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Notes on Contributors

- CHIROMA Abdullahi Ahmad Department of Public Administration, Auchi Polytechnic Auchi, Edo State, Nigeria abdullahiahmadchiroma123@gmail.com
- IDRIS Muhammed Buhari Department of Public Administration, Auchi Polytechnic Auchi, Edo State, Nigeria imuhammedbuhari82@gmail.com.
- ABUDULAI Momoh Department of Public Administration, Auchi Polytechnic Auchi, Edo State, Nigeria abudulaimomoh@gmail.com Tel: +2348036585832
- Idris Ahmed Jamo Department of Public Administration Ahmadu Bello University Zaria Phone: 08028536501 or 08160992383 Email: idrisahmedjamo7@gmail.com or iajamo@abu.edu.ng
- Sani, Yusha'u Department of Local Government studies Kano State Polytechnic yushausani40@gmail.com
- Dr Dalhatu Muhammed Jumare Department of Local Government and Development Studies Ahmadu Bello University Zaria dalhatujumare@gmail.com
- Hussaini Isa Department of Public Administration, Faculty of Administration ABU Zaria husilini3@gmail.com 08067128938
- DR Maruf Mustapha Department of Local Government, Faculty of Administration ABU Zaria mmustaphahd@gmail.com 0803658429
- Dr Tijjani Adamu Aliyu Department of Public Administration, Faculty of Administration ABU Zaria 08039123456
- Dominic F. Moses Department of Public Administration, Faculty of Administration Ahmadu Bello University, Zaria 07032730845 mosfidom@yahoo.com
- IBEKWU, Prince Raphael Department of Public Administration Faculty of Social and Management Sciences Umaru Musa Yar'adua University, Katsina
- BABASHANI, Lawal (PhD) Department of Public Administration Faculty of Social and Management Sciences Umaru Musa Yar'adua University, Katsina
- Lawal Musa Batsari (PhD) Department of Public Administration Faculty of Social and Management Sciences Umaru Musa Yar'adua University, Katsina
- A. Oboromeni Department of Public Administration, Ahmadu Bello University, Zaria.

- S.B Abdulkarim Department of Public Administration, Ahmadu Bello University, Zaria.
- F. Abubakar Department of Public Administration
Ahmadu Bello University, Zaria
- A. Abdullah Department of Local Government and Development Studies⁴ Faculty of
Administration Ahmadu Bello University, Zaria – Nigeria. email address:
oboroamupitan@yahoo.com
- Mubasshiru Salisu Department of Public Administration, Ahmadu Bello University, Zaria.
Mohammed 08061580510 mubasshirsalis72@gmail.com
- MUSTAPHA HALIDU Department of Public Administration Kaduna Polytechnic Kaduna, Gmail
Address: halidumustapha07@gmail.com GSM No: 08034508312
- Dr. Habibu Ahmed Department of Public Administration, Ahmadu Bello University Zaria
08037006071 habibahmed26@gmail.com
- AMINU SHAGALI Department of Public Administration Ahmadu Bello University, Zaria
ABDULLAHI aminushagali@yahoo.com
- Prof. S. B ABDULKARIM Department of Public Administration Ahmadu Bello University, Zaria
08033140357
- Prof. BELLO SABO Department of Business Administration Ahmadu Bello University, Zaria
08037015057
- Dr. LAWAL SALEH Department of Public Administration
Ahmadu Bello University, Zaria 08036344025

Editorial Comment

This Edition of the Journal started with the important element to any nation, that is leadership. However, the edition is dominated by very another important element to the development of nation, personnel, these twin elements which are all part of Human Capital in Public Administration have been discussed. In addition, support elements like agriculture, health and security were not left out.

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Dr. MADU Abdulrazak
Editor-in-Chief

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ASSESSMENT OF THE PERFORMANCE OF CODE OF CONDUCT BUREAU IN NIGERIA: PROSPECTS AND CHALLENGES

CHIROMA Abdullahi Ahmad,¹ IDRIS Muhammed Buhari,² ABUDULAI Momoh,³

¹Department of Public Administration, Auchi Polytechnic Auchi, Edo State, Nigeria

abdullahiahmadchiroma123@gmail.com

²Department of Public Administration, Auchi Polytechnic Auchi, Edo State, Nigeria

imuhammedbuhari82@gmail.com

³Department of Public Administration, Auchi Polytechnic Auchi, Edo State, Nigeria

abudulaimomoh@gmail.com

Abstract

This study assessed the performance of Code of Conduct Bureau in Nigeria on assets declaration by all public servants at the beginning of joining the service, after every four years and after leaving the service. Over the years, monitored, verification and investigation on the compliance with this requirement is became challenging and it has affected the performance of government officials. Documentary research design was adopted, secondary source of data collection and meta-analysis were used by relying on Code of Conduct Bureau annual evaluation reports and other related literatures. The Absolutist Ethics Theory served as a theoretical framework for the study. The study revealed that Code of Conduct Bureau has faced challenges of understaffing of professional personnel, deficiency of use of modern technology, insincerity of public servants and poor commitment from government resulted to inability for the Bureau to monitor, investigate, verify and enforce compliance. The study recommended that the Code of Conduct Bureau should recruit the required professionals, used modern technology for verification and investigation of assets declared, and government should display commitment and promotes sincerity of public servants for the Bureau to meet up with the complex task of public servant assets declaration in Nigeria.

Keywords: Code of Conduct Bureau, Assets Declaration, Public Servants.

Introduction

Assets declaration is an important tool for promoting moral principles of public servants, guiding the conduct and regulating their actions in the acceptance of standard of morality, integrity, rectitude, probity, transparency and accountability. These principles curb tendency of corrupt practices and promote the sincerity and integrity of public servants on ethical standard in dealing with public functions. Over the years, achieving the ethical codes of public servants around the world is becoming debatable among the policy makers and government because the corrupt practices in the stream of public service is increasing. The corrupt practices of looting public treasury has dominated public discourse and continues to capture the attention of many scholars on the significance of ethical standard in promoting effective service delivery to the public. They further increase the need of authorities to pay much attention on public servant assets declaration.

There is global recognition, however, among nations to regulate the conduct and promote morality of those people saddled with the responsibilities of managing the affairs of government. It becomes a source of concern among scholars, government and policy makers to develop strategies for adherence to established rules and procedures for official dealings with public functions. Therefore, countries strive to promulgate laws and establish strong institutions for this purpose. The belief is in strong institutions with the capacity and legal backing to observe and promote public official actions on the bases of honesty, accountability and probity.

Some countries have passed asset declaration into law. These include Britain in 1976, United States in 1978, Spain in 1982, Italy in 1982, Slovenia in 1992, Belarus in 1993, Ukraine in 1993, Latvia in 1994, Albania in 1995, Estonia in 1995, Kazakhstan in 1996, Romania in 1996, Georgia in 1998, Lithuania in 1998, Bulgaria in 2000, Bosnia and Herzegovina in 2001, Macedonia in 2002, Croatia in 2003, Kyrgyzstan in 2004, Montenegro in 2004, Azerbaijan in 2005, Kosovo 2005 and Tajikistan in 2006 and Swaziland, just to mention but a few. The purpose was to achieve the global best practice of good governance in terms of the rule of law and promoting transparency and accountability of public official actions. This law has recorded remarkable success in the area of curbing corruption among public and political office holders in these countries.

African nations, therefore, have promulgated laws on assets declaration aimed at curbing corruption in the public sector (Ijewereme, 2015). The following countries in Africa have acquired the public disclosure status of the World Bank, namely: Cape Verde Central Africa Republic, Liberia, Sao Tome/Principe, South Africa, and Uganda. Others include Benin, Burkina Faso, Burundi, Cameroon, Chad, Democratic Republic of Congo, Equatorial

Guinea, Gambia, Ghana, Kenya, Madagascar, Malawi, Mali, Mozambique, Namibia, Niger, Rwanda, Republic of Congo, Tanzania and Zambia etc. (CDD-Ghana, 2005.p 23; Ijewereme 2015) but the success of these policies have remained below expectation.

The history of Assets declaration in Nigeria can be traced to the quest of the military administration of the late General Murtala Mohammed to fight corruption in the public service. The 1979 constitution, Fifth Schedule, Part 1, clearly stipulates Code of Conduct for public officers. In consonance with this provision, the military administration of General Murtala/ Obasanjo inaugurated a committee of ethics in public service headed by late Alhaji Isa Kaita before the termination of the regime in 1979. The Bureau did not, however, become operational due to the inability of the National Assembly to pass enabling law until the demise of the second republic in 1983. The regime of General Babangida promulgated Decree 1 of 1989 to give legal backing to the agency. The 1999 Constitution affirmed the agency, thus, permanently enshrining it in the constitution (Code of Conduct Hand Book, 2013).

The Fifth Schedule, Part 1 Section 153 (3) of 1999 Constitution of the Federal Republic of Nigeria, established Code of Conduct Bureau and empowered it to promote and maintain a high standard of morality in the conduct of government business, and ensure that the actions and behaviour of public officers conform to the high standard of public morality and accountability. In exercise of this constitutional mandate, the Code of Conduct Bureau has developed guidelines for effective strategies for monitoring the code of conduct of public servants in the Federal Republic of Nigeria. It is intended that all public servants in Nigeria and indeed all Nigerians will become aware of these thirteen ethical codes and become informed to report any detected breach to the Code of Conduct Bureau at the national or state offices, for necessary actions (Tips for Monitory and enforcement of code of conduct 2012).

Despite the constitutional provisions of Code of Conduct Bureau to improve public officers' morality and ethical behaviours especially in the area of assets declaration and the codes that were developed by the Bureau, these appears to be a challenge because there is low compliance when the statistics of public servants in the country and number of declared assets are examined (Code of Conduct Bureau, 2015). Most public servants spent years in service without declaring their assets to Code of Conduct Bureau. This has become a re-current decimal and it continues to be of critical challenge in the stream of service, economic growth and development of the nation.

Research Problem

Code of Conduct Bureau is empowered by law to distribute and retrieve forms of assets declaration, filled by all public servants, including political office holders. It is also mandated to monitor, verify and investigate written assets declaration by public and political office holders, and it refers defaulters to Code of Conduct Tribunal for punishment. The aim is to

promote, regulate and guide the conduct of public servants in line with standard of morality, integrity, rectitude, probity, transparency, honesty and accountability. It is for this purpose the Bureau created a department to ensure compliance. But there is increasing level of non-compliance among public servants, considering the statistics of public servants and number of public servants who declare their assets annually (Code of Conduct Bureau, 2015). This is becoming alarming and increasing the level of corrupt practices which continue to pose challenge to the moral principles of public service. This study is to assess the performance of Code of Conduct Bureau in Nigeria.

The study attempts to answer the following research questions:

Does Code of Conduct Bureau monitor assets declaration of public servants?

Does the Code of Conduct Bureau verify or investigate assets declaration of public servants?

What are the prospects and challenges of compliance with assets declaration by public servants?

The main objective of the study is to assess the performance of Code of Conduct Bureau on assets declaration by public servants. The specific objectives include the following:

To examine the extent to which Code of Conduct Bureau monitors assets declaration of public servants.

To find out if Code of Conduct Bureau verifies and investigates public servants' assets declaration.

To explore the prospects and challenges of compliance on assets declaration by public servants,

Conceptual Clarification

Public Officers/Servants: plans, organizes directs and controls the business of the government. Public officers are responsible for carrying out all governmental policies and programs geared towards achieving its objectives. People working in a government organization are called public officers, and it can be federal, state and local governments. Section 318 (a)(b) of the 1999 Constitution of the Federal Republic of Nigeria sees public officer or servant as an officer in the service of the federation, in any capacity and include Clerk and other staff of the National Assembly of each State House of Assembly, members or staff of the Supreme Court, the Federal Court of Appeal, the Federal High Court, etc, members or staff of any commission or authority established for the federation by this constitution or by act of the National Assembly, and any other.

Code of Conduct: this is a set of rules and moral principles to guide the conduct and regulate action of public servants to ensure conformity to acceptable of standard of morality, integrity, rectitude, probity, transparency and accountability.

Assets Declaration: Assets declaration by public officers, their spouses and children below 18 years is a mandatory constitutional requirement for all public officers/servants. Such declaration shall be made on assumption of office at the end of every four years and at the end of tenure of office. The Assets Declaration law further provides that any statement in such declaration that is found to be false shall be deemed a breach of the code and any assets or property acquired by a public officer after any declaration, which is not fairly attributable to legitimate income, loans or gift approved by the code shall be deemed to have been acquired in breach of the code.

Literature Review

Empirical Review

This section reviews scholarly literature on ethical conduct and assets declaration in order to establish the gap and contribute to the existing body of knowledge.

(1) Monitoring of Public Servants' Asset Declaration by the Code of Conduct Bureau

When the Code of Conduct Bureau was established, it had the powers to accept the declaration of assets as presented by the affected public officers but had no power to investigate such a declaration. Moreover, the disconnection in the policy and enforcement practice created more room for false declaration as discovered years later. For instance, Saba (2001) contends that in the year 2000, a total of 90,554 forms were issued by the Code of Conduct Bureau and 44,762 were completed and returned into its custody (cited in Aina, 2007 pp.23). This clearly shows that some of the issued forms were not returned, a total of 1,363 defaults were forwarded to the Bureau in the same year (2000).

However, from 2005 to May 2007, the Code of Conduct Bureau accused some state governors of violating the Code of Conduct law by operating foreign bank accounts (Aina, 2007). Despite the establishment of this institution, the level of monitoring has been declining which shows that there are certain factors responsible for the increasing nature of poor monitoring in Nigeria (National Bureau of Statistics 2018, p. 66).

According to the National Bureau of Statistics (2018, p. 66), Abia state experienced a decline in the numbers of political office holders who declared their assets from 88 in 2012 to 80 in 2013 and a sharp decline to 35 in 2014. Adamawa state witnessed an increase from

221 in the number of political office holders who declared their assets to 401 in 2014. Akwa Ibom state had a total number of 207 political office holders who declared their assets in 2012, but it dropped to 112 in 2013 and later increased to 317 in 2014. These records are silent on corrective or punitive measures initiated against public servants who did not submit their declaration forms. (literature on assets declaration ought to have included other vital segments of government who are public servants in the country, yet it is silent on that aspect which is concerned to the study.)

Anambra state had a total of 219 political office holders who declared their assets in 2012, but in 2013 the figure dropped to 93 but it experienced an increase to 502 in 2014. Bauchi state had 269 numbers of political office holders who declared their assets in 2012 but in 2013 there was no official statistics of numbers of political office holders who declared their assets, while in 2014, the figure dropped to 161 numbers of political office holders who declared their assets. Bayelsa had 334 numbers of political office holders who declared their assets in 2013, which later rose to 587 in 2013 but in 2014 the figure drastically dropped to 78. Benue state had 73 numbers of political office holders who declared their assets in 2013. In 2013, the total number of political office holders who declared their assets rose to 1,625 and witnessed a sharp decline to 70 in 2014 (National Bureau of Statistics, 2018).

From the foregoing literature survey, it is observed that the focus of the monitoring issues on assets declaration was only emphasized on political office holders. This is connected with the issue of staff shortage and time limitation. Meanwhile, the staff strength of the Bureau to cover all public officials in the country is insufficient. The Bureau has limited staff strength, specifically nine hundred and twenty (920) staff at the head office distributed across ten (10) departments to monitor public servants' assets declaration that cover more than four million federal public servants within a specific time frame and continuously every four years. This resulted in neglecting other significant personalities in the monitoring process. There are other most important arms of the government which are judiciary and executive who also are public servants that this literature is silent on, which the present study focuses on.

(2) Verification and Investigation of Public Servants Assets Declaration by the Code of Conduct Bureau

Many studies on corruption have admitted that corruption is endemic in Nigeria and is responsible for the underdevelopment of the nation, and that effort must be put in place by both government and citizens to tame the growing tide of corruption in the country (Momoh, 2013, pp20). Recently, in Nigeria, President Muhammadu Buhari-led administration scaled up the fight against corruption using various policies such as the Whistle-blowing policy,

Biometric Verification Number (BVN) and Treasury Single Account (TSA). One method adopted by the Federal government of Nigeria is the Asset Declaration for some categories of public office holders and their family members on assuming office. As attractive as this approach is in the fight against political corruption, it needs to be made mandatory for political office holders to declare their assets and for those of their loved ones.

Lawal (2009, p. 261) asserts that provisions on the declaration of assets by all public officers in Nigeria are entrenched in the Code of Conduct for public officers, contained in Part I of the Fifth Schedule to the 1999 Nigerian Constitution. The Code was first introduced into the Nigerian Constitution in 1979. It is meant to prevent corruption and abuse of office and to ensure transparency in public officer.

Public officers include: the President and the Vice-President of the Federation, President and Deputy-President of the Senate, the Speaker and Deputy-Speaker of the House of Representatives and Speakers and Deputy-Speakers of Houses of Assembly of states and all members of legislative houses, Governors and Deputy-Governors of states, the Chief Justice of Nigeria, justices of the Supreme Court, the President and justices of the Court of Appeal, and other judicial officers and all staff of courts of law, the Attorney-General of the Federation and Attorney-General of each state.

Ministers of government of the Federation and commissioners of governments of the states, Chief of Defence staff, Chief of Army staff, Chief of Naval staff, Chief of Air staff and all members of the armed forces of the Federation, the Inspector-General of Police, the Deputy-Inspector General of Police and all members of the Nigerian Police Force and other government security agencies established by law, the Secretary to the government of the Federation, Head of Civil Service, Permanent Secretaries, Directors-General and all other persons in the civil service, public servants of the Federation or of the state, ambassadors, high commissioners and other officers of the Nigerian missions abroad (Benin Journal of Social Work and Community Development)

The Chairperson, members and staff of the Code of Conduct Bureau and Code of Conduct Tribunal, the Chairperson, members and staff of local government councils, the Chairperson and members of the boards and other governing bodies and staff of statutory corporations and of companies in which the federal or state government has the controlling interest, all staff of universities, colleges and institutions owned and financed by the federal state or local government councils, and the Chairperson, members and staff of permanent commissions or councils appointed on a full-time basis” Asset declarations have become part and parcel of international best practices that are contained in the United Nations Convention against Corruption (adopted in 2003).

Article 8 (Paragraph 5), United Nations Convention against Corruption stipulates the need for state parties to: “endeavour, where appropriate and following the fundamental

principles of its domestic law, to establish measures and systems requiring public officials to make declarations to appropriate authorities regarding, inter alia, their outside activities, employment, investments, assets and substantial gifts or benefits from which a conflict of interest may result concerning their functions as public officials” (cited in Organization of Economic Cooperation and Development, 2011, p. 24).

United Nations Convention against Corruption core mandate of disclosure in the framework of asset recovery requires that: each state party shall consider establishing, in accordance with its domestic law, effective financial disclosure systems for appropriate public officials and shall provide for appropriate sanctions for non-compliance. Each state party shall also consider taking such measures as may be necessary to permit its competent authorities to share that information with the competent authorities in other states parties when necessary to verify and investigate, claim and recover proceeds of offences established in accordance with this Convention (Article 52, Paragraph 5) (Organization of Economic Cooperation and Development OECD, 2011, p. 24).

The core purposes of asset declarations, according to OECD (2011), include the following:

a) to increase transparency and the trust of citizens in public administration, by disclosing information about assets of politicians and civil servants that show they have nothing to hide;

b) to help asset declaration of heads of public institutions prevent conflicts of interest among their employees and to resolve such situations when they arise, in order to promote integrity within their institutions;

c) to monitor wealth variations of individual politicians and civil servants, in order to dissuade them from misconduct and protect them from false accusations, and to help clarify the full scope of illicit enrichment or other illegal activity by providing additional evidence (OECD, 2011, p. 12).

From the proceeding submission, it can be said that indeed there are international instruments ratified and adopted by Nigeria that promote asset declaration by public officials. These instruments are further backed by national legislations such as the Code of Conduct Bureau (CCB) and Code of Conduct Tribunal (CCT) Act that make asset declaration as viable tool for curbing political corruption in Nigeria.

The above assertion was to promote adherence to the code of ethics but yet the effort and provision in the convention to curtailed and ensure free corruption as well as to promotes transparency in the stream of civil servants have failed, because the code do not provide sanction that can prevent politicians collaborating with business elite in hiding public fund they siphoned. In this case, it has been a stand for this paper (the current study) that

international and domestic laws has to be enacted for private businessmen to make assets declaration as at when due. This is because private businessmen are accused of covering funds syphoned by both public and political office holders.

(3) Prospects and Challenges of Compliance with Assets Declaration by the Public Servants

Ethics involves obligation, duty and conflict of interests, responsibility, integrity, fairness, and trust. On the other hand, special words used to show disapproval of many kinds of ‘unethical’ conduct or behavior are: lying, selfishness, cheating, dishonesty, unreliability, abuse of position, abuse of trust, etc. According to Whitton (2001:13), the key ethics in civil service rules are that civil servants and public officials, including judges, ministers and politicians should; occupy a position of trust, on behalf of the whole community, exercise power assigned by a lawful authority, or law; use that power for a purpose as expressed in law; act competently (that is with relevant skill) and responsibly (that is, with due consideration of the consequences of their actions).

In addition, they are expected to be accountable for their actions to a manager, the head of their organization, and perhaps ultimately to an external authority, recognize that this accountability includes being required to give reasons for decisions they make; act in the public interest – that is, for the overall good of the community as a whole; they are expected to be personally disinterested – that is, to exclude conflicts between their personal interests or advantage and the public interest, so that their advice, decisions and actions should be, and appear to be, unaffected by any private interest or personal advantage; and are expected to comply with a civil service code of ethics which will emphasize the values of responsibility, legitimacy, fairness, efficiency and effectiveness, diligence, accountability, and integrity.

Code of Ethics, therefore in the Nigerian Public Service Code of ethics, implies a framework within which staff can be expected to work. Maduabum (2008) posits that a code of ethics is an important management tool which can positively shape the culture of an organization. He goes further to say that it is used to help prevent corruption in the society by specifying punitive measures for corrupt officials. It helps staff in the conduct of their day-to-day activities. It must also include clearly stated example of conduct and relationships that are relevant to the particular function of the organization.

Similarly, a code of ethics should function as a positive guide to decision-making and it must provide specifically, concrete examples to illustrate the ethical problem that might arise in an organization and strategies for dealing with them. Areas of specific concern or ethical risk to the organization such as bribery, theft, abuse of public office, etc, should be carefully considered and included in the code. Since no two organizations are the same, the code of ethics should reflect the peculiarity in the organization if such a code should be relevant. In compliance with the above, we shall concern ourselves with the code of ethics or conduct for

public servants in Nigeria. The 1999 Constitution stipulates in section 122 chapter IV stipulated that the basic requirement for an officer in public sector is to ensure the conformity with the code of ethics of the public service particularly on the issue of sacrificing personal interest over public interest in the performance of his duties and responsibilities (as listed in items 1-13 see appendix I).

On the contrary, Sakyi and Bawole (2009) explored in their study; Challenges in the Implementation Code of Conduct within the Public Sector in Anglophone West Africa: Perspective from Public Managers, that the factors impeding effective implementation of Code of Conduct in West African. The scope of the study covered five African countries that included Ghana, Nigeria, Gambia, Liberia and Sierra-Leone for a period of two years from 2008-2009. It adopted qualitative research design, using secondary sources of data collection. The study revealed that all the countries were making frantic efforts at improving the ethical conduct of public sector managers; the implementation of code of conduct remained very low and resulted to lack of exemplary leadership, ineffective punishment and un-productive organisational culture. The study recommended that there must be strong leadership and rigorous application of the reward and punishment system.

In the same vain, Zakari and David (2020) studied “Assets Declaration and Political Corruption in Nigeria”. And they established that the level of compliance to assets declaration as a tool for curbing political corruption among public officials in Nigeria is the prime concern of their study. The scope of the study covered a period of two years, using secondary sources of data collection and content analyses. The findings of the study reveal that compliance on assets declaration by public servants remained low; the study recommended that the level of compliance on assets declaration by public servants should be improved.

Olejnik (2009) carried out a study titled Do Coalition Councillors grow rich faster? Analyses of Assets Declaration. Olejnik’s study was concerned with factors affecting changes in the wealth of people performing the functions of membership of voivodeship assemblies in Poland, particularly an analyses of their asset declaration. The study covered a period of four (4) years 2010-2014, using documentary sources. The findings of the study, however, revealed that councillors belonging to the coalition ruling, a given assembly in a given term, accumulated wealth faster than the opposition councillors. The study recommended that government should develop strategic policies and programs that will stop the menace. Meanwhile, these ethical codes were centred on public servants most and little attention was given to political office holders should have been targeted in the first instance. There is need for Code of Conduct Bureau to incorporate private businessmen in assets declaration because it was alleged that politicians and public servants syphoned money and used them as hiding cover.

The studies of Zakari and David (2020), Olejnik (2009) focused on effectiveness of leadership and rigorous application of the reward and punishment system, strategies and policies and programs to stop the menace but which was not enough to curtail the situation.

It is apparent from the above literatures reviews that despite the fact that there is prospects in the code of ethics but it raise the questions that; is this code of ethics enforceable? Is it feasible bearing in mind the challenges militating the monitoring process? So all these are what need to be address. It is therefore the stand of this paper that if there is vibrant institutions with dedicated staff that will cater for all the functions of the code of ethics.

Existing Gaps Intended to be Filled

Based on the literature reviewed, it is observed that much attention is given to political office holders thereby neglecting others segment (i.e public servants) on the issue of assets declaration which this study intend to filled. Secondly, the inability of the code of ethics to block every lacunar that political office holders will hide and transfer public resources they siphoned like seeking of cover from business elite.

Thirdly, having a basis for effective and efficient enforcement of the code of ethics like having adequate staff strength and modern equipment is also missing on the issue of verifying and genuinely of the asserts declared by the public servants.

As part of the contribution of the current study, the issue of monitoring, verification, investigation, prospects and challenges of the compliance of public servants to assets declaration to the Code of Conduct Bureau is at the fore front of the paper.

Theoretical Framework

This study adopts Absolutist Theory in Administrative Ethics that serves as theoretical framework. Absolutist theory (1987) in principle assumes that a right action should be right in all places, at all times and in all circumstances. The ethical absolute theory therefore holds that there are universal moral values or principles that are accepted and adhered to by people all over the world. That there is one universal and eternal code that basically applies to everyone in all ages...., that opinions, tradition and conditions make no significant difference in this absolute moral code. If there are no absolute theories of ethics, then we should scrap the whole subject of moral philosophy.

This theory is relevant to understanding the discussion of actions of public servants and accountability, because the law of the land that was advocated by this theory is code and conduct ethics which regulates the dealings of public officials on the bases of the acceptance of standard of morality, integrity, rectitude, probity, transparency and honesty. It is relevant therefore because the laid down rules of Code of Conduct Bureau are supported by different

beliefs of religion of Christianity and Islam that an individual when entrusted with power should not acquire illegitimate wealth.

Methodology

This study adopts documentary research design, relying on historical documents produced over period of four years (2015-2018) from Code of Conduct Bureau annual reports and Bureau of Statistics. Secondary source of data collection is adopted relying on existing documents of Code of Conduct Bureau annual Reports and Bureau of Statistics. The study examines the performance of agency with regards to monitoring, verification and investigation, of public servants' assets declaration, prospects and challenges affecting the Bureau on the enforcement of this requirement at the federal level; employs Meta-analysis of the various data retrieved from the reports for a period of four years analysed and presented in tabular form.

Data Presentation and Analyses

The Extent to which Code of Conduct Bureau Monitors Assets Declaration by Public Servants

Code of Conduct Bureau as a regulatory organisation ensures that public servants conform to the ethical standard in the service provided to the general public. The Bureau is empowered to monitor, investigate and verify public servant's assets declaration. The monitoring however, as an ongoing activity, begins with issuing forms to be filled and returned by public servants to Code of Conduct Bureau; it examines the number of public servants who make the written declaration of their assets and submit accordingly. It is important here to note that the Bureau, however, makes comparison between what was written before, after every four years and at the end of tenure of the public servants in order to establish level of compliance or otherwise.

On this point, it is important to note that Code of Conduct Bureau usually carries out visitations to government institutions; in this process, public institutions cooperate with the Bureau and submit data of public servants that are due for assets declaration. The government establishment also cooperates and submits from their nominal rolls those officers that are due for assets declaration to the Bureau. The section presents data on monitoring of public servants who filled and returned their forms to the Bureau for the period under study.

Table A: Summary of Assets Declaration Forms Issued and Returned for a Period of Four Years (2015-2018)

Years	Asset Declaration forms issued	Completed Assets Declaration forms Returned	Total Percentage of forms Returned (%)	Forms were not Returned	Total forms not returned (%)
2015	137, 588	70,034	51	67,554	49
2016	269,100	235,738	88	33,362	12
2017	70,744	65,308	92	5,436	8
2018	17,827	12,191	68	5,636	32

Source: Code of Conduct Bureau, Annual Reports 2015-2018

Table 1 presents assets declaration forms issued, completed and returned by public servants to Code of Conduct Bureau. As at 2015, the Code of Conduct Bureau issued one hundred and thirty seven thousand, five hundred and eighty eight (137, 588) CCB-1 forms; seventy thousand and thirty four (70,034) were returned which constituted 51%, sixty seven thousand, five hundred and fifty four (67,554) that constituted 49% were not returned. In 2016, Code of Conduct Bureau issued two hundred and sixty nine thousand one hundred (269,100) forms for assets declaration to federal public servants, two hundred and thirty five thousand seven hundred and thirty eight forms (235,738) constituted 88% were returned to the bureau, while thirty three thousand three hundred and sixty two (33,362) equivalent to 12% forms were not returned. The total number of forms issued by Code Conduct Bureau in 2017 was seventy thousand, seven hundred and forty four (70,744), sixty five thousand, three hundred and eight (65,308), forms equivalent to 92% were completed and returned, while 8% which is five thousand four hundred and thirty six (5436) were not returned. One hundred and seventy eight thousand, twenty seven forms (178, 27) in 2018, was issued, twelve thousand one hundred and ninety one forms (12,191) equivalent to 68% filled and returned while 32% amounting to fifty six thousand thirty six (56, 36) were not returned. Those public servants whose forms were not returned was as a result of shortage of staff who should enforce complying and prosecute defaulters.

The Extent to which Code of Conduct Bureau Verifies and Investigates Public Servant's Assets Declaration

The Code of Conduct Bureau examines public servant's written and submitted assets declaration in accordance with laid down rules and regulation and ensures that the Bureau

verifies genuinely what was written and submitted by public servants in line with the best practice. The Bureau also proceeds to the extent of reaching out to physically verify assets declared appropriately. The Bureau uses other means of its intelligence gathering on the declarants. Any public servant who is investigated and found defaulting is referred to the Code of Conduct Tribunal for further action. In the period of this study, the Bureau received number of reports from general public, anti-corruption agencies and intelligence for breaches of the code by the declarant public servants. Table (B) is the summary of cases reported to the Bureau for alleged breaches in assets declaration for the period of study 2015-2018

Table B: Summary of Investigation Report Carried out by Code of Conduct Bureau for a Period of Study four years (2015-2018)

Year	Reported Cases to Code of Conduct Bureau	Cases investigated and Refer to Code of Conduct Tribunal	Petitions that Lack Merit
2015	103	86	17
2016	148	74	74
2017	423	418	5
2018	18	8	10

Source: Code of Conduct Bureau, Annual Reports 2015-2018

Table B: presents the summary of intelligence gathering and Investigation Report Carried out by Code of Conduct Bureau from 2015-2018. In 2015, the Bureau investigated one hundred and three (103) petitions, eighty six (86) cases were referred to Code of Conduct Tribunal while seventeen (17) petitions lacked merit. In 2016, one hundred and forty eight (148) cases and intelligence reports were received by code of conduct, seventy four (74) cases were referred to Code of Conduct Tribunal while the remaining seventy four (74) cases lacked merit. Four hundred and twenty three (423) cases reported in 2017, to the Bureau, four hundred and eighteen (418) cases went to Code of Conduct Tribunal and five (5) cases were examined and found to lack of merit. In 2018, eighteen (18) cases, were reported, eight (8) referred to Code of Conduct Tribunal while ten (10) cases lacked merit.

The Extent to which Code of Conduct Bureau has managed the Prospects and Challenges of Enforcing Compliance to Assets Declaration by Public Servants

The Code of Conduct Bureau is constitutionally enshrined in the 1999 Nigeria constitution. But the Bureau is faced with the challenges of ensuring that the actions and behaviour of public servants are in conformity with higher standard of public morality and

accountability. In the wake of the renewed drive against corruption, the Bureau is in a better position to pursue its mandate with all vigor. The seemingly new political will to deal with corruption gives the Bureau greater impetus to deliver on its objectives. In the first instance, the Bureau aggressively ensures that all public servants across MDAs are covered by the administration of forms CCB-1 which is assets declaration form. If all public servants must be covered as the law demands, the prospects for on-line declaration becomes a matter of urgent national importance. This will enable public servants to make their declaration with ease in the comfort of their offices or homes and by this, the prospect of covering all public servants becomes real. When the government is so committed to accomplishing the Bureau's mandate, corrupt public servants will have no hiding place because their details on the declaration will be in public domain.

There is no doubt that every public servant is expected to internalise and familiarise himself with the rules and regulations regarding their behaviours while in office, thus, the Bureau is empowered by section 2(e) of the third schedule of the 1999 constitution to receive complaints about non-compliance and breaches of the provision of the Bureau and any other law and has to investigate the complaint where appropriate and to refer the matter to Code of Conduct Tribunal.

On the other hand, the National Assembly should enact an Act prescribing the terms and condition under which the Bureau could make assets declaration by public officers available for inspection by any citizens of Nigeria as provided by the constitution. There is good prospect for assets declaration by public servants especially when we consider the number of public officials who declare their assets every year and the low government commitment to the Bureau, despite that some Nigerians are insincere.

Compliance with requirement on assets declaration refers to the careful examination of all written forms and documents submitted by public servants to the Bureau for proper checking and vetting; when the officer in charge is satisfied, the authority gives approval. Approval is usually given by the (CCB) which issues acknowledgement receipt to the declarant, which signifies that public servants had met with the requirement of assets declaration. There is also another method adopted by the Bureau through organising interactive sessions in the form of workshop by inviting agencies of government and educating them on the need and importance of assets declaration; this promotes compliance by the public servants.

Data Analysis and Results

Analysis of data has been made according to the research questions and objectives raised for the study. In the previous literatures examined in this study, it discovered that majority of

the studies (Aina, 2007; & Saba, 2001) posits that monitoring assets declaration by the Code of Conduct Bureau is inadequate, taking consideration of the number of public servants that were supposed to declare their assets to the bureau from 2015, one hundred and thirty seven thousand, five hundred and eighty eight (137, 588), and only seventy thousand and thirty four (70,034) public servants have done so; the remaining sixty seven thousand five hundred and fifty four (67,554) public servants are yet to comply. In support of the above, it has been found that the theoretical exposition also provided that a right action should be right in all places, at all times and in all circumstance. Therefore, compliance with this theoretical position will help in having an objective monitoring on the issue of assets declaration.

Similarly, as reported by (CCB) Annual Report (2015-18) that in 2016, two hundred and sixty nine thousand, one hundred public servants (269,100) collected forms for assets declaration, but only two hundred and thirty five thousand, seven hundred and thirty eight (235,738) public servants filled and returned, while the remaining thirty three thousand, three hundred and sixty two (33,362) did not return. Similarly, seventy thousand seven hundred and forty four (70,744), public servants in 2017, collected the forms, while sixty five thousand three hundred and eight (65,308) public servants filled and returned, but five thousand four hundred and thirty six (5,436) forms were neither-filled nor returned. As at 2018, one hundred seventy eight thousand and twenty seven (178, 27) assets declaration forms were issued, twelve thousand one hundred and ninety nine (12,191) forms filled and returned while fifty six thousand and thirty six (56,36) did not return. This implies that the number of asset declaration forms issued and those that were successfully filled and returned is not at equilibrium meaning that some forms issued were not returned.

There is no doubt that the Code of Conduct Bureau, like other institutions of government, remains an agency for fighting corruption in the country. But the challenges confronting the Bureau are numerous especially on the compliance of assets declaration by public servants. This includes lack of synergy between general public and bureau to expose and report the illicit wealth acquired by individuals, negligent attitude of people, threat to their life and danger that may result from disclosing their identity, incentives given to people, and insincerity of public servants to actually declare they have has posed a challenge to the verification of assets.

Funding the Bureau is also another challenge facing the organisation because assets verification, investigation, prosecution of cases and public enlightenment are capital intensive projects without adequate budgetary allocation; these activities cannot be effectively implemented. The Bureau also has only thirty three (33) serviceable motor vehicles for its operations in thirty six (36) states offices and FCT. This number is far inadequate for the Bureau's effective operations as an anti-corruption agency.

Summary of Findings

This study was made on assessment of performance of code of conduct bureau in Nigeria: prospect and challenges. From the empirical survey above, the findings of the study established that there is poor monitoring of the assets declaration by the staff of Code of Conduct Bureau which increased the gap between the number of public servants that are supposed to declare their assets and the actual number that declared, and this consequently, results to poor performance of the Bureau on assets declaration. The declaration of public servants' assets in the country and monitoring such declaration by Code of Conduct Bureau is unsatisfactory; this as a result of understaffing which leads to the inability of the Bureau to have sufficient number of staff needed to carry out the assigned responsibility which has therefore, affected the Bureau's performance in discharging its statutory responsibility.

Monitoring public servant's assets declaration covers more than four million federal public servants within the specific time, and continuously every four years with limited number of staff which the Bureau has (nine hundred and twenty staff at the head office distributed across ten (10) departments) poses a challenge. This shows that monitoring assets declaration, verification, intelligence gathering and management of documents requires professionals and sufficient manpower which the Bureau is lacking.

On the other hands there is low verification by the Bureau in receiving intelligence reports, investigating petitions from the general public, anti-corruption agencies and other public servants on the breaches of assets declaration by the Code of Conduct Bureau, and lack of modern technology to facilitate genuine verification and investigation, and this reveals that there are challenges in verifying documents and assets written by public servants on their declaration forms. Even if the Bureau is able to verify the documents through ICT yet some documents cannot be verified because they were locally sorted.

Locally acquired assets have local documents which officially are not recognised by the government; this includes certificates of occupancy. Verification of such becomes a serious challenge. There is also poor campaigned program by the Bureau to enlighten general public and public servants on the importance of assets declaration resulting to low compliance and this is affecting negatively the performance of the Bureau on anti-corruption crusade.

In addition, the findings of the study reveal that: Code of Conduct Bureau has constitutional mandate to ensure that public servant's behaviour is in conformity to the highest standard of public morality and accountability. Effective assets declaration requires political will by the government to pay attention and provide the needed resources for Code of Conduct

Bureau to meet its obligatory responsibilities. The Bureau's effort to fight corruption among both public servants and political office holders is just a mirage because government does not display seriousness and commitment.

Similarly, the findings of the study reveal that lack of orientation and awareness about the relevance of code of ethics in public service is among the factors hindering the performance of the bureau and understanding of the responsibilities by the government officials. This has hampered full turnout for effective and efficient administration of assets declaration by public officer.

In addition to that, the investigation and public enlightenment activities of the Bureau are very mobile in nature and therefore cost-intensive whereas the Bureau is facing poor funding. Insincerity of Nigerians is among the challenges facing the Bureau, as well as the unwillingness of public officers to provide the Bureau with critical information in enhancing the Bureau's mandate. Also, of concern social in-tolerance of people who display extravagant wealth with no tangible resources.

Conclusion

The study concludes that Code of Conduct Bureau and its mandate to ensure compliance of assets declaration to public servants suffer several setbacks. There is poor monitoring of assets declaration by public servants because of inadequate manpower to carryout effective monitoring process. There is also poor application of modern and sophisticated technology to verify and investigate the genuineness of what is declared by public servants in their forms, poor sensitisation program of public officials, insincerity and poor government commitment resulting in poor compliance to public servants assets declaration. Unless government shows commitment and seriousness to address the challenges, fighting corruption in this country remains an illusion.

