competitive

Federation there is also need to enhance effective and efficient utilization of available human and material resources among the three levels of government. To achieve a situation where there is special need for integrating programmers on a nation-wide scale to look into the situation where states, local government or unit of the federal set up have responsibilities with no resources base to perform them (Nwafor, 2021).

The achievement of the objectives of intra-government relations is dependent on some social factors within the Nigerian social System. Some social factors include the political setting and the state of the economy in the nation. Looking at the political setting, the intra-government relation is basically based on the three tiers of government that is the Federal, State and Local Government. The Federal and State Government is said to have more autonomy than the local government due to the fact that they are the last tier of government. That is why local government is not given its full autonomy to do things on its own. The other tiers of the government still tell them what to do, how to make their own policies, how to elect/appoint those to rule them like the Chancellor or Chairmen and so on. Local Government is still dependent on the other tiers of government making them too subordinate and loyal for my liking (Nwokedi, Ralph 2022).

To this, there should be greater independence of the state and local governments in the Federal Government for their survival and performance of fundamental responsibilities. There should also be several reforms which should lead to the recognition of the local government as the third tier of government with relative autonomy and jurisdictional powers as provided for in the constitutions. The nation's economy really influenced the nature and scope of intergovernmental relations in the local government in Nigeria. The wealth of any nation is a key factor in determining its pattern of material relation. Between 1960 and 1970, the basis of fiscal relations between the Federal, State and Local Government were richer and more powerful than the local government. It is in the light of the above that this study is

focused on the effect of intra-government relations on local government administration in Nigeria with specific focus on Ovia North East Local Government Area Edo State.

1.2 State of the Problem

The effective functioning of local government administration is largely dependent on the nature of intra-governmental relations, particularly the interactions and interdependencies between federal, state, and local governments and Ovia North East Local government is not an exemption (Achor, 2020). In Nigeria, the constitutional allocation of powers and resources among the three tiers of government has often generated tension, conflict, and inefficiencies that affect the autonomy and performance of local government councils. While local governments are designed to serve as the closest tier to the people, their administrative effectiveness is frequently undermined by political interference, inadequate fiscal allocation, and overlapping responsibilities from higher levels of government.

The problem becomes more pronounced in the context of local government autonomy. Despite constitutional provisions, local governments often remain subject to the control of state governments, particularly in matters of finance and project execution. This has led to challenges such as mismanagement of resources, limited grassroots development, and weakened service delivery (Olalokun, 2019). Furthermore, the strained relationship between the tiers of government often results in duplication of functions, unhealthy competition, and lack of coordination in policy implementation.

Additionally, the Joint State-Local Government Account system, intended to ensure equitable distribution of funds, has been a source of controversy, as state governments are often accused of diverting or withholding funds meant for local councils. This creates a structural imbalance and hinders local governments from meeting their constitutional mandate of promoting development at the grassroots level. Moreover, political patronage and party dominance across the tiers of government further complicate intra-governmental

relations, creating an environment where administrative decisions are more influenced by political loyalty than by developmental needs (Aina, 2022). Despite constitutional assignments and recurrent transfers intended to empower local governments, the effectiveness of Ovia North East LGA in delivering statutory services appears significantly constrained by problematic intra-governmental relations with state and, indirectly, federal institutions. Manifestations include fiscal opacity and volatility associated with the Joint Account, overlapping administrative controls, and politically mediated decision-making that collectively undermine planning credibility, resource use efficiency, and accountability for results

Therefore, the problem of intra-governmental relations in Nigeria's local government administration lies in the persistent tensions, conflicts, and lack of coordination between the tiers of government, which ultimately undermine effective service delivery, accountability, and grassroots development. This study thus, seeks to investigate these challenges and examine the extent to which intra-governmental relations affect the efficiency, autonomy, and developmental impact of local government administration in Ovia North East Local Government Area Edo State.

1.3 Research Questions

In light of the above, the research questions are:

- i. What is the relevance of intra-government relations to Local government administration in Nigeria?
- ii. What is the extent to which administrative relations between state ministries and local government departments affect policy implementation and project execution in Ovia North East LGA.?

iii. How has intra-governmental relations affect the planning, budgeting, and execution of local development projects in the study area.?

iv. What are the challenges and opportunities inherent in intra-governmental relations and their implications for grassroots governance in Ovia North East LGA?

1.4 Objectives of the Study

The broad objective of the study is Effect of intra-government Relations on Local Government Administration in Nigeria, with Ovia North East Local Government area as case study . The specific objectives of the study include:

i. To find out the relevant of intra-government relations to Local government administration in Nigeria

ii. To examine the extent to which administrative relations between state ministries and local government departments affect policy implementation and project execution in Ovia North East LGA.

iii. To assess how intra-governmental relations affect the planning, budgeting, and execution of local development projects in the study area.

iv. To identify the challenges and opportunities inherent in intra-governmental relations and their implications for grassroots governance in Ovia North East LGA.

1.5 Research Hypotheses

For the purpose of this study, the following hypotheses were stated to be tested in this study

Hypotheses one

H0₁ Intra-government relations is relevant to Local government administration in Nigeria

H0₂ Intra-government relations is not relevant to Local government administration in Nigeria

Hypotheses two

H0₁ Administrative relations between state ministries and local government departments affect policy implementation and project execution in Ovia North East LGA. to a high extent

H0₂ Administrative relations between state ministries and local government departments does not affect policy implementation and project execution in Ovia North East LGA. to a high extent

Hypotheses three

H0₁: Intra-governmental relations affect the planning, budgeting, and execution of local development projects in Ovia North East LGA.

H0₂: Intra-governmental relations does not affect the planning, budgeting, and execution of local development projects in Ovia North East LGA.

Hypotheses four

H0₁ challenges and opportunities inherent in intra-governmental relations have implications for grassroots governance in Ovia North East LGA.

H0₂ challenges and opportunities inherent in intra-governmental relations does not have implications for grassroots governance in Ovia North East LGA

1.5 Scope of the Study

This study seek to evaluate the Effect of intra-governmental Relations on Local Government Administration in Nigeria. The study is however restricted to Ovia North East local government area Edo State Nigeria. Where other states of local countries are mentioned, it is so to make the work a robust study. This study covers a period of eight years (2017-2024) during which Edo State experience a change in government. This will help evaluate the effect of intra-governmental Relations in the study area.

1.6 Significance of the Study

This study will be of great benefit to Ovia North East Local Government of Edo State. It would also be of great significance to researchers by way of making them aware of problems that have been uncovered by these researchers, so that they would know where to start from in their subsequent research work in the area of intra-government relations in Nigeria.

It would also be useful to university students when doing a similar research. The study would be significant to policy makers and policy implementers, as they would make use of the findings and recommendations of this study.

1.7 Definition of Terms

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

Local Government

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

Central Government

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

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

Development

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

Administration Administration is determined action taken in pursuit of conscious purpose. It is the systematic ordering of affairs and the calculated use of resources, aimed at making those things happen which we want to happen and simultaneously preventing developments that fail to square with our intentions.

Intra-government Relations

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

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

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

2.1 Conceptual Framework

The concept of intra-governmental relations has come to occupy an important position in the analysis of the operation of political system all over the world in recent times. This importance has made the concept to enjoy widespread interest among scholars of Political Science and Public Administration alike. The concept according to Henri (2018), is the series of financial, legal, political and administrative relationships established among all units of government that possess varying degrees of authority and jurisdictional autonomy. Anderson (1960), opines that intergovernmental relations is a term intended to designate an important body of activities or interactions occurring between government units of all types and levels within the federal system. Contributing to the definition of the concept, Ademolekun (2023), sees intergovernmental relations as the interaction that takes place among the different levels of government within a country. Explicitly, Okoli & Onah (2020),

Adding his voice to the discussion, Aina (2012), defines intragovernmental relations as a complete web of interrelationships that exist among public officials in different levels of governmental activities in a political system. Also Olugbemi (2020), in Okoli & Onah (2020), sees intergovernmental relations as a system of transactions among structured levels of government in a state. From the above therefore, the concept of intergovernmental relations is

more or less concerned with interaction and unity of purpose among various autonomous and independent bodies. It is a circle of interdependence and transaction between federating units in a federal system of government. This position is in tandem with Wheare's (1953), theoretical model of federalism, which argues that each units of government within such a structure should operate independently within statutorily or constitutionally defined spheres of competence. The model argues that although, the different units within such a structure are relatively independent yet, they operate within a single national sovereign structure (being themselves intra-sovereign units). They are coordinated with one another. In essence therefore, intergovernmental relations can be seen as the relationship between all levels of governments within a political system. In Nigeria, intergovernmental relations has assumed an important dimension in the recent times, due largely, to the concern currently given to the importance of cooperative federalism as well as the fading away of dual federalism (Okoli & Onah 2022). Moreover, Achor (2020), notes that intergovernmental relations are a web which spell out all relations in a federal system as well as the division of duties and responsibilities among the levels of government.

