NIGERIA

SUMMARY

Nigeria is a federal republic with three tiers of government: federal (central), states and local government. Although democratically elected local government is protected by the constitution, and development areas and autonomous communities are created by individual state legislation, elected local government is lacking in around half of the states. At the state level, the relevant ministry of local government and chieftaincy affairs, or bureau of local government affairs, is responsible for the administration of state-level Acts governing local authorities. Local government exists in a single tier across all states. There are 774 local government authorities (LGAs) and six area councils. Following the 2015 local elections, 9.8% of councillors and 3.6% of chairpersons were female. The funds raised by taxes are collected by all levels of government, with local government being responsible for collecting licence fees for haulage, trade and motor vehicles. All revenue collected is pooled in the federal account which is in turn split across the three spheres of government. The core functions of local government include pre-school, primary and adult education; public health; town planning; roads and transport; and waste disposal.

1. NATIONAL GOVERNMENT

Nigeria is a federal republic with a bicameral national assembly and 36 state assemblies.33.1a The federal capital territory (FCT) is under the supervision of the national assembly. The head of state and government is the president. who is directly elected for a maximum of two four-year terms. The national assembly comprises an elected house of representatives and an elected senate. The house of representatives has 360 members elected to represent singlemember constituencies using the firstpast-the-post system. The senate has 109 members, three elected from each of the 36 states and one elected from the FCT. Following the 2015 national election, 5.5% of elected representatives and 6.4% of senators were women.33.1b The president appoints a cabinet, known as the Federal Executive Council (FEC), which must draw at least one member from each of the 36 states and is subject to the approval of the senate. Members of the FEC may not serve concurrently as members of the national assembly and must resign elected office in the legislature to take up positions in the executive. Elections to each state assembly take place every four years.

2. LEGAL BASIS FOR LOCAL GOVERNMENT

2.1 Constitutional provisions

The constitution guarantees a system of local government run by democratically elected councils.^{33,2a} The constitution requires all states to enact legislation providing for the establishment, structure, composition, finance and functions of local government councils.

2.2 Main legislative texts

Each of the states has enacted its own legislation. While core functions of local government are defined in the constitution, individual states may augment their responsibilities through legislation.

2.3 Proposed legislative changes

No proposed legislative changes known.

2.4 Traditional leadership

There is an extensive network of traditional leaders in Nigeria. Their relationship with local government varies from state to state.

2.5 National urban policy

The first National Urban Development Policy (NUDP) was adopted in 1992 and a revised NUDP was introduced in 2012.^{332b} It acknowledged the multiple problems caused by unplanned urbanisation, including slum housing, squalor, unemployment, insecurity, crime, environmental degradation, sprawl, congestion and inadequate public services. It also explicitly recognised the positive arguments for an NUDP in terms of accelerating national economic growth and development.

3. STRUCTURE OF LOCAL GOVERNMENT

3.1 Local government within the state

There are three spheres of government: federal (central), state and local. Local governments are created by state legislation with the endorsement of the national assembly. All local governments are single-tier and there is no difference between urban, rural or municipal councils.

3.2 Ministerial oversight

At the state level, the relevant ministry of local government and chieftaincy affairs, or bureau of local government affairs, is headed by a commissioner (state-level minister) for local government. The commissioner is responsible for the administration of the state-level Acts governing local governments. In several states elected councillors and the chairs of local governments have been suspended by the state governor or state assemblies. In such cases, the governors have appointed caretaker committees to replace them.





KEY FACTS

POPULATION (2020 estimate):

206.000.000

AREA (2006):

923,768 sq km

CAPITAL:

Abuja

CURRENCY:

naira (NGN)

HEAD OF STATE AND GOVERNMENT:

President Muhammadu Buhari

FORM OF GOVERNMENT:

republic

PARLIAMENTARY SYSTEM:

bicameral

STATE STRUCTURE:

federal

LANGUAGES:

English (official), Edo, Efik, Fulani, Hausa, Idoma, Igbo, Ijaw, Kanuri, Yoruba (recognised)

NATIONAL ELECTIONS:

last: February 2019, turnout: 34.7%; next: 2023

WOMEN IN PARLIAMENT (2015):

representatives 5.5%, senators 6.4%

LOCAL ELECTIONS:

timings vary from state to state

WOMEN COUNCILLORS:

9.8% (2015)