Recommendations

Based on the findings and conclusions, the study makes the following recommendations that:

i, Code of Conduct Bureau should recruit qualified professionals such as media practitioners, estate values, engineers, lawyers and accountants that would assist in the complex task of ensuring effective monitoring of public servants assets declaration.

ii, Code of Conduct Bureau should adopt modern and sophisticated technology for assets verification and investigation of genuine assets by public servants. Similarly, the Bureau should also intensify its efforts in organising sensitisation programs educating all public institutions on the mandatory responsibility of assets declaration, the Bureau also should

motivate general public with incentive through whistle blowing to expose defaulters; this can certainly enhance the compliance of public servants with assets declaration across the country.

iii, Government should also display seriousness and commitment to work of Code of Conduct Bureau.

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APPENDIX I CODE OF ETHICS

(1) A public officer should not put himself in the position where his personal interest conflict with his duties and responsibilities

(2) Without prejudice to the generality of the foregoing paragraph, a public officer shall not:

(a) Receive or be paid the emolument of any public office at the same time as he receives or is paid the emoluments of any other public office or

(b) Except where he is not employed on full-time basis, engage or participate in the management or running of any private business, profession or trade; but nothing in this sub-paragraph shall prevent a public officer from engaging in farming.

(3) The President, Vice-President, Governor, Deputy Governor, Ministers of the Government of the Federation and Commissioners of the Government of the States, members of the National Assembly and of the Houses of Assembly of the States and such other public officers or persons as the National Assembly may by law prescribe, shall not maintain or operate a bank account in any country outside Nigeria.

165 (4) (1) a public officer shall not, after his retirement from public service and while receiving pension from public funds, accept more than one remunerative position as chairman, director or employee of:

(a) A company owned or controlled by the government and

(b) Any public authority.

(2) A retired public servant shall not receive any other remuneration from public funds in addition to his pension and the emolument of such one remunerative position.

(5) (1) retired public officers who have held offices to which this paragraph applies are prohibited from service or employment in foreign companies or foreign enterprises.

(2) This paragraph applies to the office of President, Vice-President, Chief Justice of Nigeria, Governor and Deputy Governor of a State.

(6)(1) A public officer shall not ask for or accept property or benefits of any kind for himself or any other person on account of anything done or omitted to be done by him in the discharge of his duties.

(2) For the purpose of sub-paragraph

(1) of this paragraph, the receipt by a public officer of any gifts or benefits from commercial firms, business enterprises or persons who have contracts with the government shall be presumed to have been received in contravention of the said sub-paragraph unless the contrary is proved.

(3) A public officer shall only accept personal gifts or benefit from relatives or personal friends to such extent and on such occasions as are recognized by custom, provided that any gift or donation to a public officer on any public ceremonial occasion shall be treated as a gift to the appropriate institution represented by the public officer, and accordingly, the mere acceptance or receipt of any such gift shall not be treated as contravention of this provision.

(7) The President or Vice-President, Governor or Deputy Governor, Minister of the government of the federation or Commissioner of the government of a state, or any other public officer who holds the file of a permanent secretary or head of any public corporation, university, or other parastatal organization, shall not accept:

(a) A loan, except from government or its agencies such as, a bank building society, mortgage institution or other financial institutions recognized law and

(b) Any benefit of whatever nature from any company, contractor, or businessman, or the nominee or agent of such a person; provided that the head of a public corporation or of a 166 university or other parastatal organization may, subject to the rules and regulations of the body, accept a loan from such a body.

(8) No person shall offer a public officer any property, gift or benefit of any kind as an inducement or bribe for the granting of any favour or the discharge in his favour, of the public officer's duties. (9) A public officer shall not do, or direct to be done, in abuse of his office, any arbitrary act prejudicial to rights of any other person, knowing that such act is unlawful, or contrary to any government policy.

(10) A public officer shall not be a member of, belong to, or take part in any society, the membership of which is incompatible with the functions or dignity of his office.

(11) (1) subject to the provisions of the constitution, "every public officer shall, within three months after the coming into force of the code of conduct or immediately after taking office and thereafter:

(a) at the end of every four years and

(b) at the end of his term of office, submit to the Code of Conduct Bureau a written declaration of all his properties, assets, and liabilities and those of his unmarried children under the age of eighteen.

(2) any statement in such declaration that is found to be false by any authority or person authorized in that behalf to verify it, shall be deemed to be a breach of the code.

(3) any property or assets acquired by a public officer after any declaration required under the constitution and which is not fairly attributable to income, gift, or loan approved by the code unless the contrary is proved.

(12) any allegation that a public officer has committed a breach of, or has not complied with the provisions of this code shall be made to the Code of Conduct Bureau.

(13) a public officer who does act in a manner prohibited by this code through a nominee, trustee, or other agent, shall be deemed ipso facto to have committed a breach of this code.

Challenges and Opportunities of Women Non-Governmental Organizations (NGOs) in Zaria Local Government (LG), Kaduna State Nigeria.

By

Idris Ahmed Jamo

Department of Public Administration

Ahmadu Bello University Zaria

Phone: 08028536501 or 08160992383

Email: idrisahmedjamo7@gmail.com or iajamo@abu.edu.ng

Abstract

This article examined the challenges bedeviling women NGOs in Zaria Local Government in Kaduna State, Nigeria. Phone interviews were conducted with 113 respondents across thirteen wards in the LG. Results indicate that although most NGOs have their peculiar challenges but the most common challenge to all the NGOs is the shortage of revenue and inability to access external source of funds within and outside the country. This has imposed difficulties to most women NGOs in their efforts to complement government efforts in the provision services to local communities in the LG. The study concludes that despite the numerous challenges facing Women Non-Governmental Organisations in Zaria Local Government, they will continue to contribute significantly to filling the major local development gaps that government failed to fill. The paper recommended more enlightenment on how Women NGOs could access other sources of funds within and outside the country.

Introduction

In an increasingly globalized world, the activities and roles played by the Non-Governmental Organizations (NGO) in the spheres of human development have been gradually recognized by both the nation states and international communities. This has increased the proliferation of NGOs in recent years. Thus, the last decades have witnessed proliferation in Non-governmental organizations (NGOs) in all spheres of human activities

worldwide. NGOs have been recognized as an integral part of civil society that primarily concerns with management of diverse and complex variety of activities. Some NGOs are concentrated at the local level, others are at the regional or national levels, while some have activities across national border or international.

NGOs are primarily concerned with wide variety of activities ranging from poverty alleviation, health, education, human rights etcetera. Essentially NGOs focuses on local-level development projects or provisions of services where government fails. Consequently NGOs are considered as viable alternative for service provision and developmental objectives. They also serve as catalyst, vehicles of popular participation and advocates for the poor. NGOs are the third sector of the economy which concern with management of a complex and diverse range of activities of the society (Francis, Lawal & Jellason, [2020](#)).

The increasing contributions of NGOs to development at local, national and international level made them to be recognized as one of the important actors in development. This means that NGOs have become major actors in both national and global development.

In essence, the idea behind the formation of NGO in most countries is to effect desired changes in areas that are felt undesirable in the society. Some NGOs do their activities on their own, while others through collaboration and partnership with donor organizations and or networking with other NGOs. The presence of NGOs seems to be everywhere, this make them to be complex and diverse. For this reason, generalization of the NGO becomes very difficult task.

NGOs perform diverse roles and take very different shapes and forms within and across different countries. This also posed a difficulty in categorizing NGOs because of such complexities. Though NGOs are normally characterized as an autonomous group i.e. runs neither by government nor for profit motive like private sector businesses, but some NGOs received funds from government.

It is obvious that in both developed and developing countries, the Government alone cannot cater for all the societal needs. Therefore the need for third sector became imperative so as to effect development where the government failed in the delivery of such services. However the activities of NGOs especially in the developing countries are being constrained by a number of challenges.

Although Section 14(2)b of the 1999 Nigerian constitution as amended has enshrined that the state should provide welfare services to the public, but this is no longer so in recent times. Pursuance to that, Nigerian government has embarked on series of development project or policies since independence so as to curve different development challenges in the country. To assist government in this regard NGOs in the late 1970s and 1980s emerged as important stakeholders in the development activities in Nigeria.

The proliferation of the NGOs in Nigeria as well as other developing countries was perceived as a result of the failures of state-led development approaches (Thomas, [2015](#)). This has led to creation of NGOs by both men and women at different tiers of government in

Nigeria (Smith, [2013](#)). However studies indicates that NGOs in Nigeria have been facing numerous challenges these include shortage of funds, competition among the NGOs, lack of local support and participation, top down development approach, accountability and lack of training and development (Francis, Lawal & Jellison, [2020](#)). Zaria LG. is among the Nigerian LGs that has witnessed increasing proliferation of women NGOs in recent years, but preliminary investigation indicates that women NGOs in Zaria LG. are faced with different challenges in their operations. This article is intended to fill the existing gap in this study area by examining some of the challenges of women NGOs in service delivery in Zaria LG. in Kaduna State, Nigeria. The research assume that NGOs in Zaria Local Government receives financial assistance from government and other donor agencies. The paper is arranged into three sections, the first is the introduction, conceptual clarification and classification of NGOs, the second is the literature review and theoretical framework of the study, the third section presents methodology for the research, research findings, conclusion and recommendations of the study.

Concept, characteristics and Types of NGO

There are many debates about what is and what not an NGO is. These debates arouse because of the complexity of the concept of NGO. Though there is no universal definition of NGO, but scholars (Makoba, [2002](#); Lektorwe and Mapanga, [2007](#)) have attempted to conceptualize the concept. For instance the United Nations defined NGO as an independent voluntary association of people acting together on a continuous basis, for some common

purpose, other than achieving government office, making money or illegal activities (Dugle, Akanbang & Salakpi, [2015](#)). From these conception we can deduce that NGO is an organization independent from the government, and that has humanitarian or cooperative, rather than commercial objectives. This means that NGO carries different meanings in different conditions. Nevertheless, there are some fundamental features which differentiate NGO from other groups. In this regards NGO is an independent voluntary association of people acting together on a continuous basis, for some common purpose, other than achieving government office, making money or illegal activities. Accordingly there are two methods of defining NGOs: the broad and the narrow definitions. The broad definition implies that NGO is every organization in society which is not part of government, and which operates in civil society, while the narrow definition refers to a specific type of organization working in the field of development (i.e. one which works with people to help them improve their social and economic situation and prospects) (Thomas, [2015](#)). United Nations further offered the following characteristics of NGOs: ‘A non-governmental organization (NGO) is a not-for-profit, voluntary citizens’ group, which is organized on a local, national or international level to address issues in support of the public good. This means Non-Governmental Organizations are organizations which are not part of the government and which have not been established as a result of an agreement between governments, consist of citizens who voluntary organized together at local, national or international level with the aim of supporting public good. It means that Non-Government Organizations (NGOs) are basically, service and development

oriented organizations created out of the government to address particular issues, tasks or functions of a non-commercial nature. Such groups may be organized at a local, national or international level. They are organized to address these issues and are driven by people with a common interest (Suk-man, [n.d](#)). This indicates that NGOs are privately, voluntary constituted organizations created for the purpose of providing services to the public.

Theoretical Framework: Public Goods or the Performance Failure Theory

This article adopts public goods or the performance failure theory as the theoretical framework for the study. This theory holds that NGOs emerged due to government failure to satisfy citizens in the provision of public goods in the society. i.e. they emerged to satisfy unsatisfied demands of public goods in the society. Thomas ([2015](#)) posited that people basically create NGOs when the government or market could not provide public goods for all or serve the general interests of everybody. This means that state failure create alternative situation for the emergence of NGOs as an alternative to societal difficulties or needs. Thus, NGOs are capable of providing services more economically than the government. This because NGOs render their services to the public at lower labour costs than entrepreneurs because they rely on voluntary local inputs that do not include transaction costs. In many developing countries, NGOs serves as a vehicle for development and alternative for weak states and markets in the provision of basic services to local communities (Makoba, [2002](#); Lekorwe and Mapanga, [2007](#)). Most developing countries are suffering from lack of good

governance and shortage of revenue to cater for most of the societal needs at all levels of government. This necessitates the development of NGOs at all tiers of government so as to fill the gap that government failed to filled.

Some of the major Flaws of NGOs

Although NGOs are integral part of development in most developing countries, however they have been criticized for being ungovernable and unaccountable especially at the international level due to their independent nature which make them free from state control. Thus, NGOs are accountable mostly to their donors and sponsors whose interests may be contrary to the public interests. NGOs have been criticized for involving in partisan politics by supporting particular candidates or governing party that renders financial support. They were also found being representatives of the individuals who established them instead of being voice of the masses as they claim to be (Adibe & Obinne, [2012](#)).

Some of the major Challenges of NGOs in Nigeria

There are varieties of NGOs in Nigeria so also their challenges are numerous. But there are general impediments that are common to most NGOs in Nigeria. Most of these challenges can be linked to their operation. These include the following: Funding, accountability, Competitions among the NGOs, lack of local support, training and development and Top-down development approach.

Accountability challenge

Most NGOs owe accountability to their initiators, sponsors and beneficiaries. Foreign NGOs owe their accountability to their home initiators and not their host beneficiaries; while the local NGOs owe their accountability to the beneficiaries who initiated them not the government. This leads to feeling of dissatisfaction and perceived by government as a threat to its sovereignty. This in turn leads government to use hidden efforts to limit the powers and activities of NGOs which inevitably lead to antagonism and disharmony between them (Francis, Lawal & Jellison, [2020](#)).

Funding challenge

Funding bodies request for detailed and sensitive information from the local NGOs which exposes the vulnerability of the local people. Government perceives this as an act of threat to its sovereign interests and also an act to subvert government support at the local level. This in turn leads to government's attempts to limit the powers and activities of NGOs. Consequent to this is perpetual antagonism between government and the NGOs. Apart from shortage of funds, moneys from Government and donor agencies are delayed to NGOs when due until feasibility survey is carried out. This hampered the activities of NGOs (Francis, Lawal & Jellison, [2020](#)).

Competitions among the NGOs

Intense competition among the NGOs over resources from both the government and foreign NGOs is another challenge for Civil Society Organizations in Nigeria. The competition is usually fuelled by the NGOs' need to expand their support and recognition of the targeted local populace. This in turn leads to suspicion, mistrust, perception of incompetence and feeling of inferiority over other NGOs.

Lack of local support and participation

Many NGOs in Nigeria lack acceptance of their targeted beneficiaries. A time people oppose NGO activities due to lack of understanding of the NGOs' mission. NGO workers are being considered as foreigners and therefore should not be trusted. This usually reduces people's involvement or participation in development process which in turn reduces the efforts of NGOs (Francis, Lawal & Jellison, [2020](#)).

Top-down development approach

Many NGOs restricted their activities to the preserve of the few educated elites, while vast majority of the local populace at the grassroots level are restricted. This hindered effective service delivery to local communities in Nigeria.

Lack of Training and Development

Inadequate training of NGO staff in Nigeria has been identified as one of the major challenges of NGO in Nigeria. The need for the development of competent staff among NGOs is crucial for survival and development of NGOs in Nigeria. Many NGOs in Nigeria lacks available resources to train their members. This rendered them incapacitated (Francis, Lawal & Jellison, [2020](#)).

Methodology

The population of the study consists of 161 women NGOs registered with Zaria LG. Krejcie and Morgan ([1970](#)) Table was used to determine sample size which we arrived at 113. Purposive sampling technique was used to select women leaders in Zaria LG. Three women research assistants were engaged to collect data through the use of scheduled structured interview instrument. Structured interview is the alternative for questionnaires in an interview (Cooper and Schindler, [2012](#)). Interviews are also more relevant in a population that may have difficulty in filling questionnaires. Phone interviews were conducted with leaders of the women NGOs in Zaria LG. The reason behind the choice of phone calls is to utilize the limited resources and time to cover the study area within the limited period and allow respondents to respond more comfortably. The choice of the union leaders was made based on the assumption that they had more information than other members of the union. Information about the women union leaders and their organizations were obtained from the Zaria Local Government Community Development Officer. Women leaders were contacted across thirteen wards in

Zaria LG. These wards are Kwarbai A, Kwarbai B, Kaura, Anguwan Juma, Anguwan Fatika, Limancin Kona, Gyallesu, Tudun Wada, Tukur Tukur, Kufena, Dambo, Dutsen Abba and Wucicciri.

Mixed method was used in this research. We therefore utilized both primary and secondary sources of data. For the Secondary source, relevant materials mostly journal publications and unpublished documents were utilized. Interviews were conducted with NGO women leaders. The interviews were conducted in Hausa language and later translated and interpreted in English. The reason for that is because the majority of the interviewees mentioned that they were more comfortable to speak in Hausa language. Questions related to challenges of women NGOs in Zaria LG. and solutions to their predicaments were framed and asked. Data was presented in figures and percentage. Assumption of the study was tested using interview.

Data presentation

This section present data drawn from field survey conducted by the researcher with leaders of women NGOs in Zaria LG.

Table 1: Number of women NGOs in Zaria LG.

Nature and focus of women NGOs in Zaria LG	Multipurpose NGOs	Development NGOs	Cooperative societies NGOs	Total
Number of women NGOs in Zaria LG	121(75.1)	24 (14.9%)	16(9.9%)	161(100%)

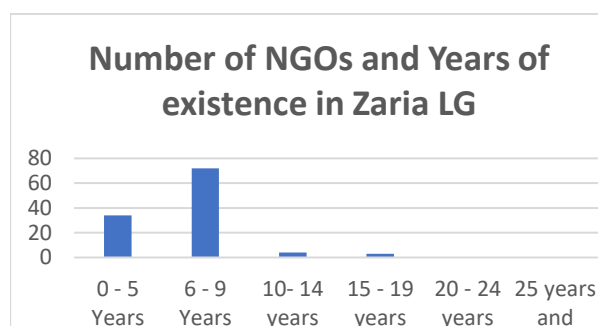
Source: Researcher' survey: 2022

Table 1 shows the number and focus of women NGOs in Zaria LG. The table indicates that 121 (75.1%) women NGOs in Zaria LG. are multipurpose i.e. focuses on several goals, while 24(14.9%) are developmental NGOs i.e. their primary focus is on developing their immediate society especially their members. The last category of women NGOs in Zaria LG. constitutes 16(9.9%) of which they are Cooperative societies NGOs comprising mainly widows with much focus on ‘selfhelp’ i.e. (helping themselves). This shows that majority of the women NGOs in Zaria LG. have multiple objectives rather than focusing on one single goal. This may probably be due to multiple numbers of women problems in the LG.

Table 2: Number of NGOs and Years of existence in Zaria LG.

Years of Existence	Number of NGOs
0 – 5 years	34(30.08%)
5 –10 years	72(3.71%)
10 – 15 years	4(3.53%)
15 – 20 years	3(2. 65%)
20 – 25 years	Nil(0%)
25 years and above	Nil (0%)
Total	113(100%)

Source: Field survey, 2022.



The table 2 shows the number of years of existence of NGOs in Zaria LG. It indicates that 72(3.71%) of the 113(100%) women NGOs contacted had been in existence within the last 5 to10 years, while 34(30.08%) of 113(100%) were in existence within the last 0 to 5 years. Only 3(2. 65%) of 113(100%) were in existence within the last 15 to 20 years. No women NGO contacted which was in existence within the last 20 to 25 years and above. This suggests that most NGOs were formed in recent years. This shows that there has been high proliferation of women NGOs in Zaria LG. in recent past.

Interview Responses with women NGOs leaders in Zaria L.G.

This section presents findings from interviews conducted with NGO women leaders in Zaria Local Government in Kaduna State Nigeria.

Challenges of Women NGOs in Zaria LG.

The main challenges of your NGO in the discharge of its activities

Respondents were asked to specify whether or not they faces challenges in the discharge of their activities in Zaria LG. Most of the challenges identified by the respondents include *'shortage of fund, Lack of government support and other NGOs constitute the main predicaments negating women NGOs activities in Zaria L.G'*. Other challenges but less significant as identified by the respondents include *'Lack of local support and participation, Lack of Training and Development, Competitions among the NGOs as their challenges and Accountability respectively'*. This shows that shortage of fund constitute the main predicament of women NGOs in Zaria LG. and followed by others. 102 of the respondents further added that *NGOs if properly managed and supported they can highly improve or enhance the living standaerd of their communities and the LG. at lerge.*

Awareness of the External sources of fund

Respondents were asked to express their opinion on whether or not, leaders of women NGOs in Zaria LG are aware of the external source of funds. 102 of the respondents said *'Yes'*

they are aware of the external source of fund but they don't know how to access it, Further added that *' they heard about assistance from politicians and other donor partners, but to access to these opportunities has been very difficult'*. Only 11 of the respondents said *'No' they don't know,*'. This indicates that majority of the respondents are aware of the other external source of funds.

Knowledge of women NGOs leaders on how to access other source of fund

Respondents were asked if they have adequate knowledge of how to access funds from other source. The 92 of the respondents said that *'they are unaware of how to access fund from other source apart from their internally generated revenue*. Only 21 of them said *'they are aware on how to source revenue from other source'*. This shows that most women NGOs leaders in Zaria L.G. are unaware on how to access other source of fund apart of their internal source of revenue. This also proves that there is lack of knowledge and difficulty of accessing external source of fund from government or development partners.

Discussion of Major Findings of the Study

This study was conducted to ascertain the challenges faced by women NGOs in Zaria Local Government in Kaduna State Nigeria. Both primary and secondary sources of data were utilized. Results indicates that NGOs are considered as better alternative institutions through which the less privileged are well served. It has been observed that NGOs are more reliable,

more sensitive to local demands and less guided by political considerations. Apart from being more local in their operational activities, NGOs have been proved to be more sensitive to local needs and adaptation. NGOs are also more trustworthy than contractors and could emerge in case of market failure most especially in developing countries. In such situations, NGOs could emerge because people have much trust on them than private ventures. NGOs could play the role of local intermediaries by mobilizing the people for participation in government initiated projects.

This study also found that in terms of level of operation most of the women NGOs in Zaria L.G. are community based Organizations (CBOs) i.e. they operates or concentrated their activities at the local or community level. These NGOs are spread across the thirteen political wards in the LG. In terms of orientation the study indicates that majority of the women organizations in Zaria Local Government are Service Orientation NGOs. i.e. they mostly engaged themselves in service delivery to the people (mostly members of the organizations). This involves variety of activities ranging from counseling, preaching or sensitization, education service delivery, apprenticeship training and othe ‘self help’ programs. While other women NGOs in Zaria LG can be classified as ‘Empowering NGOs’ which mainly focuses on empowering their members and immediate local communities. These NGOs tend to concentrate their activities on vulnerable people like women mostly widows and children in their local communities. These empowerments include farming, cosmetic production, tailoring businesses and other scheme capable of alleviating poverty among the members or

immediate communities. These NGOs were formed mostly by widows so as to assist themselves and their orphans. Skill acquisition training and financial assistance were made to the needy members of those organizations. There are also women cooperative and multipurpose societies (restricted for women only). This is probably due to the vulnerability and the level of poverty among women in Zaria LG.

Thus the study discovered that though women NGOs in Zaria Local Government have numerous challenges, but the shortage of fund, Lack of government support and other NGOs are the most critical challenges restricting their activities. Other challenges but less serious include, lack of training, in accountability deficit and competition among the NGOs in Zaria LG. This coupled with the inability to source revenue from government and other donor agencies within and outside the country.

This research supported and is in line with theoretical postulation of Public Goods or the Performance Failure Theory which claimed that NGOs emerged to fill government failure by providing available goods and services to the citizens where government failed (Thomas, [2015](#)). Women NGOs in Zaria LG. emerged as an alternative service providers due to state failure so as to reduce societal difficulties or needs. This means that if NGOs would properly organized and monitored in Zaria LG., they can equally serve as a third sector of the economy that can properly complement government effort in service provision to local communities. They can provide services to the public more economically than the government due to the

fact that they render their services to the public at lower labour costs than entrepreneurs because they rely on voluntary local inputs that do not include transaction costs. Women NGOs in Zaria LG. like in most countries NGOs serves as a vehicle for development and alternative where government and markets fail to provide basic services to the public. It is based on the reason that women NGOs in Zaria LG. emerged.

The study also shows that most women NGOs in Zaria LG. contacted testified that they have not received any financial assistance from government. This rendered them incapacitated to implement some of their organizational objectives. The meager internally generated revenue has not been enough to effectively carryout their organizational activities due to level of poverty among the union members. This paucity of the internally generated revenue coupled with lack of ability or exposure to source fund from other donor agencies within and outside the country added to the existing difficulties of women NGOs in Zaria LG. This is contrary to our assumption that most of the women NGOs in Zaria Local Government receives financial assistance from government and other donor agencies.

Conclusion and Recommendations

This study concludes that despite the numerous challenges facing NGOs, the emergence of Women Non-Governmental Organisations in Zaria Local Government have contributed

significantly to filling major local development gaps that the state actors have been constrained in dealing with. Women NGOs in Zaria LG. have played a vital role in the development of their communities and facilitated development in different spheres of life. Apart from providing employment opportunities they serve as important umbrella and instrument for sensitization of women in their respective communities. They provide greater means of empowering themselves, assisting each other, adequate participation and providing sense of belonging. This conclusion coupled with Dugle, Akanbang & Salakpi (2015) findings. However in spite of the critical developmental role played by women NGOs in Zaria LG, these organizations face different challenges among which insufficient funds and inability to secure funding within and outside the country continues to be the most critical challenges to their operation. Other challenges include accountability, lack of both government and local support. The study concluded that NGOs will remain as a third sector of the economy despite the numerous challenges bedeviling their operational performance. The study recommended that more orientation should be embarked on women NGOs in Zaria LG. on how to source funding within and outside the country. Effort in this regard should be made to train women NGOs on how to write proposal and meet funding requirements for the donor agencies. Efforts should be geared toward assisting NGOs by all the three tiers of government. This can be achieved by allocating substantial amount of budget provision toward assisting women NGOs in the LG. This to a large extent will complement government efforts in the provision of services to the public. Policy implication for this is that if NGOs

will be properly supported they will serve as better sector for alleviating poverty and avenue for provision of jobs opportunities not only for the vulnerable women but also to other members of the communities in Zaria Local Government and Kaduna State at large.

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Democracy and Conflicts: Lessons from Nigeria's Fourth Republic

By

Idris Ahmed Jamo

Department of Public Administration

Ahmadu Bello University Zaria

Phone: 08028536501 or 08160992383

Email: idrisjamo@gmail.com or iajamo@abu.edu.ng

Abstract

In recent years democracy's fortunes were tested globally. In many new democracies of Africa and beyond there has been increasing conflicts. Political tension and economic unrest in African democracies is another danger facing the continent. Nigeria is one of the countries facing democratic setback and high political drama. Though previous studies compared the nexus between democracy and conflicts, this study discerns on whether or not democracy has impact on resurgence of conflicts in Nigeria between 1999 and 2021. Secondary source of data was used to examine whether the current conflicts in Nigeria are as a result of democracy. Results indicate that though conflict is on the increase in Nigeria under the present democratic dispensation, however developing economies and culturally diverse democracies are likely to be confronted with numerous conflicts in a short run due to its weak democratic institutions capable of consolidating the system. The paper maintained that democracy will continue to be a better alternative for resolving conflicts in Nigeria despite its challenges. We suggest that democratic values such as rule of law, accountability, justice and fairness should be improved.

Key words: Democracy, Conflicts, Peace, Security and Development

1. Introduction

Globally democracy is considered as the best form of government. This notion is based on the idea that democratic governance is among the dominant strategies for resolving conflicts and promoting peaceful coexistence. This is based on the belief that democratic institutions propel and strive to protect the needs and interest of the majority i.e. the less privileged citizens in a society and also a better means for resolving conflicts among contending groups. In spite of these democratic values, many new democracies are not much different from dictatorial regimes in terms of their efforts to promote peace and security. In essence many new democracies maintained some elements of authoritarian regimes and seems unresponsive to electorates' interests.

Democratic aspiration common to most people is not limited to political democracy that guarantees franchise freedom, civil and other political rights, rather it include sustainable development, peace and security as well as reduced conflicts among the contending elements. In essence democracy is only meaningful when it improves socio-economic development and reduces conflicts among the contending elements within the polity (Adejumobi, [2000](#)). It is based on this reason that many countries celebrated the return to democratic rule, however studies show the contrary (Gerring, Strom, Thacker & Alfaro, [2007](#)), significant number of the new democracies are surrounded by conflicts and critical development challenges. Nigeria is not an exception, since the return of Nigeria to the democratic rule, the country has been

bedeviled with numerous conflicts and other development challenges. This has raised a doubt on whether democracy is the best alternative for reducing conflicts considering the outcome of democratic governance in Nigeria and other new democracies. Though the argument on whether or not democracy promotes peace and security is still debatable, this paper examines the impacts of democracy on violent conflicts in Nigeria during the present fourth republic and how democracy can improve peace and security in Nigeria.

The study relies on secondary source of data. This source is appropriate given the nature of the study. Secondary data can give comprehensive information related to democracy and conflict in Nigeria. The data was obtained from Global Terrorism Index, Nigeria Annual Statistical Bulletin and journal publications etcetera. The scope of the study is limited to Nigeria's fourth republic (i.e. from 1999 to 2022). The period represent longest and uninterrupted democratic rule in Nigeria. The period also has witnessed increasing violent conflicts in the Africa's largest democratic country.

2. Democracy and Conflicts: The Conceptual and Theoretical Linkages

The word democracy is derived from the two Greek words: Demos (the people) and Kratos (rule) which literally means rule by the people. Democracy is a form of political system in which the decision makers are selected through fair, honest, periodic elections in which candidates freely compete for votes and in which virtually all adult population is eligible for

vote (Jamo, [2013](#)). Democracy also imply that government is established by and with the consent of the people, govern by the constitution; leaders are chosen by the people in free and fair elections; the government and its leaders obey the will of the majority of those who elected them to make laws (Segun, 2013). This suggest that democracy is a form of government in which people exercise governing power either directly or indirectly through their representatives. People therefore have the right to determine who governs them, hold them accountable for their actions and guarantee them certain rights and freedoms.

Conflict is a reality of social life and exists at all levels of society. Actually conflicts are as old as the world itself. Like other concepts in the field of social sciences, the word conflict connotes different things to different scholars based on their different perceptions of the concept. The term conflict is taken from the Latin word ‘conflictus’ meaning strike together. Conflict means clash, contention, confrontation, a battle or struggle or quarrel.

Coser ([1956](#)) viewed conflict to encompass the struggle over values or claims of status, power and scare resources, in which the aims of the groups or individuals involved are not only to obtain the desired values but to neutralize, injure or eliminate rivals. Schmidt and Kochan ([1972](#)) further defined conflict as a perceived condition that exists between parties (individuals, groups, societies, nations etc.) in which one or more of the parties perceive goal incompatibility and some opportunity for interfering with the goal accomplishment of others’. Conflict generally arises where one group or a person disagrees with the other. Such disagreements, if not properly managed leads to further development of conflict. In some

cases, the conflict can take the form of armed conflict', if the conflict finds fertile breeding ground, supported either by poverty, social, religious, ethnic, political or ideological exclusion. Conflict is a universal phenomenon and has been part of human existence. Individuals and groups throughout history have resorted to violent conflicts as a means of grabbing political power, or by groups holding power and by groups wanting to retain power. 'Violence has been pursued in the defense of order by the privileged, in the name of justice by the oppressed, and in the fear of displacement by the threatened'. Thus, violent conflicts are caused by different motivations (Igwe & Amadi, [2021](#)). Conflicts are therefore part of human behavior.

In recent decades, the trends of conflicts across the world have changed. Most of the recent violent conflicts in the world are not the wars between opposing states (i.e. inter-states conflicts), but take place within an existing state (intra-state). Many of these conflicts are connected with identity, competition over resources and power. Currently the strategy for promoting internal peace favored by the international community is to promote democracy, the rationale being that democratic accountability lowers incentives for rebellion.

Many low-income countries are periodically beset by political violence. Since the fall of the Soviet Union the dominant international strategy for promoting peace in these societies has been democracy. The rationale for this strategy, over and above the intrinsic desirability of democracy, is that by making the government more accountable, citizens will have less cause for violent opposition (Collier and Rohner, [2004](#)). Thus democratic accountability

lowers incentives for rebellion. Therefore proponents of democratic governance presuppose that a democratic government promotes non-violence.

Among the prevailing intellectual debate among scholars is whether or not causality exists between democracy and conflict. One group of scholars (Anstey et al., [1998](#); Kinsella and Rousseau, [2008:8](#)) opined that there is no correlation between the two, rather contends that nexus exists between democracy and peace and security. They argued that liberal democracy offers the basic foundation for peace and security. Democratic values such as rule of law, fundamental human rights provide favorable route for peace and security. Another group contends that correlation exists between democracy and conflicts especially in the low income countries. Thus Lipset ([1959](#)) argued that the more the wealthier state tends to be, the higher the level of chances of that country to be stable and sustain democracy. This corresponds with Collier and Hoefler ([2004](#)) who suggests that democracy is likely to be more favorable in higher than in low income countries. While democracy makes rich countries safer, it is likely to increase proneness to political violence in low income countries. Thus, studies indicate that most of the twentieth century violent conflicts have been between states, thus in the 1990s nearly all major conflicts around the world were intra states (within states). For instance, 95 of the 101 armed conflicts that took place between 1989 and 1996 were categorized as intra-state conflicts. This indicates that the need to build sustainable internal political mechanism for resolving such conflicts is paramount.

It has been argued that appropriate democratic political structures play a very important enduring role in settlement of internal conflict. This means that democratic structures offer effective means for peaceful handling of deep-rooted conflict through inclusive, just and accountable frameworks Anstey et al. (1988) Further added:

Democratic systems of government have a degree of legitimacy, inclusiveness, flexibility and capacity for constant adaptation that enables deep-rooted conflicts to be managed peacefully. Moreover, by building norms of behavior of negotiation, compromise, and co-operation amongst political actors, democracy itself has a pacifying effect on the nature of political relations between people and between governments (Anstey et al., [1998:8](#)).

Although democracy is a means for resolving conflict, but it may also perpetuate conflict if it is not properly put in place. i.e. though democracy is an important strategy for management of conflicts, but if democratic institutions are poorly designed and managed, democracy can serve as an instrument for fuelling or aggravating conflicts. For instance, in deeply divided societies like Nigeria, democratic politics can easily be used for mobilizing social divides such as ethnicity, regional and religious differences into political sentiments and turning elections into conflict. Evidence to this can be found in most new democracies of multicultural states of Africa. In such divided societies combination of democracy and primordial politics can excavate tensions and politics of ‘we versus them’. In these societies tolerance, pluralism, inclusiveness, negotiation, and compromise are the basic democratic values needed for building sustainable peace. Where these are lacking, conflict and tensions may become the order of the day (Anstey et al., [1998](#)). Kinsella and Rousseau ([2008](#)) are of

the view that Democracy regulates competition among the competing groups with conflicting preferences. But Mansfield and Snyder ([1995](#), [2002a](#), [2002b](#)) opined that the process of democratic reform may essentially intensify the possibility of war. Similarly Mansfield and Snyder ([2005](#)) argued that the possibility of conflict is higher in a situation where autocratic states make incomplete democratic transitions, but not when the transition is completed. Studies also indicate that feelings of deprivation and discontent breed anger which a time leads to rebellion provide the genesis for armed insurgency against the state; this usually arise when people believe that they deserve certain things but have been denied, due either to discrimination or incapacity on the part of the government (Davies, [1962](#); Gurr, [1970](#); Tilly, [1978](#), Anstey et al., [1998](#) and Collier & Rohner [2008](#)). The rebellion may be due to dissatisfaction by groups within society over the existing political or economic conditions or both. These feelings of dissatisfaction are usually resolved peacefully in democratic societies due to openness of the political system which allows lawful expression of feelings of discontent (Eckstein & Gurr, [1975](#); Diamond, [1999](#); Anstey et al., [1998](#)). This alternative provision is not available in authoritarian states. This supports the preposition that authoritarian states are more prone to violent conflicts against the state than democracies (Kinsella & Rousseau, [2008](#); Rummel, [1995](#); Gurr, [2000](#)). Sambanis ([2001](#)& [2002](#)) studies concluded that the possibilities of ethnic civil wars in democratic societies unlikely to happen in democratic societies. This is in line with empirical evidence which proved that the possibility of rebellion and civil war is higher in authoritative societies than in democratic

states. Thus open political systems experience few rebellions as compared to the authoritarian states (Kinsella and Rousseau, [2008](#); Muller & Erich, [1990](#); Ellingsen, [2000](#); Hegre, [2003](#); Collier & Rohner [2008](#)) Thus, partially democratic states are most likely to experience serious internal conflict. This means societies undergoing a regime change are at higher risk of civil war than stable political systems (Gates et al, [2006](#)). Though democratization may bring a greater risk of domestic conflict, but the new regime is at the lowest risk of civil war if democratic political institutions are fully consolidated, due its institutional mechanisms for regulating conflicts features and to its durability as a political system. Studies further proved that peace between democratic states is durable if the states are economically advanced ([Michael, 2000](#)). Hence, correlation exists between democracy and conflict resolution between and within states (Kinsella & Rousseau, [2008](#)). Empirical studies of 233 internal conflicts around the world show that democracies had a far better record of peaceful handling such conflicts than other forms of government. The study further confirmed that democracies are far less likely to go to war with each other than other regime types. While authoritarian regimes lacks institutions which can peacefully manage such conflicts. Conflicts in such states were either ignored or suppressed or eliminated. Therefore authoritarian systems can present short-term stability, but difficult to be sustained for the long term. On the contrary in a democratic system disputes arise, are processed, debated and reacted to, rather than being completely resolved permanently (Anstey et al., [1998](#); Collier & Rohner [2008](#)). Democracy therefore operates as a conflict management system without recourse to violence.

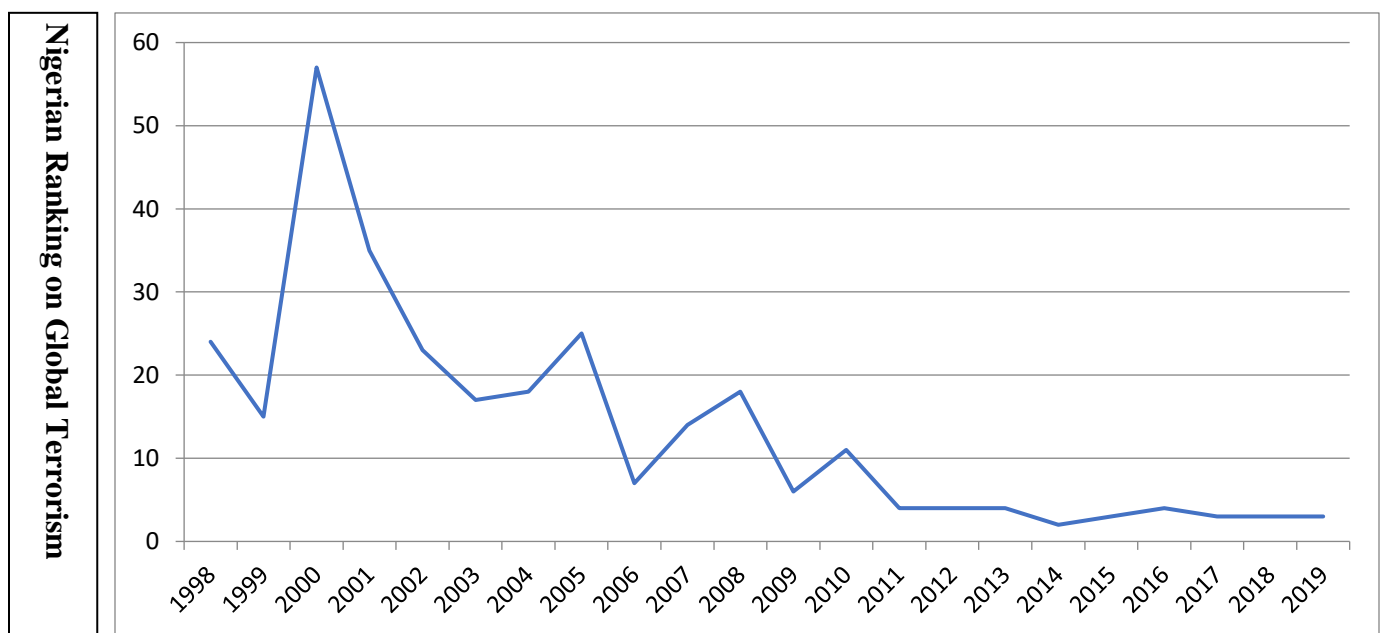
3. Democracy and violent conflicts in Nigeria's Fourth Republic

Democracy remains the most dominant and increasing popular ideology on the globe. But some countries are more democratic than others. For instance the last two decades of the 20th century have witnessed transition of many countries to democracy. More than half of the world population is now under democratic governments (Adejumobi, [2000](#)). The era termed by Huntington as 'the third wave of democracy' (Huntington, [1990](#), Adejumobi, [2000](#); Ijere, [2015](#)). The wave in Africa was vigorously reinforced by the need to end the long years of 'dictatorial' regimes across the continent and the need to opt for another chance of democratic governance. Nigeria is among the countries that opted for democracy with hope to achieve sustainable peace and security. On the contrary the situation continues to worsen since the returned of Nigeria to democratic rule in 1999 after long years of military rule. Although violent conflicts in Nigeria precede fourth republic, for instance the 1962 Tiv riot against their perceived domination by the northern regional government, the federal elections of 1964 and the western regional elections a year later which followed by violent conflicts in the region, the Nigerian civil war of 1967 to 1970 and the Maitatsine conflicts of 1980. However, increasing conflicts in the Nigeria's fourth republic is becoming more alarming.