The implication of the foregoing is that intra-government relations connote cordial or harmonious relationship among the various levels of government and their agencies, be it at the Federal, State or Local Government levels. If we reduce our analysis squarely to a Federal, State, we will at once see that intra-government relationship is dominated by the association between the Federal Government and its federating units and other agencies and parastatals of government at all levels. The sphere of authority is very often defined and enshrined in the Federal Constitution. (Abonyi. 2017). Intergovernmental relations can be defined as the interactions that take place among the different levels of government within a state. Usually, the concept is associated with states having a Federal administration system where the relationships between the Federal, Central or national Government and the major sub-national

unit (province, region or state) are formally spelt out in the constitution and any re-arrangement must be through a constitutional amendment involving all the levels of government. Although, the emphasis in the analysis of intra-government relations (Intra-government Relations) is on Federal-State Relations, the full picture also includes how both levels relate to the Local Government units established within each state. The result, then, is that a full analysis of intra-government Relations within a Federal administration system must cover the following: Federal – State, Federal – State – Local, Federal – local, Inter-State, State-Local and Inter-Local Relations (Ralph 2018).

The definition and sharing of the State as well as the resources to accomplish such goals is the primary thing in democratic system such, intra-governmental sharing is normally done in the basis of perceived importance, coverage and capability of each level of government and especially in Federal democratic systems, it is enshrined in the country's constitution. Secondly, another objective of the intra-government relations is bilateral or a multitude of pursuits of conflicting self-interest in the areas of first business undertakings, personnel and information exchanges, grants of extra-territorial rights in service delivery and the pooling and co-ordinations of resources and efforts, aimed at attaining greater economy and effectiveness in operations (Ofoeze. 2022:45). According to Adamolekun (2023), this is the interactions that take place among the different levels of government within a country.

In concept of intra-government Relations, as earlier stated, is not the same thing as Federalism. While no single definition of Federalism is generally accepted, it can be described as the contractual and Legal Status between the national (Central) government and the states and to some extent between both the national and state governments and localities. Intergovernmental relations, however involved the whole range of interactions among all types and levels of government (Bingham & Hedge, 2017).

Obi (2018). in his own view, sees IGR to mean the complex patterns of interactions, co-operations and inter-dependence between two or more levels of government. It is further described as a plethora of formal and informal relationships and transactions that develop among levels of government within a nation state. In Nigeria, for example, it refers to the interactions that exist among the Federal (Central or National) states and local governments, state and state interactions, state and local interactions or local and local interactions. All these put together refer to the pattern of intergovernmental relations. To Olugbemi (2020), IGR refers to a system of transactions among structured levels of government in a state. Intergovernmental relations is commonly associated with a federal system of Government, it is also applied in a unitary state where it is referred to as the interactions between the National Government units.

In a unitary state, intra-government relations would be referred to as the interactions between the national government and the sub-national governments. However, the constitutional allocation of governmental functions between Federal and regional governments in a Federal system is absent. It is the central government that determined which functions it allocated to the sub-national governments. The central government can also decide to -modify the functional allocations without consulting the lower units. Furthermore, the central government in a unitary state can unilaterally determine both the substance and the style of intra-government interactions. (Adamolekun (2023). This kind of jurisdictional interaction, separation of powers or constitutionalized mechanisms of checks and balances do not exist in a unitary or totalitarian system of government, because of in-built systematic contradictions. In such systems of government, the subordinate levels of government are glorified level of authority or mere rubber stamps. They lack actual jurisdictional powers and/or autonomy to determine what role to assign to the subordinate levels of government

and the central government can decide to alter its decision without the consultation of the subordinate governments.

This does not mean that in a unitary system of government we do not have measures of intra-government relations but a basic point to note here is that such subordinate government does not have the same attitude of freedom as a Federal System would offer. (Adamolekun 2023). The more vital point to note is that intra-government relations are described for the overall efficient performance of the entire system, for the mechanisms of checks and balances and to avoid crisis of confidence in the process of governance. Again, there are numerous variations in the nature, structure and/or patterns of intergovernmental relations from one country to another a state of affairs which arises principally from the differences in culture, tradition, history, origin of the state, party system and system of state organization of the different societies. The outcome therefore, is that there does not exist any one best system of intra-government relations for all countries and for all time, rather it all depends on the peculiar circumstances of each society, indeed, even within a particular country, the system of intra-government relations is not static but varies from one period to another. Besides, even the transactional processes among units of government are not always smooth and co-operative. Indeed, an inter-jurisdictional conflict seems to be the rule rather than the exception. (Ofioeze, 2022).

In essence, intra-government relations can be seen as relationship between all levels of governments within a political system. Intra-government Relations is a federal System, like Nigeria, has taken an important dimension in recent time due largely to the concern now given to the importance of cooperative Federalism as well as the fading away of dual Federalism. Dave (2020) noted that intra-government relations admit that the constitution cannot spell out all relations in a Federal system and that division of duties and responsibilities cannot be absolute. I-Ic also believes that intra-government Relations refer to

the whole array of activities intended to iron out the conflict inherent in a Federal arrangements and that it stands on the premises that force, coercion or confrontation may be counter-productive.

2.3 Needs for the Establishment of Local Unit of Administration

Basically, in any system, local governments are created to decongest the function and burden of central government and to provide services that are local in character. This is so because it is more democratic as it increases the scope for citizenship participation in the government of their locality. It also provides valuable political education by exposing citizens to power and authority, its acquisition, its use and its risk. It trains people for higher public office. Thus, local government becomes a platform or a springboard for acquiring experiences for higher career in government.

Local knowledge is brought to bear on the decision by local government. It is more sensitive to local opinion. Councilors and representatives are closer to the people and respond much easily to their demands. Local initiative can easily be identified and taken on board, especially, in mobilizing community to gain local support for projects. Power is more widely dispersed, which is a safeguard against tyranny. The local government system protects citizens against this. Local variations and needs in the service provision can better be handled by local government since it understands the needs of its own locality.

2.4 Local Government Administration in Nigeria

Oyediran (1988), underlines the need to distinguish between local government and local administration. In his view, local administration is the administration of local communities, essentially, by means of local agents appointed to be responsible to the central government be that, state, regional or national. This denotes a local body where the criterion of local personality and substantial autonomy for the government at the grassroots is patently absent. In local administration, the central government directly appoints and controls both the

staff and finances of the local body. In this system, there is neither the election of councilors in the true sense of elections or a genuine devolution of powers and functions to the local body. The administration at the local level exercises its functions at the will of the central/state government to which, it acts as an agent for translating policies and programmes. However, local government in its true perspective has a legal personality with sufficient but limited powers of control over its staff, finances and functions which devolve upon it by the central government. Local government administration properly conceived, is clearly distinguished from any other instrument of local administration by the essential elements of popular participation and election or selection by the local constituents. Local government is the lower level of government in a modern state, which is legally distinct and has powers to raise revenue and undertake assigned responsibilities under a leadership that is elected and answerable to the local populace. It can also be stated that, local government exercises power that is decentralized in the form of devolution

2.4 Administrative Mechanism for Managing intra-government Relations

In some federal administration systems a number of administrative mechanisms have been devised for managing intra-government Relation. In Canada, for example, the emphasis is on the use of periodic conferences of political leaders and appointed officials. This approach is also a common feature of intergovernmental relations in a few other Federal systems such as Australia, Nigeria and India. In each of these countries, the two major subjects for discussion are Finance and Economic policy. Making reference to Canada, the most important conference is the annual premiers' conference. Matters relating to finance and economic policy usually dominate these conferences. During the past two decades the number of meetings and conferences at the level of both political leaders and administrators had increased tremendously in addition to meetings involving Federal and provincial and

provincials-local relations. By the late 1970s the Federal Government has established rank called the Federal Minister for intergovernmental Relations. (Admolukun. 2023:96).

Okoli & Onab (2022) however, brought the issues home to Nigeria, when they asserted that intra-government administrative relations are constitutional machineries established in Nigeria for the maintenance of intra-government relations. Some of these institutions include the National Economic Council, the National Council of States, the Liaison Offices, the State Local Government staff etc. There have also been series of conferences organized for leaders and officials of the various levels of government. Virtually, every aspect of government activities has been covered by either, Federal-State or inter-State conferences or combination of the two. Conferences have continued to be the greatest for intra-government relations in the Nigeria context, but besides that, some machinery have help matters. The existence of such offices as the special Assistance to the Governor on Local Government matters in a State (such as Nasarawa) ensures a State-Local Relation. The membership of slate appointed members to the local Government service Commission has been another way of ensuring these intra-government relations.

Conferences as mentioned above, constitutes the major tool for managing intergovernmental relations. Hence, (Okoli and Onah 2022), observed that between 1981 and 1989, there were over Iwo hundred conferences and meetings held at both the Federal, State and Inter-State levels. Some of these conferences they continued include:

- i. The Bi-annual conference of Commissioners. for Local Governments.
- ii. The National conference of the Ministers and Commissioners for Finance.
- iii. Meetings of Secretaries to Governments of the Federation.
- iv. The National Conference of Ministers and Commissioners.

v. Meeting of Accountants-General of the Federation.

vi. Meetings of Civil Service Commissioners of Oyo, Ondo, Ogun, Lagos States.

An interesting question is the extent to which officials at the Federal, State and Local levels engage in hierarchical (meaning superior subordinate) and bargaining - negotiating patterns of relationship. The dominant pattern is like to change from time to time and the crucial factors at any given time will most certainly include: the relative position of each level of government in the intergovernmental Relations system, the behavioural pattern Of the political actors and the quality of staff available at each level of government (Ralph 2018:196).