LOCAL GOVERNMENT EXPENDITURE as a percentage of total government expenditure 2015/16:

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Table 33.1a Distribution of councils and population

State	Local governments	Population (2006 Census)	Population (2019 est.)	% rural (2019)	State	Local	Population (2006 Census)	Population (2020 est.)	% rural (2016)
Abia	17	2,845,380	na	na	Kano	44	5,801,584	na	na
Abuja (FCT)*	6	1,406,239	na	na	Katsina	34	3,256,541	na	na
Adamawa	22	3,178,950	na	na	Kebbi	22	3,314,043	na	na
Akwa Ibom	31	3,902,051	na	na	Kogi	20	2,365,353	na	na
Anambra	21	4,177,828	na	na	Kwara	16	9,113,605	na	na
Bauchi	20	4,653,066	na	na	Lagos	20	1,869,377	na	na
Bayelsa	9	1,704,515	na	na	Nassarawa	13	3,954,772	na	na
Benue	22	4,253,641	na	na	Niger	24	3,751,140	na	na
Borno	27	4,171,104	na	na	Ogun	19	3,460,877	na	na
Cross River	18	2,892,988	na	na	Ondo	18	3,416,959	na	na
Delta	25	4,112,445	na	na	Osun	30	5,580,894	na	na
Ebonyi	13	2,176,947	na	na	Oyo	34	3,206,531	na	na
Edo	19	3,233,366	na	na	Plateau	17	5,198,716	na	na
Ekiti	16	2,398,957	na	na	Rivers	23	3,702,676	na	na
Enugu	17	3,267,837	na	na	Sokoto	22	2,294,800	na	na
Gombe	11	2,365,040	na	na	Taraba	16	2,321,339	na	na
Imo	27	3,927,563	na	na	Yobe	17	3,278,873	na	na
Jigawa	27	4,361,002	na	na	Zamfara	14	3,278,873	na	na
Kaduna	23	6,113,503	na	na	TOTAL 37	774	140,431,790	206,000,000	51

*The six subdivisions of Abuja are known as area councils Source: 2006 Census^{30,3a} and World Bank

3.3 Council types

Local government is single-tier across all states. There are 768 local governments, and a further six area councils in the FCT, totalling 774 authorities.

3.3.1 Local governments: Legislation requires local governments to establish committees, but their remits are not specified. Each executive committee is headed by a chairperson, with responsibilities determined by state government legislation.

3.3.2 The six area councils form the lowest level councils within the Abuja FCT.

4. ELECTIONS

4.1 Recent local elections

As legislation governing local governments varies across the states there is no uniformity in tenure or timing of local government elections.^{33,4}

4.2 Voting system

Councillors and chairpersons of councils are elected directly by universal adult (over age 18) suffrage using the first-past-the-post system, usually for two-year terms of office. Local government is

Table 33.1b Locally elected female representatives after the last three elections

Election	20	07	20	ווס	2015		
Councillors	#	%	#	%	#	%	
Female councillors	665	10.2	738	12.5	740	9.8	
Male councillors	5,828	89.8	5,175	87.5	6,828	90.2	
Total councillors	6,493	100.0	5,913	100.0	7,568	100.0	
Chairpersons	#	%	#	%	#	%	
Female chairpersons	56	9.9	30	3.9	34	4.4	
Male chairpersons	510	90.1	738	96.1	740	95.6	
Total chairperson	566	100.0	768	100.0	774	100.0	

Source: 2015 Statistical Report on Women and Men in Nigeria, National Bureau of Statistics

divided into wards across all states of Nigeria and each ward elects a single member to its local council.

4.3 Elected representatives

Councils range in size from ten to 13 councillors depending on the number of wards. An elected council is made up of an executive chairman, vice-chairmen and councillors. Councillors represent the legislative arm of the local council.

4.4 Women's representation

Following the 2015 election, 9.8% of councillors and 4.4% chairpersons were female, down from 12.5% and 3.9% in 2011 and 10.2% and 9.9% in 2007 respectively (see table 33.1b). Aggregating available data from across all states between 1999 and 2015, 5.9% of councillors and 9.0% of chairpersons were women. This ranges from a high of 30.6% of councillors in Akwa Iborm state to none (0%) in Sokoto and Zamfara states (see table 33.1d).