Actually partly democratic countries are more prone to conflicts than full democracies, and full autocracies. Consequently in plural societies like Nigeria, voters tend to vote

according to their ethnic identity and thus elections are usually conducted along ethnic lines or motivations. This may eventually lead to post electoral violence and ethnic conflict (Adebayo, [2010](#); Ikeke, [2015](#)). This explains why new democracies like Nigeria are bedeviled with conflicts and terrorism than long established democracies.

Fig. 1: Nigerian Ranking on Global Terrorism Ranking under the military and democratic rule



Source: Jamo, (2021).

Figure 1 indicates that, Nigeria was rated on the global terrorism ranking 24th and 57th in 1998 and 2000 respectively. But in 1999 after the return to democratic rule Nigeria became 6th most terrorist state in the world. From 2011 to 2013 Nigeria maintained 4th position before it reached its peak as second world most terrorist state position in 2014. Nigeria maintained

3rd position on the global terrorism index (GTI) in 2017, 2018, 2019 and 2020. This indicates that terrorism in Nigeria was low under the military era as compared to period of democratic government.

The return of the Nigeria to democratic rule in 1999 gave aggrieved Nigerians opportunity to express their grievances which have been suppressed under the military dictatorship. Thus democratic governance provides right for people to express their grievances in legal manner.

But the intense nature of competition for political power especially in the fourth republic has made violence to be link with democratic governance in Nigeria. The desperate and competitive nature of the Nigerian politics which characterized by fierce struggle and retaining political power, intolerant opposition and criticism make it very possible for the Nigerian democracy to be more prone to conflict. Thus political power becomes easiest means of self-aggrandizement and accumulation of wealth. Election in Nigeria which is the means of attainment to political power in democratic governance has been violently contested especially in the fourth republic. Consequently election period in Nigeria has been best described as warfare (Segun, [2013](#)). In 2003 electoral violence 100 people were killed in Nigeria. The figure increased to 300 and 800 people in 2007 and 2011 respectively. In 2015, about 80 per cent of all Nigerian states had at least one related electoral violence, with more than 65,000 people been displaced in the North (Segun, [2013](#); Nigeria Security Tracker (NST), [2019](#)).

Nigeria is a multicultural state with over four hundred (400) ethnic groups, belonging to several religious sects. The ethnic and religious composition of Nigeria and its manipulation by the political elite poses a lot of threat to governance and security of Nigeria. This coupled with the failure of the state to perform its democratic and constitutional duties of maintaining law and order, justice and providing social services for the people has perpetuated ethnic rivalries in numerous parts of the country. For instance the emergence of violent ethnic militias in the fourth republic such as Oodua People’s Congress (OPC), Bakassi boys and Egbesu boys. Such ethnic rivalries were contested along ethno-religious line.

The interplay of ethno-religious conflicts and politics in Nigeria provide opportunity by the political elites to quest for political power along ethno-religious line among those who won it before, those that lost it and those who want it back. For instance, the 2011 post-election violence in the Northern Nigeria was considered as the product of ethno-religious rivalries (Segun, [2013](#)). Therefore ethno-religious cleavages became a powerful means of mobilizing popular supports in Nigerian politics which tend to aggravate conflicts under the democratic dispensation.

Table 2: Nigeria’s position from 1998 to 2022 on the Global Terrorism Index (GTI)

Year	1998	1999	2000	2001	2002	2003	2004	2005	2006
GTI	24 th	15 th	57 th	35 th	35 th	25 th	26 th	32 nd	12 th

Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
GTI	13 th	17 th	11 th	11 th		4 th	4 th	2 nd	3 rd
Year	2016	2017	2018	2019	2020	2021	2022		
GTI	3 rd	3 rd	3 rd	3 rd	3 rd	3 rd	6 th		

Source: Jamo (2022).

The table above indicates that Nigeria is among the most impacted countries by terrorism since the return of the country to democratic rule in 1999. In 1998 Nigeria's ranking was 24th but ranked 15th when the country returned to democratic rule in 1999. Conflicts in Nigeria reached its highest peak under the democratic rule in 2014 when Nigeria was ranked 2nd world most impacted country by terrorism. Nigeria maintained 3rd position since 2017 to 2021. This shows increasing conflict and insecurity during democratic rule.

The return of Nigeria to democratic rule in 1999 witnessed series of conflicts which include the 1999 OPC Shagamu conflicts, the Sharia crises of 2000 in Kaduna, Kano and some parts of the northern Nigeria, the 2000-2001 conflicts in Bauchi state and Burutu LGA of Delta State, conflicts in Okitipupa area of Ondo State, the conflicts in Gwatu, the 2008 and 2001 Jos Plateau conflicts, the Boko Haram and Farmers Herders conflicts in some parts of the Northern Nigeria (Ikeke, [2015](#)). Thus between 1999 and 2005 there were over 140 ethno-religious crises in Nigeria (Adebayo, [2010](#)).

These conflicts have multiple causes but are mostly related to identity such as ethnicity and religion or livelihood activities, namely farming and pastoralism, religious tensions in the north and especially in the Middle Belt, between Muslim majority and Christian minorities which has been in existence for decades. For instance the effort made by mostly northern

governors to introduce Islamic law (Shari'a) in the north in the early 2000s, which caused series of conflicts between Christians and Muslims and led to the segregation of many communities along religious and ethnic cleavages.

In the early 2000s there were also series of conflicts in the Niger Delta area over resource control by the *Niger Deltans* ethnic minorities. Their quest was to control resources found in their area. Majority of the conflicts in the area were to criminals, cultists, and individuals. While in the north central most of the conflicts were caused by disputes over access to land or resources, whereas in the North East Nigeria were caused by Boko Haram. But in the North West were caused by the bandits (The World Bank National Bureau of Statistics, Nigeria, 2018). This shows that each geographical zone has different cause of its conflict in the fourth republic.

From September 2017 to June 2018 alone 1500 had been killed, 300, 000 were displaced. While in 2018, 1478 people were killed in 245 attacks. The figure rose in 2019 to 7,253 between June 2018 and May 2019. The results corroborate with similar findings which shows that in 2020, 9,694 people were killed. The figure appreciated to 10,399 in 2022. Between Jan to June 2022 alone 5,222 people were killed as a result of conflicts (Premium Times, 2022; Nextier Violent Conflict Database, [2022](#)). This indicates that conflicts have been intensified since the return of Nigeria to democratic rule in 1999. Thus the increasing conflicts under the Nigeria's democratic rule can be link to the politicization of religion by the political elites along ethnic and religious cleavages which has engendered political rivalries and violent

opposition between members of the ethnic and religious groups. The conflicts also increased in different dimension with the increasing years of democracy in Nigeria. The most recent conflicts are as a result of Farmers Herders conflicts. This is resulted from the proliferation of criminal gangs popularly known as bandits that started in Zamfara and subsequently to all neighbouring states of Kaduna, Sokoto, Katsina, Kebbi and Niger. Although 96 per cent of deaths from terrorism in 2019 were as a result of Conflicts, thus high levels of group grievances, weak rule of law, socioeconomic factors as well as ethno-religious disagreements, corruption account for increasing conflicts globally, but in Nigeria most of the recent mortalities may be attributed to banditry and other factors (GTI, (2020: 13). Conflicts in Nigeria are therefore having multiple causes depending the area and time.

4. Conclusion and Recommendations

Since the return of the Nigeria to democratic rule in 1999 there has been resurgence of conflicts across the country. This has open up the existing debate on whether or not democracy promotes peace and security. Although divergent views exist on correlation between democracy and conflicts, evidence based data shows that developing economies and culturally diverse democracies are more prone to conflicts in a short run than autocracies. But in the long run democratic states are more enduring to resist internal conflicts. This is because democratic government offers better alternative for peaceful resolution of conflicts through accommodation, negotiation, compromise, just and accountable means. The study suggest

that though conflicts is on the increase under the present democratic dispensation, there is tendency to reduce in the long run if democratic ideals such rule of law, accountability, justice and fairness are fully put in place. The study further conclude that democracy will continue to serve as better alternative for resolving internal conflicts in most countries despite its weaknesses and challenges. The study recommended the need to improve accountability, justice and fairness. More efforts should be made to strict adhere to the principles of rule of law in dealing with perpetrators of armed conflicts in Nigeria.

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**EFFECT OF SCHOOL FEEDING PROGRAMME ON PUPILS' ACADEMIC
PERFORMANCE IN PUBLIC PRIMARY SCHOOLS IN KANO STATE, NIGERIA
(2014-2020)**

By

Sani, Yusha'u

Department of Local Government studies

Kano State Polytechnic

yushausani40@gmail.com

Dr Dalhatu Muhammed Jumare

Department of Local Government and Development Studies

Ahmadu Bello University Zaria

dalhatujumare@gmail.com

Abstract

The Federal government of Nigeria started implementing SFP in Kano state in 2017 to address the incidence of low academic performance, among many other factors, by boosting pupils' nutritional status. This study therefore, sought to examine the implementation of SFP with the aim of determining its effect on improving pupils' academic performance in public primary schools in Kano State. The hierarchy of needs theory by Abraham Maslow was used as a framework for the study. The study adopted mixed methods where questionnaire, interview and Focus Group Discussion were used to have generated data. The quantitative, qualitative and the secondary data were analysed using linear regression, thematic analysis and t-test statistics respectively. Findings of the study showed that SFP has resulted in slight improvement in pupils' academic performance. The findings further showed lack of teaching and learning facilities like classrooms, furniture, textbooks and notebooks. The study further found that the success of the programme was at the risk of being destroyed owing to the restriction of the feeding programme to primary 1-3, high rate of corruption among the implementing officials, insufficient budget for feeding each child and the galloping price

inflation in the country. The study therefore, recommended that in order to have a sustainable and significant increase in pupils' performance, government at all levels should keep track of the increase in school population and accompany it with a corresponding increase in all necessary facilities. The federal government should also put in place and enforce sanctions against corrupt officials in the programme to tackle the high rate of corruption reported in the programme. Also, the budget for feeding each child should be increased reasonably. This would increase the quality and quantity of the food, which in turn would increase and sustain pupils' academic performance.

Keywords: Effect, School Feeding Programme, Cognitive Function, Academic Performance, Public Primary Schools.

Background to the Study

Education is the life wire of national development. It is the instrument by which citizens acquire the necessary skills and character to navigate over the hurdles of this dynamic world. Education is the most effective key that unlocks opportunities for sustainable development in all aspects of a nations' life: economically, politically and socio-culturally. In fact, Qureshi, (2017) views education as the only way that leads to a successful future.

However, despite the fact that third world countries were achieving moderate expansion in access to education in recent years, where a steady increase in school enrollment rates was being experienced (Dayour, 2015), several factors such as poverty and hunger are posing serious obstacle. According to Action Against Hunger (2021), there were 811 million people that go to bed hungry every night across the world, great percentage of which were children. Hunger causes severe malnutrition in children and malnutrition causes stunted physical and mental growth which in turn affect children's cognitive function. Across the world, 22% of the all children under the age of 5 suffer from stunted growth due to severe malnutrition (United Nations International Children's Emergency Fund, World Health Organization & World Bank, 2021). This is dangerous for the future of global societies as it exacerbates poor learning abilities of children.

Consequent upon the above challenges, a programme called school feeding programme (SFP) was initiated to address the problems of poverty, child malnutrition, hunger, poor school enrollment attendance, academic performance, retention and completion. SFP therefore, is pursuant to the realization of MDG2, SDG4 and the United Nations Dakar affirmation 2000 (which are important globally agreed upon goals to ensure that children all over the world have increased attainment of primary education). SFP is practiced in many countries around the world. In USA, it is called National school lunch programme (Kihia, 2017), in Ghana, there is Ghana school feeding programme (Dayour, 2015) in India, there is India's Mid-day meal (Chakraborty & Jayaraman 2016) etc. SFP is multi-dimensional in nature, targeting to improve education, health agriculture and income.

According to Rono, (2013) poor academic performance was one of the major factors that hinder the development of education in African continent, which in turn was greatly caused by severe malnutrition in children according to Chinyoka, (2014). Children that do not have the needed quantity of important nutrients in their bodies, like potassium, calcium and vitamin C may not be able to perform to their full potentials in school (Nabarro, Menon, Ruel, & Yusef, 2012 cited in Chinyoka, 2014). A study by Brisette, Wales and O'Connell, (2013) found 34% of children with nutritional deficiency to be repeating grades in school, while only 14% of nutritionally balanced children experience the same problem. Another study by Bray, Gooskens, Khan, Moses and Seekings, (2010) revealed a close connection between child malnutrition and grade repetition. That means ensuring that children are nutritionally balanced is very important for their academic future.

To ensure that children are nutritionally balanced so that they can perform well in school, Nigerian government became one of the twelve pilot countries to have launched SFP as recommended to them by Africa Agriculture Development Programme (AADP). Nigeria started the programme with assistance from United Nations' Children Education Fund

(UNICEF) and New Partnership for African Development (NEPAD) (Jumare, 2020). The programme is officially titled home-grown school feeding programme (HGSFP) designed to rely solely on buying locally produced food stuff in order to provide market for local farmers (FME, 2007).

Kano State was part of the 12 States that piloted the SFP in 2005. However, the state later joined ten (to become the 11th State) out of those twelve pilot States that discontinued the programme shortly after its commencement. The SFP was however, reintroduced on 10th Dec. 2017 in Kano State (Premium Times, 2021).

This effort was a major step in furtherance of section 18 of the 1999 constitution, the section 15 of the Child's Right Act, 2003 and the UBE Act, 2004, all of which were set out to ensure improved attainment of primary education for all children in Nigeria. Whereas, the SFP was initiated to be used as instrument of achieving same. The main objectives of the SFP as per the National Home-Grown School Feeding Programme (NHGSFP) strategic plan 2016-2020 are: (i) improving school enrolment and completion and reducing dropout rates in the country, which was estimated at 30%. (ii) Boosting child nutrition and health and thereby improving their learning outcomes. (iv) Creating job opportunities along the value chain.

To make the SFP programme an effective motivation for children to go to school, Nigerian government has spent N1,117,462,850:00 in feeding 15,963,755 pupils from December, 2017 to the end of 2020 academic session (Kano State Community Reorientation Council, 2021). In 2021, the coverage of the programme was expanded, where over N1.5 billion was spent on the programme every month across 5,200 primary schools in Kano State. Whereas a total of 103,028 food vendors were contracted for the programme in the State (Onukola, 2021)

Despite all the efforts however, the SFP does not speak volume in practice as it does in design. It has been observed by the study that quality and quantity of the food is not enough to reasonably tackle short-term hunger and improve nutritional status of the children.

This may be why inspite of all the colossal amount of resources committed, Kano State has not witnessed any remarkable improvement regarding pupils' academic performance. Apart from poor quality and quantity of the food, the primary education sector in the state was marred with various problems that constrained academic performance. These included poor teaching and learning facilities that ranged from poor condition of classrooms and furniture, lack of textbooks and inadequate number of classrooms. The pupils to classroom ration in Kano state was 108:1 in public primary schools against the UN standard of 40:1, pupils to teacher ratio was 102:1 while pupils to qualified teacher ratio was 70:1(Kano State Ministry of Education (KSMoE), 2021). Furthermore, report from UNICEF shows that in Nigeria, an estimated 2.5m children under the age of five are found malnourished every year. This tends to affect their physical and mental development and hence their prospect to perform better academically.

This calls for a systematic study to find out whether the SFP is making progress in achieving its target objectives in Kano State. Although literature abound about the effects of SFP on performance in many countries in Africa and beyond: like in Ghana by Adamba, (2017), Tanzania by Maijo, (2017), Nigeria's case, and particularly that of Kano State, has not been adequately investigated. It is against this background that this study wants to focused on Kano State, Nigeria, to examine whether the SFP has made any effect in improving pupils' academic performance in public primary schools in Kano State from 2014-2021. Consequently, the question proposed by the study was how has the School Feeding Programme affected pupils' academic performance in public primary schools in Kano State? To provide answer to the research question, the study was set to assess the effect of School

Feeding Programme on pupils' academic performance in public primary schools in Kano State. Sequel to that, the study hypothesized thus: School Feeding Programme has no significant effect on pupils' academic performance in public primary schools in Kano State from 2014-2021.

Literature Review

Academic performance is a complex term when it comes to conceptualization. It is often known as academic achievement, school readiness or school performance, but the distinguishing line among them are mostly the concerns of semantics as the concepts are often used interchangeably (Lamas, 2015). However, Anderson, (2020) made effort to differentiate between academic performance and academic achievement, he defines academic performance as passing the subjects taken by a student within the time frame set aside. While academic achievement, he defines as completion of a course and obtaining the corresponding certificate. However, Ballotpedia.org defines academic performance as a measurement of student's achievement across different courses taken. Furthermore, Lamas, (2015) sees academic performance as a measure of the indicative and responsive abilities that express, in an estimated way, what a person has learnt as a result of undergoing a process of education and training.

The foregoing definitions have tried in acquainting us with clear idea about what academic performance means. However, the definition by Anderson only tried in differentiating academic performance from academic achievement but failed to note that academic achievement is a function of academic performance. Without good performance academic achievement cannot be anything spectacular. Secondly, all the definitions only view academic performance as a measure of student's ability that is usually identified through the process of student's evaluation to understand how well the student acquires the knowledge he/she was taught. But the definitions failed to note that student's academic performance apart

from being a measure of student ability, it can also be used to measure how well a teacher taught the students. Thirdly, they failed to take account of the fact that to assess the performance of a large number of students, like students of the same level but from different classes or schools, there has to be a uniform basis for training and assessment. Uniform basis for training as in uniform curriculum for teaching, and uniform basis for assessment as in standard examination to be conducted across the board.

Academic performance therefore, can be defined as a result of students' as well as teacher's efforts as determined through a process of standard school assessment. The main purpose and objective of which is to understand the learning capacity of, or level of knowledge that have been learnt by the student, and also the teaching capacity of, or level of knowledge passed across by the teacher.

Various scholars such as Katamai and Omwomo, (2015) and Hachem, (2016) have suggested various strategies via which performance of students in school can be improved. However, upon all the strategies proposed by scholars, Tylor and Obgogbu, (2012) are of the opinion that for whatever strategy to work effectively, student must be set free from malnutrition and hunger - both long and short term. According to him, when a student is hungry, no amount of effort can effectively succeed in making him/her concentrate in his/her lesson. It is apt therefore, to suggest that in addition to whatever strategy put in place to boost students' academic performance, the strategies should be complemented with certain intervention like SFP.

School feeding Programme is an aspect of food for education programme (FFE). FFE is an umbrella term used to refer to a programme that distributes food to school children as a reward for attending school. There are two forms of food distribution under FFE programme: SFP and take-home ration (THR). In THR, a prepackaged food stuff that is provided to parents of school children for consumption at home, for which a child becomes eligible after meeting

a pre-determined minimum number of attendance per month. SFP on the other hand (which is the focus of this study) is a cooked or pre-packaged food – like a hot meal or biscuit and drink that is distributed to children for eating in school (Lawson, 2012). This definition has a huge limitation, in the sense that it only defines SFP in terms of what the programme merely offers, without capturing the key features or what the programme was out to achieve. Kiamba, (2013) views SFP as an intervention strategy capable of improving not only children’s quality of education, nutritional and health status but also stimulating economic growth by guaranteeing food security and increasing the income of local farmers, vendors and marketers of food stuff. From Kiamba’s definition therefore, SFP can be viewed as a multi-effect-generating programme used as an instrument for motivating school enrolment, attendance and so on. Secondly, as an instrument for alleviating the problem of short-term hunger as well as that of malnutrition among school-aged children so as to improve their cognition function and hence academic performance. This definition is most suitable to the Nigeria’s SFP which combines education, health as well as economic objectives.

Taylor and Ogbogu, (2012) argue that “children with cognitive and sensory impairments naturally perform less and are more likely to repeat grades”. They also found SFP to be an effective instrument for improving children’s academic performance due to its capacity to mitigate short-term hunger. Another study by Lawson, (2012) also revealed that nutritional status of children has a great connection with their cognitive abilities.

Several scholars have carried out studies on the effect of SFP on pupils’ nutritional status and academic performance. For instance, “An Impact Evaluation of the UBE School feeding and Health Programme in Cross River State, Nigeria” was undertaken by Ubi, Orji & Inaja, (2011). Ex-post facto technique was used in carrying out the study. The study sampled pupils from both school feeding and non-school feeding schools. The study investigated the

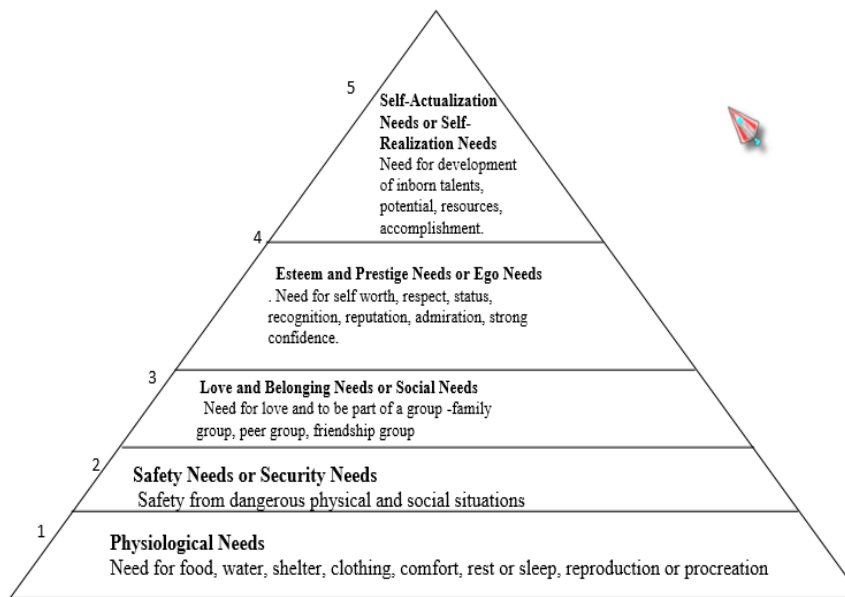
effect of SFP on motivation to school, cognitive activity and physical health. The study discovered that while the independent variable made positive impact on the first two dependent variables, it could not make any impact on the pupil's physical health. The study by Ubi, Orji & Inaja (2011) used questionnaire as an instrument of discovering the effect of SFP on pupil physical health. First, questionnaire may not be the most appropriate instrument to elicit information regarding health. A more relevant instrument like medical test should have been used. Secondly, it is very vague to talk about relationship between SFP and pupils' physical health without specifying what the researcher meant by the term 'physical health'. Obviously, provision of in-school meals can have a positive impact on children's health status, as healthy children have a bigger tendency to perform better. The assumption therefore, is that putting the pupils in a better health position through school feeding will stimulate their cognitive ability. Ubi et'al's study therefore, should have focused on finding the effect of SFP on pupil's physical health as measured by pupils' academic performance. This study intends to fill in that gap by assessing the effect of school feeding programme on pupils' academic performance. "School feeding and learning Achievement: Evidence from India's Mid-day meal programme is a study conducted by Chakraborty & Jayaraman, (2016). Data for the study was sourced from India's Annual Status of Education Reports. Descriptive statistical tools were used to analyze the data generated for the study. The study reveals that provision of mid-day meals in school had a positive impact on pupil's academic performance, where test scores of primary five children were found to have improved by approximately 10-20% as a result

of school meals. The study by Chakraborty and Jayaraman is limited in that it only relied on secondary data for its conclusion. Opinions of stakeholders would have been a good instrument for verifying whether the increase found in pupils' performance could actually be correlated with provision of school meals. This study would fill in that gap by using secondary data as well as the opinions of stakeholders for the sake of complementarity.

Theoretical Framework

The theoretical framework for this study is Hierarchy of Needs Theory by Abraham Maslow (1943). The theory assumes that people want to maximize what they want to achieve in life and their needs are ranked according to importance. After considering basic psychological, biological, social, and Physical needs of human beings, the author put up a five-stage theory that ranks the needs of an individual in different classes. Beginning with biological needs like food and water which he placed at the bottom and social needs like educational achievement at the top and argues that their attainment is in order of priority, and that to motivate an individual, that order needs to be followed.

Fig. 1 Abraham Maslow's Hierarchy of Needs



Sources: Onah, F.A. (2015). Human Resource Management 4th Edition Enugu: John Jacob's Classic Publisher Limited.

The theory suggests that for an individual's behavior to be energized towards achieving higher-level needs like recognition in community, academic accomplishment, becoming successful in life, the individual's physiological needs like food and water and good nutritional status must first be satisfied. Therefore, without achieving basic nutritional needs children cannot be healthy enough to pursue academic success, or their parents to support them in same. This study therefore adopted Maslow's theory of needs to explore the link between SFP and pupils' academic performance.

Methodology

This study adopted concurrent mixed methods research design where both quantitative and qualitative data were used. Thus, questionnaire, personal interview, Focus Group Discussion (FGD) and secondary sources were the instruments for data collection. 24 public primary schools were selected from 12 local government areas (LGAs) in Kano State, 4 from each senatorial zone. The population for quantitative aspect were the teachers of the selected schools which was 503, a sample size of 217 was drawn using Krejcie and Morgan, (1970) table, whom were administered with questionnaire using simple random technic. Purposive sampling was also used to identify stakeholders such as 3 headmasters/assistant headmasters, 3 PTA members and 3 SFP implementation officials. These stakeholders were interviewed by the study. The study also purposively selected 18 pupils (6 from a school in each of the senatorial zones) for FGD. The study employed descriptive statistics in describing and summarizing the data derived from the research questionnaires, whereas descriptive and inferential statistics (t-test) were used to have analysed the secondary data and see the significance of variations that occurred on the outcome variable between the periods before and during implementation of SFP. Linear Regression Analysis was used to have tested the hypotheses and measure the degree or level of the effects of independent variable (IV) on the dependent variable (DV). Finally, views of respondents generated through the questionnaire and FGD were used to further compliment these from the quantitative phase during interpretation.

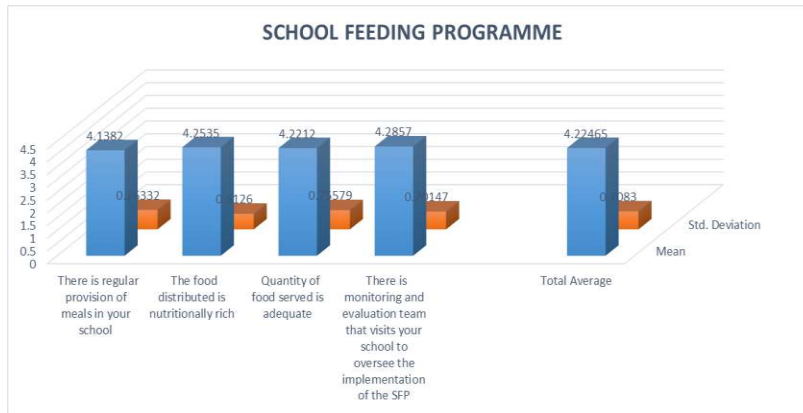
Data Presentation, Analysis and Interpretation

Implementation of School Feeding Programme

Regarding the I.V, respondents were asked about the frequency of the provision of the food, quality of the food, quantity of the food as well as existence of good monitoring and

evaluation system. The results were articulated and presented below, depicting the mean and standard deviation.

Figure 2: Descriptive Statistics



Source: SPSS output

As shown in figure 2, regular provision of food has a mean score of 4.1 and a corresponding standard deviation of 0.8, This implies that the respondents have agreed with high unanimity that primary 1-3 pupils of public primary school in Kano state were regularly fed in school by SFP. Moreover, responses obtained through interview with headmasters as well as through FGD with the pupils also confirmed that the food provision is regular from Monday to Fridays. The pupils however, added that the programme often skip days without providing the food. When this question was thrown to interviewees, they revealed that “not only days, weeks were often skipped” especially at the beginning of terms. With respect to quality or nutritional content of the food, the mean score was 4.2 and the standard deviation was 0.6. This implies respondents’ strong agreement that the food provided in the school was rich in nutrition, hence capable of improving the health status of the pupils.

However, in an interview with one of the coordinators about nutritional richness of the food provided, he observed that the government has tried in preparing a menu with varieties of food that can improve the nutritional base of the children. Which he broke down as Jollof Rice was to be given on Mondays, Jollof rice and beans on Tuesdays, Alala (Moi-moi) and eggs on Wednesday, Jollof macaroni on Thursdays and biscuit and Juice/yoghurt on Fridays. He however lamented that government's effort was sabotaged by the activities of some of the implementers of the programme who diverted some part of the money and even the food to their personal use. He cited example with how the Kano State government hijacked 79.2% of the allocation, in the name of supplying the main food items, leaving the vendors with only 20.8% of the money to cater for other ingredients (including meat or fish), energy and their labour. He observed that since that time, meat and fish which used to be included disappeared from the food.

Secondly, he alleged that teachers were seriously diverting the food especially eggs on Thursdays, "it has now got to a point that the pupils only received half egg or even none". He therefore opined that the behaviour of these agents put together can seriously hinder the achievement of SFP's objective of boosting the nutritional and health status of the beneficiaries and by extension their academic performance and regular attendance.

For the quantity of the food, the mean score (M.S) and standard deviation (S.D) were 4.2 and 0.7 respectively. This indicates the teachers' strong satisfaction with the adequacy of the food provided by the SFP. That means the food provided was adequate to satisfy the pupils as testified by the respondents.

However, interview with the headmasters, parents and even the pupils revealed that the quantity of the food given has deteriorated to the extent that it became nothing to write home about. This, they attributed to the way the food, in many schools, was shared across all the six grades instead of primary 1-3, for whom it was actually meant. However, the L.G.

coordinators and the independent monitor interviewed disclosed to the researcher that, in addition to sharing the food across all the primary 1-6 pupils instead of primary 1-3, the food was stolen at different levels of implementation. They alleged that many at times, the quantity of raw food stuff they received from officials of Kano state government was way below what the supply documents or the way bill contained. Secondly, a fresh instruction was given by the same officials that each vendor was to feed 120 pupils as against the 100 pupils mandated by the federal Government, and without additional budgetary allocation (which also implies siphoning another part of the allocation and hence, reduction in quality or quantity of the food). They added that:

...and we have neither received any instruction to that effect from the Federal government nor did our investigation find a change like this in any other state. In addition, vendors also reduced the food, while the school teachers equally put a substantial amount of the hot meal, the biscuits, and yoghurt/juice to their personal consumption.

Responses regarding monitoring and evaluation show a MS of 4.2 and a SD of 0.7. The implication here is that some portion of the respondents agreed that the SFP has in place, a good monitoring and evaluation system for overseeing the implementation of the programme. Moreover, Interview with the Local Government coordinators of Gabasawa and Minjibir Local Governments clarified that the programme has two set of monitors at local level: the coordinators that were designed to visit school openly as officials of the federal ministry of humanitarian affairs, disaster management and social development and the independent monitors whom were to work as secret agents.

The study further asked the coordinators and the independent monitor about the effort they were making to curtail diversion of food since they knew it was happening. They responded that they talked to the headmasters, the vendors and even the state officials. In fact,

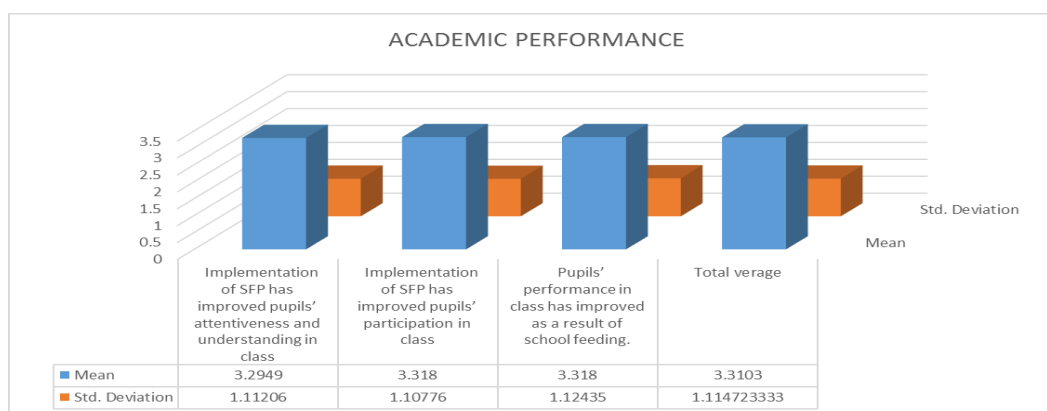
one of the coordinators specifically disclosed that, there was a time he had to reject a supply on account of a wide discrepancy between what was written in documents (way bill) and the actual quantity of the food supplied.

The two coordinators and the independent monitor interviewed revealed that politics seriously hindered effective management and control of the SFP implementation. They noted that great majority of the vendors were nominated by politicians from their localities, and that they have reports that those politicians collected money from their nominees each time allocation was received. This was further confirmed by one of the P.T.A chairmen interviewed. He noted that the credit card of many of the vendors were even kept by the politicians that nominated them, and when the allocation came, the politicians were the ones to go and withdraw the money.

Academic performance

Part of the aims of implementing SFP in Nigeria was to improve the nutritional base of the target beneficiaries and also mitigate short-term hunger in school, so that their academic performance could improve. Consequently, figure 3 shows the responses of 217 teachers who took part in the survey

Figure 3



Source: SPSS output

Figure 3 shows opinions of respondents regarding the three constructs measuring academic performance and their average. The respondents were asked whether SFP has improved pupils' attentiveness and understanding in class, whether it has improved participation and whether it has improved their performance during assessment. The mean of all the construct was 3.3 while the SD was 1.1. the MS of 3.3 indicates that the satisfaction with the way SFP improved the three indicators was weak, as 3.3 is only a little over 2.5 (which is the average). This implies that the provision of in-school meals has not significantly improved attentiveness and understanding of pupils in class.

Furthermore, in an interview with headmasters and focus group interview with the pupils. Interview with the headmaster of Magwan primary school in Nassarawa L.E.A. revealed that SFP boosted pupil's attentiveness, understanding, participation in class and general learning outcome. The headmaster however, revealed that food in his school was usually distributed during break time. It was discovered that while some schools distributed the food during break, some distributed during short break and others distributed during closing time (specifically ten minutes before closing). It can therefore be understood that the food could not have any effect on performance in schools where the food was distributed

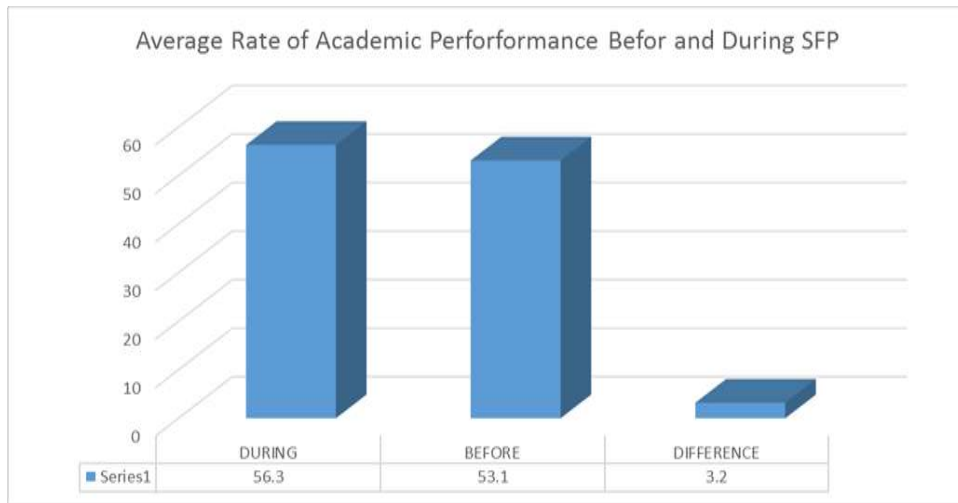
during closing time. Particularly considering the fact that the target of mitigating short-term hunger was defeated.

In another development however, pupils disclosed during FGD that the school meal greatly helped in alleviating short-term hunger. They further revealed that the food equally improved their participation and understanding in class. However, let's analyse all the three constructs under academic performance using descriptive statistics.

Regarding SFP and improvement of academic performance, respondents were asked whether the provision of school meals has shown positive effect on pupils' attentiveness, understanding, participation in class and general learning outcome. Responses obtained from 217 teachers were taken and analysed using descriptive statistics and the result presented in figure 3. The average means score for the three constructs was 3.3, and since the mean score is more than 3 points, it means the respondents accepted that SFP has had an effect (even though not very significant with the mean at 3.3) on improving pupils' academic performance in public primary schools in Kano State.

Moreover, in order to find an objective basis for ascertaining whether SFP has had an effect on pupils' academic performance, the study sourced the scores of promotional examinations conducted for primary 1-3 in Kano State, and for the period under study. The scores were presented and analysed as follows:

Figure 4



Source: computed from promotional examinations records of the 24 schools under study.

For the sake of clearer understanding, a cumulative average of the performance of the 24 schools under study was taken and presented in Figure 4. The aim was to depict the difference in a simplified picture. From the Figure, the cumulative average exam scores for the 24 schools was 53.1% between 2014-2017 (i.e. the period before SFP). Whereas between 2018-2021 (i.e during SFP), the pupils scored an average of 56.3%. This indicates a difference of 3.2% in the cumulative scores of the pupils as a result of SFP. A t-test was further conducted on the data on performance, in order to find out whether the increase in pupils' performance caused by SFP was statistically significant as follows:

Table 1: Paired Samples Statistics

		Mean	N	Std. Deviation	Std. Error Mean
Pair 1	DURING	56.2708	24	3.83060	.78192
	BEFORE	53.1458	24	2.60634	.53202

Source: SPSS output

SPSS output

Table 2: Paired Samples Test

	Paired Differences					t	Df	Sig. (2-tailed)
	Mean	Std. Deviation	Std. Error Mean	95% Confidence Interval of the Difference				
				Lower	Upper			
Pair DURING - BEFORE	3.12500	3.08309	.62933	1.82313	4.42687	4.966	23	.000

SPSS output.

From tables 1 and 2, the results of the t-test show that t-value was 4.966 (more than 1.96) and the p-value was 0.000 (less than 5% level of significance), which means the difference between the academic performance of the pupils before and during SFP was statistically significant. Thus, according to the t-test, the improvement caused by SFP on pupils' academic performance in Kano State was statistically significantly.

Test of Hypothesis

It should be recalled that the study hypothesized that: SFP has no significant effect on pupils' academic performance in public primary schools in Kano state.