2.5 Intra-government Fiscal Relations

Nigeria's fiscal Federalism is anchored on economic, political, constitutional, and local and cultural developments. The country runs a Federal structure but during the period of military rule, the structure of government was more unitary than Federal in practice. The country's Federal structure grew from three regions in 1060 to four regions in 196. Between 1967 and 1970, twelve states were created and by 1976 the number of states stood at nineteen. It increased to twenty-one in 1987 and further increased to thirty in 2017 with a separate Federal Capital Territory Abuja. Presently there are thirty-six States, a Federal Capital Territory and seven hundred and seventy-four Local Governments. Consequently, the structure is a three tier or level of Government; the center (Federal), States and Local Governments, within a presidential system of government. (Isawa 2017). The increased number of sub-national governments (state and local government has been driven more by agitation and attempt to reduce ethnic tension rather than economic viability. Ironically, the lower centers of government, particularly the local governments, have been centers of economic development. This is not to suggest that development was not considered as a variable but it was a secondary consideration. (Isawa 2017).

The Fiscal Inter-relationship between the three-tier of government has been contentions over the years. In recent times, the revenue allocation matter became heated when minority States (of South-South Zone) at the National Political Conference staged a walk-out as a result of disagreements over the derivation principle. The crisis in the Niger Delta area of the country hinges on the revenue-sharing issue. Hence, the next decade will pose challenges for the leadership of the Nigerian State and her policy-makers as they tackle the fiscal relationship among the three level of government. Nigeria operates a federal structure of government under the 1999 constitution, guarantees the existence of the Federating units. The functions of the Federal Government are contained in the Exclusive list, that of States on the concurrent list where conflicts exist, the exclusive functions of the federal government dominate. The constitution spells out the assignment of functions and areas of fiscal jurisdiction among the various units of the Federal system (Ralph 2018).

The 1990 constitution, section 4 (Second Schedule), shows the Exclusive Legislative list comprising the responsibilities on which only the Federal Government can act, the state governments can act. In addition, section 4 (7a) assigns the so-called residual functions to State governments. There are functions not indicated either in the Exclusive list of the concurrent legislative list. Section 7 (5) of the constitution provides for the creation of local government Councils with responsibilities set out in the fourth schedule of the constitution. The federal units often give up sovereignty in certain aspects of their operations in order to achieve the benefits of natural unity in some areas of government activities while retaining some measure of autonomy in other areas. Intra-government fiscal relations can be situated within the concept of federalism. Therefore, federalism connotes a system of government where revenue and expenditure functions are divided among the different levels of government. This is done to enhance the delivery of services at all levels of government. It is generally agreed that revenue generation and spending responsibilities, intra-government

transfer and the administrative aspects of fiscal decentralization remain the real issues in intra-government fiscal relations or fiscal federalism. Therefore, Nigeria's fiscal federalism involves the allocation of expenditure and tax-raising powers among the federal, state and local governments. The argument is that fiscal federalism/decentralization is good for any economy since it enhances better service delivery and stimulates growth and development. It is important to state that contrary views do exist. (Isawa 2017).

It is clear that fiscal arrangement is the consequence of a federal structure. The types of fiscal arrangements ought to affect the nature of the federal structure. The main problem centers on how to put in place, a federal structure that would be conducive to national and equitable allocation of the country's resources among the different sub-national governments in order to reduce intergovernmental and inter-group tensions. In addition, other problem in Nigeria's fiscal arrangement include power sharing and the apparent imbalance between the expenditure responsibilities assigned to the different levels of government and the tax power available to them, state and local government power in the part of the federal government. The allocation of functions among federating units is more of a political than an economic exercise and there may be no stated principles underlying such allocations in the Nigerian Federation. (Okoli & Onah 2000). The financial aspect of the affairs of the various levels of government could be said to be the cord that hold them together. This is why Okoli and Onah (2022) add that financial transaction are important area where the various levels of government must come to agreement of development is to be enhanced. Revenue allocation as aspect of finance, dominated intergovernmental relations in Nigeria since 1954 and there about.

Ugwu (2021) acknowledging these facts believe that the argument over the fiscal policy in Nigeria has been hinged on the thorny issues of revenue allocations and the criteria upon which distribution of revenue should be based. There have been conflicts and

disagreements over the most acceptable formula or principle which should determine allocation and the relative weight to be attached to each criterion. The disagreement of the subsequent revenue allocation formulae hindered intra-government relations in Nigeria. For example, the first commission set for this assignment (known as) the Philipson Commission recommended derivation and even development in 1946 as the most feasible platform for the distribution of national resources, but the state did not find it comfortable as Eastern and Western regions expected greater allocation since more derivations came from those two while the North, from where less derivation was made did not find the formula acceptable either. (Abonyi 2015). In 1951, the Hick Philipson Commission in lieu of the Philipson recommendation recommended independent revenue derivation and need. But it became difficult to determine what constituted need and even at that, all the formula could not stand the best of time. It therefore, had to be changed (Abonyi 2015).

Consequent upon the unworkability of the formula, the Hicks Commission was set in 1953 and it recommended derivation and fiscal autonomy. Again, the meaning of fiscal autonomy remained elusive in relation to the fundamental of Colonial Economic Policy of Monopoly, Marginalization and Exploitation. (Okoli and Onah. 2022). In 1958, the Riesman's Commission recommended continuity of existing levels of service, basic responsibility of each regional government, population, balanced development and derivation. Consequently upon independence politics that occupied almost all the available time of the component parts of the government, much agitation was not made but at worst, some of those criteria were found in appropriate as there were conspicuous disparity among them as they existed in the various regions. Such were existing services, responsibility of each regional government, population and the unpredictable issues of balanced development. (Okoli and Onah 2022). The independence politics later gave way to the attainment of political independence in 1960 when in turn paved way for a new national constitution, popularly

known as independence constitution of 1960. With its constitution came a new formula for revenue allocation based on derivation, equality of states and needs. A formula which was accused of posing a posture of colonial legacy in negation of the challenges of the political order (Okoli 2022).

At the creation of an additional region in 1964, Mr. K. L. Bims was appointed to review the allocation of the Distributable Pool Account to accommodate the newly created region-mid west. The commission recommended that the Distribute Pool Account be raised to 30%. West - 20% and Mid West 1%. (Ugwu, 2021:47). A recommendation which its implementation became a still born, as it was not implemented until 1966 when the military usurped power. A Revenue Allocation Revenue Committee was set up in 1968. The Revenue Committee was known as Dina Committee and it submitted its report in 1965, but the report was rejected for lack of objectivity and for exceeding its mandate and ignoring its terms of reference (Ugwu. 2021). Other revenue allocation formulae according to Gboyega (1988:66), include the one by Aboyade in 1978 and other by Okigbo in 2020 which identified areas of rivalry between the various tiers of government over resources. The Aboyade Commission proposed the ratio of 60:30:10 percent as a basis for sharing revenue among the Federal, State and Local Government tiers. This was rejected for its high technicality and insufficiency.

Ranney, (2019) contends that in any modern society, the judiciary is regarded as sacrosanct and the trustee of individual liberty and freedom from the weight of property and establishment. Ideally, it is argued, the judiciary is supposed to be totally independent of other organs or aims of government if it is to perform its functions without fear or favour. The men and women who are saddled with the onerous task of dispensing justice must be above board, honest, incorruptible, independent, impartial and well-versed in legal principles and practice. Fairness in the performance of its duties is very essential; a judiciary with honest, knowledgeable and impartial bodies such as a judicial service commission. The

tenure must be secure, remuneration must be from consolidated fund not from any executive appropriation and judges must be made reasonably comfortable. The functions of the judiciary includes: settlement of disputes between levels of government and among citizens, preventions of illegal acts, assurance of declaratory judgments, judiciary review, interpreting the constitution, protection of individual rights by constituting a check on the arbitrary use of power by government. The legislature holds the financial key of any democratic government. In other words, the legislature has the exclusive right to control and approve the appropriation of public funds to all the other arms of government. (Abanyi 2015). Section 159) Sub (16) of the 1999 Constitution states:

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

Section 59(a) also stipulates that where one house of the National Assembly fails to pass an appropriation bill, two months from the commencement of a fiscal year, after the same has been passed by one house, the Senate President shall within fourteen (14) days following, arrange and convene differences. Where this fails, the bill is presented to enlarged committee of all members of the National Assembly whose decision is final. The point being made is that government cannot spend any money without the authorization of the legislature. However, section 81 of the 1999 constitution authorized the president to incur expenses in the running of government from the consolidated Revenue Fund not exceeding a period of six months within which it is expected that the appropriation bill will come into effect. Even the appointment of Auditor-General. Accountant-General etc is subject to legislative approval. (Abanyi 2015).

In essence, while it is the function of the legislature to approve budgets and expenditure, it is the duty of the executive to appropriate the money to the various organs of government via the stipulated financial instruments. While the executive appropriates the fund in line with budget approvals, it is also the responsibility of the legislature to monitor strictly the process and compliance to budget proposals. As capital and concurrent expenditure, it must state its expected sources of revenue and account for every kobo given or generated. There are no inter- departmental lending and the law stipulates strict financial guidelines breach of which is seriously sanctionable. Each organ of government is a watchdog over the other and it is as such as close web of fiscal, interaction between or among them. (Abonyi, 2017).

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

to the states but with a very clear prior that the moneys so paid are distributed in a prescribed manner to the local authorities within each state (Nwatu 20188).

