

# NIGERIA

## SUMMARY

Nigeria is a federal republic with three tiers of government: federal (central), 36 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 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 768 local government authorities (LGAs) and six area councils. Following the 2015 local elections, 9.8% of councillors and 3.6% 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.<sup>30.1b</sup> 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 single-member constituencies using the first-past-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, 5.6% of elected representatives and 6.5% of senators were women.<sup>30.1b</sup> 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.<sup>30.2a</sup> 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 legislative changes known.

### 2.4 National urban policy

The first National Urban Development Policy was adopted in 1992 and a revised NUDP was introduced in 2012.<sup>30.2b</sup> It acknowledged the multiple problems caused by unplanned urbanization, including slum housing, squalor, unemployment, insecurity, crime, environmental degradation, sprawl, congestion and inadequate public services. It also explicitly recognized the positive arguments for a NUP 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.

### 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.



## KEY FACTS

### POPULATION (2016 estimate):

185,989,640

### 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: March 2015, turnout: 43.7%; next: 2019

### WOMEN IN PARLIAMENT (2015):

representatives 5.6%, senators 6.5%

### 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:

na

Table 30.1a Distribution of councils and population

State	Local governments	Population (2006 Census)	Population (2016 est.)	% rural (2016)	State	Local	Population (2006 Census)	Population (2016 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	<b>TOTAL</b>	<b>37</b>	<b>774</b>	<b>140,431,790</b>	<b>185,989,640</b>	<b>51</b>

\*The six subdivisions of Abuja are known as area councils Source: 2006 Census<sup>30,3a</sup> and World Bank

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.

### 3.4 Traditional leadership

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

## 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.<sup>30,4</sup>

### 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

Table 30.1b Locally elected female representatives after the last three elections

Election	2007		2011		2015	
	#	%	#	%	#	%
Councillors						
<b>Female councillors</b>	<b>665</b>	<b>10.2</b>	<b>738</b>	<b>12.5</b>	<b>740</b>	<b>9.8</b>
Male councillors	5,828	89.8	5,175	87.5	6,828	90.2
<b>Total councillors</b>	<b>6,493</b>	<b>100.0</b>	<b>5,913</b>	<b>100.0</b>	<b>7,568</b>	<b>100.0</b>
Chairpersons						
<b>Female chairpersons</b>	<b>56</b>	<b>9.9</b>	<b>30</b>	<b>3.9</b>	<b>34</b>	<b>4.4</b>
Male chairpersons	510	90.1	738	96.1	740	95.6
<b>Total chairperson</b>	<b>566</b>	<b>100.0</b>	<b>768</b>	<b>100.0</b>	<b>774</b>	<b>100.0</b>

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

terms of office. Local government is 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 3.6% chairpersons were female, down from 12.5% and 3.9% in 2011 and 10.2% and 9.9% in 2007 respectively (see table 30.1c). In the national parliament in 2015, 5.7 percent of seats were occupied by women.

Table 30.1c 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		Establishment of Kauna Councils and District Order 2002
Akwa Ibom	Law to Make Local Government Administration and Matters Connected 2003	Kano	Information not available
	Independent Electoral Commission	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 Act 1999
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	Information not available
Borno	Local Government Act 2000	Niger	Local Government Act 2001
Cross River	Local Government Act 2000	Ogun	Information not available
Delta	Establishment and Functions of Rural Development Agency Act 2001	Ondo	Local Government Act 2007
Ebonyi	Abakiliki Capital Territory Development Board Act 2007	Osun	Information not available
	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	Local Government Administration (Amendment Act) 2008	Sokoto	Local Government Act 2000
	Urban and Regional Planning and Development Act	Taraba	Information not available
Enugu	Local Government Act	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 30.2b Local government expenditure as a percentage of total government expenditure 2009/10

	2009/10
Total government expenditure	na
Total local government expenditure	na
<b>Local government expenditure as a percentage of total government expenditure</b>	<b>20.6</b>

Source: Department for Local Government correspondence with CLGF

## 5. SYSTEMS FOR COMMUNITY INVOLVEMENT

### 5.1 Legal requirement

There is currently 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 state-federal 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 functions on 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 the 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 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

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.

## 10.1 ICT use in services delivery

No information available.

## 10.2 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<sup>30.10a</sup> and National Youth Service Corps has launched the NYSC/SDGs Champions<sup>30.10b</sup>, 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 (OSSAP-SDGs) on the 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

- 30.1a Government of Nigeria [www.nigeria.gov.ng](http://www.nigeria.gov.ng)
- 30.1b Women in national parliaments. Inter-Parliamentary Union [www.ipu.org/wmn-e/classif.htm](http://www.ipu.org/wmn-e/classif.htm)
- 30.2a Constitution of Nigeria [www.nigeria-law.org/ConstitutionOfTheFederalRepublicOfNigeria.htm](http://www.nigeria-law.org/ConstitutionOfTheFederalRepublicOfNigeria.htm)
- 30.2b Nigeria: The Evolution of National Urban Policies [www.citiesalliance.org/sites/citiesalliance.org/files/National%20Urban%20Policies.pdf](http://www.citiesalliance.org/sites/citiesalliance.org/files/National%20Urban%20Policies.pdf)
- 30.3a 2006 Census [www.population.gov.ng/index.php/censuses](http://www.population.gov.ng/index.php/censuses)
- 30.4 National Electoral Commission [www.inecnigeria.org](http://www.inecnigeria.org)
- 30.5 No reference for this section
- 30.6 Association of Local Governments of Nigeria [www.algon.gov.ng](http://www.algon.gov.ng)
- 30.7 No reference for this section
- 30.8 No reference for this section
- 30.9 No reference for this section
- 30.10a Sustainable Development Goals in Nigeria <http://sdgs.gov.ng>
- 30b Speech at the launch of NYSC/SDGs Champions in Nigeria <http://sdgs.gov.ng/address-princess-adejoke-orelope-adefulire-flag-off-nyscsdgs-champions-nigeria>
- 30.11a UN statistics surface area <http://unstats.un.org/unsd/demographic/products/dyb/dyb2006/Table03.pdf>
- 30.11b Commonwealth Local Government knowledge hub [www.clgf.org.uk/resource-centre/knowledge-hub](http://www.clgf.org.uk/resource-centre/knowledge-hub)
- 30.11c UNDP HDR Nigeria country profile <http://hdr.undp.org/en/countries/profiles/NGA>
- 30.10d UNDP HDR Nigeria country profile <http://hdr.undp.org/en/countries/profiles/NGA>

## Annex 30a Summary of service provision in different spheres of government in Nigeria

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

■ sole responsibility service ■ joint responsibility service ■ discretionary service