The IV was SFP while pupils' academic performance was the DV. In order to determine the effect of the IV on the DV, a linear regression analysis was used to have regressed the

independent variable against the DV using SPSS (version 23) package, and the result is as follows:

Table 3: Model Summary^b

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Change Statistics					
					R Square Change	F Change	Sig. F Change	Durbin-Watson		
1	.134 ^a	.318	.273	.77302	.318	3.956	1	215	.148	1.107

a. Predictors: (Constant), School Feeding Programme

b. Dependent Variable: School Feeding on Pupils' Academic Performance

Source: SPSS output

Table 3 shows the model summary for the test of hypothesis, and a weak correlation between the I.V. (SFP) and the D.V (academic performance) was found in the R-Value (0.134). Secondly, the value of R^2 which indicates the explanatory power of the variable stood at 0.318 or 31.8%. This implies that the I.V was able to explain 31.8% of the variations in the D.V (academic performance). In other words, 31.8% of the variations in the D.V (academic performance) were explained by the I.V (SFP). Whereas the remaining 68.2% of the variations witnessed by the D.V were explained by other variables not captured by the study. Furthermore, the value of the adjusted R^2 was 0.273, which means that even if other variables were added to the study, SFP would still explain 27.3% of variations on academic performance.

Table 4: Coefficients^a

Model	Unstandardized		Standardized	
	Coefficients		Coefficients	t
				Sig.

		B	Std. Error	Beta		
1	(Constant)	1.769	.873		2.027	.044
	implementation of	.398	.531	.134	.749	.148

a. Dependent Variable: School Feeding on Pupils' Academic Performance

Source: SPSS output

Table 4 indicates a positive relationship between independent variable and the dependent one (academic performance), as indicated by the coefficient of the independent variable which stood at 0.398, improvement in the current state of the feeding programme would equally result in increase in the rate of pupils' academic performance in public primary schools in Kano state.

However, the significance of the relationship can only be understood from the t-statistic of the independent variable, which stood at 0.749 and the p-value which was 0.148. However, with the p-value greater than the level of significance of 0.05, it means that the relationship was insignificant at 95% confidence level. Therefore, the study lacks enough statistical evidence to reject the null hypothesis. Suffice to assert that SFP has an insignificant effect on pupils' academic performance in public primary schools in Kano State. Although going by the result of the regression analysis, the coefficient shows that the IV has caused improvement in the pupils' academic performance, we can conclude that the identified improvements happened by coincidence.

Discussion of Findings

The study found that SFP has a positive but insignificant effect on pupils' academic performance in public primary schools in Kano State.

The findings showed that implementation of SFP has improved the level of pupils' attentiveness and understanding during lessons. Also, their level of participation in terms of contribution in class, asking and answering questions in class have improved even though to a lesser extent. Moreover, findings from the qualitative data analysis were also in line with the quantitative findings, that SFP mitigated short-term hunger and therefore improved pupils' understanding and participation during lessons.

The qualitative data equally indicated that improvement in performance as a result of SFP manifested more clearly in schools where food was shared during break or short break, but not where it was shared at closing time. On the other hand, it was also found that schools that shared the food during closing did so to deter some pupils from running away after collecting the food, and also to avoid wasting the time that could have been used for lessons, but at the expense of mitigating short term hunger.

However, concerns were shown over the deteriorating quality of the food. The interview findings indicated that if the quality of the food continues to deteriorate, the objective of SFP of improving performance through boosting pupils' nutritional status will be defeated.

These findings were in consonance with the postulations of the Maslow's hierarchy of needs theory that says: its only when individuals' basic needs (like food) are met that the individual has the tendency to pursue social needs (like education). However, the findings were inconsistent with those of the studies conducted by Ubi, Orji and Inaja (2011). Their study found that implementation of SFP has made a significant impact on improving pupil's performance in public primary schools in Rivers state, Nigeria. Chackraboty & Jayaraman (2016) also found a significant relationship between SFP and pupils' academic performance in India, where the feeding programme improved learning outcome by 10-20%. Although this study found a positive relationship between SFP and academic performance, the relationship was insignificant. This may be attributable to the reported cases of diverting the monies for

the programme, diverting the raw food stuff at different levels of implementation which significantly affected both quality and quantity of the food provided, as well as distributing the food at closing time, which defeated the objective of mitigating short-term hunger during afternoon classes.

Conclusion and Recommendations

Sequel to the data presented and analysed, and the study hypothesis tested, the study concluded that implementation of School Feeding Programme has increased, even though to a lesser extent, pupils' academic performance in public primary schools in Kano State.

Sequel to the above conclusion, the study recommended that in order to achieve a significant and sustainable improvement in academic performance vis-à-vis provision of school meals, it is hereby recommended that the federal or state government should simplify the mode of sharing the food and make it time-specific. The study learnt that the federal government has already set plans in motion to provide bowls for each pupil. Vendors therefore, should be mandated to, after delivering the food to school, serve the food in each bowl and keep it aside, so that the pupils would just be picking when they come.

It is hereby recommended that time for eating the food should be specified so that it doesn't conflict with time for lesson. This can be done by adding another 10 minutes to the 10 minutes already earmarked for short break, so that 20 minutes can be provided as short break for eating the food. That means the time for closing should be shifted (by 10 minutes) from 1:30 to 1:40pm. Additionally, this adjustment should be captured in the SFP policy document for the sake of nationwide uniform application and sustainability.

The federal government should consider reviewing upward, the N70 budgeted for feeding one child per day. This would help in providing the children with a richly nutritious

food, capable of reducing hunger and improving their health and nutritional status and in turn their academic performance

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EFFECT OF TAX EVASION ON REVENUE GENERATION OF KADUNA STATE, A STUDY OF KADUNA STATE INTERNAL REVENUE SERVICE

Hussaini Isa

Department of Public Administration, Faculty of Administration ABU Zaria

husilini3@gmail.com

08067128938

DR Maruf Mustapha

Department of Local Government, Faculty of Administration ABU Zaria

mmustaphahd@gmail.com

0803658429

Dr Tijjani Adamu Aliyu

Department of Public Administration, Faculty of Administration ABU Zaria

08039123456

ABSTRACT

This study is design to identify the effect of tax evasion on revenue generation in Kaduna State. Tax evasion is one of the major social problems hindering revenue generation in developing state and destroying the existing wellbeing of the populace such as education, health care facilities and water supply in the state. The research objective focused on examining the effect and evaluating the extent to which tax evasion affect revenue generation in Kaduna State internal revenue service (KADIRS). The population for the study is 413 comprises the entire staff of Kaduna State internal revenue service and the sample size for the study was 201 arrived at, using multistage sample techniques. Questionnaire was used to collect data from a sampled respondents who were randomly selected across Kaduna internal revenue service while interview was conducted with 7 (seven) managers in revenue operation department in Kaduna State internal revenue service. Data collected were analysed using mixed method research, which involved the use of descriptive statistics and inferential statistics tools with the aid of SPSS, v.25, and the hypothesis was tested using multiple regression. The result found that underreporting of income, underpaying of tax and non filing

of tax return form significant affect revenue generation of the state. Hence it was recommended that tax compliance enforcement law should assume the same consideration to all taxpayers including cooperate bodies or entities and different agencies. Also tax officials must come together and share information to curtail the problem of tax evasion in order to increase revenue to finance expenditure in the state.

Keywords: *Tax evasion, Revenue generation, Underreporting of income, Underpaying of tax and non filing of tax return*

1.1 Introduction

World over revenue generation is very important to any nation whether developed or underdeveloped, whether federal, state or local government to execute or implement projects to their citizenry without recourse to borrowing. Revenue prevents government at all level to foster development (Worlu & Emeka, 2012). Government revenue is the fund generated by the government of any nation to finance their activities. To execute such activities, governments need to harness all sources of revenue available to them (Worlu & Emeka, 2012). However, according to International Monetary Fund (2012), the survival of any country in the globe depends on its ability to raise the needed revenues required to finance the required services demanded by their citizens that will enable them to move out of poverty. Government all over the world generates revenue for the provision of basic amenities.

Similarly, in Nigerian context, revenue generation is government obligations because it is one of the important sources of service delivery. It is the entire amount received by the government from all sources internal and external sources of the government revenue. The ability or inability of the government to provide public goods to the people depends largely on the availability of revenue (Worlu & Emeka, 2012). Furthermore, Francis, Friday, Nchuchume, Olojede, Fajonyomi and Fatile (2011) opined that State governments in Nigeria derive their revenues from a number of sources, which are classified into two; Internal and External.

State government collect tax revenue from three primary sources: Income tax, capital gains tax, and property tax (Chaudhry & Munir, 2010). Similarly, tax revenue is a mandatory payment on earning, profit and quality while non-tax revenue are collectables that are subjects to usage (Otubala, 2011). Revenue include the entire fund generated from taxes and non-tax sources (Otubala, 2011). However, experts suggested that there are a lot of problems that are

responsible for poor revenue generation such as underreporting of income, underpaying of tax and non filing of tax return form. According to Russo (2010) one of the greatest challenges of tax revenue generation is that of tax evasion and the administration of tax, thus tax evasion is loss of revenue to the government.

Contextually, despite the importance of revenue to government, some State governments find it difficult to generate revenue in order to finance their activities. For example, according to Kaduna State Internal Revenue Service (2020), the state is not able to generate revenue as it was projected, the state revenue is low as a result of leakages in the tax system, adding that leakages may occur as a result of evading taxes. For example in 2014 Kaduna State projected ₦29.30 billion (\$71.21million) and it generated ₦12.78billion (\$31.06million), in 2015 it projected ₦27.31billion (\$66.38million) and generated ₦11.78billion (\$28.65million), in 2016 it projected ₦25.01billion (\$60.78million) and generated ₦12.95billion (\$31.47million), in 2017 it projected ₦26.11billion (\$63.47million) and generated ₦13.19 billion (\$32.06 million), in 2018 it projected 42 billion (\$ 102 billion) and generated 29 billion (\$ 70 million) in 2019 it projected ₦43.00billion (\$104.49million) and generated ₦44.95billion (\$109.24 million) and in 2020 it projected 43.75billion (\$106.3 million) and generated 50.75 billion (\$123.3 million) (Kaduna State internal revenue service, 2020). However, despite the State generated more than its projected in 2019 and 2020 the revenue generated by the state government is still low, according to a report by Kaduna State Internal Revenue Service (KADIRS) more than ten thousand (10,000) companies evade tax in the state which drastically reduced revenue generated by the government (KADIRS 2020).

According to Agya and Olajide. (2015), tax evasion is one of the major problems hindering revenue generation. Similarly a report by KADIRS, (2020) the state revenue is low as a result of leakages in the tax system which constitute a significant drain on government collection, adding that leakages may occur as a result of evading taxes which affect the state revenue generation. Despite the government's effort to combat the issue of tax evasion in the state, revenue generation is still fluctuating. However, the study seeks to answer the following fundamental questions. What is the effect of underreporting of income on revenue generation of Kaduna State? What is the effect of underpaying of tax on revenue generation of Kaduna State? What is the effect of non filing of tax return on revenue generation of Kaduna State?

The objectives of this study are: to examine the effect of underreporting of income on revenue generation in Kaduna State, to ascertain the effect of underpaying of tax on revenue

generation in Kaduna state, to determine the effect of non filing of tax return on revenue generation in Kaduna state. The study hypothesis are: Underreporting of income has no significant effect on Revenue Generation in Kaduna State, Underpaying of tax has no significant effect on Revenue Generation in Kaduna State, Non filing of tax return has no significant effect on Revenue Generation in Kaduna State.

2.0 Literature Review and Theoretical Framework

This part presents the review of related literature, theoretical framework, the theoretical background, and the conceptual framework for the study.

2.1 Revenue generation

Revenue generation is a significant component in every country in the world for economic growth. Every country in the world needs extra revenue to accomplish its budget deficit. Revenue generation is a significant factor used to provide social amenities to the generality of populace (Edogbanya & Jafaaru, 2013). Internal revenue generation is very important for socio- economic growth of a country. Revenue generally refers to all incomes from taxes, fees, fines, loans which domestic authorities make from within and outside their own domain (Gideon, 2013). Similarly, according to Tapang (2012) there are primarily two types of revenue that accrues to governments. These are internally generated revenue and externally generated revenue that is revenue from the federation account. Also according to Otubala (2011), government revenue is revenue generated from oil and non-oil sources. However, Internally Generated Revenue (IGR), which refers to those revenues whose collection and administration are the burden of government (Adesoji & Ogechi, 2013). While external sources are those originating from outside the government net of refunds (Ahmed, 2010). Consequently, revenue can be classified into two types including: tax revenue and non-tax revenue (Illyas & Siddiqi, 2010). Taxes collected by Government authorities are used to deliver common benefits to citizens generally in form of public welfare services.

However, taxation is a rate charged by the government on a product, income, or activity. Whether the taxes collected are enough to finance the development of the country will depend on the needs of the country (Unegbu & Ireferin, 2011). However, taxation is seen as a burden which every citizen must bear to sustain his or her government (Afuberoh & Okoye, 2014). The government authorities collect tax revenue by way of direct and indirect taxes. A direct tax is the taxes that must be paid directly by the taxpayer (Erdem, Şenyüz & Tatlıoğlu, 2012,

Chaudhry & Munir, 2010). Similarly, an indirect tax is a tax collected by an intermediary. An indirect tax may increase the price of a good so that end users are actually paying the tax burden by paying more for the products; examples are Value Added Tax (VAT), custom duty. (Erdem, Şenyüz & Tatlıoğlu, 2012).

Similarly, tax revenue, government expenditure was as a result of tax revenue realized from the public by tax authorities for economic developmental purposes (Takumah, 2014). It has provided the government an opportunity to generate and collect additional revenue (Garba, 2014). Similarly, tax revenue such as property tax, capital gain tax and income tax are used to finance the bulk of government's capital and recurrent expenditures. In Nigeria, tax revenue generated has accounted for a small proportion of total government revenue over the years compared with the bulk of revenue needed for development purposes that is derived from oil (Uremadu & Ndulue 2011). Consequently, Chaudhry and Munir, (2010) opined that tax revenue is generated from the following categories of items: income tax, property tax, capital gain tax etc. Taxes collected from both direct and indirect tax are considered in tax revenue. State government collect tax revenue from three primary sources: property tax, income tax, and capital gain tax (Munir, 2010).

According to Ormaechea & Yoo, (2012), Property tax is a revenue source for state and community in order to providing social services to the populace. The ancient form of taxation imposed on land value and immovable property is the property taxation and the real responsibility of the tax which is property tax burden is normally estimated on the value of heritable property within rating government jurisdiction. The bases of property tax burden are the dynamic elements affecting decision of the taxpayer on whether to pay property tax or not (Ali, 2014).

Similarly, capital gain tax is chargeable on gain after property has been sold. According to Soyode and Kajola, (2006) capital gains tax accrues on a yearly basis and covers all gains accruing to a taxpayer from the purchase, sale, lease of proprietary rights in a chargeable interest which are subject to a capital gains tax of 10%, such chargeable assets may be material or immaterial and it does not matter that such asset is not situated in the country. Similarly, according to Thomas (2010) and Pinar (2012), capital gains are taxed as they are realized (that is, when the asset is purchased or sold). The most common capital gains tax are realized from the sales of home, vehicle, machinery, security, stocks, bonds, precious metals and property.

Furthermore, income tax is a type of tax which is charge from employees and self-employed persons. Income tax can be defined as a tax which is levied on the earning from organisations or business either in self-employed or paid employment within the organization or businesses (Eiya 2012). Moreover, revenue from income tax are accrues to state government. This are Pay as You Earn income tax on salaries and wages deducted monthly or yearly as income is received. Is one of the major source of revenue to all government. It is a factor to be reckoned with in governments budget the taxes so collected come back to the taxpayer in form of service, (Yunusa,2003).

2.2 Tax evasion

Tax evasion is a criminal offence if practiced and it affects the bulky aspect of revenue generated by government all over the world. Tax evasion is misrepresenting what you earn to avoid paying taxes (Edwin, 2010). The knowingly and intentional underreporting of income, underpaying of tax as well as non filing of tax return, is a simple example of tax evasion (Adebisi & Gbegi, 2013). Similarly Boll (2015) precise two major perceptions in intentional tax evasion: Evasion by commission and evasion by omission.

Underreporting of income is when a tax payer did not report his actual income for example, if he earned ₦100,000 and he reported ₦40,000 this signifies underreporting of income. Companies and individuals chiefly under report their incomings in an effort to avoid or reduce their respective tax liabilities in other to pay less tax, under reporting is a term describing the crime of willingly and intentionally reporting less income or revenue than was actually received. Underreporting income can also be done through something called structuring. In fact, the billions of dollars of tax-loss revenue caused by under reporting reduce the funds the federal and state government relies on to finance Social Security (Bloomenthal, 2020). Federal Inland Revenue Service, (2019) has revealed that Nigeria loses about ₦15 billion to under reporting annually.

Similarly, underpayment of tax is when you have underpaid less tax than you were liable to pay to the authorities for example, when filing your tax return form and you underreport your income definitely you are trying to underpay your tax and it is a criminal offence. Underpaying tax is defines as the difference between the tax which would be raised under a hypothetical, perfect enforcement of tax laws and the actual tax payments to the tax authorities that is the difference between the projected and the tax paid to the authorities. (Adams 2010).

For example, if you get a personal tax credit of ₦1,650 and a PAYE tax credit of ₦1,650 your total tax credit for 2021 is ₦3,300. If you underpaid ₦90 tax in 2020, your total tax credit in 2021 will be reduced by ₦90 ($₦3,300 - ₦90 = ₦3,210$). In this case, your total tax credit for 2021 will be changed to ₦3,210 (Adams 2010).

Furthermore, non filing of tax return is when the taxpayer did not fill in the tax return form which is given to him by the tax official to state his income and expenditure for assessment. According to Federal Inland Revenue Service (2016), filing is the submission of tax returns form by a taxpayer to the relevant Tax Authority in a manner prescribed by law and in accordance with the laid down administrative procedure. Tax return form is a report prepared by a taxpayer containing information on his tax affairs for a given period for the purpose of complying with the tax laws (FIRS, 2016).

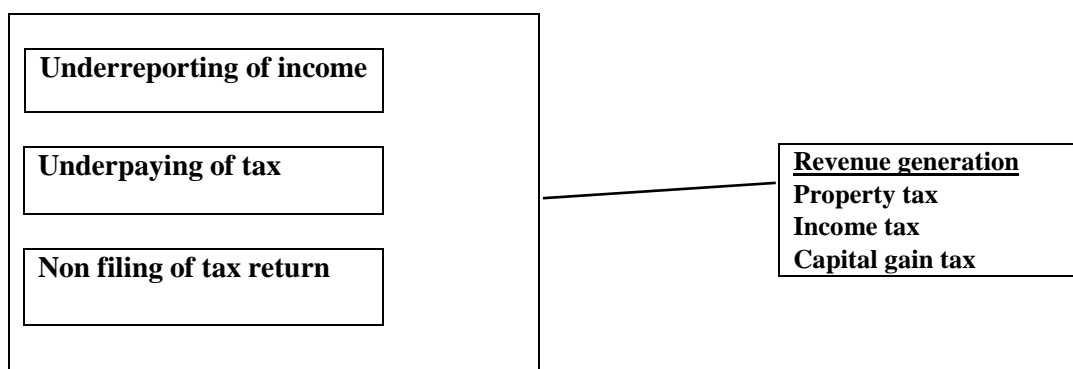
2.5 Conceptual Relationship

2.5 Tax evasion and Revenue generation Relationship

Many studies on tax evasion and tax revenue indicate a significant relationship between tax evasion and revenue generation (Folayan & Adeniyi, 2018). The study by Joseph (2014) investigated the effect of tax evasion on tax revenues in Kenya. The study found that tax evasion negatively but significantly affects tax revenue in Kenya. Folayan, Olubukola Dosumu, Modupe, Amusa and Amidu, (2020) investigated the effects of tax evasion on government revenue generation in selected five states in Southwest Nigeria. The study found that tax evasion has significant impact on revenue generation.

Similarly, Muhammad (2019), research on the effect of tax evasion and avoidance on revenue generation in Nigeria. The findings of the study showed that tax evasion and avoidance have significant effect on revenue generation. Mehrara and Farahani (2016) wrote on the effect of tax evasion and government tax revenues on economic stability in OECD countries, however, tax evasion has a U shape relationship. That is as tax rate increase the probability of tax evasion would also increase. However, Onyeka, Virginia and Carol (2016) investigated the Effect of Tax Evasion and Avoidance on Nigeria's Economic Growth. The findings revealed that tax evasion and avoidance had negative significant impact on growth.

Figure 2.1 Tax evasion



**Researcher Survey (2020)
Conceptual Framework**

3.0 Theoretical Review

The justification of this study can be explained through many theories. The theories that explain the preceding research framework is the Economics of Crime Model, Benefit Received Theory and Arthur Laffer theory. This section describes and explains these theories and how they explain the interaction and the relationship between the dependent, independent.

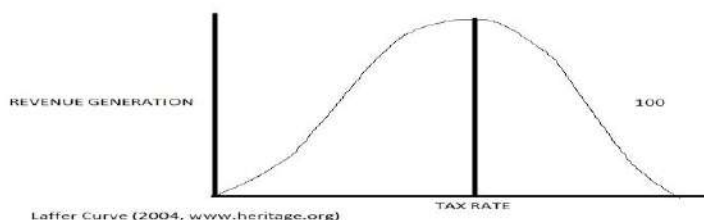
3.1 Benefit Received Theory of Taxation

This assumes a synergy relationship between tax payer and the government or statutory relationship between the state and the tax payers. Services such as education, health care facilities, road are provided by the state and the costs of such services are contributed in the proportion of the received benefits, thus, the benefits received present the basis for distributing the tax burden in specific manner. This theory overlooks the possible use of tax policy for bringing about economic growth or stabilization. Chigbu, Akujuobi and Appah (2012) see the cost of service theory as very similar to the benefits-received theory. The theory emphasis on semi commercial relationship between the state and the citizens to a greater extent. The implication according to Chigbu, et.al, (2012) was that the populaces are not entitled to any benefits from the state and if they do receive any, they must pay the cost for the services they receive to the government thereof. Benefits-received theory, this maintained a cordial or contractual relationship between the government of state and the citizen. Many goods and services like education and health care facilities are provided by the state government and the

cost of such goods and services provided by government are contributed in the ratio or proportion of the received benefits, thus, the benefits received by the taxpayers present the basis for distributing the tax burden in specific manner (Chigbu, Akujuobi & Appah 2012).

3.2 Prof. Arthur Laffer Theory

Prof. Arthur Laffer theory on taxation, popularly known as the “Laffer Curve.” It is a theories or hypotheses representation of the relationship that exists between government revenue generated through tax and all possible rates of taxation within the three tiers of Government. This theory is established with a curve (that is Laffer curve organized through experiment) (Laffer, 2004).



However, it examined the total amount of tax revenue generated at the highest tax rates of 0% (percent) and 100% (percent). The theory confirmed that a 100% (percent) increase in tax rate raises no revenue to the government; similarly, a 0% (percent) increase in tax rate raises no revenue to the government. The reason is that at 100% (percent) tax rate, a reasonable tax payer has no incentive to earn any income; hence, the revenue gained will be 100% (percent) of nothing. Because of this investigation there must exist at least one rate in between where tax revenue would be a maximum or minimum.

3.3 The Economics of Crime Model

The model was refined by economist Gary Becker in 1968 when working on the problem of how to curtail criminals from committing crimes and whether curtailing crime is even useful. The basic model used in nearly all conformity research is builds on, the economics of crime model which was first assigned to tax conformity by Allingham and Sandmo (1972). According to Osoro Nehemiah (1995) an impartial individual or person maximizes the expected benefit or receipt of the tax evasion gamble, balancing the utilities of successful

cheating against the risky prospect of detection and punishment that will be face by the perpetrators. This approach or theory concludes that tax compliance or conformity depends purely on audit verifications and the harshness of penalties handed out to perpetrators. The theory gives the sensible result that compliance or conformity depends upon enforcement or prosecution and it is straightforward to show with relative study that affirmed income increases with an increase either in the probability of detection, penalty rate and frequency of audit and verification.

4.0 Research Methodology

This study is adopting survey design which employed mixed method design, that is, explanatory sequential mixed method for the study. While multiple regressions was used to test the stated hypothesis using SPSS, v.25. However, for the qualitative method of data analysis, interview was analyzed using thematic analysis with the help of Nvivo.

4.1 Sample Size of the Study

The sample size adopted for this study is multistage sample technique. The total population of 413 was used for the study. Thus, the sample size equivalent to the population size of 413 according to the Krejcie and Morgan (1970) population or sample determinant table is 201. However, having gotten the sample size of 201, thus, the sample size are distributed among the area revenue offices in relation to the number of revenue officers of each area offices of the state using simple percentage calculation. Table 3.1 present the nine area revenue offices and the number of tax collection officers, percentages of the sample size and sample size in each area revenue office.

Table 3.1
Sample Size Distribution of Revenue Collectors of the Kaduna State Internal Revenue Service Area Revenue Offices

S/N	Area revenue office	No. of Tax Collectors	Percentage of sample size	Sample size
1	Headquarter	95	$95/201 \times 100$	47
2	Doka East	73	$73/201 \times 100$	36

3	Doka West	48	$48/201 \times 100$	23
4	Kawo	33	$33/201 \times 100$	16
5	Kakuri East	38	$38/201 \times 100$	18
6	Kakuri West	37	$37/201 \times 100$	18
7	Tudun Wada	38	$38/201 \times 100$	18
8	Zaria	24	$24/201 \times 100$	11
9	Samaru	27	$27/201 \times 100$	13
TOTAL		413	TOTAL	201 Approx

Source: Compiled by the Researcher, (2022)

4.2 Measurement of Variable or Operationalization of variable

As shown by the study framework on Figure 2.1, the current study has two major constructs to be measured. This involves revenue generation (dependent variable), tax evasion (independent variable). The paper adapted a total of 20 items to measure the 2 variables. This is represented in Table 3.3

Table 4.1 Overall Measurement Variable.

Construct/ variable	Item code	No. of item	Themes of the measurement	Source/Authors
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Dependent variable

Revenue generation	REG	5	-Adequacy -Source -Strategy -Challenges -Remittance	Adopted from Ibrahim, U. (2015)
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Independent variable

- Underreporting of income	UNR	5	-Affect -Poorly -Culture -Problem -Insufficient	Adopted from Duncan, C. (2013). Abdul, G.A. and Abdul, H. (2014). Diogo, P.T. (2016).
- Underpaying of tax	UPAY	5	-Percentage -Change -Penalty -Affect -Lack	Adopted from Duncan, C. (2013). Abdul, G.A. and Abdul, H. (2014). Diogo, P.T. (2016)
- Non filing of tax	NFT	5	-Insufficient -Strategy -Affect -Ignorant -Difficulty	Adopted from Maneekwan, C. (2012).

Source: Compiled by the Researcher (2020)

The revenue generation measures were adapted from the study of Ibrahim, U. (2015); it consists of (one dimension) represented by 5 items, respectively. The tax evasion construct consists of underreporting of in (UNR), underpaying of tax (UPAY), and non filing of tax return (NFT), and was measured by 5, 5, and 5 items, respectively, adopted from Adopted from Duncan, C. (2013), Abdul, G.A. and Abdul, H. (2014), Diogo, P.T. (2016), Maneekwan, C. (2012). A 5-point Likert scale was used to measure the items, ranging from strongly agree (1) to strongly disagree (5).

4.3 Sources of Data Collection

This research work generates data from primary source of data. The primary source includes administration of questionnaires and interview in order to elicit respondents' opinion. Methods of data collection, the questionnaire includes closed ended questions. The closed ended questions make use of likert scale rating. Questionnaires are administered to 201 respondents. Interviews, in this study involve face-to-face interaction with 7 (seven) managers in revenue operation department. Similarly, method of data analysis, this research is a mixed method research; which involves the use of descriptive and inferential statistics (quantitative). The descriptive statistics involves the use of mean, median and standard deviation. While in the inferential statistics, the study used multiple regressions to test the stated hypotheses using SPSS, v.23 (2022). However, for the qualitative method of data analysis, interview was analyzed using thematic analysis with the help of Nvivo.

5.0 Data Presentation and Analysis

The unit of analysis in this study is organizational and a total of 201 questionnaires were distributed, 195 were gathered within the period of about two months (June and August, 2022), while only six (6) were not returned. The summary of the questionnaires administered and returned was presented in Table 4.1 below:

Table 5.1 Response Rate of Questionnaire

Detail	Frequency	Percentage (%)
Number of questionnaires distributed	201	100%
Returned questionnaires	195	97%
Unreturned questionnaires	6	3%

Source: Compiled by the Researcher's Survey, (2022)

Table 5.1 shows the questionnaires rate of return. The sample size for the study is 201. The return rate is 97% as 195 respondents duly filled and returned their questionnaires, while 6 questionnaires, representing 3% were not returned.

5.3 Respondents Demography Profile Demographic Profile of Respondents (n=195)

Table 5.2

	Frequency	Percent	Valid Percent
Relative Percent			
Gender			
Male	122	62.6	62.6
Female	73	37.4	37.4
Age Group			
18 -25	5	2.6	2.6
26-35	57	29.2	29.2
36-45	89	45.6	45.6
45-60	44	22.6	22.6
Marital Status			
Single	30	15.4	15.4
Married	15	80.5	80.5
Divorce	8	4.1	4.1
Educational Qualification			
O- level	1	.5	.5
NCE	1	.5	.5
HND	45	23.1	23.1
Degree	84	43.1	43.1
Masters	64	32.8	32.8
Working Experience			
Less than One Year	4	2.1	2.1
1 -5 years	53	27.2	27.2
5 – 10 years	59	30.3	30.3
10 years and Above	79	40.5	40.5

Source: Compiled by the Researcher's Survey, (2022)

As shown on Table 5.2, the distributional profile of gender denotes there were 122 males representing 63% and there were 73 females representing 37%. Similarly, regarding the age groups in table 5.2, the distribution of the focused respondents was in four categories. The first category was aged between 18 to 25 years numbering 5 (63%). While the second group aged between 26 to 35, numbering 57 (29%), participants and aged between 36 to 45 years representing the minority group with 86 that is (46%), last category was aged between 45 to 60 years numbering 44 (23%). However, as shown in the table 5.2, a majority of the sample, numbering 79 (41%) respondents possessed working experience of more than 10 years. While 5 to 10 years 59 (30%) and 1 to 5 have 53 (27%) the remaining 4 (2%) are less than one year. Furthermore, based on respondents' educational qualification, 84 (43%) owned a Bachelor degree. While 64 (33%), respondents had a Master degree. Similarly, 45 respondents representing 23 % had HND, while 1 representing .5% participants had NCE and O level.

Respondents opinion on Revenue Generation

Table 5.3

Items	Min	Max	Mean	Std.
a. Revenue is adequate	1	5	4.42	.895
b. Tax is the major sources of revenue	1	5	3.89	1.083
c. Challenges in revenue collection	1	5	4.13	1.032
d. Strategy adopted is efficient	1	5	3.84	1.046
e. High level of remittance	1	5	3.57	1.179

Source: Compiled by the Researcher's Survey, (2022)

As shown in Table 5.3, the mean distribution of the items used to measure revenue generation ranged between 3.57 and 4.42, with standard deviation between .895 and 1.179, within minimum and maximum value of 1 and 5. This implies that question a, c and e have high response than b and d in table 5.3.

Respondents opinion on Underreporting of Income

Table 5.4

Items	Min	Max	Mean	Std.
a. Insufficiency of fund	1	5	4.20	1.058
b. Effect on all sources of revenue	1	5	2.44	1.396
c. Tax collected is used poorly	1	5	3.28	1.208

d.	There is a culture of tax evasion	1	5	3.04	1.395
e.	Is not a problem	1	5	3.19	1.269

Source: Compiled by the Researcher's Survey, (2022)

Table 5.4, the mean distribution of the items used to measure underreporting of income ranged between 3.19 and 4.20, with standard deviation between 1.058 and 1.269, within minimum and maximum value of 1 and 5. This implies that question b have low response than a, c and d in table 5.4.

Respondents opinion on Underpaying of tax

Table 5.5

Items	Min	Max	Mean	Std.
a. Effect on infrastructural development	1	5	2.42	
b. Change government plans	1	5	3.52	
c. High tax rate	1	5	3.19	
d. Perpetrator should receive jail sentence	1	5	3.48	
e. Lack of tax education	1	5	3.87	

Source: Compiled by the Researcher's Survey, (2022)

In Table 5.5, the mean distribution of the items used to measure underpaying of tax ranged between 2.42 and 3.87, with standard deviation between 1.148 and 1.467, within minimum and maximum value of 1 and 5. This implies that question b, c, d and e have high response than a in table 5.5

Respondents opinion on Non filing of tax Return

Table 5.6

Items	Min	Max	Mean	Std.
a. Insufficient revenue generation	1	5	2.98	
b. Effect on revenue generation	1	5	4.24	.890

c.	Lack of adequate data on tax payers	1	5	2.65
d.	Ignorance about tax return	1	5	2.98
e.	Poor strategy	1	5	3.03

Source: Compiled by the Researcher's Survey, (2022)

As shown in Table 5.6, the mean distribution of the items used to measure non filing of tax return ranged between 2.98 and 3.03, with standard deviation between 1.239 and 1.243, within minimum and maximum value of 1 and 5. This implies that question b have high response followed by e than a, c, d in table 5.6

5.4 Test of Hypothesis

To test for the hypotheses formulated in this research, multiple regression was used to determine the multiple effects of Underreporting of income, Underpaying of Tax and Non Filing of Tax Return. The results from SPSS are presented below:

Regression Output 1

Table 5.7 ANOVA

Model		Sum of Squares	Df	Mean Square	F	Sig.
1	Regression	33.053	3	11.018	9.669	.000b
	Residual	1140.625	1001	1.139		
	Total	1173.678	1004			

a. Dependent Variable: Revenue Generation

b. Predictors: (Constant), Non Filing of Tax Return, Underreporting of income, Underpaying of tax

Source: SPSS output version 23 (2022)

Table 5.7 above shows the results from the multiple regression analysis which tests the effects of the independent variables on Revenue Generation in Kaduna State Internal Revenue service (KADIRS). The F-statistic which measures the adequacy and goodness of fit of the model used in the study stood at 9.669 with a p-value of 0.000^b which is significant at 5%; this shows that the model is fit for the data.

Regression output 2

Table 5.8 Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Durbin-Watson
1	.168a	.562	.494	2.55514	1.346

a. Predictors: (Constant), Non Filing of Tax Return, Underreporting of income, Underpaying of tax

b. Dependent Variable: REVENUE GENERATION

Source: SPSS output version 23 (2022)

Table 5.8 above shows the summary of the multiple regression analysis. The empirical findings show that R, the multiple correlation coefficient, stood at 0.637^a which indicates a correlation. R², the multiple coefficients of determination of the variables stood at 0.562 indicating that about 56% of the total variation in generating revenue is explained by variations in the independent variables (Underreporting of Income, Underpaying of Tax and Non Filing of Tax Return) captured in the study. Thus, the remaining 44% of the variation in the dependent variable can be explained by other variables not captured in the study. The adjusted R² being 0.494 also indicates that the independent variables will still explain 49% of the variations in Revenue Generation even if other variables were added to the study.

Regression output 3

Table 5.9

Coefficients^a

Model		Unstandardized		Standardized		
		Coefficients B	Std. Error	Coefficients Beta	T	Sig.
1	(Constant)	3.693	.1352		7.451	.000
	Underreporting	-.120	.024	.154	4.939	.000
	Underpaying	-.376	.073	.593	5.160	.000
	Non Filing of Tax Return	-.147	.054	.162	2.704	.007

a. Dependent Variable: REVENUE GENERATION

Source: SPSS output version 23 (2022)

Table 5.9 shows the outcome of the respective variables on Revenue Generation. Upon the fulfillment of the assumptions of regression analysis, multiple regression analysis was considered suitable in testing the research hypotheses. From Table 5.9, the model is presented as follows:

$$REG = 3.693 - 0.120UNR - 0.376UPAY - 0.147NFT + \varepsilon$$

REG = Revenue Generation

UNR = Underreporting of income

UPAY = Underpaying of tax

NFT = Non-filing of tax return

ε = Error term (Signifying factors not included in the model)

5.5 Test of Hypothesis

Is a method of statistical inference used to decide whether the data sufficiently support a particular hypothesis. Is a statistical method used to determine if there is enough evidence in a sample data to draw conclusion.

5.5.1 Hypothesis I

H₀₁: Underreporting of income has no significant effect on Revenue Generation in Kaduna State Internal Revenue Service (KADIRS).

The coefficient of “underreporting of income” stood at -0.120 which is negative. This implies that a percentage increase in underreporting of income would lead to 12.0% decreased in revenue generation by Kaduna State Internal Revenue service (KADIRS). However, the significance of this can be judged from the P-value represented as "sig". The Probability value of “underreporting of income” stood at 0.000. The p-value is less than 0.05 (5%), indicating that the relationship depicted in the model is statistically significant at 5% level of probability. This implies that the study has enough statistical evidence to reject the null hypothesis. Based on the above analysis, the study therefore reject the null hypothesis H_{01} , which states that underreporting of income has no significant effect on revenue generation of Kaduna State Internal Revenue service (KADIRS). This means that underreporting of income is a significant factor that affect the level of revenue generated in Kaduna state that help government to be able to finance her activities.

5.5.2 Hypothesis II

H_{02} : Underpaying of tax has no significant effect on Revenue Generation in Kaduna State Internal Revenue Service (KADIRS).

The coefficient of “underpaying of tax” stood at -0.376 which is also negative. This implies that a percentage increase in underpaying would lead to 37.6% decreased in revenue generation by Kaduna State Internal Revenue service (KADIRS). However, the significance of this can be judged from the P-value represented as "sig". The Probability value of “underpaying” stood at 0.000. The p-value is less than 0.05 (5%), indicating that the relationship depicted in the model is statistically significant at 5% level of probability. This implies that the study has enough statistical evidence to reject the null hypothesis. Based on the above analysis, the study therefore rejects the null hypothesis H_{02} , which states that underpaying has no significant effect on revenue generation of Kaduna State Internal Revenue service (KADIRS). This means that underpaying is a significant factor that affect the level of revenue generated in Kaduna state that help government to be able to finance her activities.

5.5.3 Hypothesis III

H_{03} : Non-filing of tax return has no significant effect on Revenue Generation in Kaduna State Internal Revenue service (KADIRS).

The coefficient of “Non-filing of tax return” stood at -0.147 which is negative. This implies that a percentage increase in non filing of tax return leads to 14.7% decrease in

Source: NVIVO software

Some of the respondents expressed that the reason why people evade taxes is because of the fact that there are no result for the taxes they have been paying for and we noted that when taxes are put into judicious use, people will have more reasons to pay taxes and not evade it. Respondent B expressed similar opinion when he noted that. Respondent C was more explicit and detailed in his own remarks as he was quoted saying that “*physical infrastructure will encourage massive voluntary tax compliance. Naturally no body want to pay tax so there has to be a concessive and enlarge programme, sensitization*” (Respondent E; Respondent D).

5.6.3 Theme 2: Factors that cause tax evasion (Underreporting of income) in Kaduna State.



Source: NVIVO software

On the factors that cause tax evasion in Kaduna State, a respondent was quoted saying that “*the taxpayer is only when they need the tax clearance certificate that when they will come out to pay taxes so we don’t have good information about the database* (Respondent A). A respondent said that the factor responsible is corruption, he was quoted saying that “*corruption is one factor causing tax evasion, corruption in the sense that the tax authority themselves they are not honest for example if a tax payer is supposed to pay #1,000,000 so because of corruption the tax officer might ask the tax payer may be to pay #500,000 so this is an act of evading tax and definitely it affects the tax authority.*”

5.6.4 Theme 3: Impacts of tax evasion (underpaying of tax)



evidence that you have paid and collect your plate number this have been put in place in other to make it easy for tax payers to comply (Respondent D).

5.6.8 Theme 7: Government authority in respect of enhancing tax Collection



Source: NVIVO software

Yes KADIRS which is the collective agency for tax in Kaduna state is working across other MDEs in partnership by engaging them in one way or the other all this is to ensure that every body that need to contribute his quota to the collection of taxes collecting the tax is the responsibility of KADIRS to do the collection so when they do the assessment the partnership comes in that you do the assessment and then notifying the KADIRS who follow up to ensure that the collection is done (Respondent A).