In general, the Central Government makes two types of grants to the states. First, there are the tax reimbursement grants that are made unconditionally to each State. Second, there are the conditional grants, which are financial assistance grants made upon conditions set down by the central government. Over the years, there has been a serious controversy over the tendency of the central government to exceed its legislative powers through a deliberate manipulation of the conditional grants. The most notable period in recent times was between 1972 and 2019 when the labour government used conditional grants to implement nationwide policies in the areas of education, urban development, community health, legal aid and urban transportation. The objective of the government was to achieve a measure of reform and uniformity throughout the states including the areas of the local authorities. Although the scope of conditional grants has been somewhat reduced since 1976, what remains is still considerable and several states still accuse the central government of exceeding its legislative powers. The only important development of the late 970s has been the fashioning out of a fixed revenue-sharing formula in respect of personal income tax revenue which is shared as follows 64:78 percent to central government. 33:6 percent to the state government and 1.52 percent to the local governments. (Ralph 2018).

While the federal government enjoys considerable latitude as a lender, state and local government's power to borrow is highly restricted. This favours federal dominance of the intra-government Relations System. Federal grants-in-aid have been defined as the payment of funds by one level of government to be expended by another level for a specified purpose, usually on a matching basis and in accordance with prescribed standards or requirements. It is impossible to one and for all, devise a fiscal system that perfectly aligns financial power with assigned or constitutional responsibilities, this is particularly so in Federal system.

Meanwhile, the Federal and State have more financial sources and: generating capacity than the state and Local Government respectively. Invariably, fiscal transfer through the grants Practice represents a good device for adjusting the inelastic revenues of the states and local governments to their continually expanding responsibilities. (Nzete, 2019). In this connection, in a Federation where more often than not, in spite of the quest for the achievement of certain national minimum standard as well as the equalization of opportunities, the problem of fiscal imbalance always stand around, the conditional grants practice provides a good survival and development strategy.

In this regard a disproportional imbalance in the tax burden across the country cannot but encourage population and resources movement away from those power states/regions where the burden is not only comparatively onerous, but also where the expenditure capacity of government is such that growth and development continue to be hampered, thus further aggravating the situation in those states/regions, Grants may, therefore be disbursed in favour of comparatively poorer states/regions in order to improve the capacity of these states; government also provides better services and equally lessens the burden of taxation on the citizens they serve. Hence, conditional grants are used to redistribute national resources in pursuit of balanced and even development. In addition, each state shall maintain a special account to be called state Joint Local Government Accounts[¶] into which shall be paid all allocations to the Local Government of the State from the Federation Account as well as from the government of the state. In reality most states are reluctant in releasing funds due to local government Councils; state governments found all sorts of excuses not to channel funds to local governments. It would be more interesting if the refusal to channel funds is based on lack of satisfactory performance by local government Councils. Under this scenario, it would be necessary to devise benchmarks for measuring performance. Otherwise, State Governments ought to implement the constitutional requirements of transferring funds from

the Federation Account and from State Government to Local Government Councils. It is important to state that most local government has used the non-receipt of funds as the reason for lack of adequate development projects in their jurisdictions. (Elaiw 2017).

2.5 Intra-government Relations in Nigeria

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

- (i) Promote Co-operation among Governmental Units
- (ii) Recognize and manage conflicts.
- (iii) Deliver services more efficiently and
- (iv) To respond to changing circumstances.

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

- The National Assembly - Section 4(1) of the 1979, 1989 and 1999 constitutions state clearly that there shall be a National Assembly for the Federation which shall consist of a Senate and a House of Representatives. Representing the whole Federation on the basis of population in the (House of Representatives-HOR) and on the basis of equality of states (in the Senate), the National Assembly is an open legislative institution of IGR. Its powers of legislation over appropriation bills, control over public funds, contingency fund and investigation all make the National Assembly an important intra-government institution in the constitutions.

- The Supreme Court has the final power of arbitration in civil, criminal and constitutional matters. In Nigeria's Second Republic, State Governments took the Federal Government to court over revenue sharing formula and the Agricultural Development Basin Authorities. Individuals and Corporate groups also went to the court to seek redress.

- The Council of States-This is essentially one of the advisory executive bodies contained in the constitutions of 1979, 1989 and 1999. Its functions include advising the President with regard to the conduct of national census, prerogatives of mercy, award of national honour, the Independent Electoral Commission, the National Judicial Commission, the National Population Commission and on public order. The membership of this body also reflects its intergovernmental nature.
- The Federal Character Commission is another constitutionally guaranteed executive IGR's agency. The functions of this agency include working out equitable formula for the distribution of all cadres of posts in the Federal and State public services, promoting, monitoring and enforcing compliance of proportional sharing of public offices and taking measures to enforce such compliance. Given various complaints about injustices/unfairness in the distribution of public services positions among components units of the Federation. The importance of this Commission cannot be over emphasized. This agency is expected to carry out the constitutional provisions in Section 14(3-4) of 1979. 15(3-

4) of 1989 and. 14(3-4) of 1999 constitutions which states that the composition of the government of the Federation or any of its agencies and the conduct of its affairs shall be carried out in such manner as to reflect the Federal character and the need to promote national unity.

The Independent Electoral Commission (INEC) has the functions of organizing, undertaking and supervising all elections. There is a provision for State Electoral Commission in each state of the Federation. It also has the function of registering political parties, monitoring the organization and operation of political parties and annually examining and auditing of the funds and accounts of political parties. This commission registered the three political parties. The Peoples Democratic Party (PDP), the All Peoples Party (APP), and the Alliance for Democracy (AD) which formed the crux of Nigerian's Fourth Republic from May 29, 1999. The National Economic Council (NEC) has the powers to advise the President concerning economic affairs of the Federation and in particular on measures necessary for the coordination of the economic planning efforts or economic program of the various governments of the Federation.

The National Judicial Council has the power to recommend appointments to the bench at Federal and State levels and FCT. It can also recommend the removal from office of the judicial officers and exercise disciplinary control over members of the judiciary. The National Population Commission has the functions of undertaking periodic enumeration of population through sample surveys, census etc, continues registration of births, deaths, advising the president on population matters and providing data/information on population for National Planning and development.

The Revenue Mobilization Allocation and Fiscal Commission is responsible for monitoring accruals to and disbursement of revenue from the Federation account. Periodically reviewing the revenue allocation formula and principles in operation to ensure conformity with changing reality advising federal and state government on fiscal efficiency and methods by which their revenue can be increased and determining the remuneration of the President and Vice President. All these executive IGR institutions are constitutional. The long period of military rule —froze the activities of some of these agencies but they are again operational. Ironically, many of these agencies were created by various military administration but they are now operating fully to carry out their mandates.

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

- The Directorate of Foods, Road and Rural infrastructure (DIFRRI) to open up rural areas, provide essential services such as water supply through borehole, rural electric power supply and roads. Essentially, this programme was aimed at making the rural areas more attractive and thereby reducing the rural-urban drift. Rural development is really the function of state and local governments. Since the Federal government's intervention in these areas was

deemed necessary, DIFRRI was established as IGR institutions. State government were to contribute 25% of the total fund for DIFRRI projects while the rest came from the Federal Government. While DIFRRI headquarters managed the funds, state governments and State DIFRRI offices (under State Governments) execute these projects. Between 1986-1989, DIFRRI has opened up 30,000 km untarred road to rural communities, supplied portable water to 250 communities and had reached advanced stages of installation of rural electrification in 227 Communities. This agency exhibited successful performance for about five years, after which it become bureaucratized and suffered from corruption on the part of the operators at state and local levels.

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

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

usually meetings among Ministers at Federal and State levels to bring State and Federal political executives together to harmonized policies in the interest of the federation.

All the above institutions of IGR are important in managing conflict and responding to changing circumstances in the Nigerian Federation. While IGR institutions are useful, they also carry with them the baggage of their own problem, which need careful attention. Some of the tension, which arise in the Nigerian Federal, emanate from the overlap pf functions among tiers of government. They are derivable from the kind of pulls the tension arising from attempt at delicately striking a balance between centripetal and centrifugal forces. These become very evident in the relations between Federal and State governments, State and Local Governments and even in the relations among state governments. (Isawa, 2015:129). There is provision in the 1976 constitution of the Federal Republic of Nigeria at the Second schedule of the constitution of the formal division of power between the Federal and State government with defined functions in section 7th and 4th schedule of Constitution, respectively. The independent form given to these levels therefore did not mean that there should be no relations among the levels of government in Federal Republic of Nigeria. Since 1976 when the Nigerian Local Government Reform come local Councils a uniform posture and the constitution that come subsequently (in 1979) recognized it as the third-tier system of government, the story had remained the same.

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

government relations between the local government levels and other levels or among local governments started off. Hence the new local government system in the new democratic Nigeria. in all its fundamentals has redefined;

(i) The power-relations between the states and the Local Governments.

(ii) The power relations between the state and the Federal Governments in their combined relations to the government and

(iii) The relationship between the local government and Federal Government. Having reviewed the evolution of the institutions and processes of IGR and intergovernmental interactions, essentially in terms of the relations among the levels of government (Nwatu; 2018), argued that it was necessary to emphasize that a full analysis of intergovernmental relations must also focus on the ordinary citizens reactions and of the activities of the public official who operate at the different levels of government. Also the attitudes and roles of both political leaders and appointed officials at the different levels of government throughout the period under review (1954-81) have significantly influenced both the substance and style of Intra-government Relations in Nigeria. (Ralph 2018:20).