Table 33.1c Key local government information by state

State	Primary local government legislation		
Abia	Information not available	Imo	Local Government Administration Act 2000
Abuja FCT	Capital Territory Development Authority Act 2009	Jigawa	Local Government Act 2007
Adamawa	Local Government Establishment and Administration Act 2004	Kaduna	Local Government Act 1991
	Local Government Councils (contribution to Traditional leadership)		Establishment of Kauna Councils and District Order 2002
Akwa Ibom	Law to Make Local Government Administration and Matters Connected 2003	Kano	Information not available
	Local Government Administration Law 2017	Katsina	Information not available
Anambra	Local Government Act 1999	Kebbi	Information not available
	Community and Social Development Act 2009	Kogi	Information not available
	Community and Social Development Act 2009	Kwara	Local Government (Amendment) Law 2019
Bauchi	Community and Social Development Agency Act 2008	Lagos	Local Government Act 1999
	Local Government Creation Act 2007		Local Government Area Act 2002
Bayelsa	Local Government Areas (Creation and Transitional Provisions) Act 1999		Lagos State Model City Development Authority Law 2009
	Community and Social Development Agency Act 2009		Urban and Regional Planning Development Law 2010
Benue	Local Government Act 2007	Nassarawa	Nasarawa State Local Government Election Law 2003
			Nasarawa State Local Govt (Amendment) Law 2018
Borno	Local Government Act 2000	Niger	Local Government Act 2001
Cross River	Local Government Act 2000	Ogun	Local Government Amendment Law 2016
Delta	Delta State Local Government Law 2013	Ondo	Local Government Act 2007
Ebonyi	Abakiliki Capital Territory Development Board Act 2007	Osun	State of Osun Local Government Areas (Creation and Administration) Amendment Law 2017
	Local Government Area (Creation and Transitional Provisions) Act 1999	Oyo	Agency for Community and Social Development Act 2008
	Joint State and Local Government Projects and Related Matters Act 2009	Plateau	Local Government Council Act 2005
Edo	Local Government Act 2000	Rivers	Local Government Act 1999
Ekiti	Ekiti State Local Government Administration Law 2019	Sokoto	Local Government Act 2000
	Urban and Regional Planning and Development Act	Taraba	Information not available
Enugu	Amended Enugu State Local Government Law 2017	Yobe	Local Government Act 2005
	Local Government Area (Creation and Transitional Provisions) Act 2003	Zamfara	Emirate Council Establishment Act 2000
Gombe	Local Government Areas (Creation) Act 2002		
	Agency for Community and Social Development Act 2006		

Source: compiled by CLGF

Table 33.2d Local government expenditure as a percentage of total government expenditure 2009/10

Property of the state of the st	2009/10
	2003/10
Total government expenditure	na
Total local government expenditure	na
Local government expenditure as a percentage of total government expenditure	20.6

Source: Department for Local Government correspondence with CLGF



Table 33.1e Women councillors and chairpersons by state - 1999-2015 (na= not available)