5.7 Discussion of Major Findings

The study assessed the effects of tax evasion on revenue generation in Kaduna State Internal Revenue service (KADIRS). From the analyses of data, several findings were arrived at which are discussed below based on the hypothesis or objectives of the study:

1. Underreporting of income has no significant effect on Revenue Generation in Kaduna State internal revenue Service (KADIRS); This show in table 4.7. The Beta standardize value and p value of 0.154 and .000 was reported. The probability value of underreporting of income stood at .000 the p value is less than .005 (5%). This implies that the study therefore reject the null hypothesis H_0^1 which state underreporting of income has no significant effect on revenue generation of Kaduna state (KADIRS). This means that underreporting of income is a significant factor that affect the level of revenue generation in Kaduna state. This finding conforms with the findings of Folayan and Adeniyi (2018) who findings revealed that tax evasion caused by the revenue loss which implied that tax evasion had a negative influence

on government internally revenue generation in Oyo State. Also Obafemi (2014) found that, tax evasion and avoidance have adversely affected economic growth and development in Nigeria. Onyeka and Nwankwo (2016) they found out that tax evasion and avoidance had negative significant impact on growth of the Nigerian economy. Ibadin and Eiya (2013) results revealed that, respondents are of the opinion that tax evasion is ethical sometimes, and there is significant relationship exists between the ethical view, mode of tax administration and cultural practices of the self employed and tax evasion and avoidance.

2. Underpaying of tax has no significant effect on Revenue Generation in Kaduna State Internal Revenue Service (KADIRS); This show in table 4.7. The Beta standardize value and p value of 0.593 and .000 was reported. The probability value of underpaying of tax stood at .000 the p value is less than .005 (5%). This implies that the study therefore reject the null hypothesis H_0^2 which state underpaying of tax has no significant effect on revenue generation of Kaduna state (KADIRS). This means that underpaying of tax is a significant factor that affect the level of revenue generation in Kaduna state. This finding conforms with the findings of Aliyu (2019) the findings revealed a strong negative relationship between fine rate, corruption, level of tax payer education and revenue. The study concluded that corruption, education level of tax payers and fine rate have negative impact on revenue generation in the north-western of Nigeria. Magesa (2014) and Aliyu (2019) whose study revealed that the underreporting is also significant factor in revenue generation.

3. Non filing of tax return has no significant effect on Revenue Generation in Kaduna State Internal Revenue Service (KADIRS). Lastly, This show in table 4.7. The Beta standardize value and p value of 0.162 and .007 was reported. The probability value of non filing of tax return stood at .007 the p value is less than 0.05 (5%). This implies that the study therefore reject the null hypothesis H_0^3 which state non filing of tax return has no significant effect on revenue generation of Kaduna state (KADIRS). This means that non filing of tax return is a significant factor that affect the level of revenue generation in Kaduna state. This finding conforms with the findings of Levin Amaluka (2001) He found out that tax evasion was a factor that contributed to poor tax performance and as such detrimental to the country's economic growth and development agenda. Obafemi (2014) He found that, tax evasion and avoidance have adversely affected economic growth and development in Nigeria.

However, the findings of the study have implication to the economy of Kaduna State and Nigeria at large, tax evasion is a serious problem in Nigeria which arises from many sources including outright ignorance of extent tax laws, lack of faith in the ability of government to utilize tax revenue well and high tax rates which make evasion very attractive and economical. Thus, as stated by Kiabel and Nwokah (2009), the problem of tax evasion has reduced government revenue which have led to government inability to create employment opportunities for her teaming populace. The findings are also consistent with findings of Onyeka 2016 that tax evasion and avoidance had negative significant impact on growth of the Nigerian economy arising from poor revenue generation. However, when there are leakages in tax collection through evasion, no development can take place, thus in most countries where there is high rate of tax evasion and avoidance, it is usually associated with high unemployment and slow development. This was buttressed from the findings of this study that tax evasion and avoidance have negative and significant impact on revenue generation in Kaduna State. Tax avoidance generates investment distortion in the form of the purchase of assets exempted from tax or under-valued for tax purposes. Taxpayer indulges in evasion by resorting to various practices. These practices erode moral values and build up inflationary pressures.

6.0 Summary

This research is conducted in other to examine the impact of tax evasion on revenue generation of Kaduna state internal revenue service. The research is divided into five main chapters. Sections 1, Sections 2, Sections 3, Sections 4 and Sections 5, respectively.

6.1 Conclusion

The main aim of this study is to examine the relationship between tax evasion and revenue generation in the context of Kaduna State internal revenue service. Drawing from the succinctly enumerated gaps based on the review of literature, the research finding reveals that underreporting of income, underpaying of tax and non-filing of tax return influence significantly revenue generation in a specific manner. While the contributions of the study have been highlighted within theoretical and contextual limitations, the implications of the study are significantly relevant to theory and practice.

Specifically, the study has provided additional empirical evidence in respect of revenue generation literature. The consequences of the investigation contribute additional support to better perception to understanding the influence of tax evasion on revenue generation outcomes. Moreover, the theoretical framework of the study contributes additional support to the effectiveness of benefit received theory, Prof Laffer curve theory and economic crime theory as vital theories in the study of taxation, particularly on the perception of public finance preparers in the context of a developing country. Therefore, the significant practical implications of the study are pertinent for state government management and regulators on how to enhance revenue generation quality in Kaduna State.

6.2 Recommendations

The recommendations, firstly, the study established that tax evasion has an effect on revenue. Future researchers or forecasts should take into account underreporting of income in particular as having the greatest influence on the revenue in Kaduna State. Non filing of tax return can also be looked at as it had a negative impact on tax revenue in Kaduna state.

Secondly, tax evasion is a significant factor that affects the level of tax revenue. Future researchers should take into consideration underpaying of tax in particular as having the greatest influence on the tax revenue in Kaduna State. Underreporting of income can also be looked at as it had a negative impact on tax revenue in Kaduna state. Thirdly, the study finds out that tax evasion had an effect on the tax revenue. Future scholars should take into account non filing of tax return in particular as having the greatest influence on the tax revenue in Kaduna State. Underpaying of tax can also be looked at as it had a negative impact on tax revenue in Kaduna state. However, this study would be of great value to the Government, revenue officials and business taxpayers with a view to serving as a resource based to other researchers.

Lastly, tax compliance enforcement law should assume the same consideration to all taxpayers including cooperate bodies or entities and different agencies. Also, tax officials must come together and share information to curtail the problem of tax evasion in order to increase revenue to finance expenditure in the state.

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APPENDIX A

QUESTIONNAIRE FOR THE RESPONDENTS

Department of Public Administration,
Faculty of Administration,

Ahmadu Bello University, Zaria.

4th July, 2022.

Dear Respondent,

I am Msc. student of the above named institution writing a research thesis on the topic; **Effect of Tax Evasion on Revenue generation of Kaduna State: A Study of Kaduna State Internal Revenue service (KADIRS).**

I will be grateful if you fill the attached questionnaire and return it. Your kind responses will greatly enhance this research. Please you are assured that all the information elicited from you will be strictly used for academic purposes and will be treated with utmost confidentiality. Your anonymity is hereby guaranteed. You are required to tick (✓) the most appropriate option in the boxes provided.

However, the following keys will guide you:

SD = Strongly Disagree

D = Disagree

U = Undecided

A = Agree

SA = Strongly Agree

Thank you for your anticipated positive response.

Yours faithfully,
Hussaini Isa
(P18ADPA8068).

SECTION A

DEMOGRAPHIC INFORMATION

Please read and tick [/] appropriately in the provided boxes your exact assessment of the following demographic information.

1 Gender of the Respondent

(a) Male [] (b) Female []?

2 Age of the Respondent

(a) 18 to 25 years [] (b) 26 – 35 years [] (c) 36 – 45 [] (d) 46 – 60 []?

Marital Status

(a) Single [] (b) Married [] (c) Divorced []?

4 Level of Education

(a) O-level [] (b) NCE [] (c) HND [] (d) Degree [] (e) Masters []?

5 Work Experience

Less than one year [] (b) 1-5years [] (c) 5-10 years [] (d) 10 years and above []?

SECTION B: REVENUE GENERATION

The statements in this section seek information on the revenue generation by your organization. Please indicate your level of agreement with the statement based on the following scale:

SD=Strongly Disagree

D=Disagree

U=Undecided

A=Agree

SA=Strongly Agree

S/N	VARIABLES	SD(1)	D(2)	U(3)	A(4)	SA(5)
REG	Within the last 5 years revenue generation capacity of state is adequate.					
REG	The revenue generated by Kaduna state come mostly the tax revenue					
REG	Underreporting of income and underpaying of tax are challenges in revenue collection.					
REG	The strategy adopted by your organisation to collect revenue from tax payers is efficient					
REG	There is high level of remittance of revenue to Kaduna government.					

SECTION C: TAX EVASION

Questions in this section seek to determine your opinion concerning the extent to which the revenue generation by the state is influenced by tax evasion (e.g. underreporting of income, underpaying of tax and non filing of tax return form).

PART 1: This subsection seeks your response concerning the underreporting of income by taxpayer in the state. Please indicate your level of agreement with the statement based on the following scale:

SD=Strongly Disagree

D=Disagree

U=Undecided

A=Agree

SA=Strongly Agree

S/N	VARIABLE	SD(1)	D(2)	U(3)	A(4)	SA(5)
UNR 1	Underreporting of income lead to insufficiency and to provide social services in Kaduna state.					
UNR 2	Underreporting of income affect all sources of revenue generation in the state.					
UNR3	Tax payers underreport income because taxes collected are used poorly					
UNR 4	There is a culture of tax evasion in Kaduna State where one who has the opportunity to underreport income does so.					
UNR 5	Underreporting of income is not a problem in Kaduna State as people generally report all of their income to Revenue offices					

PART 2: Questions in this part seeks your opinion on underpaying of tax by the taxpayers. Please indicate your level of agreement with the statement based on the following scale:

SD=Strongly Disagree

D=Disagree

U=Undecided

A=Agree

SA=Strongly Agree

S/N	VARIABLES	SD(1)	D(2)	U(3)	A(4)	SA(5)
UPAY	Underpaying of tax affect infrastructural development in the Kaduna state.					
UPAY	Underpaying of tax change government plans towards provision of social amenities.					
UPAY	Underpaying of tax is as a result of high tax rate.					
UPAY	Those who underpaid tax repeatedly should receive a jail sentence					
UPAY	Underpaying of tax is as a result of lack of tax collection e.g. purpose of tax collection					

PART 3: Questions in this part seeks your perception on non filing of tax return form by taxpayer. Please indicate your level of agreement with the statement based on the following scale:

SD=Strongly Disagree

D=Disagree

U=Undecided

A=Agree

SA=Strongly Agree

S/N	VARIABLES	SD(1)	D(2)	U(3)	A(4)	SA(5)
NFT	Non filing of tax leads to insufficient revenue generation Kaduna state.					
NFT	Non filing of tax affects revenue generation of Kaduna state.					
NFT	Non filing of tax is as a result of poor strategy in the process of filing tax return.					
NFT	It is difficult for the revenue department to find out who are not filing taxes.					
NFT	Taxpayers don't know that they must file their tax return.					

Appendix B

Interview Questions

The purpose of this interview is to gather information on the Factors giving rise to tax evasion in Kaduna State. As one of the tax official you are requested to provide your knowledge and understanding on the issue as inputs in the research. Be assured that the information will be treated confidential and shall be used for academic Purpose only.

1. In your own opinion, what will encourage massive voluntary tax compliance and improve

Internally generated revenue?

2. Explain the factors that lead to tax evasion in Kaduna State.
3. What is the impact of tax evasion to the revenue collection?
4. Do you think the process of registering taxpayers for tax purpose cause tax evasion?
5. What are factors that hinder collection of tax revenue?
6. What are compliance measures taken by KADIRS to minimize tax evasion?
7. Is there any assistant received from other government authority in respect of enhancing tax

Collection?

“Thanks for your positive response”

**Assessment of NAPTIP Enforcement Measures on Reducing Human Trafficking in
Kiru Local Government Area of Kano State**

By

Dominic F. Moses

07032730845

mosfidom@yahoo.com

Department of Public Administration, Ahmadu Bello University Zaria.

ABSTRACT

Human trafficking is such a gravious abuse and violation of the fundamental rights of human beings. Hence, every government in the world is required to protect and uphold the rights of her citizens via the formulation and implementation of best possible policy to discourage or at least reduce human right violation. It is against this backdrop that the Nigerian government established the National Agency for the Prohibition of Traffic in Persons and other related offences (NAPTIP) in 2003 to fight the scourge of human trafficking in Nigeria. Therefore, this paper seeks to assess the enforcement measures of NAPTIP towards reducing human trafficking in Kiru LGA of Kano state, via a thorough investigation of the input of the anti trafficking agency's enforcement strategies or mechanisms between 2009 to 2014 . The study was a survey research that utilized primary and secondary sources to generate its data. The primary data was generated through the administration of questionnaire and analyzed using tables; simple percentages and Pearson chi square (x^2) to test the hypothesis. The secondary data was obtained from NAPTIP's annual reports, NAPTIP magazines, UNODC reports, national dailies, internet facilities and other related research materials. The study used the evaluation theory by Edward Suchman as the theoretical framework . The findings of the research revealed that NAPTIP enforcement measures for human trafficking offence has contributed in reducing human trafficking in kiru local government area of Kano state. However, more needs to be done in terms of funding NAPTIP, speeding judicial proceedings, cultural education , provision of qualified leadership for

NAPTIP and the review of the trafficking in persons Act were the recommendations of this study.

Keywords: Human Trafficking, Enforcement measures

1.1 Introduction

Human trafficking, like money laundering, advanced fee fraud, cyber scams and illicit trade in arms and narcotics has elicited a great concern as a contemporary social problem worldwide (Poulin, 2004; cited in Enaike & Olutayo, 2011). Human Trafficking is considered to be the third largest source of profit for organised crime apart from drugs and arms (UN High Commission for Refugees, 2000). In an exclusive interview with Mrs Beatrice Jedy Agba the national chairperson of NAPTIP said that “Six out of ten trafficked persons are Nigerians” (NAPTIP Magazine 2014:P17). Human trafficking is an organised crime with the total market value estimated at about \$32 billion. The illegal trade occupies a prominent position among the social ills that pervade the Nigerian society (Ofuoku, 2010). While it may appear that the problem seems more endemic in the southern part of the country, there are indications that no part of the country is completely immune from this social malaise that has ravaged many countries in the world (UNICRI, 2004). In June, 2013, USDOS report notes that, Nigerians that were trafficked to Europe usually come from Edo, Anambra, Enugu, Lagos, Akwa-Ibom States, etc., while those trafficked to middle east usually come from Kano, Kwara, Borno, Yobe, Adamawa States, etc.

Slavery as an institution was abolished in the 19th century and the 1948 Universal Declaration of Human Rights prohibiting slavery or servitude recognizes the rights of all human beings to live a life of freedom and dignity. Since the abolition of slave trade, more than two centuries ago, about 300 international protocols and conventions prohibiting and criminalising slavery and slave trade in any form have been signed and adopted by nation states (Goliath, 2008; cited in Enaike & Olutayo, 2011).

The adequacy of the institutional mechanisms for combating human trafficking comes to question if the provision of the law establishing it cannot be enforced. For instance, according to Aghatise (2002: 24 cited in Enekele and Olutayo, 2011) poor implementation of laws that apply to the issue of human trafficking appears to be a contributing factor to the rapid growth and development of the illicit trade. Hence, this paper seeks to provide answers to the following questions:

What are the enforcement measures of NAPTIP for human trafficking offences in Kiru LGA of Kano State and how has that helped NAPTIP in reducing human trafficking?

What are the problems associated with the enforcement measures of NAPTIP?

The main thrust of this paper is the Assessment of NAPTIP's Enforcement Measures on Reducing Human Trafficking In Kiru Local Government Area Of Kano State

The specific objectives of the study are: to examine NAPTIP's enforcement measures on the reduction of human trafficking in Kiru LGA of Kano State, to identify problems facing NAPTIP's enforcement measures in Kiru LGA of Kano State, to find out ways of making enforcement measures of NAPTIP in Kiru LGA of Kano state more effective. This paper is based on the Hypothesis that NAPTIP's enforcement measures have no significant effect on reducing human trafficking in Kiru LGA of Kano state.

2.0 Literature Review and Theoretical Framework

2.1 Concept of Human Trafficking

A trafficked person is someone who is transferred across borders or within a state for purposes of slavery or servitude (Olayemi, 2015:2). Trafficking is characterised by the recruitment, transportation, transfer, harbouring or reception of persons when this is accompanied by the threat or use of force, fraud, deception or other means and when the purpose is to exploit a person. These definitional elements are drawn from Article 3 of the Protocol to prevent, suppress and punish trafficking in person, especially women and

children, supplementing the United Nations Convention against transnational organised crime, opened for signature at Palermo, Italy in 2000. The exact definition is as follows:

a. "Trafficking in persons" shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of threats or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.

b. The consent of the victim of trafficking in persons to the intended exploitation set forth in the sub-paragraph (a) of this article shall be irrelevant were any of the means set forth in subparagraph (a) have been used;

c. The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered 'trafficking in persons' even if this does not involve any of the means set forth in subparagraph (a) of this article;

d. "Child" shall mean any person under 18 years of age. [UNODC, 2000].

Human trafficking according to United Nations General Assembly in 1999 refers to:

The illicit and clandestine movement of persons across national and international borders, largely from developing countries in transition with the end goal of forcing women, children into sexually or economically oppressive and exploitative situations for the profit of recruiters, traffickers, crime syndicates as well as all other illegal activities related to trafficking such as forced domestic labour.

According to the European Convention on Extradition (CoE), human trafficking refers to:

"the procurement by one or more natural or legal persons and/or the organisation of the exploitation and/or transport or migration-legal or illegal-of persons, even with their consent, for the purpose of their sexual exploitation, inter alia, by means of coercion, in particular violence or threats,

deceit, abuse of authority or/of a person of vulnerability” European Convention on Extradition (2000).

With this definition, the recognition of trafficking as a human right issue is not clearly stated but the committee recognises it as that as it states that it constitutes a violation of human rights with the core use of terms “threats”, abuse of authority” and “coercion”.

The Global Alliance Against Trafficking in Women (GAATW) in conjunction with other Non-Governmental Organisations (NGO’s) with similar interests around the world, defines trafficking as,

“Any act or attempt involving the recruitment, transport within or across notional boundaries, exchange, sale, transfer, lodging or reception or person by means of deception, constraint (including the use of force or abuse or authority) or by means of debt bondage with the view of placing or maintaining the person in question, with or without financial consideration in a position of servitude (domestic, sexual or reproductive) in forced labour or in conditions analogous to slavery, in a community other than that in which the person lived until the moment the deception, constraint or debt bondage was brought to bear”. The Global Alliance against Trafficking in Women. (2006)

This definition really takes into consideration all the factors as it applies to the African community in the context of child placement for use for domestic activities, like nannies and house maids.

Article 7(1) of the ICC statute explicitly prohibits criminal conduct related to human trafficking, such as “enslavement”, “sexual slavery”, “enforced prostitution”, “forced pregnancy” and “any

other form of sexual violence of comparable gravity.

According to NAPTIP News Magazine December, (2005), human trafficking can be grouped viz:

a. **Internal trafficking:** takes the form of recruitment and transportation of children from rural to urban centres and other forms of exploitative conditions within a country. An increased number of people are trafficked from rural communities to cities such as Lagos, Abeokuta, Ibadan, Kano, Calabar and Port Harcourt. Trafficking to these cities is predominantly for exploitative domestic work, farm labour and prostitution (NAPTIP, 2014: 29).

b. **External trafficking:** External trafficking also known as cross border trafficking, takes place across international boundaries. This occurs when human beings are trafficked from one country to another (NAPTIP, News Magazine, December, 2005: 34). Internationally trafficked Nigerians come from all parts of Nigeria but some states tend to provide more traffickers than others. These states include Edo, Cross River, Delta, Ebonyi, Imo, Kano, Ogun, Oyo and Lagos

3.0 Concept of Enforcement

The Black's Law Dictionary (1990: 528) defines enforcement as "the act of putting something such as a law into effect, the execution of a law; the carrying out of a mandate or command". Hence, the enforcement of punishments for human trafficking offences is the ability of NAPTIP to ensure that arrests are made, investigation carried out, suspected human traffickers charged to court and sanctioned if found guilty of human trafficking by a competent court of jurisdiction in good time.

3.1 Empirical Review of Related Literatures

3.2 Enforcement measures of NAPTIP and Reduction of Human Trafficking

Oluwabiyi (2015) aims at revealing the act of women trafficking in Nigeria and the ways the laws had combatted it. The work of Oluwabiyi used secondary method of data collection

and content analysis to analyse generated data. He concluded that the law enforcement agents themselves aid and abate trafficking in Nigeria by their corrupt nature. The work use enforcement of punishment to measure anti-trafficking intervention in Nigeria. The work of oluwabiyi places to much emphasis on enforcement that has to do with punishment. By this scope he has neglected other measures like awareness creation, victim support program, among others used by NAPTIP in its fight against trafficking. Aiso, the study used the whole of Nigeria as its case study. A research work of this magnitude requires some level of precision hence, Oluwabiyi's work is too wide that the findings can not be trusted. Even though the work has some limitations it has added to our understanding of Nigeria anti trafficking project.

Bowers (2012) with the purpose of discussing and analysing Nigeria's effectiveness in implementing the Palermo protocol into domestic legislation. Bower concluded that factors other than legislation and prosecution are not the main road-map for reducing human trafficking in Nigeria, rather emphasis should be placed on such factors like poverty, corruption, systematic gender discrimination and violence against women are conditions rip for human trafficking.

The work of Bowers used prosecution with regards to the reduction in human trafficking in Nigeria but neglected awareness creation by NAPTIP and applied secondary method of data with content analysis for the analyses of data in 2012. Bower should have taken into cognisance the fact that, there can never be any success in public policy implementation without a back up legislation. Also, Bower argued that factors like poverty, corruption and systemic gender discrimination as main causes of human trafficking. He did not consider inclinational disposition of human beings, there are cases of human discontent in that some trafficked victims availed themselves willingly to earn dollars and some are from middle class families. More so, from the moralist perspective, it is morally undefenceable for one to indulge in trafficking for any reason. Therefore, Bower claims that gender discrimination, corruption, violence against women are condition rip for trafficking is baseless and morally bankrupt.

Eweh (2005) with the intention of drawing attention to the problem of trafficking in Africa especially in Nigeria and also to help inform women and minors of their rights which will in turn help reduce trafficking in minors and women. Also, Eweh looked at the activities of law enforcement agencies and the criminal justice system's response to trafficking of

minors and women into Europe for the purpose of sexual exploitation and also the reintegration of victims when they return back to the country whether voluntarily or not. He used secondary method of data collection and content analyses to analyse the data and concluded that human trafficking can best be reduced when the populace are sensitized about the ugly phenomenon as existing laws are too lenient. Eweh's work used sensitization and prosecution as the measuring element of reducing human trafficking in Nigeria. Eweh fails to take into cognisance that cases abound where the most informed about a crime are most often than not the culprits of the same crime. Also, he fails to realised that the minimum jail term for a trafficker is without the option of fine.

Matsinkau (2014) with the intention to explore the effectiveness of the global counter human trafficking mechanisms and to highlight some of the reasons why the menace of human trafficking has not been eradicated, he adopted secondary method of collecting data from various sources for analyses. The study affirms that human trafficking is a global crime against which many actions aimed at prevention, protection and prosecution have been taken. The study concludes that the strategies for the effective fight against human trafficking must be sustained and codified within the criminal and human rights domain and should be tackled along the models of sociological approach. Matsinkau suggested sociological approach to tackling human trafficking to the neglect of other approaches like administrative, political, economic among others. He failed to realise that, the problem of human trafficking is complex and dynamic as such it requires a multi disciplinary approach to adequately deal with the menace.

4.0 NAPTIP's Implementation strategies and measures

NAPTIP to effectively fight the scourge of TIP, adopted a 4Ps strategy, prevention, protection, prosecution and partnership.

(a) **Prevention:** This is a strategic tool used to promote awareness, knowledge and understanding of trafficking in persons (TIP), through the use of Information, Education and Communication (IEC) Materials, Public Rallies, Conferences, Workshop and Seminars, Advocacy visits, community dialogues, mass media campaigns and victims testimonies as

well as the establishment of NAPTIP Vanguard Brigades and clubs in schools, National Youths Service Corps (NYSC) and Civil Society organizations (CSOS) among others. It outlines a range of processes for communicating and sharing information on trafficking in persons (TIP) to target members of the public.

(b) **Prosecution.** This involves investigating human trafficking related cases, monitoring cross- border movements and prosecution of TIP cases in law courts.

(c) **Protection:** It has to do with the intricate process of activities geared towards the successful rehabilitation and re-integration of victims into the society. Protection process employed by the Agency is: reception, processing, allocation and medical examination. Psychiatric assessment. Others include debriefing, documentation and engagement.

(d) **Partnership:** It entails the adoption of collaborative strategies among countries and agencies in the areas of information sharing, investigation and prosecution to combat TIP. This fact has been recognized by most international instruments as well as the trafficking in Persons (prohibition) Law Enforcement and Administration Act (2003). In realization of this, the Agency has continued to facilitate bilateral negotiation and memorandum of understanding with source, transit and destination countries as well as the UN Agencies.

4.1 Theoretical framework

The theoretical framework for this study is evaluation theory. Edward Suchman (1967) is often referred to as the founder of the evaluation theory. His followers like Greenberg (1968), Carol Weiss (1972), Thomas Cook (1978), Peter Rossi (1979) and Lee Ronbach (1980). The choice for this theory is justified on the fact that the study seeks to find out the

contribution of NAPTIP in reduction or otherwise of human trafficking in Kiru LGA of Kano state. Hence, evaluation theory is considered appropriate. The evaluation theory could also be justified on the ground that it provides a good analytical base and framework for the analysis of the topic under study.

The idea of evaluation theory was first used by Edward Suchman in Colombia to evaluate public health programmes in the 1960s (Sladish, Cook and Leviton, 1991; 32). Suchman considered that evaluation must be approached with the logic of scientific method. He recognizes the role of judgment in evaluation, noting that values and assumptions affect the formulation of goals. Evaluation is the procedure by which programs are studied to ascertain their effectiveness in the fulfillment of goals (Greenberg; 1968). It is the systematic, data-based inquiry to determine the merit or worth of a programme, product, organization, intervention, or change effort. In essence therefore, the theory is concerned with the performance evaluation of public institutions or programmes. Hatry (2002;352) asserts that “it certainly desirable that institutions at any level of government periodically undertake a comprehensive review of what they are doing and how they are doing it”.

However, the Suchman’s evaluation theory consists of five different performance criteria for assessing or determining the performance or contribution of organizations or programmes. First is the effort; which relates to the quantity and quality or the input/energy and the attention given with more emphasis on the output. Second is the performance, which deals with effect criteria that measures the results of effort. Third is the adequacy of performance; which concerns the degree to which performance is adequate to the total amount of need. The fourth is the efficiency; which examines the alternative paths or methods in terms of its process; which deals with how and why organization or a programme works or does not work. The processes according to Suchman start with the ‘value

formation' which he sees as the any aspect of a situation, event or object that is invested with a preferential interest of being good, bad, desirable or undesirable. The next stage is goal planning stage. The last stage is evaluation; this is where assessment is made to see if the objectives have been achieved.

5.0 Relevance of the Theory to the Study

The relevance of the theory to this study is that, as given by Suchman, the theory consists of five different performance criteria namely;

Effort: This is the quantity and quality of activities or input/energy and attention given with more emphasis on the output.

Here, government's effort in ensuring that human trafficking is eradicated or reduced is the establishment of NAPTIP with operational guidelines, qualified staff and relative appropriation of funds to kick-start anti-trafficking campaign in the country. There wouldn't have been any other way to start anti-trafficking activity without the establishment of a regulatory body like NAPTIP.

Performance: This deals with effect criteria that measure the results of effort.

Here, the planning, funding, coordination and monitoring of different segments of anti-human trafficking is been addressed. This is due to the fact that NAPTIP operates at the national and zonal commands in order to ensure that anti-trafficking strategies go to the nooks and crannies of the country, via a conscious synergy with other stakeholders like Immigration service, the courts, community leaders, the police, NGO among others.

Adequacy of performance: This criteria deals with the degree to which performance is adequate to the total amount of need.

In this case, even though NAPTIP is a government agency, the strategy is that, there is public- private partnership of service provision towards solving the problem of human trafficking.

Efficiency: This criterion examines the alternative paths or methods in terms of human and monetary cost. In the course of performance of anti-trafficking projects by the first point of contact (immigration, NAPTIP border patrol, police (anti trafficking unit) at the border, camps or while on transit, they make arrest of human trafficking suspects, make available evidence and prosecute them to court and eventual conviction by the law courts.

Process: This criterion deals with how and why organization or programme works or does not work. Here, to every government organization that is established, there must be enabling law to that effect. In the enabling law, the functions and structures of the organization are clearly spelt out. Including those of the supporting organizations either public or private. In this case, NAPTIP was established as a regulatory body against human trafficking with the ultimate mandate to set standards for the enforcement of all anti-trafficking laws and policies. The NIS, police, customs, civil defence corps, community and religious leaders, firm industries, celebrity speeches among others are the collaborating agencies, institutions and individuals that work hand in hand with NAPTIP so that human trafficking will be a thing of the past or reduced to its bearest minimum. It is on the basis of the above that evaluation theory forms the pivotal point which this research work is built.

5.1 Methodology

This paper is based on survey research method. Hence, the researcher utilized questionnaire to generate data for the study. Documentary research was also used to complement the survey research. The purpose is to enable the researcher generalize from a sample of the population for inferences. The research was designed to assess the enforcement measures of the National Agency for the Prohibition of Trafficking in Persons (NAPTIP) towards reducing human trafficking in Kiru LGA of Kano state. The independent variables are enforcement measures for human trafficking and dependent variable is reduction of human trafficking. The perceptions of respondents on these variables were expressed in qualitative and quantitative terms. The five point likert scale of measurement of very high, high, very low, low as well as very fast, fast, slow, very slow and undecided etc were used for the independent and dependent variables respectively. These responses were complemented by available data on the variables from NAPTIP, UNO, UNICEF and other related materials.

The population of this study was purposively drawn among staff of NAPTIP Kano branch, Nigerian Immigration service kano, Police Station Kiru and Community Development Department kiru respectively. Applying Krejcie and Morgan technique (1970) which states

that, if a sample population is 140, the sample size will be 103. Based on the above, the sample size of 103 was adopted.

Questionnaire, NAPTIP News magazine, UNO reports, other research materials etc were the major Instruments utilized in the generation of data for the study. The questionnaire of the study was developed through a thorough review of available literatures and the research questions.

Data obtained were subjected to simple descriptive percentage (%) by expressing the responses as percentage of the total number of the respondents. This was used to analyze the number and percentages of the sample that responded to each item. The chi-square (χ^2) statistical method was used to test and compare the significant relationships between the opinions of the groups involved in the study. The 0.5 level of statistical significance for acceptance or rejection of null hypothesis was adopted.

6.0 Discussions, Data Analysis and Presentation

6.1 NAPTIPP'S Efforts towards reducing the scourge of Human Trafficking

According to the executive secretary of NAPTIP, the Agency has provided nine transit shelters to provide shelter for victims of human trafficking, call free lines so that people are able to access the Agency in order for the Agency to intervene in cases of human trafficking. More so, the Agency has NGOs working in victim sheltering, vocational training and some are also able to provide materials for advocacy of human trafficking, including 5,000 children both Nigerians and Beninese citizens, withdrawn from quarries in Abeokuta and it has collaboration with I.L.O to this respect (NAPTIP, News 2014).

According to the head of counseling and rehabilitation of NAPTIP from 2004- 2014 a total of 8,006 victims, have been referred to the department. Two thousand, three hundred and fifty seven (2,357) are male while five thousand, six hundred and forty nine (5,649) are female. About one Thousand forty nine (1,049) of the trafficked persons assisted by the

department were empowered via return to school or acquiring vocational trainings, while additional four hundred and seventy- three (473) were further supported to establish their own businesses through the donation of trade equipments and provision of resettlement allowance to enable them cater for their personal needs. (NAPTIP, News, 2014).

NAPTIP has also contributed in raising awareness about human trafficking over the years. NAPTIP's public enlightenment departments worked throughout on the national and local TV and Radio programmes to raise awareness. Examples abound in rural Benue, Kogi, Kano and Edo states where NAPTIP introduced grassroots programme and held its first annual race against human trafficking in Edo state with 5,000 runners.

At the national level, it covered the 2009 model UN conference for secondary students with a theme of combating human trafficking, the well done job by the producers, cost and crew of the award winning TV drama series super story titled "ITOHAN" which is a NAPTIP story depicting the dangers of human trafficking, prostitution and child labour lasted for two years (2012-2014) Also, NAPTIP partnered on soap opera, the " I am priceless" Campaign facilitated by NAPTIP in 2013 has the likes of Nollywood actress, Oge Okoye, and the Most Beautiful Girl in Nigeria 2011 who worked tirelessly to provide awareness on the dangers of human trafficking and the strategies used by traffickers. (NAPTIP News 2014)

Furthermore, a nine-state tour was launched to establish state working groups against human trafficking. The objective of these and several related programs was to sensitize vulnerable people, sharpen public awareness of trends and tricks traffickers used to lure victims, warn parents and share ideas among stake holders, audience ranged from 50 to 5,000 persons. (NAPTIP News, 2010).

Table 1.1: Summary of convictions from August, 2009- December, 2014

	2009	2010	2011	2012	2013	2014
Abuja	2	2	1	-	1	3
Lagos	7	2	6	10	15	7
Kano	3	12	11	5	12	16
Uyo	3	2	-	4	6	1
Benin	3	7	22	2	7	4
Sokoto	10	3	8	1	3	-
Enugu	–	2	-	2	2	4
Maduguri	–	1	3	1	-	-
Makurdi	–	–	-	-	-	3
Total	28	31	40	25	45	38

Source: Adopted from NAPTIP News 2014 and 2015 P13.14 and 15 respectively.

The table 1.1 above indicates that a total of 207 people have been convicted for human trafficking from 2009 – 2014, with a steady increase in the number of conviction for human trafficking and other related offences cases from 2009-2011, with a drop in 2012 and an increase in 2013, again with a slight drop in 2014 respectively. This shows that there is improvement in the activities of NAPTIP in combating human trafficking and related offences.

Table 2:1 Analysis of Received cases of human trafficking and other related matters

2012-2014

Cases Reported	Jan-June 2012		Jan- June 2013		Jan- June 2014	
	No	%	No	%	No	%
Child Abduction from parental custody	11	5.80	19	10.4	3	12.20
Child Abuse	25	13.20	31	16.90	42	16.5
Child Labour	29	15.3	28	15.3	53	20.90
External trafficking for labour	10	5.30	8	4.4	4	1.6
External trafficking for sex	43	22.8	48	26.20	50	19.70
Forced Marriage	0	0	3	1.6	2	0.8
Internal Trafficking for labour	10	5.30	17	9.3	19	7.5
Internal trafficking for Sex	6	3.2	6	3.30	11	4.3
Nigerians Deported as illegal immigrants	1	0.5	0	0	2	0.8
Others	34	18	21	11.5	24	9.4
Rape / Sexual Abuse	20	10.60	2	1.1	16	6.20
Total	189	100	183	100	254	100

Source: Adopted from NAPTIP Reports, 2013, 2014 – 2015 P. 13, 14 and 15

respectively.

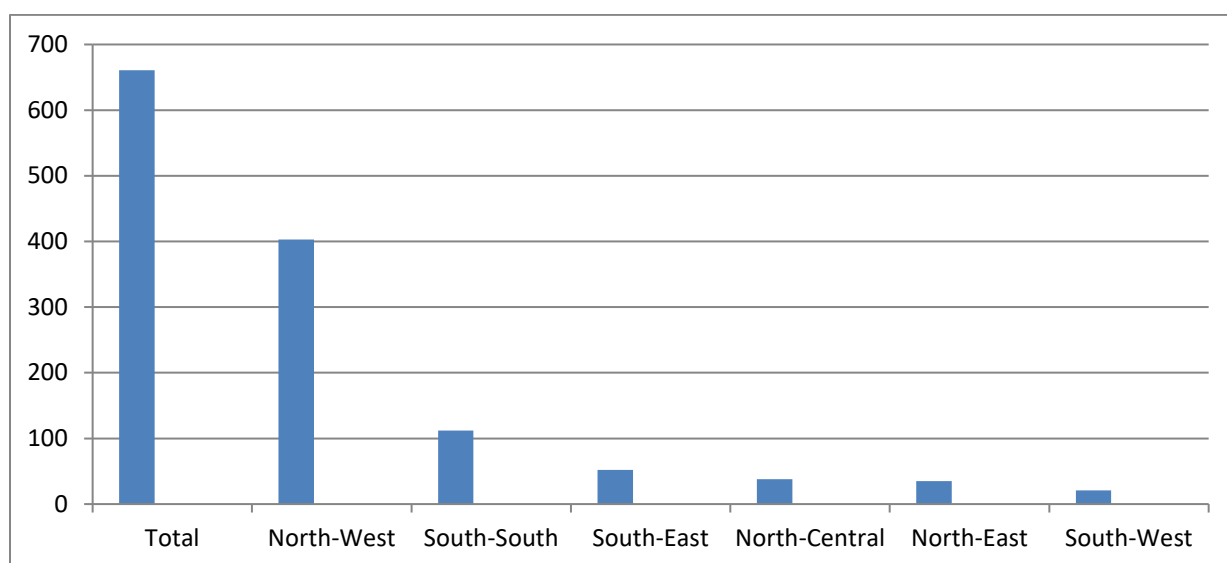
From the above table therefore, the data indicates that between January and June 2014, the agency received a total of 254 cases of trafficking in persons and other related

matters. The 2014 mid-year analysis report connotes that victims are mostly trafficked out of Nigeria for sexual exploitations, with over 50 reported cases in the first half of the year.

There is a marginal difference in the number of cases of external trafficking out of Nigeria for sexual exploitation reported to the agency between January and June 2014 compared with the same period of 2012 and 2013, respectively.

The data thus indicates that, the majority of the cases referred to the agency were related to external trafficking for sexual exploitation especially in 2014. This represents a tremendous effort by the agency towards curtailing the human trafficking scourge.

Figure 1: Disaggregation of Geo- political zones by rescued victims. From 2009-2014



Source: Adopted from NAPTIP Report (2014: P14)

From the above bar-chart, it can be seen that most rescued victims of human trafficking in Nigeria came from the North-West with 403 victims, south-south 112, south-east 52,

North-Central 38, North-East 35, and South-West 21 respectively. That shows that a total of 661 victims were rescued in the period under study.

Table 3: Reported Cases to NAPTIP from January – June 2012, 2013 and 2014

January – June, 2013; January – June, 2012

Cases Reported	2014		2013		2012	
	No	%	No	%	No	%
Child abduction from guardianship	31	12	19	10.4	11	5.80
Child Abuse	42	16.5	31	16.90	25	13.20
Child Labour	4	16	8	4.4	10	5.30
External Traffic. For Labour Exploitation	50	19.7	48	26.20	43	22.8
External Traffic for sex exploitation	2	0.8	3	1.6	0	0
Forced Marriage	19	7.5	17	9.3	10	5.30
Internal trafficking for sex exploitation	11	43	6	3.30	6	3.2
Nigeria Deported as illegal migrants	2	0.8	0	0	1	0.5
Others	24	9.4	21	11.5	34	18
Rape/ Sexual Abuse	16	6.30	2	1.1	20	10.60

Total	254	100	183	100	189	100
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Source: Adopted from NAP TIP Report (2014)

Between January and June 2014, the agency received a total of 254 cases of trafficking in persons and other related matters. The 2014 mid-year analyses report connotes that victims are mostly trafficked out of Nigeria for sexual exploitations with over 50 reported cases in the first half of the year.

There is a marginal difference in the number of cases of external trafficking out of Nigeria for sexual exploitation reported to the agency between January and June 2014 compared with the same period of 2012 and 2013.

When compared, the number of prosecuted cases against reported cases remain low, the legal and prosecution department received a total of 73 cases for legal action, out of which only 26 were charged to court.