Inter-governmental Relations and Local Government Administration in Nigeria

Nigeria with an estimated population of over 180 million, and covers an area of 923,763 square kilometers, is the most populous country in Africa. The country is located in West Africa and has boundaries with the Republic of Niger to the North, Chad to the North-East, Cameroon to the South-East, Benin to the South West and the Gulf of Guinea to the South. The country gained her independence in 1960 from Britain. The country experimented with the parliamentary system of government between 1960 and 1966, the presidential system between 1979 and 2023 and then from 1999 to date. The country's history of administration cannot be written without the military occupying a larger portion of it. Owing largely to

military interventions in the Nigerian politics, which has been consistent from 1966 when they first took over and 1999 when they last handed over. The country operates a federal system of government with a written constitution, a presidential system of government and a federation of 36 states with a federal capital territory. The country has a total of 774 constitutionally recognized local governments. Although, the country's local governments are recognized by the constitution, their autonomy is not practically accorded to them. This is due largely, that the 1999 constitution of Nigeria rightly submerged them under the control of the state government. As a matter of fact, this is contrapuntal to the reform of local governments of 1976 which tries to accord them this status.

2.6 The Effect of Intra-government Relations on Local Government Administration in Nigeria The impact which, intergovernmental relation has on local Government Administration in Nigeria can be considered under the following points:

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

(a) The increase in the production of allocatable resources (the supply side).

(b) The nature or basis of the distribution of these resources among groups (the demand side).

Distribution of resources is important because it is a determinant of the pattern and the nature of development among sub-national units. Efforts must be made to avoid over- concentration of resources in few —poles of growth or centers of strength of maximize short run capacity in order to avoid crisis. (Isawa. 2017:76). Resource distribution issues in a Federal, also give rise to a conflict between capacity and equality among the various units which form the federation. As (Elaigwu 2017:77) explained the situation, —the conflict between capacity

and equality for a Federation may be seen as the overall development of a country on the one hand and even development among sub-national units of a federation for the purpose of political stability.

Therefore, in this case, local government due to the power given to it through the constitution has its own autonomy share of resource distribution which helps it develop rapidly. Equity in the distributive process calls for equalization of income through transfer. This implies that it is the obligation of the Federation to see to it that the citizens of each state can enjoy a given minimum level of public services. If any state or local government is too poor to provide this minimum level even though a required minimum degree of tax effort is made, the Federation steps in. These have had a positive effect on local government administration in Nigeria leading to its growth and development. (Ralph 2018:62).

(ii) **Grants** - Grants are also made where there is no intention to interfere with local choice, the objective being one of fiscal equalization. Some jurisdiction (State or Local) enjoy a high taxable capacity (i.e. the tax rate needed to obtain a given level of revenue is low) and have a relatively low level of need (i.e. the amount required to provide certain service levels is small). They are thus in a fiscally strong position, as measured by the ratio of capacity to need, others are in the reverse position. The central government may then wish to equalize fiscal position through various ways. The central government may wish to secure common minimum levels and adjust its grant policy to secure this objective, the central government on the other hand may wish to equalize actual service levels and for this purpose impose such matching grants (where to levels) or taxes (where needed to lower levels) as are required to secure equalization. (Nzue 2019:101). Again, due to interrelationship between the three tiers of government, local government receive grants from the State Government, Federal government, Banks and other Financial institutions that will help develop local government administration as a whole. (Unpublished work, 2018).

(iii) **Intergovernmental relations have had a serious impact on local government administration through revenue sharing and allocation.** Revenue sharing and allocation is one of the most important examples of intra-government grants. In this case, since 1946, revenue allocation has continued to dominate the arena of IGR in Nigeria culminating in intergovernmental conflicts. The process of colonial reconstruction of Nigeria began with the adoption of regionalism itself immediately raised the question of acceptable formula. For revenue allocation between the central government and the constituent units like the local government.

The dialectics of revenue allocation and the complexities of the indices that have been used in arriving at acceptable formulae have generated so much controversies (conflicts) and disenchantment with the result that the promises that the Nigeria nation held at independence have been dinned and diminished by the reverberations emerging from perceived inequity generated by the various formulae that have been used and discarded, one time or the other. (Nzute 2019:109). The search for an acceptable revenue allocation formula has led to the adoption of several principles and economic indices that have in various combinations been used, faulted, discarded and reinvented through the . instrumentalities of revenue allocation commission such as Phollipson's (2019). To that effect, struggle for the allocation percentage between the Federal, State and Local governments has been in it high rate. Where the Federal will like to take k50% of the allocation, state 30% and local 20%, the state and local might be feeling that the Federal has cheated on them, then the struggle continues. (Asogwa 2019).

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

become a problem. There are many arenas of cooperative intergovernmental relations. Politicians at this stage of Nigeria's development are either ill-equipped to deal with these problems or are un-willing to establish normal intra-government relations even when constitutionally provided. Like most things in nation states, there is a need for mutual compromise to enable fairness, justice and relative equity to lubricate the wheels of the Federation. It is hoped that with more discussions and collective experience, the politics of distribution will not be a danger to the Federation. (Elaigwu. 2019).

Moreover as increased pressured are exerted on the limited resources of the nation, how these resources of the nation, how these resources are shared among competing components of the Federation will continue to be called to question. All tiers of government need resources to survive. As demands are placed on each tier of government the struggle for more equitable resource sharing formulae will continue. The principle of derivation as basis for revenue sharing will increasingly be emphasized because of the needs of the various components of the Federation and the desire to have greater control over resources by the various components of the Federation. The various principles that are currently used become obsolete. As an incentive to ensure greater generation of revenue by the various tiers of government, derivation will be given more emphasis. This can augur well for the nations as each component of the Federation will work hard to generate more internally derived revenue, thus reducing the over dependence on Federation Account. This is a very probable positive development in the future. The over-concentration on Federation Account will need to be reduced as a matter of necessity. In fact, the measure of development of the States would be determined by how much revenue they are able to raise internally. The current unhealthy situation of over dependence on Federation Account cannot continue to be allowed or be encouraged (Elaigwu, 2017). For grassroots development to take place it would be necessary to pass on more resources to the local government tier of the Federal structure. But this will

require more stringent measures and increased accountability of the use of funds at that level, The current projects, which give rise to development at the grassroots levels must be addressed, (Ralph 2018).

Due to the effect intra-government relations have on local government, they were able to generate resources from cottage industries and other productive activities rather than depending on market levies as the principle sources of revenue. But the weakness of these impacts is that local government with few markets cannot raise much revenue. Alternatively, the local people get over taxed in an effort to raise revenue level. Thus, resource sharing must address the necessity for rapid development at the grassroots level. As development gets entrenched at the grassroots level, the Federal level will invariably relinquish some of her activities. This will necessitate re-organizing the resource sharing structure. (Sylvanus, 2019). For development to take place especially at the grassroots levels, horizontal distribution is very crucial. The efficiency in the use of funds at that tier of government must be increasing effected in order to move the nation forward. The clamor for development, especially on the area of poverty reduction can best be achieved through a combination of effective vertical and horizontal distribution of revenue. The formula for revenue allocation has always been an important factor in ensuring that the relationship among the tiers of government in a federation is stable and that every level experiences a sense of satisfaction. (Ojo, 1989:45) in discussing revenue allocation formula in Nigeria had this to say:

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

The important of the abode assertion is that revenue allocation formular in Nigeria has been a matter of controversies and politics thereby making fiscal Federation a dominant

feature in the arena of intergovernmental relations. Borrowing is an option for any tier of government whose expected expenditure exceeds its expected revenue. The Federal Government can borrow domestically and from abroad. State government can borrow domestically, they can also borrow externally but only with the prior approval of the Federal Government, The local Government Councils can only borrow domestically. Generally, states and local governments are expected to borrow to finance capital projects only. Local government borrows from other levels of government due to the relationship that exist among them. (Isawa 2017).

(iv) **Administrative Relations - (Legislative — Executive)** - Due to the relationship between the three tiers of government, state governments are vested with the powers to —enact through the state House of Assembly a law providing for the structure, composition, revenue. Expenditure and other financial matters, staff meeting and other relevant matters for the local governments in the states subject to the provisions of the constitution. The state government established a Joint Planning Board through a law enacted by the State Assembly. (Okoli & Onah 2022). The law provided for the participation of every local Government within the state in the economic planning and development of the local Government area. The National and State Assemblies are empowered by the constitution to legislate on the creation of new states and adjustment of state boundaries also requires a legislative approval of the local government Councils in the State concerned. The state executive possesses the power to institute a Panel of inquiry into the operations of any local government which does not perform satisfactorily and give appropriate punishment to offenders. He is also empowered to dissolve a local government council if the council fails to discharge its functions effectively and can appoint a caretaker management Committee to discharge its functions. The local Government (Basis constitutional and Transitional Provisions) Decree 2020 has gone far to provide that the President possesses the power t

remove any chairman of the Local Government or dissolve the Council and appoint a caretaker. Committee to manage the affairs of the Local government until an election is held. (Ralph 2018).

In spite of the 1976 local Government Reform, all the measure taken to guarantee their autonomy, local governments still remain in theory and practice, part and parcel of the State in which they exist. With regard to administrative relation, the Ministry of Local Government, as an Agency of the slate government before it abolition in 1 988 exercise stringent controls on all the activities of local Governments. All the bye-laws of the local Government Council were approved by the Ministry of Local Government before the‘ came into force. Bicycle plates, revenue receipt books, death and marriage certificates were provided centrally by the Ministry. (Ralph 2018). The annual estimates of the local governments were subject to approval by the Ministry before they were implemented.