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State	Years	All councillors	Female councillors	%	Male councillors	%	All chairpersons	Female chairpersons	%	Male chairpersons	%
Abia	na	na	na	na	na	na	17	6	35.3	11	64.7
Abuja (FCT)*	na	266	12	4.5	254	95.5	27	1	3.7	26	96.3
Adamawa	na	na	na	na	na	na	124	2	1.6	122	98.4
Akwa Ibom	na	183	56	30.6	127	69.4	na	na	na	na	na
Anambra	na	na	na	na	na	na	na	na	na	na	na
Bauchi	na	278	3	1.1	275	98.9	37	0	0.0	37	100.0
Bayelsa	na	na	na	na	na	na	na	na	na	na	na
Benue	na	775	30	3.9	745	96.1	94	5	5.3	89	94.7
Borno	na	na	na	na	na	na	28	0	0.0	28	100.0
Cross River	na	163	20	12.3	143	87.7	57	5	8.8	52	91.2
Delta	na	846	61	7.2	785	92.8	50	5	10.0	45	90.0
Ebonyi	na	1,073	153	14.3	920	85.7	105	25	23.8	80	76.2
Edo	na	na	na	na	na	na	na	na	na	na	na
Ekiti	na	1,222	63	5.2	1159	94.8	144	5	3.5	139	96.5
Enugu	na	190	54	28.4	136	71.6	102	44	43.1	58	56.9
Gombe	na	na	na	na	na	na	na	na	na	na	na
Imo	na	na	na	na	na	na	108	78	72.2	30	27.8
Jigawa	na	1,016	7	0.7	1009	99.3	76	0	0.0	76	100.0
Kaduna	na	na	na	na	na	na	153	12	7.8	141	92.2
Kano	na	559	4	0.7	555	99.3	75	0	0.0	75	100.0
Katsina	na	1,403	2	0.1	1401	99.9	133	0	0.0	133	100.0
Kebbi	na	391	25	6.4	366	93.6	66	2	3.0	64	97.0
Kogi	na	na	na	na	na	na	64	0	0.0	64	100.0
Kwara	na	527	33	6.3	494	93.7	49	3	6.1	46	93.9
Lagos	na	na	na	na	na	na	21	1	4.8	20	95.2
Nassarawa	na	88	6	6.8	82	93.2	13	0	0.0	13	100.0
Niger	na	77	16	20.8	61	79.2	306	11	3.6	295	96.4
Ogun	na	na	na	na	na	na	na	na	na	na	na
Ondo	na	na	na	na	na	na	na	na	na	na	na
Osun	na	na	na	na	na	na	13	0	0.0	13	100.0
Oyo	na	na	na	na	na	na	123	3	2.4	120	97.6
Plateau	na	68	12	17.6	56	82.4	78	7	9.0	71	91.0
Rivers	na	526	46	8.7	480	91.3	278	8	2.9	270	97.1
Sokoto	na	343	0	0.0	343	100.0	52	1	1.9	51	98.1
Taraba	na	na	na	na	na	na	na	na	na	na	na
Yobe	na	na	na	na	na	na	32	1	3.1	31	96.9
Zamfara	na	214	0	0.0	214	100.0	63	0	0.0	63	100.0
TOTAL	1999-2015	10,208	603	5.9	9,605	94.1	2,488	225	9.0	2,263	91.0

Source: National Centre for Women's Development, in the 2018 Statistical Report on Women & Men in Nigeria, National Bureau of Statistics



5. SYSTEMS FOR COMMUNITY INVOLVEMENT

5.1 Legal requirement

No legal framework for community involvement in local government.

5.2 Implementation

Community involvement is achieved through a range of civil society actors including traditional rulers, community-based and cooperative organisations, NGOs and youth and women's development programmes.

5.3 'ICT use in citizen engagement'

There is no e-government strategy for local authorities in Nigeria.

6. ORGANISED LOCAL GOVERNMENT

6.1 National local government association

The Association of Local Governments of Nigeria (ALGON) is the representative body for local government and has the additional role of providing services to its members. It is funded by membership subscriptions. The association is registered under the relevant laws of the federation but its existence is not established under any statute or the constitution.

6.2 Other associations of local government

No information on state-level local government associations was available for this edition. The National Union of Local Government Employees (NULGE) represents local government staff.

7. INTERGOVERNMENTAL RELATIONS

Most intergovernmental interaction is between states and local governments, mediated by the individual state-level ministries of local government and chieftaincy affairs and coordinated by a commissioner for local governments. The secretary to the government of the federation and the designated permanent secretary of the presidency hold discussions on intergovernmental relations and local government issues. These relations are not formally structured and meetings deal primarily with statefederal matters. When matters of concern to local government are discussed, ALGON is frequently invited to participate.

8. MONITORING SYSTEMS

Each state has an auditor general to whom local authorities must submit their annual accounts. The state assemblies exercise oversight over the activities of local governments. The annual budgets of community councils are approved by the district officer. Communities must keep proper accounts and prepare financial statements by the end of each financial year. The financial statements are submitted to the auditor general.

The audited financial statements and audit report are then submitted to the district officer. Additionally, the auditor general may conduct special reviews or any other audit deemed necessary.

9. FINANCE, STAFFING AND RESOURCES

9.1 Local government expenditure

No information was available on local government expenditure as a percentage of total government expenditure.

9.2 Locally raised revenue

Federal and state governments are responsible for raising and collecting taxes. Local governments collect some local taxes, such as those for haulage, hawking and markets, as well as motor and commercial drivers' levies. Local governments are not permitted to set deficit budgets.

9.3 Transfers

Local governments receive funding from the federal account allocation (FAA) and the state government. The federal account distribution in 2009/10 was split approximately as follows: federal government 52.7%, state government 26.7% and local government 20.6%.