Table 4: Summary of Convictions from August 2009 – December 2014

	2009	2010	2011	2012	2013	2014
Abuja	2	2	1	-	1	3
Lagos	7	1	6	10	15	7
Kano	3	12	11	5	12	16
Uyo	3	2	-	4	6	1
Benin	3	7	22	1	7	4
Sokoto	10	4	8	1	3	-

Enugu	-	2	-	2	2	4
Maiduguri	-	1	3	1	-	-
Total	28	31	40	25	45	38

Source: Adopted from NAPTIP Report (2014 P16)

From the table above, in 2009 Sokoto State had the highest number of conviction of 10, Maiduguri and Enugu had 0 each, Lagos had 7, Abuja 2 while Kano, Uyo and Benin had 3 each, That brings the total number of conviction to 28. In 2010 Kano had the highest number of conviction of 12 followed by Benin with 7, Sokoto 4, Enugu, Uyo and Abuja had 2 each, Maiduguri and Lagos had 1 each, making a total of 31 for 2010. In 2011 Benin had the highest number of conviction of 22, Kano 11, Sokoto 8, Lagos make the total number of conviction to 40. In 2012, Lagos had the highest number of conviction of 10, Kano 5, Uyo 4, Benin, Sokoto and Maiduguri had 1 each. Enugu 2, Abuja nill. In 2013, Lagos had the highest conviction of 15, Kano 12, Benin 7, Uyo 6, Sokoto 3, Enugu 2, Abuja 1, Maiduguri nill , that brings the total number to 45. In 2014, Kano had the highest number of conviction of 16, Lagos 7, Enugu and Benin 4 each, Abuja 3, Uyo 1, Sokoto and Maiduguri nill which gives us a total of 38 convictions for 2014.

4.4 Constraints to NAPTIP Efforts

In spite of the above efforts of NAPTIP, there are challenges faced by NAPTIP in carrying out its mandate. For instance, the inability to discern the crime of trafficking in Persons from genuine traditional relationships and festering in many Nigerian cultures. “One of the

greatest tragedies of our time is that parents traffic their own children for personal and pecuniary benefits” (NAPTIP news 2014 p. 10).

Another challenge is that during trial, victims are the only witness and most often they are reluctant to testify in court as a result of the following:

- i. Intimidation or threat (real or perceived) of physical harm to the persons of the victim by the traffickers or his associates.
- ii. Post- trauma depression as a result of prolonged exploitation
- iii. Fear of Voodoo

More so, the commitment of states and local governments as well as the public sector to the eradication of TIP in Nigeria is still very minimal. Slow judicial process among others.

In addition, according to the editor NAPTIP News Dr. Ladun Aiyegbusi “there is the need for the re – drafting of the Anti – trafficking law following observation of some lapses and ambiguities in the law.” (NAPTIP News, 2014 P4)

NAPTIP needs more funding to be able to provide electronic bio – metric machines at all its zonal commands to ensure that the bio – data of victims and suspected traffickers are captured and fed into the national data bank.

Table 5.35 The adequacy of punishment for human trafficking offences under NAPTIP

			Valid	Cumulative
		Frequency	Percent	Percent
Valid	H	3	33.3	33.3
	L	5	55.6	88.9
	VL	1	11.1	100.0

Total	9	100.0
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Source: Researcher’s Field Survey, 2016

The table 5.35 above shows that 33.3% opined that the punishment for human trafficking offences under NAPTIP are adequate enough to reduce or deter intended human traffickers, 55.6% are of the view that, the punishment for human trafficking is adequate, 11.1% said it is inadequate and non is undecided. That shows that majority of the respondents representing 55.6% are of the view that punishment are adequate for human trafficking offences. Also,

according to majority of the respondents during the interview, NAPTIP, Nigerian Police and the Immigration Service formed a ‘compact coalition pact’ to fight human trafficking in addition to involving other non- governmental organizations like the Idia Renaissance and WOTCLEF who had signed a memoranda of understanding (MOUs) with destination and transit countries like Britain, Italy, Republic of Benin, Spain, Holland among others to provide for a common legal platform under which law enforcement agents of these countries could fight human trafficking.

In another development, they are of the view that, the anti- trafficking law is quite comprehensive in its coverage of the various dimensions of human trafficking and stringent in its imposition of punishment. For example, in section 11 of the Law, individuals accused of exportation/ importation of persons out/ in of Nigeria on conviction are liable to imprisonment for life. Procurement of any person for illicit intercourse with another person on conviction attracts imprisonment for 10 years without an option of fine (section 12 |). In section 13, causing or encouraging the seduction or prostitution of any person, attracts 10 years imprisonment. Again, in section 16, any person who promotes foreign travel and

promotes prostitution is liable on conviction to 10 years imprisonment without an option of fine. ' We can now see how severe the law against trafficking is'.

More so, the governments sustained strong anti-trafficking law enforcements efforts by enacting amendments to the 2003 anti- trafficking law, which restricts the ability of judges to penalize offenders with fines in lieu of prison terms, by investigating, prosecuting, and convicting numerous traffickers and by providing extensive specialized anti-trafficking training to officials from various government ministries and agencies.

Table 8: The communication with community members under NAPTIP

			Valid	Cumulative
		Frequency	Percent	Percent
Valid	VH	6	66.7	66.7
	H	2	22.2	88.9
	U	1	11.1	100.0
	Total	9	100.0	

Source: Researcher’s Field Survey, 2016

Table 5.27above shows that 66.7% of the respondents rated the above item very high, 22.2% rated it high, non rated low and very low and also non was undecided. That shows that majority of the respondents rated the above item very high. This is in line with majority of the respondents of the interview. They opined that, Ekilgbinedion (Idia Renaissance |) In collaboration with NAPTIP engaged on information dissemination, especially to ‘parents about what their children actually go abroad to do’. They are of the view that, people are

better informed now about what actually goes on, than they were, some years ago, when many thought that going to Europe was an easy way to success. This collaborative effort made use of publicity method, such as youth clubs, in both primary and secondary schools, traditional town criers who spread information about trafficking, and ward representatives who can convey information in local dialects. The main theme of the collaboration is that ‘ people should be skeptical when someone offers their children jobs and the like. NAPTIP Kano Branch warned people about a situation where recruiters, or even relatives, make promises of greener pastures elsewhere in the region, Saudi Arabia, Europe among others’.

Table 9: The Trial of suspects for human trafficking offences under NAPTIP and reduction of human trafficking in kiru local government area

		Frequency	Valid Percent	Cumulative Percent
Valid	VH	11	10.7	10.7
	H	60	58.3	69.0
	U	11	10.7	79.7
	VL	21	20.3	100.0
	Total	103	100.0	

Source: Researcher’s Field Survey, 2016

The table 1 above shows that 10.7% Of the respondents rated the level of trial for human trafficking offences very high, 58.3% rated it high, non rated it low, 20.3% rated it very low while 10.7% were undecided. That shows that majority of the respondents rated the trial of suspects for human trafficking offences high (58.3%). This is in line with majority of the responses from the interviews. According to majority of the respondents, ‘prosecution of traffickers is very important’. Similarly, the Nigerian authorities need more help from European destination countries in prosecuting traffickers. ‘we would like to see European

countries bring back the victims, but together with the traffickers.’ He stressed that being a relative of a victim does not protect a trafficker from prosecution, ‘when we find out that a parent or another relative is involved, we arrest them’. More so, cooperation between NAPTIP, the police, and the courts is very efficient. In the words of head of prosecution NIS “We focus on the federal judicial system, to avoid the congestion in the state high courts. Since the amendment of the trafficking in persons act, NAPTIP has been able to choose in which system a given case is prosecuted”. ‘We can shop around to avoid court congestion’ he added.

Test and Interpretation of Hypothesis of the study

H0 states that ;enforcement measures of NAPTIP do not significantly influence reduction in human trafficking in kiru LGA of Kano State.

Crosstabs

Table 10: The trial of suspects for Human trafficking offences under NAPTIP (IV) *
The level of Human trafficking after the establishment of NAPTIP in your L/Govt. (DV)

Cross tabulation

Count

		The level of Human trafficking after the establishment of NAPTIP in your L/Govt (DV)				Total
		H	U	L	VL	H
The trial of	VH	2	0	0	0	2
ects for Human	H	0	1	10	0	11
icking offences	U	0	0	2	0	2
er NAPTIP (IV)	VL	0	0	2	2	4
Total		2	1	14	2	19

Table 5.146 Chi-Square Tests

Value	Df	Asymp. Sig. (2-sided)
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Pearson Chi-Square	27.636(a)	9	.001
Likelihood Ratio	20.203	9	.017
Linear-by-Linear ciation	8.822	1	.003
N of Valid Cases	19		

Research Survey, 2016

15 cells (93.8%) have expected count less than 5. The minimum expected count 11. Using 95% level of significance i.e. 0.95 with K=9, it gives us 16.919. Tabulated value at 9 degree of freedom is 16.919[a].

Pearson Chi-square is 27.636 (a)

Decision Rule

Calculated value of chi-square $\chi^2 = 27.636$ [a]. Critical value of chi-square $\chi^2 = 16.919$. Since chi-square calculated value is greater than chi-square critical value. We reject the null hypothesis (H_0) which says that enforcement measures of NAPTIP do not significantly influence reduction in human trafficking in Kiru LGA of Kano State. Also, this is in line with responses of 5 interviewees which represent 80%, they are of the opinion that enforcement of punishment has deter human traffickers and has therefore influence reduction of the crime in Kiru LGA.

Major Findings

The study revealed that the enforcement measures of NAPTIP do have significant influence on the reduction of human trafficking in Kiru LGA of Kano state. More so,

NAPTIP has contributed towards the reduction of human trafficking in Kiru LGA via its awareness raising mechanisms like radio, television, community communication, bill boards etc.

That enforcement of punishment for human trafficking offences by NAPTIP has reasonably deter intended human traffickers and has sent most traffickers out of the crime.

Hence, enforcement by NAPTIP has reduced human trafficking in Kiru LGA of Kano state. Via the trial of suspect, conviction and completion of human trafficking cases.

The study also found out that awareness raising mechanism of NAPTIP is constraint by poor funding by the government, cultural values and irregular training of NAPTIP staff while, enforcement of punishment is constraint by the sluggish judicial process of the courts, laxity of the Act and inadequate funds among others.

The study also unveiled that, to make NAPTIP's awareness raising mechanism more effective, the government needs to increase funding, provide the agency with good leadership and training its staff periodically while, the TIP Act should be reviewed, enhanced synergy among NAPTIP, NIS, Police and the judiciary.

1. Conclusion

NAPTIP is an agency, established by the federal government in 2003 to address the problem of human trafficking in Nigeria. This study establishes that, NAPTIP's enforcement measures have contributed in reducing human trafficking in Kiru LGA of Kano state with demand for more to be done to enhance their efficacy. These demands are: more funding, training of NAPTIP staff, qualified leadership for the agency, review of the TIP Act and speedy judicial process.

Recommendations

1. Even though NAPTIP via its awareness programme has contributed to reduction in human trafficking in Kiru LGA of Kano state, there is the need for the government to provide more funds to enable the awareness/public enlightenment department to spread more bill boards, organize for media charts, in radio and television, organize movies shows, internet discussions and advocacy rallies.

2. The enforcement of punishment by NAPTIP should be made more efficient through the review of the TIP Act, review of the judicial process and via the inclusion of stiffer penalties for traffickers in the trafficking in persons Act

3. There is also the need for NAPTIP to improve synergy with the judiciary, NIS, NPF etc. so as to facilitate speedy completion of human trafficking cases.

4. Cultural education should be carried out so as to reorient the people about the basic tenants of their culture. Also, staff of NAPTIP, staff of anti-trafficking units of NIS Kiru,, police station Kiru and CDD Kiru should be given periodic training on anti-trafficking strategy.

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Effect of Vocational and Entrepreneurship Programme of the National Centre for Women Development Abuja on Women Empowerment in the Federal Capital Territory Abuja, Nigeria

A. Oboromeni¹, S.B Abdulkarim², F. Abubakar³ & A. Abdullahi⁴.

Department of Public Administration^{1,2&3}
Faculty of Administration
Ahmadu Bello University, Zaria – Nigeria.

&

Department of Local Government and Development Studies⁴
Faculty of Administration
Ahmadu Bello University, Zaria – Nigeria.

Corresponding author's email address: oboroamupitan@yahoo.com

Abstract

The study is an assessment of the effect of vocational and entrepreneurship programme of the centre of the National Centre for Women Development Abuja (NCWDA) on women empowerment in Abuja. There have been reported cases of women not being able to start a business of their own even after they have graduated from the NCWD which make it difficult for them to become productive members of the society. Others find it difficult to access starts up capital to set up businesses of their own as graduates of the centre. This further put women in a disadvantaged position. The main objective of the study therefore is to examine the contribution of the Centre with special reference to its vocational training and entrepreneurship programme. The study adopted a survey design to collect data from beneficiaries of the programme in three area councils in Abuja. Questionnaire was used as an instrument of data collection. The study used the PLS-SEM for data analysis. The results from the Structural Equation Modelling revealed that the vocational training programme of the centre has a positive and significant effect on women empowerment while the entrepreneurship programme of the centre is not significant in explaining women empowerment in National Centre for Women Development Abuja. The study recommended that the centre should acquire more state-of-the-art equipment for training because the current training undertaken at the centre such as bead making, soap making, baking is becoming obsolete in the 21st century to ensure the sustainability of the programme. The study further recommended that there is a need to make ICT training compulsory for all beneficiaries of the programme irrespective of the choice of skills applied because of the marketability and sustainability of the skills.

Keywords: Women empowerment, vocational training, entrepreneurship, programme, PLS-SEM

1. Introduction

Vocational training and entrepreneurship skills have gained relevance in developing countries as they serve as instrument of poverty reduction and improvement in the standard of living of the people especially among youths and women. Empowerment in a woman's development is a way of defining, challenging and overcoming barriers in her life through which she increases her ability to shape her life. The process of empowering women will improve their skills and access to productive resources which will give women opportunity to be able to provide for their families and also take care of their immediate needs. Empowerment requires a transformation of structures of subordination through changes in law, property rights, and other institutions that reinforce and perpetuate male domination (Batliwala, 2010). This could be done by improving the standard of living of the women, improvement in their businesses so they can participate actively in development processes.

According to Handy & Kassam as cited in Allahdadi (2011), women have been identified as key agents of sustainable community development and women's equality and empowerment are seen as central to a more holistic approach towards establishing new patterns and processes of development that are sustainable. Over the years, men empowerment has led to limited development in most parts of the world, and the Africa continent is not an exemption. Duflo (2012) stressed that there has been unequal, and a lack of fairness in the distribution of resources and other social amenities, as it affects the gender of which the female folk suffers more.

Corporate organizations at different levels have established centres where women are usually trained to become entrepreneurs, this role is usually played by corporate organisations through Corporate Social Responsibilities (Walker as cited in Yacim, Rauf & Oladogba, 2020). Government at various levels in an attempt to improve the lives of women, individuals

and family units have established entrepreneurship training and skills acquisition programmes for beneficiaries. The major goal is to empower women to become productive members of family units and the nation at large. To achieve the aim of women empowerment, the NCWD in Abuja was established where women received vocational training to become self-reliant.

The NCWD an agency under the Federal Ministry of Women Affairs and Social Development was established in 1977 by the Federal Government. The Objectives of the National Centre for Women Development include promotion of gender equity and women development through research, a databank, training, documentation, advocacy, guidance and counselling, and mobilization of resources; provision of qualitative consultancies and social services, Information Technology, conference and guest facilities and provision of these services through dynamic leadership, well-trained, motivated, and professional staff.

The women who are beneficiaries of the programme at the NCWD complained that they have not been receiving enough financial assistance and vocational training from the government (NCWD, Report, 2019). The researchers are interested in practically investigating the claims to see how authentic they are with the focus on the activities of the National Centre for Women Development, Abuja.

There is no doubt that since the centre was established, women have engaged in skills acquisition programmes at the centre to acquire skills. Yacim, Rauf and Oladogba (2020) noted that a lot of graduates of NCWD Abuja have proceeded to establish different types of businesses after the acquisition of the programme. The knowledge acquired by those women empowers them to become productive members of society and also sustain their businesses thereafter.

On the contrary, the under-performance of most of the women was observed from the interaction with the beneficiaries of the skills acquisition programme. The interaction with the women reveals that the women are usually made to pay some token to facilitate the programme. Lack of monitoring and evaluation and reduced financial intervention from the government appears to be factors responsible for the underperformance of the centre (Field survey, 2019).

There is no doubt that the level of achievement of the centre negates the major objective of the Centre. The need to carry out an empirical investigation on the effect of the skills acquisition programme at the National Centre for Women Development is necessary. Though a lot of researchers have delved into sustainable development, there is a dearth of literature

investigating the programme at the National Centre for Women Development (NCWD), Abuja. Therefore, the need to evaluate the effect of vocational training on women empowerment in the National Centre for Women Development (NCWD). Therefore no doubt that when the businesses of the women become profitable, it will improve their standard of living and living conditions from an undesirable stage to a desirable stage. It is against this background that this study is set to assess the contribution of the National Centre for Women Development Abuja on women empowerment and the sustainability of their business ventures.

The Objective of the Study

The objective of the study:

- i. To investigate the effect of entrepreneurship programme of the National Centre for Women Development, Abuja on women empowerment.
- ii. To analyze the effect of vocational training on women empowerment in National Centre for Women Development, Abuja.

Research Questions

- i. To what extent does the entrepreneurship programme of the National Centre for Women Development affect women empowerment?
- ii. To what extent does the acquisition of vocational training by women affect women empowerment in National Centre for Women Development?

Hypotheses of the Study

The hypotheses of the study are stated in null form as follows:

H₀₁: Entrepreneurship programmes does not have effect on women empowerment in NCWD.

H₀₂: Vocational training programme does not have effect on women empowerment in NCWD.

Women empowerment and development

Women entrepreneurship is as old as the origin of business development. Wiley cited in Yacim et al., 2020 stressed that women in entrepreneurship can be traced to Richard and Smith's time at the beginning of the 18th century. The opinion shared by Wiley (2011) is that in the 20th century; the understanding of the business mind can be credited to the works of an economist such Joseph Schumpeter during the period of 1930s, Austrian economists like Menger, Von Mises and Hayek (Yacim et al., 2020). Though, the opinion expressed by Oshorun cited in Yacim et al., 2020 noted that women entrepreneurship is a product of the need to produce and exchange their products and services for profit.

Adegbite, Ilori, Irefin, Abereijo, & Aderemi (2007) identifies ten cognate activities and skills that women who go into businesses are expected to develop. They include positive attitudes, great capacity for critical thinking and rapid decision-making, a clear vision, a generation of progressive ideas, motivation and a passion for success, the ability to turn a vision into tangible reality, innovativeness, creativity, courage and self-confidence, the ability to take reasonable risk, mercurial integrity, patience and ingenuity, trust, good judgment, prudence and hard work. These enumerated characteristics allow them to operate effectively. Oshorun cited in Yacim et al., (2020) stated that women entrepreneurship first gained recognition in Nigeria in 1956 as a result of Order No. 24 of 1945 on a sliding plane of ten years was set up for the development and welfare of Nigeria. As a result, Nigeria Content Development and Monitoring Board (NCDMB) was established to help Nigerian contractors.

Though, Akhuemonkhan, Raimi and Sofoluwe (2013) believe that women entrepreneurship is a long-standing tradition in Nigeria. This is why the habit has been cultivated and transferred continuously from generation to generation. Thus, women entrepreneurship predominates in Yoruba, the West of the country; Hausa to the North and Igbo to the East since time immemorial.

2. Empirical Studies

In a study conducted by Rahman and Naoroze (2007) on women empowerment through participation in aquaculture in Bangladesh. In the study, the multiple regression analysis revealed that only four independent variables were significant predictors of women's empowerment. These were participation in aquaculture, education, extension media contact and training. Participation in aquaculture accounted for 14.9%; education accounted for 9%; extension media contact accounted for 4%; while training accounted for 2.5% of variations in empowerment. A significant relationship was found between women's education and their empowerment and this implies that education enhances women's empowerment both in the family and the society. This research will go further to explore the impact of national centre for women development Abuja on economic, political, education and skill development among women in Abuja area council.

Solomon and Meena (2008) in their study of the measurement of the attitude of rural women towards Self Help Groups (SHGs) in Ludhiana, India, observed that SHGs is a powerful tool for the socio-economic empowerment of the poor in the rural areas. The result of this empirical study indicates a significant change in the attitude of the participant in the areas of socio-economic upliftment, education and training, marketing and entrepreneurship, quality technological adoption and participatory research and banking aspects. They made their research while only considering self-help groups as a powerful tool for socio-economic empowerment. They did not consider a skills acquisition programme. The present study will look at how skills acquisition can serve as a tool for women empowerment.

Ovute, Dibia and Obasi (2015) carried out study on Empowering Nigerian women for national development. The study examined challenges hindering Nigerian women's effective contribution to national development, roles of women in national development, efforts made so far towards women empowerment and how Nigerian women could be empowered in order to contribute to national development. The study finally suggested that since the role of women in national development is very important in the development of any country, the Nigerian government owes it as a duty to remove those artificial and institutional barriers based on religion, culture, or traditional considerations which have incapacitate Nigeria women in participating effectively and freely in national affairs particularly, at the political and economic levels so that women will contribute their quota to National development

among others. The study however did not provide us with data as to how they obtained their findings. This study will fill this in knowledge by generating data to assess the level of economic, education, political and skill development empowerment among the women in Abuja.

Tinuke (2016) carried out a study on Gender and Development: Challenges to Women Involvement in Nigeria's Development. The contributions of women to the national economy are increasingly being recognized, but more opportunities are needed to fully develop their roles. Women lack the training and the means to bloom and this is needed for advancing the position of women: strengthening their capacities and skills and expanding the opportunities for women to more fully develop their roles. This study will go further to explore the effect of the National Centre for Women Development Abuja on economic, education, political and skill development among the women in Abuja and how it can serve as a tool for socio-economic empowerment.

Fatai et al (2016) carried out a study on Promoting Gender Equality and Women's Empowerment for Sustainable Development in Africa. Promoting gender equality is an essential component of the development strategy that seeks to enable people, both men and women, to reduce their poverty level and bring about improvement in the standard of living. An important element of sustainable development is to manage the natural resource base on which human activity depends. The gap in this work is that the study did not show how these strategies promote or did not promote a sustainable poverty reduction in Plateau state. This study ought to have shown how these strategies have been able to promote sustainable development in the area of study and if not, the study should give an alternative strategy in order to sustain empowerment in the area. However, in this study, this gap will be filled by making a critical evaluation of economic, education, political and skill development empowerment among women in the Abuja area council. This gives the study a focus and this will give room for proper analysis.

Theoretical Framework

The theory adopted in this study is Feminist theory. The theory first emerged as early as 1794 in publications such as "A Vindication of the Rights of Woman" by Mary Wollstonecraft. Some of the theories had explored the concept of gender equity with regards to institutionalised deprivation and explained empowerment by attempting to connect the personal and social, the individual and society and the micro and macro. The theory holds that women's inequality is primarily the result of imperfect institutions, which can be corrected by reforms that do not fundamentally alter society itself (Applebaum & Chambliss; 1995). Proponent of this theory believe that gender equality is equated with equality of opportunity; that the roots of women's oppression lie in women's lack of civil rights and educational opportunities (Kendall, 2005). To them, it is only when such constraints on women's participation are removed then will women have the same chance for success as men. According to Mendell, 2001, Liberal Feminists assume that women's inequality stems from the denial to them of equal rights.

The Liberal Feminist theory maintains that it is the democratic institution of the state that will place women in the right pedestal of participation in the society. That is, a country whose democratic traditions are strong empowers their women. The theory contends that women activities are more often than not confined to the private sphere and domestic roles ranging from child bearing, child-care to running the home. This has hindered women from participating fully in education, public service and even in politics like their male counterparts. Thus, Liberal Feminism maintains that women should be given equal opportunities like men, and be allowed to participate without cultural constraints. The theory contends that established institutions like the government have a major role to play in bridging the inequality gap. This step was rightly taken by the Federal Government of Nigeria through the establishment of the Women Centre.

3. Methodology

The research design for this study is a cross-sectional survey design. A self-administered questionnaire was used to collect the data. The questionnaire was designed on a Five-point Likert scale. The goal is to examine how the primary activities of the National Centre for Women Development (NCWD) have ensured women empowerment which can ensure improvement in the standard of living, increase in income of women and employment generation for women. The National Centre for Women Development (NCWD) activities include vocational training and business knowledge that can lead to the self-employment of women. The population of the study includes all women that enroll for vocational training at the National Centre for Women Development in 2019. These women were a total of two thousand eight hundred and eleven (2811) (Information unit, NCWD, 2020).

The sample size used for this study is three hundred and fifty-one (351) women out of the population of 2811 enrollees in 2019. The sample size of three hundred and fifty-one (351) was determined using Yamane's formula. Though, the study covered Abuja Municipal, Kwali and Gwagwalada Area councils. The sample size was determined using Yamane's formula as thus:

$$n = \frac{N}{1 + N(e)^2}$$

Where:

n= Sample size

N = Total population

e = Margin of error (0.05)

$$n = \frac{2811}{1 + 2811(0.0025)}$$

$$n = 351$$

The sample size for the study is 351 respondents representing. In order not to fall short of the minimum sample size of 351, and also to take care of other unavoidable errors such as incorrect filling and failure of some respondents to return the questionnaire. It was advised by Israel (2013) that 10% should be added to the minimum sample size, which results in 386. Though 386 questionnaires were administered, 361 of the questionnaires were duly filled and returned.

The method of data analysis in the study is Structural Equation Modelling. This was done through SMART PLS 3. The statistical tool was chosen because it has the potential of giving reliable results even when data is not normally distributed. Previous studies used regression analysis even when there is evidence that the data suffers normality test which can lead to a spurious result.

4. Results and Discussion

Table 1. Bootstrapping results of the structural model

Relationship	Original coefficient (O)	Sample mean (M)	Standard error (STDEV)	T Statistics (STDEV ⁻¹)	P Values	Decision
ENP -> WEM	0.040	0.007	0.065	0.618	0.537	Fail to Reject H ₀
VTG -> WEM	0.744	0.740	0.040	18.620	0.000	Reject H ₀

Source: SMART PLS 3 Output

The results from Table 1 are shown in Figure 1.

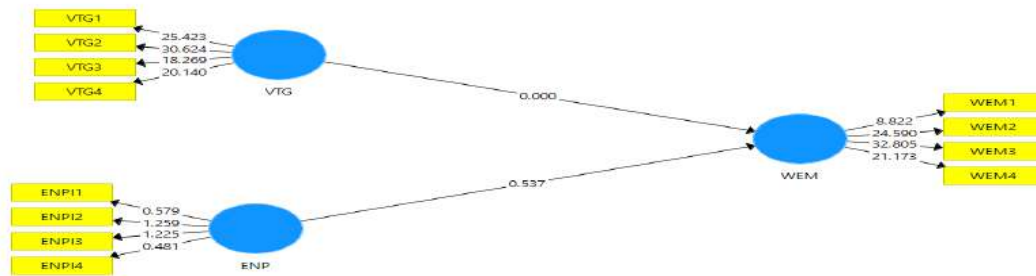


Figure 1: Structural model

Structural Equation Modelling

Table 1 shows the structural model analysis. The results showed that entrepreneurship programme ($t = 0.618$, $p > 0.05$) was positive but statistically insignificant in explaining women empowerment; vocational training ($t = 18.620$, $p < 0.05$) was positive and statistically significant to explain women empowerment. Thus, we fail to reject H_{01} and we reject H_{02} .

The result of the structural model analysis found that the entrepreneurship programme of the National Centre for Women Development has not translated to women empowerment in the area of creating employment opportunities and making them self-employed. A key implication of this finding is that the development of strong micro-credit facilities that provide easy access for graduates of the programme is highly needed, this will make it possible for them to provide the basic needs of their start-up's businesses

It was revealed that the vocational training provided to beneficiaries of the National Centre for Women Development has yielded significant positive results in ensuring women empowerment in the study area. The findings implied that when the needs of the beneficiaries are met by providing a skills acquisition programme that will make them be self-reliant and improve their standard of living, it will encourage more people to embrace the skills acquisition programme provided in the centre.

The results suggest that the vocational training provided in the centre has effect on the beneficiaries to be able to earn a living, improve their standard of living and make them self-employed.

The findings of the current study are in line with the findings of Ovute et Al., (2015); Yacim et al. (2020) that also revealed that the acquisition of skills by women will help them to reduce inequality, create employment opportunities, improve the standard of living and give them the opportunity for self-employment. In the same vein, the best way to understand the strength of vocational training is through its ability to make the beneficiaries acquire skills that make them productive. Therefore, the current study established that one of the strategies employed by the National Centre for Women Development in achieving women empowerment yielded a positive result as evidence in the statistical analysis conducted. The findings of this study will be of practical guide and relevance to the management and beneficiaries and academics especially in terms of better practices that could improve the centre to be able to achieve its cardinal objective.

The study enriches the literature and practice by confirming the linkage between vocational training and women empowerment. From the results, entrepreneurship programmes and vocational training should integrate and facilitate the ability of beneficiaries to acquire skills and access the financial needs to establish their businesses.

Additionally, the model developed and validated in this study can be used in management literature as empirical evidence for selecting the critical elements for the adoption of vocational training for women. The analysis of the study establishes the direct relationships with the theory adopted in the study. Thus, the Liberal Feminism theory maintains that women should be given equal opportunities like men, and be allowed to participate without cultural constraints, therefore, the theory explains the findings of the study. The theory contends that established institutions like the government have a major role to play in bridging the inequality gap. This step was rightly taken by the Federal Government of Nigeria through the establishment of the Women Centre. Thus, the study contributes to the existing literature by testing the level of achievement made by the National Centre

for Women Development in ensuring women empowerment in Nigeria using empirical evidence. This has now provided a better understanding and insights into the relationship.

Conclusion and Recommendation

Therefore, the study concludes that vocational training of the centre as strategies for women empowerment has been achieved in National Centre for Women Development because women are now into the acquisition of different skills that will make them productive. The study also concludes that entrepreneurship programmes as a strategy to achieve women empowerment in the National Centre for Women Development have not been achieved. It was observed that many factors still constitute barriers to the active participation of women in development processes.

Therefore, the study recommended that the National Centre for Women Development, Abuja should acquire more state-of-the-art equipment for training because the current training undertaken at the centre such as bead making, soap making e.t.c is becoming obsolete in the 21st century to ensure the sustainability of the programme. There is a need to make ICT training compulsory for all beneficiaries of the programme irrespective of the choice of skills applied because of the marketability and sustainability of the skills.

It was also recommended that the National Centre for Women Development (NCWD) Abuja, should put measures to ensure that graduates of the centre who are having challenges to fund their businesses have access to an interest-free loan to ensure the sustainability of businesses established by the graduates.

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Effect of Overseas Undergraduate Medical Scholarship (OUMS) on Human Resource capacity Building in Health sector of Kano State

Mubasshiru Salisu Mohammed
Department of Public Administration,
Ahmadu Bello University, Zaria.
08061580510
mubasshirsalis72@gmail.com

Abstract

The study examined the effect of Overseas undergraduate medical scholarship scheme on human resource capacity building particularly in health sector of Kano state. Crisis within the health sector especially those related to manpower challenges was the main reason that prompt the idea of overseas scholarship scheme with a view to augmenting the already existing local scholarship in medical and Para-medical disciplines offered by the state government. The study adopted a mixed method research (MMR) design that incorporates the collection, analysis, interpretation and reporting of qualitative and quantitative data in order to explore diverse perspectives and uncover the relationship that exist between the variables under study. The study has a population of 1,600, Krejcie and Morgan table for determining sample size was used to draw a sample of 310. Regression was used to test the hypothesis. It has been discovered that Overseas Undergraduate Medical Scholarship (OUMS) has significant effect on human resource capacity building (HRCB) in health sector of Kano state. Specifically, the finding shows that OUMS has played a strategic role in increasing the knowledge, skills, abilities, and experiences of the beneficiaries and this had significantly helped in addressing the gap in the availability of health care personnel working in various hospitals in Kano state. Statistically, the result shows that with P value = 0.000 and the value of alpha ($\alpha \leq 0.05$), overseas undergraduate medical scholarship (OUMS) has 0.533 (53.3%) effect on HRCB in health sector of Kano state. It was recommended that the implementers of the programme should put more emphasis on the importance of promoting multidisciplinary research and studies in various disciplines and specializations in medical parlance. These include Hospital based Clinical specializations, Laboratory clinical sciences specializations, as well as Community based clinical specializations. These specializations are more closely related to existing health care problems in the state such as maternal health, child health.

Key words: overseas scholarship, human resource, capacity building, medical scholarship, Health care

Introduction

Human capital development and capacity building has become one of the major concerns of many developing countries. This is as result of key role that human capital capacity building played to the overall national development. How well a nation develops is largely determined by how well it is committed in building intellectual capacities of its people. Perhaps, that is why the international Labour Organization (ILO, 2020) observed that the most successful countries of the world have not only high rate of physical capital formation, but they have also given priority human capital formation, it follows from this that human resource is *sine quo non* for achieving sustainable growth and development of a nation. It has been argued that the quality of manpower in terms of brains, capacities, technical expertise and scientific disposition determines how effective the utilization of other resources could and what results would be, (Dessel 2013). Similarly, studies have shown that there is direct positive relationship between human resource capacity building and overall national development, (Perna, Orosz & Jumakulov 2015). Early scholars like Schultz, (1961); Becker, (1974) and Mincer, (1964) have established that “key to economic growth and continued human survival lies in the quality of the population” which can be achieved through government concerted effort and commitment towards investment in health, education, training and capacity building.

Over the past decades, higher education through Overseas Scholarship Scheme (OSS) played a strategic role in building human capacity, advancing research, and formulating policy in the health sector, (Campbell & Mawer, 2019; World Health Report, 2018). Overseas undergraduate medical research scholarship (UMRS) has become an integral part of medical education in numerous countries and has influenced the subsequent performance of physicians, yielding positive results in the development of important skills, including diagnostic, clinical, therapeutic, critical as well as emergency care skills, (Boyer, 2020).

The manpower crises within the health sector of Kano state particularly those relating to acute shortage of medical doctors, nurses, and pharmacists was the main reason that informed the idea of overseas scholarship. For example, the latest population figures from the National Bureau of Statistics (NBS) in its demographic statistical bulletin released in May 2020 places Kano state as one of the states characterized with poor health indicators largely caused by manpower challenges in the health sector (National Bureau of Statistics Demographic Bulletin 2020). Similarly, a report by the Kano state Strategic Health Development Plan (KSHDP 2010 - 2015), shows that the health sector of Kano state requires 14,452 medical personnel to manage its 1,363 Health Facilities (HF) comprising 3 tertiary, 50 secondary, and 1,310 Primary Health Facilities across the 44 Local Government Areas (LGAs). Of these 58% are health posts which provide mostly preventive services with little

or no clinical care due to manpower shortage. The report shows that the state has a deficit of 12,705, which represent 87.9% of what is required in managing the general hospitals, specialist hospitals, specialized hospitals across the forty-four (44) local government areas of the state. According to a situation analysis conducted by United State Agency for International Development (USAID, 2018) in collaboration with Kano state Ministry of Health (MoH), and National Centre for Disease Control NCDC (2018), it shows that for many years, there has been severe cases of under-staffing of medical personnel across the general hospitals, special hospitals and primary health centres in the state. This problem is seen as difficult to solve because of the time it takes to produce extra human resources – as well as the time and investment required in terms of extra training, compensation and retention. The challenges of manpower has over the years rendered the quality of therapeutic clinical, diagnostic, medical and laboratory care to patients insufficient.

In view of that, the state government made an effort to address the challenges through Overseas Undergraduate Medical Scholarship scheme (OUMS). The scheme is targeted at building the knowledge, skills, and capacities of the beneficiaries which ultimately helps in addressing manpower deficits bedeviling the health sector of the state. It is anticipated that the scheme could play a key role in addressing the gap in the availability of manpower in Key Priority Areas (KPAs) of health sector which include medical doctors, nurses, midwives, pharmacists, paediatricians, gynaecologists and other medical and allied disciplines that are very critical for effective healthcare service provision in the state. A total of 62 universities and institutions of higher learning were selected in 14 different countries across the world for the execution of the scheme.

The objective of this paper therefore is to assess the effect of OUMS on human resource capacity building in health sector of Kano state. The study hypothesized that Overseas Undergraduate Medical Scholarship (OUMS) has no significant effect on Human Resource Capacity Building (HRCB) in health sector of Kano state.

Literature Review and Theoretical Framework

Undergraduate Medical Scholarship

Writing on medical scholarships, Boyer (1996), Glassick (2000) and Shulman (2021), observed that undergraduate medical scholarship refers to the type of scholarship awarded to students wishing to go for training and capacity building in medical and allied disciplines. It typically includes all postsecondary programmes up to the level of a [bachelor's degree](#), awarded by colleges and universities upon completion of a course of study lasting three to six years depending on institution and [academic discipline](#) with the end goal of securing a license to practice within their respective jurisdiction, (Encyclopaedia Italiana, 2020).

Chang and Ramnanan (2015), argued that undergraduate medical scholarship across the world is awarded in various medical and pharmaceutical disciplines. The MBBS (Bachelor of Medicine/Bachelor of Surgery) degree represents the first (undergraduate) level of training required to be licensed as a physician (other degrees in alternative medicine are present like [BAMS](#), BHMS, BSMS etc.) and the MS or MD degree is a postgraduate degree, representative of specialty training. The equivalent training in the US or Canada would be the completion of a medical (post-graduate) degree. Eligibility for the MS or MD course is restricted to medical graduates holding the MBBS degree, (Wooster, Wooster & Maniate, 2021; Boyer, 1996).

The MBBS course is imparted in courses like Pre-clinical (Anatomy, Physiology, and Biochemistry), Para-clinical (Pathology, Microbiology, Pharmacology, Forensic Medicine and Community Medicine), Clinical Ophthalmology, Otorhinolaryngology, General Medicine, General Surgery, Pediatrics and Obstetrics/Gynecology; with specialty rotations such as Orthopaedics, Radiology, Pulmonary Medicine, Psychiatry, Dermatology, Anesthesiology and Dentistry, (Dekker 2011; Solomon, Tom, Pichart & Wasserman 2003).

According to Laskowitz & Drucker (2010), after five and a half years of study and the successful completion of an examination, which includes both theoretical and practical elements, in a pre-clinical or clinical subject of a non-surgical nature such as Physiology, Pharmacology, Internal Medicine, Pediatrics, Pathology, Psychiatry, Microbiology, the candidate receives a Doctor of Medicine (MD) degree, whereas in a pre-clinical or clinical subject of a surgical nature (e.g. Anatomy, General Surgery, Orthopaedics, Obstetrics/Gynaecology, Ophthalmology), the candidate receives the equivalent degree [Master of Surgery](#) (MS). The Doctor of Medicine awarded by Medical Universities in India and regulated by Medical Council of India are doctorate level qualification incorporating high level specialist clinical training, research and teaching.

Ramnanan (2019) is of the view that common benefits of overseas undergraduate medical student research programmes are the self-reported enhancement of research skills (e.g., critically appraising literature in medical and allied disciplines, writing for scholarly medical and health related journals). Whereas most of these skills pertain to the role of scholar, skills gained from research training may transfer to other medical and clinical roles as well. The reported enhancements of medical student competencies attributed to research participation have been subjective in nature. Future research, using more objective measures (e.g., academic contributions such as publications, metrics regarding how often published research was cited or accessed, conference presentations, invited seminars, and competitive grants or awards earned), may help determine whether undergraduate medical research programmes support the development of student competencies related to both scholar and

nonscholar roles; positive findings may solidify the justification and value of such programmes.

Human Resource Capacity Building (HRCB)

Human resources capacity building has been defined and interpreted in many different ways (Williamson, Rajabifard, & Feeney, 2003; Abbay, 2008). It is generally accepted that human resources capacity building as a concept is closely related to education, training and human resource development. Groot and Molen (2000) defined human resources capacity building as the development of knowledge, skills and attitudes in individuals and groups of people relevant in design, development, management and maintenance of institutional and operational infrastructures and processes that are locally meaningful. Based on this definition, capacity building for health worker in a broad sense may refer to improvements in the skills, knowledge and ability of the health worker to discharge his duties especially regarding medical, clinical and therapeutic care and treatment. However, Brews (1994) expanded the meaning of human resources capacity building to include empowerment. This is a broader approach while still focusing mainly on education, training and human resource development. He posited that capacity building gives substance to empowerment. If empowerment is the value then capacity building is the content. Capacity building activities equip empowered employees to achieve organizational goals (Brews, 1994).