The Ministry approved major contracts of the Local Governments before they were awarded. The Ministry exercised very powerful control of local governments through its inspectorate division, which provided inspectors who visited local governments regularly to inspect their operations in order to ensure that officials and councilors complied with law and regulations. The State Government provided local governments with Financial memorandum which guided their financial management. The Ministry also imposed adoptive bye-laws to Local Government whenever it was deemed necessary. (Nzute 2019). Some chairmen of Local Governments and Councilors of the Second Republic were not happy with these excessive control measures exercised over the local government by the State Government. They argued that while the State Ministry of Local Government was a necessary clearinghouse and coordinating center of the activities of the local governments, it had in many ways constituted a hindrance to development and progress (Ralph 2018).

(V) Functional Relationship — The constitution of the Federal Republic of Nigeria 1979 provides for two sets of local government functions: executive and concurrent. The concurrent functions include primary education, health services and agricultural extension services, industrial and commercial services. In these concurrent functions, the local governments provide them in conjunction with state and Federal Governments. Often the Federal/State Governments provides the Financial resources, in part or whole, while the local governments provide local managerial resources, local political control, supervision and community support. The State Government can prosecute any of the functions jointly with the local governments. It possesses the power to delegate any of its functions to local governments to perform under its supervision and control. Moreover, the constitution provides that the state Assembly can, through law confer upon the local Government — such other governments, as their universal primary Education and the National Health Schemes. Finally, the Federal and State Governments prosecute Community Development programmes with Local Governments. For instance, the Directorate for Food, Roads, and Rural Infrastructure (DFRRI/State Directorate for Rural Development Work with local Governments in executing their projects (Ralph 2018).

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

local government areas where he and his officers interact with local Government Officers on their needs and problems (Ralph 2018).

In the same way, state Government Commissioners and officials undertake working visits to local government areas where they interact with local Government officers and Councilors on the affair of the area. On the other hand, local Government Chairmen hold regular consultations with the Heads of Federal and State Government Ministers and Departments in the area with a view of recurring their co-operation, coordinating their activities and giving the necessary advice and assistance to their needs and problems. (Ralph 2018:204). As local Government are units that make up the states which exists in the federation, each level of government is concerned With the task of public security and public welfare, hence healthy and coordinal intra-government relations are is indispensable factor for good Government and rapid development. (Okoli & Onah 2022).

2.7 Empirical Literature

According to Erne and Ede, (2019) one of the most contentious issues of intergovernmental relations today is internal security. State governors are made ceremonial chief security officers where commissioners of police [who are agents of the national leadership and government] wield the real powers and functions in the states. This scenario makes it very difficult for the improved security of lives and properties and brings to bay the call for state police and vigilante services, The unprecedented surge in insurgency and terrorism across the country today is to a significant extent an offshoot of the dichotomy in the exercise of real functions , in delivery of security matters at the state level. Cases of armed robbery, brigandage and kidnapping in various states of the south-eastern geopolitical zone, militancy in the Niger Delta and present cases of irregular cum orchestrated bomb explosions in the North point to the controversy of who should decide issues of security at the state level and cases of where the governor's political dominance stops. The book haram

bombing upsurge prevails in the light of the notion that the governors who are supposedly chief security officers of their various states are in no small measures incapacitated in the delivery of security through the orchestrated structures of imported police force. The Sovereign Wealth Fund/Act.

In view of Elaigwu, (2019). Intergovernmental interaction may reduce the problems associated with inter-tier conflicts. Under the Obasanjo administration, state and local governments were treated as virtual extensions of the Federal Government. Some of the available conflicts in the Federation under – the fourth Republic device from the hangover of the military regime in which the center has grown titanic curbing the unnecessary adventures of the center have become a problem. There are many arenas of cooperative intergovernmental relations. Politicians at this stage of Nigeria's development are either ill-equipped to deal with these problems or are un-willing to establish normal intergovernmental relations even when constitutionally provided. Like most things in nation states, there is a need for mutual compromise to enable fairness, justice and relative equity to lubricate the wheels of the Federation. It is hoped that with more discussions and collective experience, the politics of distribution will not be a danger to the Federation.

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

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

2.8 Theoretical Framework

The theoretical framework adopted for the study is based on systems theory as pronounced by Ludwig von Bertalanffy (1940). The interaction between a system and sub-systems within the holistic entity is seen in the interacting sub-systems. The system is the entity or the whole. Therefore, the essence of system theory is to emphasize the fact that the various sub-systems must not only be implied in the right order and sequence, but that they must interact harmoniously and in a symbolic relationship to make the whole or the system function satisfactorily. The system approach can be used in the diagnosis of organization and programmes. In that vein, a healthy organizational or governmental system is one in which the various sub system interact in harmonious relationship towards the achievement of organizational objectives. An ailing or defective organization on the other hand is one in which the sub-systems are either not interacting at all or are interacting in a dysfunctional, antagonistic or antithetical relationship. Besides, if any of the sub-system is malfunctioning, this has an adverse effect on the operation of the whole or entire systems, which then becomes an ailing system, because if this one or some of its sub-systems are defective.

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

CHAPTER THREE

METHODOLOGY

3.1 Introduction

This chapter explains the methodology relevant to this study. It contains the research design, the population and sampling techniques, the operationalization and measurement of variables, the research instrument, sources of data and method of data analysis.

3.2 Research Design

A research design is a grand plan of approach to a research topic (Greener, 2018). It is the framework that has been created to seek answers to the research questions. A survey research design will be used for the study. The survey design provides a quantitative or numeric description of trends, attitudes or opinions of a population by studying a sample of that population (Creswell, 2021). The purpose of using the survey research design is to generalize from the sample to the population, so that inferences can be made about some characteristics, attitude or behavior of this population.

3.3 The Population and Sampling Technique

The population consists of all staff of Oredo and Ovia North East local government area Edo State selected from five (5) departments. Therefore, a total number of 326 which include 53 from finance department, 114 from department of works, 43 from internal audit department, 44 from personnel and 72 from social welfare department. The sample size will be obtained using Taro Yamene (1967) formula.

$$n = \frac{N}{1 + Ne^2}$$

Where n = Sample size

N = Population (326)

e = Level of significance (5% i.e 0.05)

$$n = \frac{326 \dots \dots}{1 + 326(0.05)^2}$$

$$n = \frac{326 \dots}{1 + 0.815}$$

$$n = 180$$

Hence, the sample is 180 Respondents making up the sample size were conveniently selected from the population.

3.4 The Research Instrument

The research instrument to be used for the study is self-administered questionnaire. It will consists of two sections. Section A focused on respondents personal Bio-data such as gender, marital status, Age, highest educational qualification, and number of years spent in the institution. Section B requested respondents to complete questions related to the study variable of the impact of revenue generation on the development of local government area. a case study of Ovia North East local government area

3.6 Sources of Data

The data necessitated the use of primary source of data through questionnaire. The data for this research were collected through the administration of questionnaire to employees in the local government.

Instrument of data collection

The instrument used for data collection will be questionnaire. The likert scale questionnaire had two sections (section A and B). Section A was designed to collect demographic data of the respondents this include the name, gender, school age. while the section B was meant to collect data on the issues raised in the research questions. In this section, the respondents are to tick () against their preferred answers as shown below.

Strongly Disagree, (SD), Disagree (D), Agree (A), Strongly Agree (SA). This will enable the researcher to group those that support the questions from those that have other opinion about the question.

Validity of data collection

To validate the instrument the, the supervisor and two other lecturers in the department of public administration will help to scrutinize the items in the questionnaires in order to make sure that they are relevant to the study. Their corrections and suggestions will be considered in the production of the final copy.

Reliability of the instrument

To ascertain the reliability of the instrument a test re- test reliability was conducted on 20 respondents who are outside the sample space used for the study. The results that was obtained from both the test re-test was compared using Pearson Product Moment correlation coefficient and a value of . 0.99.

Method of data collection

The questionnaires will be administered personally by the researcher. The researcher also assures the respondents that every information provided was confidential and was treated as such. The questionnaires was filled and administered on the spot to save the researcher the problem of invalid entries as well as assuming sheets.

3.7 Method of Data Analysis

The demographic profile of respondents will be analyzed using frequency distribution tables and simple percentages. The descriptive statistics for the various variables were analyzed with the use of means and grand mean. All the hypothesis stated in this research was tested using ANOVA, which were carried out using the Statistical Package for Social

Sciences (Version 22.0). The use of ANOVA show the degree of relationship that exists between the dependent variable and the independent variables.

CHAPTER FOUR

DATA ANALYSIS AND PRESENTATION

4.1 Introduction

The study examined the Effect of intra-government Relations on Local Government Administration in Nigeria, with Oredo and Ovia North East Local Government area as case study. This study uses qualitative research instrument through the administration of questionnaires to one hundred and eighty (180) Local Government staff in the study area. The responses from the questionnaires administered were analyzed using descriptive statistics, cronbach Alpha test and ANOVA, through the statistical package for social sciences (SPSS, 22.0.)

4.2 Descriptive Statistics

This section describes the sample in terms of demography (gender, age, marital status, highest level of educational qualification and the number of years spent in the institution). This is presented in Table 2 below.