9.4 Loans

No information is available.

9.5 Local authority staff

Council chairpersons serve full-time and are remunerated accordingly. Remuneration is set by a federal agency, the National Revenue Mobilisation, Allocation and Fiscal Commission. Senior staff are recruited by the Local Government Service Commission, a state body, while junior staff are hired by the individual local governments. These bodies have the authority to hire and discipline staff. Central government does not deploy any staff to local government. Each local authority is required to appoint a director of administration, who is the head of the paid service.

10. DISTRIBUTION OF SERVICE DELIVERY RESPONSIBILITY

10.1 Overview of local government service delivery responsibility

The core functions of local government are defined in the fourth schedule of the constitution. They include pre-school, primary and adult education; public health (including primary care and health protection); town and regional planning; roads and transport; refuse collection and disposal; cemeteries and crematoria; environmental protection; sports; leisure and open spaces; and religious facilities.

10.12 ICT use in services delivery No information available.

10.3 The role of local government in achieving the Sustainable Development Goals (SDGs)

The Office of the Senior Special Assistant to the President on Sustainable Development Goals^{33,10a} and the National Youth Service Corps has launched the NYSC/SDGs Champions^{33,10b}, a group of Corps members who will be acting as the mouth-piece of the Office of the Senior Special Assistant to the President on Sustainable Development Goals (OSSAPSDGs) on Advocacy and Sensitization of Sustainable Development activities at the thirty six States and the Seven Hundred and Seventy Four (774) Local Governments of the Federation.

REFERENCES AND USEFUL WEBSITES

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- 33.1b Women in national parliaments. www.ipu.org/wmn-e/classif.htm
- 33.2a Constitution of Nigeria www. nigeria-law.org/ConstitutionOfThe FederalRepublicOfNigeria.htm
- 33.2b Nigeria: The Evolution of National Urban Policies www.citiesalliance. org/sites/citiesalliance.org/files/National%20Urban%20Policies.pdf
- 33.3a 2006 Census www.population. gov.ng/index.php/censuses
- 33.4 National Electoral Commission www.inecnigeria.org
- 33.5 No reference for this section
- 33.6 Association of Local Governments of Nigeria www.algon.gov.ng
- 33.7-9 No reference for this section
- 33.10a Sustainable Development Goals in Nigeria http://sdgs.gov.ng
- 33b Speech at the launch of NYSC/ SDGs Champions in Nigeria http://sdgs.gov.ng/addressprincess-adejoke-orelopeadefulire-flag-off-nyscsdgschampions-nigeria
- 33.11a World Population Prospects 2019 https://population.un.org/wpp/ Publications/Files/WPP2019_ DataBooklet.pdf
- 33.11b UN statistics surface area http://unstats.un.org/unsd/demographic/products/dyb/dyb2006/Table03.pdf
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Annex 33a Summary of service provision in different spheres of government in Nigeria

		Deliv	ering authority				
Services	Central government States Local governments Local area councils						
GENERAL ADMINISTRATION							
Police	•						
Fire protection	-						
Civil protection		_					
Criminal justice	-						
Civil status register	_	_					
Statistical office			-				
Electoral register EDUCATION	_	_					
Pre-school (kindergarten and nursery)							
Primary	_						
Secondary							
Vocational and technical	_	•					
Higher education			_				
Adult education							
SOCIAL WELFARE							
Family welfare services							
Welfare homes		•					
Social security							
PUBLIC HEALTH							
Primary care			•				
Hospitals							
Health protection			•				
HOUSING AND TOWN PLANNING							
Housing							
Town planning							
Regional planning							
TRANSPORT							
Roads							
Transport							
Urban roads							
Urban rail	•						
Ports							
Airports							
ENVIRONMENT AND PUBLIC SANITATION							
Water and sanitation							
Refuse collection and disposal		_					
Cemeteries and crematoria			-				
Slaughterhouses		_					
Environmental protection	_						
Consumer protection	-						
CULTURE, LEISURE AND SPORTS	_	_					
Theatres and concerts							
Museums and libraries			_				
Parks and open spaces	_	_	_				
Sports and leisure facilities		•					
Religious facilities							
UTILITIES							
Gas services							
District heating							
Water supply		•					
Electricity							
ECONOMIC							
Agriculture, forests and fisheries							
Local economic development/promotion							
Trade and industry							
·		100					