Improvement in the quality of human capital is essential as advances in knowledge and diffusion of idea and objectives are necessary to remove economic backwardness Meier (1984). Also, if there is an under-investment in human capital, the rate at which additional physical capital can be

productively utilised will be limited since the needed labour for effective use of material capital is short. This is a proof that human capital plays a significant role in the functioning of an economy.

Human development therefore is the combination of training and education as essential tools in ensuring continual development and growth of individual, organization or nation, (Salako, Omotilewa & Sotunde, 2010). McLagan (1999) conceptualized human resource development as the integrated use of training and development, career development and organizational development to improve individual and organizational effectiveness. Today, increased attention is being focused on the keeping of an up to date inventory of current human resource stock in terms of skills, gender, level of education, professions, geographical location, age and job experiences (Dessel 2013). In this light, Herbison (1973) operationalized human resource capacity building as the process of increasing, strengthening, and boosting the skills, capacities, abilities, energies, and knowledge of people which are, or which potentially can and should be applied to the production of goods and services.

Groot and Molen (2000) defined human resources capacity building as the development of knowledge, skills and attitudes in individuals and groups of people relevant in design, development, management and maintenance of institutional and operational infrastructures and processes that are locally meaningful.

Human resource development and utilization are regarded as the means to meet basic human needs and to contribute to overall development of the nation by transmitting cultural, religious, political, and technological values; and by preserving national identity, cohesiveness and stability (Cohen, 1994). From this, we can deduce that human development has to do with enlarging people's choices, where the choices range from political, economic and social freedom to opportunities for being creative and productive, and enjoying personal self-respect and human rights.

According to US Department of Labour, manpower is the basic resource. It is the indispensable means of converting other resources to mankind's use and benefit. How well we develop and employ human skills is fundamental in deciding how much we will accomplish as a nation. The manner in which we do so determine profoundly the kind of nation we become. According to ILO (2020), the most successful developing countries have not only had high rate of physical capital formation, they have also given priority to human capital formation. It therefore follows that man is the reservoir of timeless knowledge, skills and capacities.

Overseas Scholarship and Human Resource capacity building

Globally, there been increasing concern about the gap in the adequacy of human resource for health. Adeloye, David and Gadanya (2017) have observed that imbalance or mal-distribution in the supply, deployment and composition of human resources for health, leading to inequities in the effective provision of health services, is an issue of social and political concern in many countries. Overseas scholarships has played a central role in building the skills and capacities of human resource for health in many countries. Improved health is a very necessary foundation for successful development and ability of a country to provide effective health care services to its people depends largely on the availability of right mix human resource for health with adequate knowledge, skills, and capacities.

The health workforce all persons involved in activities primarily devoted to enhancing health is an essential block of any functioning health system in any country, in the absence of which clinical and public health services cannot be delivered to the population, (World Health Report, 2019). Experts have actually shown direct links between efficient health system

governance and promising health workers outputs, which ultimately have positive effects on overall health outcomes, (WHO, 2019).

The extent to which scholarships successfully meet the goals of various stakeholders is the subject of long-running, although often sparsely detailed, debate (Shulman (2021);. The World Health Organization's (WHO) classification of Health workers adapted from International Labour Organization, International Standard Classification of Occupations, (ISCO 2020) have described Medical Doctors, pharmacists, nurses, mid-wives, paediatricians, gynaecologists, and host of others as human resource needed for health which nations across the world provide overboard scholarships to its selected citizens. The practices medicine, which is concerned with promoting, maintaining or restoring health through the study, diagnosis, prognosis and treatment of disease, injury, and other physical and mental impairments. Physicians may focus their practice on certain disease categories, types of patients, and methods of treatment known as specialties or they may assume responsibility for the provision of continuing and comprehensive medical care to individuals, families, and communities known as general practice, (ISCO 2020). Medical practice properly requires both a detailed knowledge of the academic disciplines, such as anatomy and physiology, underlying diseases and their treatment the science of medicine and also a decent competence in its applied practice the art or craft of medicine. Both the role of the physician and the meaning of the word itself vary around the world. According to El Dib, Atallah, and Andriolo (2007), degrees and other qualifications vary widely, but there are some common elements, such as medical ethics requiring that physicians show consideration, compassion, and benevolence for their patients.

According to Haczyński, Ryć, Skrzypczak, & Suchecka, (2017), *nursing is the* use of clinical judgment in the provision of care to enable people to improve, maintain, or recover health, to cope with health problems, and to achieve the best possible quality of life, whatever their disease or disability, until death. Nursing is largely concerned with the protection, promotion, and optimization of health and abilities; prevention of illness and injury; alleviation of suffering through the diagnosis and treatment of human responses; and advocacy in health care for individuals, families, communities, and populations. The unique function of the nurse is to assist the individual, sick or well, in the performance of those activities contributing to health or its recovery (or to peaceful death) that he would perform unaided if he had the necessary strength, will or knowledge.

Just like medicine, nursing has various specialties which include; Community Health nursing, critical care nursing, Pediatric critical care nursing, Emergency nursing,

Gastroenterology nursing, gerontological nursing, Hospice palliative care nursing, Medical-Surgical nursing, Neonatal nursing, Nephrology nursing, Neuroscience nursing, Occupational health nursing, Oncology nursing, orthopedic nursing, Pediatric nursing, Peri-anesthesia nursing, Perinatal nursing, Peri-operative nursing, Psychiatric and mental health nursing.

Cipolle, Strand, Morley, (2004) stated that pharmaceutical care involves taking direct responsibility for patients and their disease states, medications, and management of each to improve outcomes. Pharmaceutical care has many benefits that may include but are not limited to: decreased medication errors; increased patient compliance in medication regimen; better chronic disease state management, including hypertension and other cardiovascular disease risk factors; strong pharmacist–patient relationship; and decreased long-term costs of medical care.

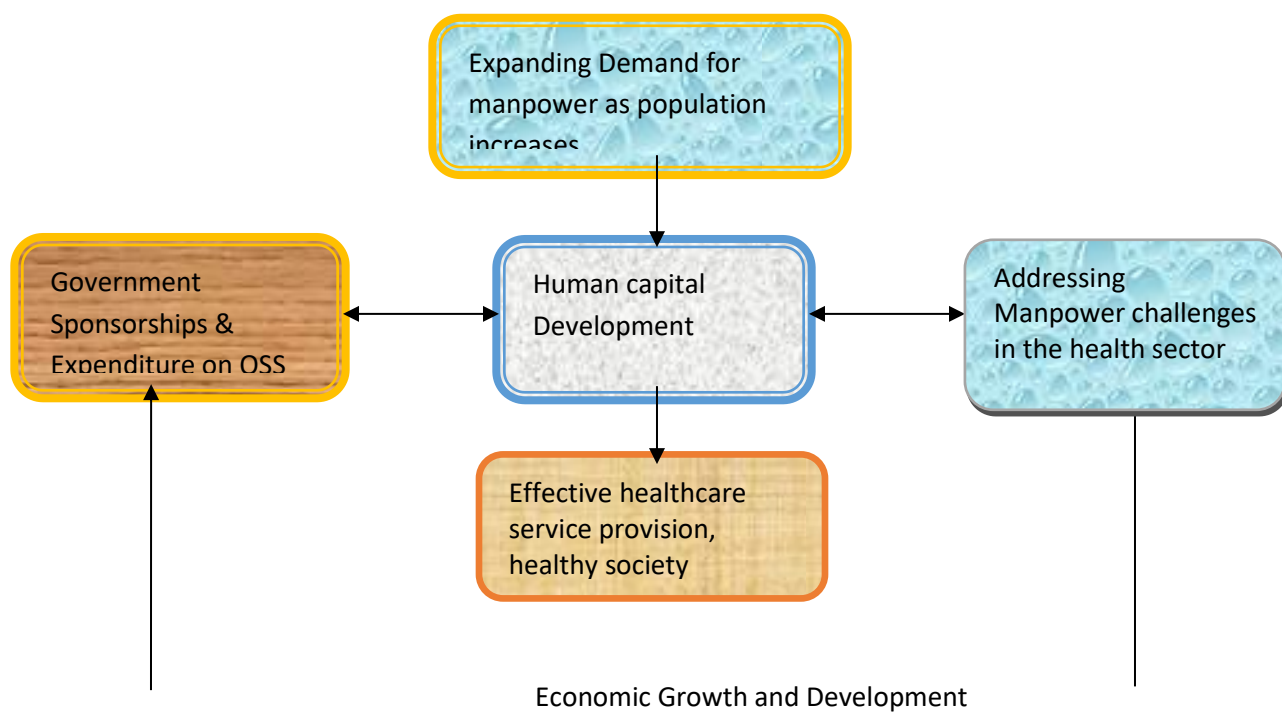
Pharmacists are often the first point-of-contact for patients with health inquiries. Thus, pharmacists have a significant role in assessing medication management in patients, and in referring patients to physicians. These roles may include clinical medication management, including reviewing and monitoring of medication regimens, assessment of patients with undiagnosed or diagnosed conditions, and ascertaining clinical medication management needs, specialized monitoring of disease states, such as dosing drugs in kidney and liver failure, providing patients with health monitoring and advice, including advice and treatment of common ailments and disease.

Theoretical Framework

This paper adopted Human Capital theory as a framework to guide our understanding on the effect of overseas undergraduate medical scholarship scheme on human resource capacity building in health sector of Kano state. The human capital theory was propounded by Theodore Schultz, (1961), Gary Becker, (1964) and Jacob Mincer (1974).

Human capital theory assumed that the key to economic growth and continued human survival is tied with the “quality of the population”, and the quality of population can only be achieved when there are adequate healthy people in the society, and adequate healthy people can be achieved through investment in education, training and capacity building. In the words of Mincer, (1974), health and education are two closely related human capital components that works together to make the individual more productive. Taking one component as more important than the other is unrealistic. This is because an educated individual who is sick is as inefficient as illiterate. As such, both components are considered as compliments. Thus, this served as reason why health and education are often subsidized in many countries. In some countries, education is free and compulsory for certain minimum length of time.

Schultz, (1961), Becker (1964) and Mincer (1974) contends that “one can invest in human capital (via education, training, medical treatment) and such investment will ultimately yields additional output”. The acquisition of additional skills and talents, by the maintenance of the acquirer (trainee) during his education, study, or apprenticeship, always costs a real expense, which is a capital fixed and realized, as it were, in his person. Schultz (1961), believed that human capital consist of health and of skills and knowledge, which have economic value.



Source: Adapted from Swanson & Holton, (2001).

From the perspective of this theory, overseas undergraduate medical scholarship (OUMS) is a form of human capital investment through education, training and capacity building. Kano state Government-sponsored overseas scholarship programmes will strikingly promote human capital formation in the health sector of the state. This will go a long way in galvanizing state government efforts in providing additional medical doctors, Nurses, pharmacists and other disciplines and professions that are considered very crucial for the development of the state. This is because the medical professionals are expected to return home and reciprocate by working in various general hospitals, specialist hospitals, primary health care centres and other health care provision centres across the states. Thus, the beneficiaries are expected to offer remarkable contributions in providing medical, clinical, diagnostic, laboratory and pharmaceutical services to the people. This will go a long way in ensuring healthy people, and healthy people is an important prerequisite for healthy society, and healthy society is very crucial for rapid socio-economic development as observed by Schultz, (1961), Becker (1964) and Mincer (1974).

Methodology

This study adopted a mixed method research (MMR) design. MMR is research design that incorporates the collection, analysis, interpretation and reporting of qualitative and quantitative data in order to explore diverse perspectives and uncover the relationship that exist between IV and DV, (Creswell, 2015; Mexwell 2016; and Bryman 2012). Data was obtained from both primary and secondary sources. The targeted population of the study is 1,600 beneficiaries of the undergraduate medical scholarship scheme. In determining the sample size of the population for the study, Krejcie and Morgan (1970) table for determining sample size was used. According to the table, a population of 1,600 has a sample size of 310, which stood at 19.4% of the total population.

The questionnaire was administered by the researcher with the help of research assistant and it was designed using 5-Point Likert Scale. In order to complement the responses obtained from the questionnaire, interview was also conducted with some selected beneficiaries who were purposively selected. Both descriptive and inferential statistical tools were adopted in data presentation and analysis by use of tables and charts while Regression Analysis was used to test the hypothesis using SPSS version 20 so that we can be able to measure the extent and degree to which the Dependent Variable (DV) could be explained and predicted by the Independent Variable (IV). We use 5% as our level of significance i.e 0.05.

Presentation of Results and Discussion

As stated above, a total of 310 questionnaires were administered. However, in spite of all the effort being made by the researcher to ensure that all the questionnaires were returned, a total of 181 questionnaires which sharply represent 58.4% were subsequently returned and out of this, a total of 120 which represent 66.3% of the questionnaires administered were duly and correctly completed. Therefore all our subsequent analysis will be based on 120 questionnaires.

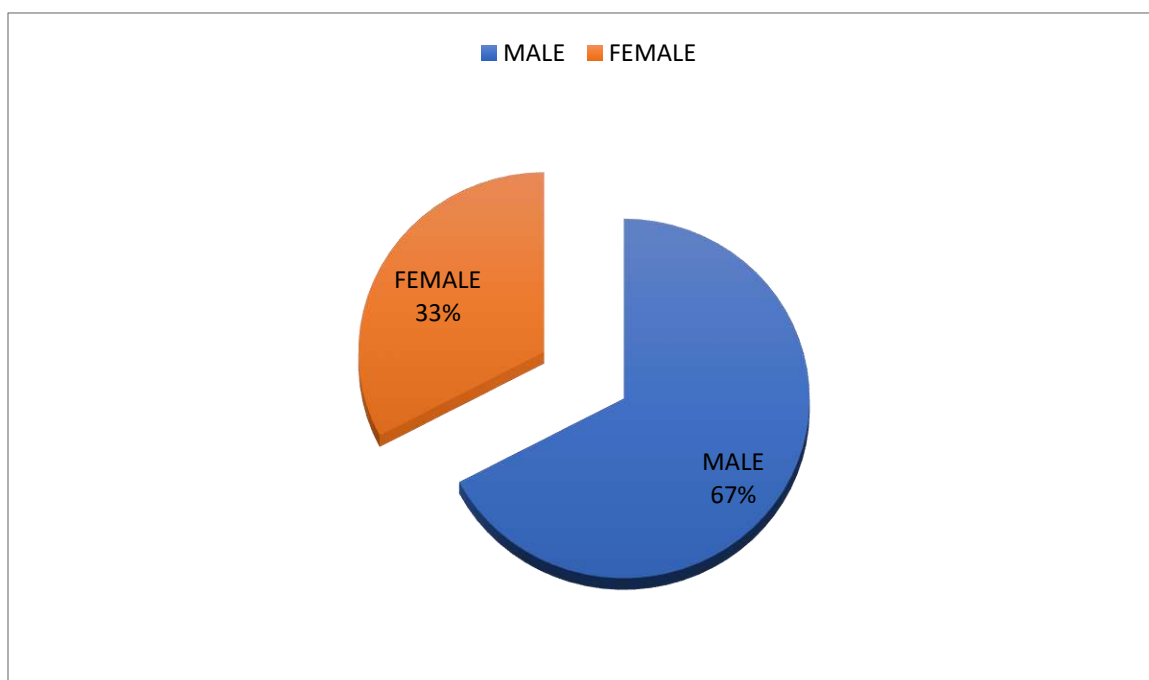


Figure 1: Gender of the Respondents

Source: Researchers Survey (2022)

The table above shows that 67% of the respondents were male while 32% were female. This is because male beneficiaries OUMS constitute the bulk of the respondents.

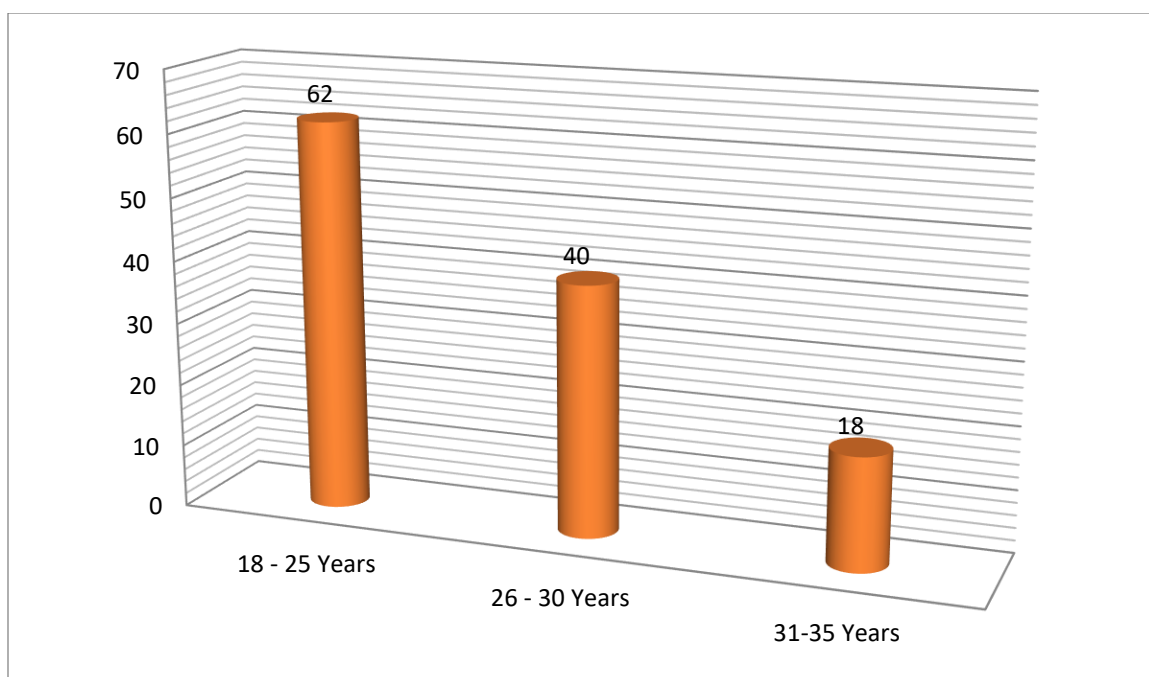


Figure 2: Age Distribution of Respondents

Source: Researchers Survey (2022)

Analysis from the figure above shows majority of the respondents' age fall within the range of 18-25 stood at 62 which represent 51.6% while those between 26-30 stood at 40 which represent 33.3%. Still, those between 31-35 stood at 18 which represent 15%.

OUMS Specialties and Disciplines

The overseas Undergraduate Medical Scholarship awarded by Kano state government were mainly in the following disciplines:

Table 1: OUMS Medical Specialties and Disciplines

OUMS Discipline	Number	Percentage (%)
Gynaecology & Obstetrics	750	46.9%
Paediatrics	320	20.0%
Community Health Nursing	100	6.3%
Physiotherapists	40	2.5%
ophthalmologist	40	2.5%
Public Health	150	9.4%

Critical care Nursing	80	5.0%
Dentistry	10	0.6%
Anaesthetic Nursing	50	3.1%
Radiology	30	1.9%
Microbiology	20	1.3%
Pharmacy	10	0.6%
Total	1,600	100%

Source: Department of Planning, Research & Statistics KSSB, 2020

As we can see from table 1, OUMS have succeeded in injecting additional 1,600 health care personnel in to the health sector of the state. By implication, this means that OUMS had helped in addressing gap in the availability of manpower by 12.1% out of the total deficit of 12,705 health care personnel in the state. This is very imperative in view of the fact that the data enable us to juxtapose and justify whether such investment in human capital development actually yielded the anticipated results. This is in line with the submission of Human capital theory which is the theoretical framework of this study.

It can be seen from the above that Nursing and obstetrics constitute the highest percentage of the beneficiaries of OUMS. The figure shows 750 representing 46.9%. This means that the largest UMS award goes to specializations relating to maternal and child health care. This may be because additional manpower is needed in order to cater for maternal and child health care in the state. This go a long way in reducing Maternal Mortality Rate (MMR), Child Mortality Rate (CMR) as well as Under 5 Mortality Rate U5 (MR) which is one of major causes of deaths in the two states (NHCODE 2020).This followed by medicine and surgery which has 550 representing 34.4%, while pharmacy has 300 beneficiaries representing 18.8%.

The data shows that 9.4% were sponsored to study public health, 6.3% community nursing, 5% critical care nursing, 2.5% physiotherapists and ophthalmologists respectively. This by implication means that OUMS had helped in reducing the gap of human resource for health in the state.

Response to Questionnaire

In order to determine the extent which Overseas UMS schemes executed by Kano state government contributed in enhancing manpower capacities of health care personnel, a questionnaire was distributed to sampled respondents. This is very important because the responses enable us to compare and justify whether such investment in human capital

development have helped in producing the expected outcomes as envisaged by the programme. The responses generated are presented in the table below:

Table 2: Response to questionnaires

S/NO	QUESTIONS	SA	A	U	D	SD
1	As a result of Overseas UMS, led to considerable increase in skills and knowledge of the beneficiaries	52 (43.3%)	45 (37.5%)	10 (8.3%)	8 (6.7%)	5 (4.2%)
2.	Overseas PMS has led to increase in medical experience of awardees.	58 (48.3%)	49 (40.8%)	5 (4.2%)	5 (4.2%)	3 (2.5%)
	Overseas UMS increased the quality of diagnostic and treatment procedures to patients	48 (40%)	55 (45.8%)	10 (8.3%)	4 (3.3%)	3 (2.5%)
3	Overseas UMS has led to significant increase in clinical experience of the awardees.	50 (41.7%)	52 (43.3%)	7 (5.8%)	6 (5%)	5 (4.2%)
4	Overseas UMS has led to significant improvement in the use of modernized pathways of patient's clinical care and treatment procedures.	53 (44.2%)	49 (40.8%)	6 (5%)	6 (5%)	6 (5%)
5.	As a result overseas UMS helped in addressing the problem in the adequacy of human resource for health in Kano state.	52 (43.3%)	45 (37.5%)	10 (8.3%)	8 (6.7%)	5 (4.2%)

Source: Researcher's Survey

From table 2 above, it can be established that the overwhelming majority of the respondents were of the view that the OUMS programme has offered a tremendous effect on human resource capacity building in health sector of Kano state. for example, response to question 1 shows that 52 respondents representing 43.3% have strongly agreed that OUMS has led to considerable increase in the knowledge, skills and abilities of the beneficiaries. In addition, 45 respondents representing 37.5% have agreed with the idea. On the other hand, a total of 13 respondents representing 10.9% have disagreed with question, while 10 respondent representing 8.3% held a neutral view.

With regards to question 2, it can be observed that a total of 107 respondents representing a total of 89.2% have strongly agreed and agreed that OUMS has led to increase in medical experience of the beneficiaries. Almost similar response was obtained from question 3, 4 and 5 in which 103 (85.8%), 102 (85%), and 102 (85.8%) have unanimously agreed that OUMS has propound increase in the quality of diagnostic and clinical experience of the beneficiaries and it led to considerable improvement in the use of modernized pathways of patient's clinical care and treatment procedures in the hospitals across the state.

With regards to question6, it can also be seen that a total of 97 respondents representing 80.8% have agreed that OUMS has helped in addressing the gap in the adequacy of health care personnel in the health sector of Kano state.

This view was substantiated by the result of interview conducted by the researcher because the top management of the implementation agencies (KSSB and MoH) when interviewed confirmed to the researcher quite a number of beneficiaries of the scheme where sponsored uniquely to read courses related medicine, nursing and pharmaceutical sciences. For example, 652 of the beneficiaries were sponsored by the state government to Al-Mansoura and October-6 Universities in Egypt and El-Razi, Al-Ahfad University in Sudan and Bapuji university, SRM university, Jodhpur university all in India; and Shenyang University China, to read Nursing, (including anaesthetic nursing, psychiatric nursing and operations nursing) Pharmacy, Gynaecology, Paediatrics and human anatomy. Among them, 300 male and female undergraduates for MBBS and Pharmacy, 50 Nurses for BSc. Course in Egypt.

Test and Interpretation of Hypothesis

The hypothesis for this study states that “Overseas Undergraduate Medical Scholarship has no significant effect on Human resource capacity Building in health sector of Kano state”. The result form the test of hypothesis was presented in the table below:

Table 3: Model summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.533 ^a	.509	.507	.791

a. Predictors: (Constant), Overseas undergraduate medical rship (OUMS)

Source: SPSS 20 Output, 2022

The table 3 above provides the values of R, R-square and adjusted R-square. The R value represents the simple correlation and it is 0.533 (53.3%), which indicates a relatively high degree of correlation. The R² value (the “R Square” column) indicates how much of the total variation in the dependent variable, human resource Capacity Building in health sector”, can be explained by the independent variable, “overseas Undergraduate Medical Scholarship”. In this case, 0.509 or 50.9% can be explained, which is statistically significant.

The adjusted R2 indicates the likelihood of independent variable to cause change in the dependent variable. In this case, it is 0.507 representing 50.7%

The ANOVA table shows how well the regression equation fits the data (i.e., how the independent variable predicts the dependent variable of our model) and is shown below:

Table 4: The ANOVA table

ANOVA ^b						
Model		Sum of Squares	Df	Mean Square	F	Sig.
1	Regression	221.922	1	221.922	355.018	.000 ^a
	Residual	214.049	118	.625		
	Total	436.330	119			

a. Predictors: (Constant) Overseas graduate Medical Scholarship (OUMS)

b. Dependent Variable: Human resource Capacity Building (HRCB)

Source: SPSS output, 2022.

In the table 4 above, with F = 355.018 and 344 degree of freedom, the test is statistically significant indicating that there is linear relationship between the variables. This means that the IV is significant predictor of DV in our model.

The coefficient table below confirms the result.

Table 5: The Coefficients

Coefficients^a

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	βeta		
1	(Constant)	-.100	.123		-.818	.414
	Overseas graduate Medical Scholarship(UMS)	.587	.031	.533	18.842	.000

a. Dependent Variable: Human resource Capacity Building

Source: SPSS output, 2022.

Table 5 indicates that the regression model predicts the dependent variable significantly well. For the predictor “Overseas Undergraduate medical scholarship scheme”, our regression model is $y = -0.100 + 0.587x$. For the unstandardized beta coefficients, the result shows that for each increase in OUMS, there is corresponding 58.7% increase in human resource capacity building in health sector of Kano state. For the standardized beta coefficients, the result shows that Overseas Scholarship Scheme has the capacity to cause 53.3% change in manpower capacity building. Here, the P- value = 0.000, which is less than 0.05.

Conclusion

The study is targeted at assessing the effect of overseas undergraduate medical scholarship on human resource capacity building in health sector of Kano state. Based on the data that has been presented here from secondary and primary sources, and based on the result of test of hypothesis, it can be established that Overseas Undergraduate Medical Scholarship (OUMS) has significant effect on human resource capacity building in health sector of Kano state. Specifically, the finding shows that overseas Undergraduate Medical scholarship has played a key role in increasing the knowledge, skills, abilities, and experiences of the beneficiaries and this had significantly helped in addressing the gap in the availability of health care personnel working in various hospitals in Kano state. Statistically, the result shows that with P value = 0.000 and the value of alpha ($\alpha \leq 0.05$), overseas undergraduate medical scholarship (OUMS) has the capacity to cause 0.533 (53.3%) change on MPCB in health sector of Kano state particularly in the Key Priority Areas (KPAs), of medical sciences, pharmaceutical sciences and nursing sciences. This finding was supported by secondary data presented in table 1 where it has been shown that OUMS had helped in addressing gap in the availability of manpower by 12.1% out of the total deficit of 12,705 health care personnel in the state. This finding was in line with the submission of Human capital Theory espoused by Schultz (1961) Becker (1964) and Mincer (1974) who unanimously agreed that investment in

human capital through education, training and capacity building plays significant role in enhancing the health and wellbeing of the population, which are essential prerequisite of attaining highest level of development. Drawing analysis from this theory, it can be inferred that adequacy of trained manpower through OSS medical scholarship is an important prerequisite for enhancing good health, and good health when combined with sound education and training are the ultimate means of raising capacities of human resource, which in turn influences economic activity and social well-being of the people of Kano state.

Recommendations

Given the considerable effect of overseas undergraduate medical scholarship (OUMS) in building the skills, knowledge and capacities of the beneficiaries and in addressing the gap in the availability of medical doctors, pharmacist and nurses, it is recommended that Kano state governments develop an advanced clinical training and practice roles that are considered a key component of contemporary workforce planning. Advanced clinical practice is central to enabling the overseas medical returnees to transform service delivery and better use the experiences acquired through overseas to provide quality patients' care in a diverse clinical settings to meet local health needs of the people. This can be done by providing enabling environment and enhanced capacity, capability, productivity and efficiency within clinical professions such as nursing, pharmacy, paramedics and occupational therapy that is designed to increase the skill and knowledge of health practitioners. This will allow the returnees to take an expanded role and scope of practice caring for patients, transform and modernize pathways of patient's clinical care from the time they first present, up to the end of medical and clinical treatment in hospitals across the two states.

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**EVALUATION OF THE EFFECTS OF STATE AND LOCAL GOVERNMENT
FISCAL RELATIONSHIP IN SELECTED LOCAL GOVERNMENT AREAS IN
KADUNA STATE**

BY

MUSTAPHA HALIDU

**Department of Public Administration
Kaduna Polytechnic Kaduna,
Gmail Address: halidumustapha07@gmail.com
GSM No: 08034508312**

&

**Dr. Habibu Ahmed
Department of Public Administration,
Ahmadu Bello University Zaria
08037006071
habibahmed26@gmail.com**

ABSTRACT

Against the background of the 1976 local government reform that recognizes local government as the third-tier government in Nigeria. This paper evaluates the effects of the fiscal relationships between the State and Local Governments on the performance of local governments in Kaduna State. The selected LGAs were Kaduna North, Kauru and Soba Local Government areas of Kaduna state, therefore, the survey design was adopted in this study. The study made use of primary instruments such as structured and unstructured questionnaire, observation and interview as well as secondary sources of data. The population of this study were the staff and community members of the three local government areas and the sample size for this study is 384, comprising 300 for members of the communities and 84 for the staff of the three Local government councils and Kaduna State Ministry of Local government Matters. They data were presented using table, frequency count and percentage, while Chi- Square was used to test the hypotheses. It was discovered that the provision in the 1999 constitution of the Federal Republic of Nigeria that gave states the power to determine the creation, structure, function and finance of local government adversely affect the fiscal relationships undermining the financial autonomy of local

government areas of Kaduna state, and this affects their effective service delivery and performance of their statutory functions. The paper recommended that there is a need for a constitutional review to grant the local government its requisite financial autonomy for effective service delivery and rural development.

Keywords: Fiscal Relationship, Financial Autonomy, State and Local Government

1.1 Introduction and Problem in Context

Local government system in Nigeria has metamorphosed through series of reforms and reorganisations, especially from 1950 when the country became a federating unit. The composition of the country into three regions (i.e. north, east and west) affected the status of local government system in Nigeria. But each region determines the nature and character of its local administration. This regional system of local government administration prevailed until the collapse of the first republic in 1966. The advent of military regime from 1966 - 1979 witnessed some radical administrative changes and this was to accommodate the military government structure and as well redress some of the inherent problems of local government system under the regional governments. And with the creation of more states, the control of local government administration shifted from these regional governments to the newly created state governments.

The 1976 local government reform marked a turning point in the history of local government administration in Nigeria. Local government throughout the country were constituted on a uniform basis. The proposal as contained in the 1976 Local Government Reform was incorporated into the 1979 constitution. Under this reform, 301 single tier local government areas were created and recognized as the third tier of government. Their powers, functions and relationships with the state and federal governments were embedded in Section 7, 8 and the Fourth schedules of the 1979 Constitution.

The advent of a new democratic government in 1999 and the adoption of the 1979 Constitution which is now known as 1999 constitution re-generated this controversy over the place of local government in the federating units. Since then, the question of local government autonomy had been a subject of controversy. In recent times, an attempt by National Assembly to situate local government in its proper place as stipulated in the 1999 constitution has divided the two federal legislative Houses.

The 1976 Local Government Reforms defines Local Government as: “Government at local level exercised through there representative council, established by law to exercise specific powers within defined areas”. These powers should give the council substantial powers over local affairs and institutional and financial powers to initiate and direct the provision of services and to determine and implement projects so as to complement the activities of the state and federal government in areas, and to ensure through devolution of functions to these council and through the active participation of the people and their traditional institution, that local initiative and response to local needs and conditions are maximized (Federal Republic of Nigeria, FGN 1976).

The 1999 constitution also stipulates the power relationships between the local government, the state and federal government. Section 7 and 8 of the 1999 Constitution provides that “there shall be a system of local government by democratically elected councils which is by this constitution guaranteed”. Also, the government of every state shall, subject to Section 8 of the constitution ensure their existence under a law which provides for this establishment, structure, composition, finances and functions of such councils.

The above provision in the constitution negates the principles of the 1976 Local Government Reform which recognizes local government as the third tier of government in Nigeria. The implication of the above constitutional provisions are that the local government is an appendix of the state government due to the fact that the states determine its establishment, structure, composition, functions and even finances.

The above constitutional provision has in its past two decades caused a lot of rift between the state and local government. The issue is more controversial in the area of finance due to the fact that it is impossible to talk about other autonomy without financial autonomy. All the 36 states government of the federation seems to stifle the finance of their local government areas hiding under the quests of the above constitutional provisions.

The 1999 Constitution empowers the state to scrutinize and approve local government budgets, and expenditure through the State House of Assembly. The state here exercises arbitrary and undue control over local government finance through the State-Local Government Joint Account. All the statutory allocations of all the local government in the state are paid into the joint account. The state government is also expected to contribute 5 percent of its internally generated revenue to the local government areas under it.

In Kaduna state, the establishment of the Kaduna State-Local Government Joint Account through which the state government controls the finance of all the 23 local government areas in the state has been a major source of concern. The nature and dimension of the financial relationship between Kaduna state and the local government seems to be a subject of controversies. This brought to fore the question of financial autonomy of local government areas in Kaduna state. In essence, the study tends to unravel the controversial financial relationship between the Kaduna state government and the selected local government areas with a view to assessing the consequences on their performance.

In this wise, the objective of this paper is to assess the effect of fiscal relationship between the state and the selected local governments in the delivery of the later statutory functions in Kaduna State. It is hypothesized that State and Local government fiscal relationship significantly affect the performance of local government in Kaduna State. As such, the phenomenon enhances the capacity of the local governments to effectively discharge their statutory functions and responsibilities.

1.2 Literature Review and Theoretical Framework

It is understood that all over the world, local governments are the creation of the state. Their existence, structure, functions powers and finance are determined by the enactment of the law of the state. For instance, in United States of America and Germany, the federation recognises only two tiers of government i.e. state and federal. The local government are developmental agents of the state. Also, in France and Britain, local governments are the handmaid of the national government. They come into existence through parliamentary legislation and thus exercise such powers and functions as allowed by the parliament (Okoli, 1985).

The Dillon rule which was derived from written decision of Judge John F. Dillon of Iowa in 1868 and which constitute the cornerstone of American municipal law maintains that a political subdivision of a state is connected to the state as a child is connected to a parent. Dillon's Rule is used in interpreting state law when there is a question of whether or not a local government has a certain power. Dillon's Rule narrowly defines the power of local governments. Dillon Rule states that local governments owe their powers and relics wholly from the state. It breathes in life, without which they cannot exist. As it creates, so it may destroy it and may abridge control. This clearly shows that in the most federation and democratic nations, local government are the creation of the state or an appendix of another tier of government.

Local government is recognised as a tier of government in Nigeria's federal structure as stipulated in Section 7(1) and 7(6a) of the 1999 Constitution. As enumerated by Ngwu, (2000), local government is technically a creation of the federal government as the third tier of government, its local prerogatives defined by the constitution and legislation. But the same constitution, however, transfers the legal existence, and finance to the state. This implies that within the context of the 1999 Constitution, the local governments are state creation and they

are subject to state control through laws passed by their various Houses of Assembly. Section 7 reads jointly with Section 8 provides that there shall be: “The system of local government by democratically elected councils (which) is by this Constitution guaranteed and accordingly, the government of every State shall, subject to Section 8 of this Constitution.... ensure their existence under a law which provides for the establishment; structure, composition, finance and functions of such councils”.

According to Asaju (2010), the constitutional provisions that stipulate the intergovernmental relations between the state and local government are confusing. To him, the same Section 7 and 8 of the 1999 Constitution that recognizes and guaranteed local government as the third tier of government also gave the states the power to lord over them. The implication according to him is that the local government cannot exercise its power to perform its functions as assigned to it in Section 1 Schedule 4 of the 1999 Constitution until the state House of Assembly has passed a Law to that effect.

The desire for the birth of local government anywhere in the globe stems from the need of developing the grassroots and get governance close to the people. The global desire is being subjugated by the attitude of the federal and state government in Nigeria. The dereliction of local government has been attributed to lack of financial autonomy, corruption and undue interference in local government affairs, with regards to the areas of Joint State local government account which gives the state government undue benefit over local government (Umenzeakor,2013).

The most contentious and controversial aspect of local government autonomy is finance. As Article NG (2013) rightly put it ‘the question of control revolves around finance’. The tight control of local government fund by the state government has been a major problem affecting the performance of local government in Nigeria. The constitution provides for some certain statutory revenue and grants to be accrued to local government from the federation account and from the state. Meanwhile, the 1999 Constitution of Federal Republic of Nigeria,

Section 162(5) states that the amount standing to the credit of local government councils in the federation accounts shall be allocated to the state for the benefit of their local government council on such terms and in such manner as may be prescribed by National Assembly. Section 162(6) states that each state shall maintain a special account called “State Joint local government Account” into which shall be paid allocation to the local government councils of the state from Federation Account and from the Government of the State; and “The amount standing and from credit of the local government of a state shall be distributed among the local government councils of that state on such terms as prescribed by the House of Assembly of the state”. Thus, what happens to the funds in the Joint Account or whether the amount is fairly shared is not the business of the constitution. At the local level, the local government Chairman is charged with the preparation of budget with inputs from Councilors and local bodies. It is then approved by the local legislature, which is presented to the State Governor for approval. The bureaucracy involved in getting final approval may involve too much interest and lobbying as state governors, political parties and top party chieftain may believe in having their return as regards to the efforts geared towards their enthronement in office.

It is unfortunate that state governors who decide the local government fiscal allocation and utilisation have continued to man the local government establishment. It was in this line that Umeazeakor (2013) concludes that Local government autonomy has been held up by the National Assembly and the various States government. Therefore, there is the need to focus on rebuilding the country in a new way. That is a kind of intergovernmental relationships between the state and the local government that will promote an efficient state with widespread and enduring social project on local development. Granting full autonomy to the grassroots helps to ensure the participation of the less empowered population in the planning, execution and monitoring of social and economic development.

Performance of Local Government

Performance of Local Government is normally looked at in terms of outcomes. However, it can also be looked at in terms of behavior (Armstrong 2000). Kenney et al. (1992) stated that employee's performance is measured against the performance standards set by the organization. There are a number of measures that can be taken into consideration when measuring performance for example using of productivity, efficiency, effectiveness, quality and profitability measures (Ahuja 1992) as briefly explained hereafter. Performance is the ability to produce the desired outcomes by using as minimal resources as possible while effectiveness is the ability of employees to meet the desired objectives or target (Stoner 1996). Performance is expressed as a ratio of output to that of input (Stoner, Freeman and Gilbert Jr1995). Local government ensure that their employees are contributing to producing high quality products and/or services through the process of employee performance management. This management process encourages employees to get involved in planning and therefore participates by having a role in the entire process thus creating motivation for high performance levels. It is important to note that performance management includes activities that ensure that organizational goals are being consistently met in an effective and efficient manner. Performance management can focus on performance of the employees, a department, processes to build a product or service, etc. Earlier research on productivity of workers has showed that employees who are satisfied with their job will have higher job performance, and thus supreme job retention, than those who are not happy with their jobs (Landy, 1985). Further still, Kinicki and Kreitner (2007) document that employee performance is higher in happy and satisfied workers and the management fines it easy to motivate high performers to attain targets.