Table 4.1: Response Rate

Options	Frequency	Percentage (%)
Returned	158	87.8
Unreturned	22	12.2
Total	180	100

Source: Field Survey, 2025

Table 4.1 shows that during the process of carrying out this research, 180 questionnaires were distributed to respondents and 158 questionnaires were duly completed and returned and usable. This represents 87.8% response rate subsequently analyzed. The personal Bio-Data profile of the respondents is presented in the Table 2 below.

Table 4.2: Bio-Data profile of respondents

Variables	Measurement	Frequency	Valid percentage %
GENDER	Male	86	54.4
	Female	72	45.6
	Total	158	100
MARITAL STATUS	Single	81	51.3
	Married	66	41.8
	Divorced	11	7.0
	Total	158	100
AGE	20-30	65	41.1
	31-36	49	31.0
	37-42	28	17.7
	42-Above	16	10.1
	Total	158	100
EDUCATIONAL QUALIFICATION	SSCE	11	7.0
	OND	10	6.3
	NCE	12	7.6
	HND	19	12.0
	B.Sc	77	48.7
	POST GRADUATE	29	18.4
	Total	158	100
NUMBER OF YEARS IN THE L.G	0-10	96	60.8
	11-20	44	27.8
	21-30	10	6.3
	31 AND ABOVE	8	5.1
	Total	158	100

Source: Field survey, 2025

From Table 4.2 above, it is evident that with respect to gender, 54.4% (86) of the respondents were male while 45.6% (72) of the respondents were female. This implies that more of the respondents from the sample were males.

From the age category, 41.1% (65) of the respondents were between the age of 20-30years, 31.0% (49) of the respondents were between the ages of 31-36, 17.7% (28) of the respondents were between the age of 37-42years, 10.1% (16) of the respondents were above

42years. This means that more of the respondents (41.1% of the total sample) were between the age of 20-30years.

With respect to marital status, Table 4.2 shows that 51.3% (81) of the respondents were single, 41.8% (66) of the respondents were married and 7.0% (11) of the respondents were Divorced. This means that most of the respondents (51.3% of the total sample) were single.

From the category of highest level of educational qualification, 7.0% (11) of the respondents were SSCE holders, 6.3% (10) of the respondents were OND holders, 7.6% (12) of the respondents were NCE holders, 12.0% (19) of the respondents were HND holders, 48.7% (77) of the respondents were B.Sc holders and 18.4% (29) of the respondents were Post Graduates. This means that most of the respondents (48.7%) of the total sample were B.Sc holders.

From the category of number of years in the local government, 60.8% (96) of the respondents have spent between 0-10years in the institution, 27.8% (44) of the respondents have spent 11-20years in the institution, 6.3% (10) of the respondents have spent 21-30years in the institution and 5.1% (8) of the respondents have spent above 31 years in the institution. This implies that most of the respondents (60.8% of the total sample) have spent 0-10years in the institution.

4.3 Data Presentation and Reliability Analysis

Table 4.3: Relevant of intra-government relations to Local government administration

S/N	VARIABLE	SA	A	N	D	SD	Mean
6	Intra-governmental relations improve effective service delivery at the local level	95 60.1%	54 34.2%	6 3.8%	2 1.3%	1 0.6%	4.52
7	Collaboration between tiers of government promotes accountability in local	67	74	13	4		4.29

	administration.	42.4%	46.8%	8.2%	2.5%	0	
8	state and federal governments support local governments financially and technically	60 38.0%	72 45.6%	20 12.7%	5 3.2%	1 0.6%	4.17
	Grand mean						4.32

Source: Field survey, 2025

Decision rule: there is a unanimous agreement when the mean values of respondents are above 3, unanimous disagreement when it is below 3, and also respondents are neutral when the mean value is equal to 3.

Table 4.3 above shows that there is a unanimous agreement to the statements provided, indicating that intra-government relations is relevant to Local government administration. This is evident in the mean value of 4.32. All three questions received positive responses ranging from 4.17 – 4.52.

Table 4.4:

Reliability Statistics	
Cronbach's Alpha	N of Items
.702	3

From Table 4.4 above, the questions are reliable with a cronbach's alpha value of 0.702 which is greater than 0.70.

Table 4.5: Extent to which administrative relations between state ministries and local government departments affect policy implementation and project execution

S/N	VARIABLE	SA	A	N	D	SD	Mean
9	Effective administrative relations enhance smooth policy implementation at the local level	68 42.8%	75 47.2%	8 5.0%	4 2.5%	2 1.3%	4.29
10	Poor coordination between state ministries	85	56	17	1	0	4.41

	and local departments hinders policy execution.	53.4%	35.2%	10.7%	0.6%		
11	state ministries influence local government policy decisions	53 33.3%	79 49.7%	16 10.1%	6 3.8%	4 2.5%	4.08
	Grand mean						4.26

Source: Field survey, 2025

Table 4.5 above shows that there is a unanimous agreement to the statements provided, indicating that on administrative relations between state ministries and local government departments affect policy implementation and project execution. This is evident in the mean value of 4.26. All three questions received positive responses ranging from 4.08 – 4.41.

Table 4.6:

Reliability Statistics	
Cronbach's Alpha	N of Items
.711	3

From Table 4.6 above, the questions are reliable with a cronbach's alpha value of 0.711 which is greater than 0.70.

Table 4.7: how intra-governmental relations affect the planning, budgeting, and execution of local development projects

S/N	VARIABLE	SA	A	N	D	SD	Mean
12	Effective cooperation among government tiers enhances planning efficiency for local projects.	43 27.2%	84 53.2%	19 12.0%	9 5.7%	2 1.3%	4.00
13	Lack of communication between state and local governments negatively	45 28.5%	87 55.1%	22 13.9%	4 2.5%	0	4.09

	affects project planning.						
14	Political interference from higher levels of government affects project implementation	50 36.1%	83 52.5%	20 12.7%	5 3.2%	0	4.13
15	Intra-governmental relations improve the timely execution of local projects.	52 32.9%	75 47.5%	18 11.4%	10 6.3%	3 1.9%	4.03
16	State and federal inputs significantly influence local government budget decisions.	50 31.6%	71 44.9%	23 14.6%	12 7.6%	2 1.3%	3.98
17	Collaboration between tiers of government ensures transparency in local budgeting.	54 34.2%	74 46.8%	15 9.5%	9 5.7%	4 2.5%	4.07
	Grand mean						4.02

Source: Field survey, 2025

Table 4.7 above shows that there is a unanimous agreement to the statements provided, indicating that intra-governmental relations affect the planning, budgeting, and execution of local development projects. This is evident in the mean value of 4.07. This is evident in the mean value of 4.02. All questions received positive responses ranging from 4.00 – 4.13..

Table 4.10:

Reliability Statistics	
Cronbach's Alpha	N of Items
.808	3

From Table 4.10 above, the questions are reliable with a cronbach's alpha value of 0.808 which is greater than 0.70.

Table 4.11: Challenges and opportunities inherent in intra-governmental relations and their implications for grassroots governance

S/N	VARIABLE	SA	A	N	D	SD	Mean
18	Effective cooperation among government tiers enhances planning efficiency for local projects.	73 46.2%	68 43.0%	12 7.6%	2 1.3%	3 1.9%	4.30
19	Lack of communication between state and local governments negatively affects project planning.	76 48.1%	69 43.7%	11 7.0%	2 1.3%	0	4.39
20	higher levels of government influence the planning of local development projects	75 49.5%	73 46.2%	8 5.1%	1 0.6%	1 0.6%	4.39
21	. Intra-governmental collaboration promotes knowledge and resource sharing.	55 34.8%	79 50.0%	14 8.9%	7 4.4%	1 0.6%	4.80
22	Partnership between state and local governments creates opportunities for improved service delivery.	65 41.1%	59 37.3%	20 12.7%	7 4.4%	1 0.6%	4.06
	Grand mean						4.42

Source: Field survey, 2025

Table 4.11 above shows that there is a unanimous agreement to the statements provided, indicating that the Challenges and opportunities inherent in intra-governmental relations have implications for grassroots governance. This is evident in the mean value of 4.35. All questions received positive responses ranging from 4.30 – 4.39.

Table 4.14:

Reliability Statistics	
Cronbach's Alpha	N of Items
.807	3

From Table 4.14 above, the questions are reliable with a cronbach's alpha value of 0.807 which is greater than 0.70.

4.4 Testing Hypotheses

In this section, the hypotheses are tested using regressions analysis. Table 15 shows the regression output

Table 4.15: Regression output

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.539 ^a	.290	.251	1.95688

a. Predictors: (Constant), RELEVANT OF INTRA-GOVERNMENT RELATIONS TO LOCAL GOVERNMENT ADMINISTRATION, EXTENT TO WHICH ADMINISTRATIVE RELATIONS BETWEEN STATE MINISTRIES AND LOCAL GOVERNMENT DEPARTMENTS AFFECT POLICY IMPLEMENTATION AND PROJECT EXECUTION, HOW INTRA-GOVERNMENTAL RELATIONS AFFECT THE PLANNING, BUDGETING, AND EXECUTION OF LOCAL DEVELOPMENT PROJECTS, CHALLENGES AND OPPORTUNITIES INHERENT IN INTRA-GOVERNMENTAL RELATIONS AND THEIR IMPLICATIONS FOR GRASSROOTS GOVERNANCE

Table 4.16**ANOVA^a**

Model	Sum of Squares	df	Mean Square	F	Sig.
1 Regression	16.808	5	3.362	7.434	.000 ^b
Residual	582.067	152	3.829		
Total	598.875	157			

a. Dependent Variable: LOCAL GOVERNMENT ADMINISTRATION

Table 4.17**Coefficients^a**

Model		Unstandardized Coefficients		Standardized Coefficients	T	Sig.
		B	Std. Error	Beta		
1	(Constant)	3.021	1.957		1.543	.082
	RELEVANT OF INTRA-GOVERNMENT RELATIONS	.339	.147	.209	2.305	.023
	ADMINISTRATIVE RELATIONS BETWEEN STATE MINISTRIES AND LOCAL GOVERNMENT DEPARTMENTS	.632	.333	.180	4.954	.000
	THE PLANNING, BUDGETING, AND EXECUTION OF LOCAL DEVELOPMENT	-.037	.330	-.010	-.111	.912

PROJECTS					
CHALLENGES AND OPPORTUNITIES INHERENT IN INTRA-GOVERNMENTAL RELATIONS	.102	.204	.042	2.498	.018

a. Dependent Variable: LOCAL GOVERNMENT ADMINISTRATION

Hypothesis 1

H0₁ intra-government relations is relevant to Local government administration in Nigeria

Table 4.17 above shows that there is positive and significant relationship between intra-government relations and Local government administration in Nigeria. This is confirmed by the t-Statistic value of 2.305 and at a p-value of 0.023 which is lesser than our 0.05 level of significance. Based on the result, we therefore fail to reject the alternative hypothesis that states intra-government relations is not relevant to Local government administration in Nigeria

Hypothesis 2

H0₂ administrative relations between state ministries and local government departments affect policy implementation and project execution in Ovia North East LGA. to a high extent

Table 4.17 above shows that there is positive and significant relationship in the administrative relations between state ministries and local government departments and policy implementation and project execution in Oredo and Ovia North East LGA. to a high extent. This is confirmed by the t-Statistic value of 4.954 and at a p-value of 0.000 which is lesser

than our 0.05 level of significance. Based on the result, we therefore fail to reject the alternative hypothesis that states that administrative relations between state ministries and local government departments does not affect policy implementation and project execution in Oredo and Ovia North East LGA. to a high extent.

Hypothesis 3

H₃: Intra-governmental relations affect the planning, budgeting, and execution of local development projects in Oredo and Ovia North East LGA.

Table 4.17 above shows that there is negative and insignificant relationship between Intra-governmental relations, planning, budgeting, and execution of local development projects in Oredo and Ovia North East LGA.. This is confirmed by the t-Statistic value of -0.111 and at a p-value of 0.912 which is greater than our 0.05 level of significance. Based on the result, we therefore reject the alternative hypothesis that states that Intra-governmental relations affect the planning, budgeting, and execution of local development projects in Oredo and Ovia North East LGA..

Hypothesis 4

H₄: challenges and opportunities inherent in intra-governmental relations have implications for grassroots governance in Ovia North East LGA..

Table 4.17 above shows that there is positive and significant relationship between the challenges and opportunities inherent in intra-governmental relations and its implications for grassroots governance in Oredo and Ovia North East LGA.. This is confirmed by the t-Statistic value of 2.498 and at a p-value of 0.018 which is lesser than our 0.05 level of significance. Based on the result, we therefore fail to reject the alternate hypothesis that states that the challenges and opportunities inherent in intra-governmental relations have implications for grassroots governance in Ovia North East LGA..

From the ANOVA table, it is evident that intra –government relations have positive and significant relationship with local government administration with a P value of 0.000.

It is evident from the value of adjusted R^2 which is 0.251 indicating that the independent variables explain 25.1% of the systematic variation in the dependent variable (local government administration).

4.5: Discussion of findings

The major objective of this study is to find out the Effect of intra-government Relations on Local Government Administration in Nigeria, with Ovia North East Local Government area as case study. From the study, it can be deduced that the Constitution highly made provision for intra-governmental relations in Nigeria. It was proved from the study that the major areas of intra-governmental relations in Nigeria are Financial Relations, Administrative relations and Jurisdictional relations. From the study it was discovered that intra-governmental relation is relevant due to the fact that the tiers of government cannot survive without each other.

From the analysis above, it has been proved that the causes of conflicts among the levels of government in Nigeria are through revenue allocation, Resource distribution, allocation formulary, jurisdictional control and Administrative Control. That means that all of them are included to the causes of conflicts among the levels of government in Nigeria.

The effect of intra-governmental relations in local government can be considered to be both negative and positive. Talking about the jurisdictional control, this is making their laws and regulations independently and independently running the affairs of their customary courts. The local governments on their own cannot run the affairs of the Customary Courts

without the state telling them what to do in order to carry out the orders. In this sense, it can be seen that local Government is not autonomous; it needs the Federal and State for survival..

In the administrative control, the chairman and his Council mostly legislates for the local government through the power vested on them by the constitution and they independently run their administrative affairs without state interference. Looking at this, the local governments administer their affairs on their own though they could be called to order by the State of need arises.

CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter is to summarize the findings, draw conclusions reached in the study. It consists of three (3) sections which includes; Summary of findings, Conclusions and recommendations.

5.2 Summary of Findings

Based on the findings from the results of this study, the following summaries have been made;

1. It was discovered that Intra-governmental relations has to an extent helped to reduce tension among the three tiers of government in Nigeria.
2. In this study, the researcher discovered that the constitution made provision for intra-governmental relations in Nigeria, that the main areas of intra-governmental relations include administrative relations, financial/economic relations and jurisdictional relations. Also they inter-relate with one another in pursuit of local government development.
3. The researcher further found out that the causes of conflict among the levels of government in ranges from revenue allocation, resource distribution, allocation formula, jurisdictional control to administrative control.
4. Due to the inter-governmental relations among the three tiers of government, Federal government and state Government made local government stagnant in its operation and made them carryout their activities slowly. Local Governments are too dependent on the other tiers of government making them less autonomous.

5.2 Conclusion

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

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

5.3 Recommendations

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

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

5. Resources sharing must address the necessity for rapid development at the grassroots levels. As development gets entrenched at the grassroots levels, the Federal level will invariably relinquish some of her activities. This will necessitate reorganizing the resource sharing structure.

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APPENDIX
QUESTIONNAIRE
DEPARTMENT OF PUBLIC ADMINISTRATION
FACULTY OF SOCIAL SCIENCES
UNIVERSITY OF BENIN
BENIN CITY

Dear Sir/Madam,

**REQUEST FOR YOUR COOPERATION IN COMPLETING THIS
QUESTIONNAIRE.**

I am final year undergraduate student in the above named school and department. As part of the requirement for the programme, I am undertaking on **“Effect of intra-government Relations on Local Government Administration in Nigeria, with Oredo and Ovia North East Local Government area as case study.** In this regard, you have been duly selected as a member of the sample.

I wish to appeal to you to kindly assist this study by sparing few minutes to complete this questionnaire. Please be assured that your answers will be treated with utmost confidence and used solely for the research purpose.

Thank you for your cooperation.

IMHARIA EMMANUEL OSAHON
(project student)

SECTION A: PERSONAL BIO-DATA

Instruction: please tick [] against your chosen response and record your view where necessary in the provided spaces.

1. Gender: Male[] Female[]
2. Marital Status: Single[] Married[] Divorced[]
3. Age Range: 20 – 30[] 31 – 36[] 37 – 42[] 42years and above[]
4. Highest level of education attained; OND/NCE [] HND/B.Sc [] Post-graduate []
5. The number of years spent in the institution; 0-10years[] 11-20years[] 21-30years [] 31years and above[]

SECTION B

Instruction: Kindly tick [] the option that most agree with your views. Please note that the meaning of the following abbreviations: SA – Strongly Agree, A – Agree, N - Neutral, D – Disagree, SD – Strongly Disagree

INDEPENDENT VARIABLES

S/N	Relevant of intra-government relations to Local government administration	SA	A	N	D	SD
6	Intra-governmental relations improve effective service delivery at the local level.					
7	Collaboration between tiers of government promotes accountability in local administration.					
8	state and federal governments support local governments financially and technically					
	Extent to which administrative relations between state ministries and local government departments affect policy implementation and project execution	SA	A	N	D	SD
9	Effective administrative relations enhance smooth policy implementation at the local level					
10	Poor coordination between state ministries and local departments hinders policy execution.					
11	state ministries influence local government policy decisions.					
	how intra-governmental relations affect the planning, budgeting, and execution of local development projects	SA	A	N	D	SD
12	Effective cooperation among government tiers enhances planning efficiency for local projects.					
13	Lack of communication between state and local governments negatively affects project planning.					
14	Political interference from higher levels of government affects project implementation.					
15	Intra-governmental relations improve the timely execution of local projects.					

16	State and federal inputs significantly influence local government budget decisions.					
17	Collaboration between tiers of government ensures transparency in local budgeting.					
	Challenges and opportunities inherent in intra-governmental relations and their implications for grassroots governance	SA	A	N	D	SD
18	Effective cooperation among government tiers enhances planning efficiency for local projects.					
19	Lack of communication between state and local governments negatively affects project planning.					
20	higher levels of government influence the planning of local development projects					
21	. Intra-governmental collaboration promotes knowledge and resource sharing.					
22	Partnership between state and local governments creates opportunities for improved service delivery.					