Factors Affecting Local Government Performance

i. Management –Subordinate Relationship

As organizations strive for flexibility, speed and constant innovation, planning with the people and not for the people ensures a positive relationship to performance improvement

When employees are given freedom to participate in organizational decision making for example, there is are high chances of having mutual trust between management and employees. Mutual trust and cooperation help to break the barriers between the two parties. The employees will not resort to strikes and work stoppages without exhausting all the available channels of resolving the dispute. Employees will be motivated because management considers them as partners in contributing to organizational success instead of being seen as mere subordinates and therefore will avoid engaging into counterproductive behaviors hence improved performance through timely achievement of organizational goals and objectives.

ii. Working Conditions

Although working conditions do not have a direct impact on production or output, they indeed have an indirect performance. For example, if the manual or mental work involved in certain jobs in the local government is tiresome, it will result into endangering not only the employee but also result into accidents which may further involve such incidents like loss of life. This might have adverse effects on the morale of the entire work force. Therefore, organizations should establish working conditions that do not affect the work force negatively by providing among other things noise free environments, adequate lighting systems, adequate temperatures (Hogber, 2005). Organizations can prevent accidents and maintain good safety records through development of a positive safety culture to ensure good working condition hence performance improvement.

iii. Reward system

The overall aim of reward systems is to attract and retain quality human resources. When the pay conditions are perceived by the employee as equitable and in relation to their performance improvement. Organizations can use non-financial rewards like transport fee, incentive schemes to increase performance. Additionally, organizations should adopt reward systems that are similar to the industry in which they operate or organizations can develop

performance based pay systems in order to reward employees according to the set performance standards and profitability goals. Therefore, for performance to improve, organizations need to create and maintain a sense of fairness equity and consistence in their pay structures.

iv. Health Unionization

In creating a healthy work climate, both management and workers unions should have a united hand and in the well-being of the organizational employees. Unionizations improve the industrial relations in instances where the management allows free participation of employees in trade unions. Management and trade unions will negotiate through collective bargaining processes the conditions of workers employment. In other words, for overall productivity to improve health unionization should be considered and industrial disputes prevented through negotiations, conciliation rather than confrontation.

v. Team work

This is when two or more people interact and coordinate to accomplish a specific goal and objective. When organizational members work together in teams, coordination of organizational goals and objectives becomes easier. This will lead to the teams sharing performance goals and thus lead to improving the morale of the employees which will later lead to improvements in productivity. Team works encourages open communication between employees and have compliment skills which enable them to achieve more in a specified period of time as compared to when the individual is working alone hence creating synergy. Therefore, support from management enhances performance of teams and performance improved in general.

Theoretical Framework

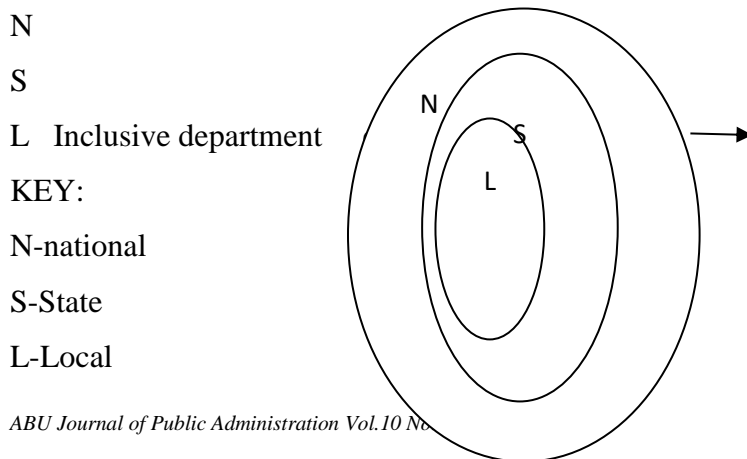
The theoretical framework adopted in this study is the Inclusive Authority model propounded by Deil (1978). The model is figuratively represented by concentric circles diminishing in size from national to state and local government. The area covered by each

circle represents the proportion of power exercised by that jurisdiction with respect to the others.

The local governments and the state government are appendages of the national government. If the national government wants to expand its proportion of power in relation to state and local government, two strategies are possible. One is to reduce the various powers of either the state or local government or both. The other strategy is to enlarge the national governments circle with or without enlarging the state and local government who are mere minions of the national governments with insignificant or accidental impact on national policies and public policy. On the question of who governs, this model provides an equivalent answer, the national government.

The hallmark of the Inclusive Authority model is clear, one, that state and local government depend totally on a decision that is nationwide in scope and arrived at by national government or by some combination of the two. The second premise is that non-national political institutions such as governor(s), state legislators, mayors etc have approved a condition of nearly total atrophy. The third premise is that the functions formerly performed by these new vestigial organs have been fused into a centralised hierarchical system. The Inclusive Authority model of Intergovernmental fiscal relation by Deil (1978) can be represented diagrammatically as presented in figure 1 below

Figure 1: Inclusive Authority Model of Intergovernmental Relations



Source: Wright Deil (1978:20)

Understanding Inter-Governmental Relations: Public Policy and Participants Prospective in Local, State and National Government. Massachusetts: Duxbury Press

The relevance of this model to the issue of local government fiscal autonomy in Kaduna state cannot be overemphasized. That the 1999 Constitution empowers states to establish, determine the creation of local government as well as its structure and finance has been stated in the earlier parts of the page. This ever-increasing power of the state in matters of local government revenue generation, sharing and utilisation had a far-reaching implication or effect on the ability of the local government to execute projects, and programmes that will enhance the welfare of their local populace and bring sustainable development to the rural areas.

One major premise or argument of this theory was the power “function” formally performed by lower organs has been fused into a centralised hierarchical system. This, no doubt was in line with the problem of the study which examines the fiscal control of some local government areas in Kaduna state through the Kaduna State-Local Government Joint Account established by the state government. The study examines the way and manner in which the local government revenue is re-distributed with the view to determine its attendance consequences on the selected local government financial viability, autonomy and subsequently their performance.

1.3 Methodology

The survey design method was adopted in this study. The data were collected from the field in the selected local government areas to verify the phenomenon or element under study. Thus, a sample was taken from the population of study. The population of this study includes

the staff and community members of the three local government areas selected for the study. These are Soba, Kaduna North and Kauru local government areas of Kaduna state. Also, the staff of the Kaduna State Ministry of Local Government and Chieftaincy Affairs were included in the population size. The population census of 2006 put the population of Soba, Kaduna North and Kauru local government areas at 293370, 364575 and 293270 respectively. Thus the total population of the community member in the study is 1026095.

Records from the Registry department from 2015- 2018 of the selected local government areas indicate that Soba LGA has total staff strength of 1123, Kaduna North, 1374, and Kauru 1273. The population of the staff of the Kaduna State Ministry of Local government and Chieftaincy Affairs is put at 100 (KSMLG&CA, 2018). Thus, the total staff population is 3870. Therefore the total population size of this study is 1029965.

Sample Size and Sampling Technique

Sample size for the study was determined from the population in two-fold; first, it was determined from the total population of the three Local governments Areas in Kaduna State under study and second, it was determined from the population of Staff of the Local governments' councils and Staff of Kaduna State Ministry of Local government using Krejcie and Morgan's sample size determination table (See table in the Appendix). The Sample size was then proportionally allocated to the different population groups. Stratified and simple random sampling techniques were then adopted by the study in selecting the respondents. Local government Staff and Staff of the Kaduna State Ministry of Local government was stratified according to their classes (senior and junior) and thereafter, respondents were randomly selected. In the case of the Communities members, respondents were randomly selected from their wards.

In conclusion, the total sample size for this study is 384, comprising 300 for members of the communities and 84 for the staff of the three Local government councils and Kaduna

State Ministry of Local government Matters. The sample from community members was systematically selected using the cluster and random sampling techniques. The district in each of the LGAs was recognized as clusters and sample was taken from each of these clusters. The essence is to select a fair representation of the community groups who are residents, based on family lineage and tribal inclination. The issue of gender was also considered in selecting sample respondents.

Percentage distribution of Sample Population

Staff Percentage distribution; $\frac{100}{384} \times 100 = 26.04\%$

384 1

Community Percentage distribution; $\frac{269}{384} \times 100 = 70.05\%$

384 1

Ministry of Local government Percentage distribution; $\frac{15}{384} \times 100 = 3.91\%$

384 1

Sample Distribution

Soba LG Staff Sample; $\frac{100}{1273} \times 3770 = 34$

1273 1

Kaduna North Staff Sample; $\frac{100}{1374} \times 3770 = 36$

1374 1

Kauru LG Staff Sample; $\frac{100}{1123} \times 3770 = 30$

1123 1

Soba LG Community Sample; $\frac{368250}{1026095} \times 269 = 97$

1026095 1

Kaduna North Community Sample; $\frac{364575}{1026095} \times 269 = 95$

1026095 1

Kauru Community Sample; $\frac{293270}{1026095} \times 269 = 77$

1026095 1

Ministry of Local Government Sample; $\frac{15}{100} \times 100 = 15$

100 1

Both primary and secondary data were utilized and different instruments were used in collecting them. Three instruments were used in collecting the primary data for this study. These include questionnaire, interview and observation. While the secondary data constitutes information collected from every aspect or variables and phenomenon under study in this research work, including such issues as the amount allocated to the LGAs, the expenditure of the LGAs, the modalities for sharing the revenue through the state joint-account, various deductions by Kaduna state government as well as the account of projects executed or under construction, etc. The secondary data were sourced from the official documents of Kaduna state government, and those of the selected LGAs.

The data collated via the questionnaire were presented and analyzed using Tables, Frequency count and Percentages. Data derived from the questionnaire are quantitative in nature and can only be measured using statistical measuring tools. Thus, the quantitative data were analyzed and Chi- Square was used to test the hypotheses. Data collated through interview, observation and secondary sources are mainly qualitative in nature and can only be treated qualitatively. These data were analyzed using the content analysis.

1.4 Data Presentation and Analysis

The study administered a total of 280 questionnaires to staff of Kauru LGA, Kaduna South LGA, Soba LGA and the Ministry of Local Government and Chieftaincy Affairs. However, a total of 269 questionnaires were filled and returned representing 96.1%.

Table 1 State and Local Government Fiscal Relationship in Kaduna State ensures and enhances transparency and accountability

LGAs	Kauru		Kaduna		Soba		Total	
	F	%	F	%	F	%	F	%
Strongly Agree	32	33	17	18	10	13	59	21
Agree	-	-	18	19	16	20	34	13
Strongly Disagree	37	38	31	33	16	20	84	31
Disagree	28	29	28	30	31	40	87	33
Undecided	-	-	-	-	5	7	5	7
Total	97	100	94	100	78	100	269	100

Source: Field Survey, 2022

From the table 1 above, in Kauru LGA 32 respondents representing 33% strongly agreed the State and Local Government fiscal relationship in Kaduna State ensures and enhances transparency and accountability while 37 respondents representing 38% strongly disagreed that the State and Local Government fiscal relationship in Kaduna State ensures and enhances transparency and accountability. In Kaduna North 17 respondents representing 18% strongly agreed that the State and Local Government fiscal relationship in Kaduna State ensures and enhances transparency and accountability while 31 respondents representing 33% strongly disagreed that the State and Local Government fiscal relationship in Kaduna State ensures and enhances transparency and accountability and in Soba LGA 10 respondents representing 13% strongly agreed that the State and Local Government fiscal relationship in Kaduna State ensures and enhances transparency and accountability. The overall responses show that majority of the respondents were of the opinion that the State and Local Government fiscal relationship in Kaduna State has not ensured or enhanced transparency and accountability at the LG Councils.

This was buttressed by Usman, (2021), who stated that Section 7 Section 162, subsection 5 of the 1999 Constitution states that the amount standing to the credit of local government councils in the federation account shall be allocated to the states for the benefits of their local

government in such terms and in such manner as may be prescribed by the National Assembly. However, State and Local Government fiscal relationship in Kaduna State has not ensured or enhanced transparency and accountability at the LG Councils. . Similarly, this was corroborated by Halidu, (2012) who asserts that the Law establishing the Kaduna State Joint Local Government Account Allocation Committee also reaffirmed the above constitutional provisions. Section 7, subsection 1 states that, “there is hereby established an account to be known by as the State Joint Local Government Account, to be managed the Committee” Subsection 2 states also that “all allocations made to the local governments in the State from the Federation Account and from the State Government shall be paid into the account for the benefit of the Local Government (Kaduna State of Nigeria, 2006). Sub section 6 states that each State shall maintain a special account to be called “State Joint Local Government Account” into which shall be paid all allocations to the local government councils of the state from the Federation Account and from the Government of the State (FGN, 1999). The above constitutional provisions and Laws no doubt stated clearly where the statutory revenues of local governments should be remitted to. However, State and Local Government fiscal relationship in Kaduna State has not ensured or enhanced transparency and accountability at the LG Councils.

Table 2: Provision of Essential Services at the LG Level

	Rating	Very		High		Low		Very Low		Undecided		Total	
		F	%	F	%	F	%	F	%	F	%	F	%
	Responses												
	Kauru	-	-	-	-								
1	Rural road	-	-	-	-	31	32	66	68	-	-	97	100
2	Rural Electricity	-	-	-	-	39	40	58	60	-	-	97	100
3	Education	-	-	-	-	31	32	66	68	-	-	97	100
4	Rural Housing	-	-	-	-	31	32	66	68	-	-	97	100

5	Agriculture	-	-	-	-	39	40	58	60	-	-	97	100
6	Water	-	-	-	-	35	36	62	64	-	-	97	100
7	Health care	-	-	-	-	50	52	47	48	-	-	97	100
	Total												
	Kaduna North												
1	Rural Road	7	7	18	19	41	44	28	30	-	-	94	100
2	Rural Electricity	7	7	18	19	45	48	24	26	-	-	94	100
3	Education	10	11	18	19	41	44	24	26	-	-	94	100
4	Rural Housing	8	8	21	22	41	44	24	26	-	-	94	100
5	Agriculture	7	7	18	19	45	48	24	26	-	-	94	100
6	Water	7	7	18	19	50	52	21	22	-	-	94	100
7	Health Care	7	7	24	26	45	48	18	19	-	-	94	100
	Soba												
1	Rural Road	5	6	12	15	30	38	32	41	-	-	78	100
2	Rural Electricity	2	3	16	21	27	35	32	41	-	-	78	100
3	Education	2	3	12	15	37	47	27	35	-	-	78	100
4	Rural Housing	3	4	9	12	34	44	32	41	-	-	78	100
5	Agriculture	3	4	23	29	25	32	27	35	-	-	78	100
6	Water	2	3	14	18	32	41	30	38	-	-	78	100
7	Health Care	-	-	19	24	30	38	30	38			78	100

Source: Field Survey, 2022

The table 2 above shows that in Kauru LGA 68 respondents representing 70% stated that the fiscal relationship between the State and Local Government in Kaduna State has resulted to very low provisions of essential services such as rural road, rural electricity, education, rural housing, agriculture, water, and health care in their Local Government Area. In Kaduna North LGA 62 respondents representing 66% stated that the fiscal relationship between the State and Local Government in Kaduna State has resulted to very low provisions of essential services such as rural road, rural electricity, education, rural housing, agriculture, water, and health care in their Local Government Area. In Soba LGA while 58 respondents

representing 76% stated that the State and Local Government fiscal relationship in Kaduna State has resulted to very low provisions of essential services such as rural road, rural electricity, education, rural housing, agriculture, water, and health care in their Local Government Area. The overall responses show that majority of the respondents were of the opinion that the State and Local Government fiscal relationship in Kaduna State is responsible for the very low provisions of essential services such as rural road, rural electricity, education, rural housing, agriculture, water, and health care in their Local Government Areas.

This implies that the majority of the respondents affirmed that the State and local government fiscal relationship in Kaduna State does not ensure the provisions of essential services such as rural road, rural electricity, education, rural housing, agriculture, water, and health care. This was buttressed by Balarebe, (2021) who stated that the Kaduna State Government and local government fiscal relationship does not enhance the provisions of essential services such as rural road, rural electricity, education, rural housing, agriculture, water, and health care. Similarly, Abubakar, (2021) stated that the modalities for distributing LG revenue from the Office of the Accountant General, Kaduna State indicates that the revenue is shared based on the following modalities; equality, population, landmass, terrain, revenue efforts, Primary Enrolment, Hospital Beds, Water Supply Spread, and rainfall proportion as such ensures provisions of essential services in the Local Government Areas. Also, some of the officials of the Ministry and LG Councils under study interviewed agreed that the State and local government fiscal relationship ensure the provisions of essential services such as rural road, rural electricity, education, rural housing, agriculture, water, and health care in the state. However, majority of the people interviewed asserts that the State and local government fiscal relationship does not facilitates the provisions of essential services such as rural road, rural electricity, education, rural housing, agriculture, water, and health care in their Local Government Areas.

Table 3: Effects of the State and Local Government Fiscal Relationship

	Responses	Strongly agree		Agree		Strongly disagree		Disagree		Undecided		Total	
		F	%	F	%	F	%	F	%	F	%	F	%
1	Boost revenue profile	16	4.2	11	2.9	136	61.5	118	31.0	3	0.9	269	100
2	Ensure greater probity	8	2.1	5	1.3	200	78.1	68	18.0	3	0.8	269	100
3	Enhance greater responsiveness	18	5.0	10	2.6	196	77.0	58	15.1	2	0.5	269	100
4	Leads to the initiation execution of more projects	6	0.2	8	2.1	200	78.1	66	17.2	4	1.2	269	100
5	Ensure the execution of projects	7	1.8	8	2.1	201	78.4	65	17.1	3	0.8	269	100
6	Enhance Service delivery	17	4.4	12	3.1	190	76.1	64	17.0	1	0.3	269	100
7	Leads to excessive control of LG finance	6	1.2	2	0.5	220	83.3	52	14.0	4	1.4	269	100

Source: Field Survey, 2022

As indicated in Table 3 above, the majority of the respondents 79% strongly disagree that the state and local government fiscal relationship in Kaduna state has not boosted the revenue profile of the LG Council and 78% strongly disagree that state and local government fiscal relationship in Kaduna state has enhanced the level of prudence or probity in the LG Councils. Also, majority of the respondents representing 76% strongly disagree that state and local government fiscal relationship in Kaduna state has enhanced service delivery and 83% of the strongly agree that the state and local government fiscal relationship in Kaduna state

has led to excessive state control of LG finance, greater responsiveness as well as led to the initiation and execution of more projects in the state.

This was corroborated by Aminu, (2021) who opined that state and Local Government fiscal relationship in Kaduna state has negative effects on the performance of the Local government areas. However, Ashiru, (2021) posits that state and Local Government fiscal relationship in Kaduna state has not enhanced accountability and transparency, but have only created excessive state control of LG finance in the state.

Test of Hypothesis

(H₀): The fiscal relationship between State and Local Governments in Nigeria has no significant effects on selected Local Governments Areas of Kaduna state.

(H₁): The fiscal relationship between State and Local Governments in Nigeria has significant effects on selected Local Governments Areas of Kaduna state.

Table 4: Fiscal Relationship (Independent Variable) * State and Selected s of Kaduna state (Dependent Variable) Cross tabulation

	Performances of Selected LGAs (Dependent Variable)				Total
	LG Community	Both	LG	State	
Fiscal Relationship	2	0	0	0	2
n State and Selected	3	4	0	0	7
of Kaduna state	0	9	16	0	25
	0	0	13	68	81
Total	5	13	29	68	115

Source: SPSS Computed Output, (2022).

Using the cross tabulated values, the computer produced the following chi-square computed output presented below.

Table 5: Chi-Square Tests

	Value	Df	Asymp. 2-sided)	Monte Carlo Sig. (2- sided)			Monte Carlo Sig. (1- sided)		
				Sig.	95% Confidence Interval		Sig.	95% Confidence Interval	
					Lower bound	Upper bound		Lower bound	Upper bound
Pearson Chi- Likelihood	154.877 ^a	9	.000	.000 ^b	.000	.026			
Fisher's Exact	125.804	9	.000	.000 ^b	.000	.026			
Linear-by- Association	112.116			.000 ^b	.000	.026			
N of Valid	87.950 ^c	1	.000	.000 ^b	.000	.026	.000 ^b	.000	.026
	115								

a. 11 cells (68.8%) have expected count less than 5. The minimum expected count is .09.

b. Based on 115 sampled tables with starting seed 2000000.

c. The standardized statistic is 9.378.

Source: SPSS Computed Output, (2022).

From the chi-square computed output on the table above, hypothesis testing procedures is as follows:-

Chi-square calculated value is the person chi-square value which is = 154.877^a

Degree of freedom (df) = 9

Level of significance (α) = 0.05.

Critical or tabulated value at 16 df and α value of 0.05 = 16.919

Decision Rule

The researcher decision rule in the study is to accept the null (H_0) if the X^2 calculated value is less than critical (tabulated) X^2 value if otherwise rejected.

Comparison

Comparing the chi-square calculated value of 154.877^a with chi-square critical (tabulated) value of 16.919 it could be deduced clearly that the X^2 calculated value is greater than the X^2 tabulated as such null hypothesis (H_0) will be rejected in favour of the alternate hypothesis (H_1).

Findings

Finding reveals that the State government determines the modalities for sharing the revenues accrued to the local government area of the state because of the fiscal relationship that exist between them. The study further reveals that the state government often determines the kind of projects to be executed in the local government areas, their locations, the cost and those to execute the projects. Also, the finding shows the fiscal relationship that exist between the state and local government in Kaduna state have not boosted the revenue profiles of the local, financial probity, transparency and accountability at the local level, making local government councils not responsible in enhancing rural projects and above all ineffective in

service delivery at the local levels of government. Finally, there exist an excessive control of local government finance by the state government.

1.5 Conclusion and Recommendations

Because the null hypothesis (H_0) was rejected against the alternate hypothesis (H_1) that was adopted. It could be concluded therefore, that the state and local government fiscal relationship has a negative effect on the selected local government areas in Kaduna state. This is responsible for the lack of financial autonomy and inadequate finance between Kaduna state government and the selected local government areas. This further proved that there is no significant effects of state and local government fiscal relationship in the selected LGAs. This means that direct allocation of LG revenue from the federation account can bring about: improving LG staff welfare, projects that will meet community needs and aspirations, enhancing transparency and accountability at the LG levels, regularized LG staff salary with that of state and federal government, strict adherence to financial memorandum and other relevant rules and regulation and laws, improving LG Internally Generated Revenue (IGR) through effective taxation, enhancing democracy at the LG level through periodic election of LG Chairmen which should be in line with other elections.

The study concludes that the local government areas under study have not delivered in the provision essential rural services i.e. rural health, education, agriculture, electricity, potable water among others. Thus, the local governments have performed relatively low, especially in the provision of social and essential services.

Based on the above findings and conclusions, the study recommends the following.

- i. Just like the present state government has promised when it assumed power in 2015, the Kaduna State Joint Local Government Account should be closed. Instead local government should be allowed to receive its statutory allocations directly from the Federation Account.
- ii. The state should also as matter of the respect for the 1999 Constitution remit its own part of the revenue to the local government areas.

iii. The role of the state government should be restricted to that of monitoring to ensure that all the local government councils under it are transparent and accountable in their use of the fund and responsible to the rural people in carrying out their responsibilities. Thus the state government should employ high-level staff that should be transferred to the various local government areas in the state to monitor the activities of the various local government councils.

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APPENDIX A
QUESTIONNAIRE SAMPLE

Department of Public Administration
Faculty of Administration
Ahmadu Bello University, Zaria

Dear Respondent

“An Evaluation of the effects of State and Local Government Fiscal Relationship in Nigeria: A Study of Selected Local Government Areas in Kaduna State”

I am an M.Phil. Student of the above named department and University conducting research on the above subject matter. Your assistance in answering the questions below is highly solicited to enable me carry out the research work.

Please be rest assured that the information sought from you is purely for academic purpose and it will be treated so with the highest confidentiality.

Looking forward to your cooperation and understanding as you respond accordingly.

Yours faithfully,

Mustapha Halidu.

Instruction: You are required to tick (√) appropriately from the list of options, i.e. A-E what represent your opinion on the issues raised in the questionnaire.

Section B. Bio-Data of Respondents

- 1. Local Government area
 - a. Soba () b. Kaduna North () C. Kauru ()
- 2. Ward/Community
- 3. Occupation
 - i. Farmer ()
 - ii. Trader/Business ()
 - iii. Public Servant ()
 - iv. Student ()
 - v. Artisan ()
 - vi. Retiree ()
 - vii. Others (specify)

4. Are you aware of the State and Local Government Fiscal relationship in Kaduna State?

- a. Yes ()
- b. No ()
- c. No Idea ()

5. There is a significant State and Local Government Fiscal relationship in Kaduna State

- a. Strongly Agree ()
- a. Agree ()
- b. Strongly disagree ()
- c. Disagree ()
- d. Undecided ()

6. The State and Local Government Fiscal relationship in Kaduna State enhances local government performance in the effective provision of essential services at the local level.

- a. Strongly Agree ()
- b. Agree ()
- c. Strongly disagree ()
- d. Disagree ()
- e. Undecided ()

7. Rate the performance of your local government council in providing the following essential services

- a. Very High ()
- b. High ()
- c. Fair ()
- d. Low ()

- e. Very Low ()
 - f. Undecided ()
8. State and Local Government Fiscal relationship in Kaduna State ensure the provisions of the following services in your Local Government Area
- i.Rural Roads ()
 - ii.Rural Electricity ()
 - iii.Rural Education ()
 - iv.Rural Housing ()
 - v.Agriculture ()
 - vi.Employment Generation ()
 - vii.Poverty eradication ()
 - viii.Water ()
 - ix.Health Care ()
 - x.Others (specify)
9. Rate the level of accessibility by community members to these services
- a. Very High ()
 - b. High ()
 - c. Fair ()
 - d. Low ()
 - e. Very Low ()
 - f. Undecided ()
10. Rate the council's level of accountability to the local people
- a. Very High ()
 - b. High ()
 - c. Fair ()
 - d. Low ()

e. Very Low ()

f. Undecided ()

11. Suggest way through which local government performance could be enhanced.....
.....
.....
.....

Thank you.

APPENDIX B

UNSTRUCTURED INTERVIEW

Bio-Data of Respondents

1. Local Government area
 - a. Soba () b. Kaduna North () C. Kauru ()
2. Ward/Community
3. Occupation
 - viii. Farmer ()
 - ix. Trader/Business ()
 - x. Public Servant ()
 - xi. Student ()
 - xii. Artisan ()
 - xiii. Retiree ()
 - xiv. Others (specify)
4. Are you aware of the State and Local Government Fiscal relationship in Kaduna State?
5. There is a significant State and Local Government Fiscal relationship in Kaduna State
6. The State and Local Government Fiscal relationship in Kaduna State enhances local government performance in the effective provision of essential services at the local level.
7. Rate the performance of your local government council in providing the following essential services

8. State and Local Government Fiscal relationship in Kaduna State ensure the provisions of the following services in your Local Government Area

- xi.Rural Roads
- xii.Rural Electricity
- xiii.Rural Education
- xiv.Rural Housing
- xv.Agriculture
- xvi.Employment Generation
- xvii.Poverty eradication
- xviii.Water
- xix.Health Care
- xx.Others (specify)

- 9. Rate the level of accessibility by community members to these services
- 10. Rate the council's level of accountability to the local people
- 11. Suggest way through which local government performance could be enhanced.....
.....
.....

Thank you.

Appendix C

Summary of Statutory Allocations and Deductions from LGAs

LGA	Gross Statutory allocations	Total allocations	NET allocations	
Kauru				
Year				
JAN, 2010	101,787,304.48	74,968,069.42	26,819,235.06	
SEP, 2010		76,539.24		
JAN, 2011		96,363,224.24		
FEB, 2012	143,001,911.82	133,636,913.94	9,364,997.85	
JAN, 2013	163,678,314.09	120,499,584.09	35,178,730.00	
DEC, 2014	167,521,307.63	220,741,088.14	-53,219,781.51	
Kaduna North				
JAN, 2010	83,471,398.66	97,142,102.20	13,670,703.54	
SEP, 2010		-89,613,221.99		
JAN, 2011		121,631,638.36		
FEB, 2012	117,269,728.79	153,857,454.35	-36,587,725.55	
JAN, 2013	134,218,751.17	152,933,110.18	-18,714,359.01	
DEC, 2014	142,344,696.20	233,451,886.79	-91,107,290.51	
Soba				
JAN, 2010	84,524,534.91	42,942,983.32	41,581,551.59	
SEP, 2010		42,474,026.68		
JAN, 2011		60,036,248.70		
FEB, 2012	118,749,289.51	86,003,672.81	32,745,616.70	
JAN, 2013	138,913,933.88	81,518,360.14	54,395,573.75	
DEC, 2014	138,827,162.87	155,912,820.32	-17,085,657	

Source: Office of Accountant General, Kaduna State.

**Effects of Armed Banditry on Socio-Economic Development: A Study of Batsari
Local Government Area of Katsina State, Nigeria.**

By

IBEKWU, Prince Raphael

Princehardy25@gmail.com

+2348036273809

and

BABASHANI, Lawal (PhD)

lawalbabashani@gmail.com

08037326060

and

Lawal Musa Batsari (PhD)

Department of Public Administration

Faculty of Social and Management Sciences

Umaru Musa Yar'adua University, Katsina

Abstract

This study examined the effects of armed banditry on socio-economic development of Batsari Local Government Area of Katsina State as study area. In Katsina State, majority of the population engage in agriculture as full farmers. Armed banditry in Batsari Local Government Area basically involved scores of gunmen on motorbikes sweeping into communities, shooting all the young men they can find on the assumption that they belong to local vigilantes, and then carting away food stuffs, livestock, kidnapping people for ransom and taking away valuable things, thereby hindering socio-economic development of the entire area. The main objective of the study was to ascertain the effect of armed banditry on the socio-economic development of residents of Batsari Local Government Area of Katsina State. The study adopted descriptive research design, which is cross-sectional survey in nature, and used questionnaire to collect data from 300 randomly selected respondents. The findings indicated that kidnapping, cattle rustling and armed robbery have negative effect on socio-

economic development in Batsari Local Government Area of the State. Given the findings, the study recommended that the government should provide free and mandatory education for all citizens, in order to reduce the level of illiteracy, while the local government system should be strengthened to enable the Local Government Councils live up to their responsibility of providing for the needs of the people at the grassroots in order to reduce the rate of poverty and crime at this level of government.

Key words: *Armed Banditry, Security, Socio-economic Development, Poverty, and Crime.*

Introduction

The development of any society depends on the economic activities of the people. These activities contribute to the improvement in agricultural growth, literacy, poverty reduction, increase in per capita income, increase in life expectancy and the general living condition of the people. The absence of these economic activities leads to poverty and lack of infrastructural development of a given society. Socio-economic development is the progress made in terms of economic and social factors within a geographic unit (Fritz, n. d). Economic development is the process of raising the level of prosperity through increased production, distribution and consumption of goods and services. Some of the factors used to measure the socio-economic development for the purpose of this study are agricultural production, education and living condition of the people in the area. Agricultural production is the use of cultivated plants or animals to produce products for sustaining or enhancing human life. It is as a result of agricultural production that people produce crops such as cassava, rice, millet, guinea corn, beans, and soya beans among others. On the other hand, Education is the socially organized and regulated process of continuous transference of socially significant experience from the previous generations to the present generations (Naziev, 2017). This has to do with taking a course of training in the system of educational institutions. Also, material living condition refers to an individual's standard of living as expressed through three different dimensions of income, consumption and material conditions (Novakova&Soltés, 2016).

However, there have been series of security challenges perpetrated by armed bandits in Batsari Local Government Area which have caused serious havoc as many farmers and other people were forced to abandon their businesses and migrate to safer communities. Ladan and Matawalli (2020, p. 399) defined bandit as a “robber or outlaw, belonging to a gang, who uses weapons to steal or rob from the people and typically operating in an isolated or lawless area of a country.” Banditry is a term used to refer to acts of robbery and violence in areas where the rule of law has broken down (Ladan & Matawalli, 2020). Since banditry involves acts of robbery and violence on the people particularly rural dwellers who mainly engage in farming, cattle rearing and other food production activities, it is bound to have an impact on food

security. Some of the components of banditry identified are kidnapping, armed robbery and cattle rustling. Kidnapping comprises capturing and detaining an individual against his or her will, usually in an extension of other criminal intentions (Ibrahim & Ahmad, 2020). The incessant incidences of kidnapping have incurred immense threat to the government, the security agencies, and other relevant stakeholders. Cattle rustling refers to the stealing of grazing cattle (Al Chukwuma & Francis, 2014), while armed robbery is a social menace that persistently continues to retard the development of the Nigerian society, and Batsari Local Government Area in particular. It involves stealing, during which force and violence are used. Any form of violent activities mentioned above is capable of creating insecurity and challenges to socio-economic development of a society.

Statement of the problem

In Katsina State, majority of the population engage in agriculture as full time farmers. According to Epron(2019), Katsina State has more than 80,000 farming families and cultivating more than 1.5 million hectares of farmlands becoming one of the largest producers of maize and cotton, sorghum, and millet in the country. Armed banditry in Batsari Local Government Area basically involves scores of gunmen on motorbikes sweeping into communities, shooting all the young men they can find on the assumption that they belong to local vigilantes, and then carting away food stuffs, livestock, kidnapping people for ransom and taking away valuable things, prohibition of farming and harvesting of farm produce, which adversely affected the livelihood of a majority of the inhabitants to the point that some have to migrate to safer areas . Further, the incidence of the attack on a secondary school in Kankara Local Government Area of the state where hundreds of school children were abducted by bandits have caused a disruption in the educational activities in the Local Government as parents and teachers became wary of attending school. Despite the declaration of bandits as terrorists by the Federal Government, the activities of bandits and banditry attacks carried out on the farmers in the frontline Local Government Areas of the State, has become worrisome, as the groups continues to recruit youths from rural communities blighted by poverty, due to its lucrative nature. Thus, this study intends to investigate the effect of armed banditry on socio-economic development, with Batsari Local Government Area of Katsina State as a study area.

Research Questions

To facilitate the study, the following research questions were put forth:

- i. To what extent has kidnapping affected educational activities in Batsari Local Government Area of Katsina State?

- ii. To what extent has cattle rustling affected agricultural production in Batsari Local Government Area of Katsina State?
- iii. To what extent has armed robbery affected material living condition of the people in Batsari Local Government Area of Katsina State?

Objectives of the Study

- i. To ascertain how kidnapping has affected educational activities in Batsari Local Government Area of Katsina State.
- ii. To determine how cattle rustling has affected agricultural production in Batsari Local Government Area of Katsina State.
- iii. To determine how armed robbery has affected material living condition of people in Batsari Local Government Area of Katsina State.

Research Hypothesis

Hoi. Kidnapping has no significant effect on educational activities in Batsari Local Government Area of Katsina State.

Hoi.ii. Cattle rustling has no significant effect on agricultural production in Batsari Local Government Area of Katsina State.

Hoi.iii. Armed robbery has no significant effect on material living condition of the people in Batsari Local Government Area of Katsina State

Conceptual Review

Banditry

Banditry simply refers to criminal acts such as armed robbery or allied violent crimes, namely kidnapping, cattle rustling, and village or community raids. The act involves the use of force, threat to life, to intimidate persons in order to rob, rape or kill (Mohammed & Abdullahi, 2021). Banditry is not a new phenomenon in Nigeria most especially in the Northwestern part of the country. A bandit is a robber or outlaw belonging to a gang, who uses weapons to steal or rob from the people and typically operating in an isolated or lawless area of a country (Ladan & Matawalli, 2020). The history of banditry in Nigeria can be traced to pre-civil war period when government deteriorated in certain parts of the old Western region resulting in political violence, crime and organized insurgency (Chidi, 2018). According to Chidi (2018), during the civilian reign, local bandits were reportedly stealing domestic cattle in the Northwest area of Nigeria particularly in Zamfara, Sokoto, Katsina, Niger, Kaduna and Kebbi States (Mustapha, 2019). The activities of bandits have been

particularly worrisome. These activities range from kidnapping to murder, robbery, rape of minor, cattle-rustling amongst others. Their ways of operations include maiming and killing of their victims when they least expected. They regularly mobilize themselves through the forests into the neighborhoods riding on fast motorcycles especially in the night hours and shoot sporadically into the air at will. Sometimes in the afternoon, once they were sure that there was no security presence of the police or military, they unleashed terror in the communities. This rising threat has claimed lives of victims in hundreds. About one thousand one hundred (1,100) people were murdered in 2018 in the six States of the Northwest Nigeria, over two thousand two hundred (2,200) were killed in 2019 and one thousand six hundred (1,600) killed between January and June 2020 as well as about two hundred and forty seven thousand (247,000) people had been displaced, while their activities alone have led to the production of more than 41,000 refugees (Onyebuchi, 2020). This has made several children to be orphans and women became widows overnight, while the issue of food security as well as humanitarian tragedy has further made life unbearable for the affected areas.

From the extant literatures reviewed, several studies have been conducted by many researchers using variables such as corruption, injustice, poverty; encroachments of grazing routes, unemployment as the leading factors of banditry, neglecting the dysfunctional nature of the local government areas, which were created in 1976 to empower rural people, enhance the local economy, provision of both direct and indirect jobs for the youths to discourage them from taking to crime to trigger insecurity or from being used as political thugs during elections, which is an existing gap this study intends to bridge by focusing on these neglected factors.

Socio-economic Development

There is no generally accepted definition of the concept of socio-economic development, however; it was believed that it entails the process of social and economic development in a society. It is usually measured by so many indices among which are gross domestic product (GDP), life expectancy, literacy and levels of employment. In some instances, economic growth is often considered to indicate the level of economic development.

Agricultural production as a component of socio-economic development, is the use of cultivated plants or animals to produce products for sustaining or enhancing human life. Agricultural products are also known as agricultural produce, agro products or agro produce. Agricultural products are all the products obtained from plants, animals, micro-organisms and their products as a result of agricultural activities (Ladan & Matawalli, 2020). Thus agricultural products include agricultural crops, livestock such as poultry and poultry

products, dairy and dairy products, fishery and fishery products, forestry and forestry products, horticulture and horticultural products.

In addition to Epron 's (2019) submission, other crops produced in Katsina state include food crops such as millet, guinea corn, beans, soya beans, potatoes, sesame, rice; wheat etc. Cash crops produced included groundnut and wheat. Majority of the farmers engage in rainy season or rain-fed farming as the State is blessed with abundant land for the cultivation of wide variety of crops (Babatunde, 2020). However, the activities of bandits and banditry attacks carried out on the farmers in the frontline Local Government Areas of the State, has become worrisome. Aside the physical attack on the farmers, the damage carried out by the livestock (cows, cattle, etc) of the bandits deepens the sore of helpless farmers. The activities have largely affected not only the economy but also reflecting in the undaunted rise in the prices of food commodities, scarcity of food items and adverse food insecurity as areas of which food items are planted/produced are no longer producing

One of the growing threats in the Nigerian education system is the attacks on schools and the abduction of students by kidnappers. This activity has become a serious social challenge to students, pupils and parents as well as government, particularly in the Northwestern States in the country (Suresh & Kumaravelu, 2017). Recent events have revealed that schools are now major targets of kidnappers who are fond of abducting students and teachers for ransom. The growing rate of attacks targeted at schools and the number of kidnapping cases in schools have become a source of concern to many stakeholders in the Nigerian education sector. The increasing attacks on schools by bandits have destroyed the educational system of the affected areas in the Northern part of the country. This has resulted to non-academic performance and termination of the life dreams of most students. For instance, some of the kidnapped victims never get to return, some are married off prematurely, some exposed to child labour, while many others, particularly the girls are often exposed to different forms of sexual abuses (Tete & Matthew, 2020). If the current trends of kidnappings are allowed to continue, it would cause more severe damage to the country and the future of young Nigerians and the entire country could be in jeopardy.

Income and wealth are essential components of material living condition of individuals and societies. Both income and wealth expand peoples' consumption possibilities, providing them with the resources to satisfy their needs. Wealth also allows individuals to smooth consumption over time and to protect them from unexpected shocks that could lead to poverty and destitution (Stiglitz et al., 2009). Income and wealth also bring non-economic benefits, such as higher health status and education, higher life satisfaction and the possibility of living in safer and cleaner areas. Material resources are only the facilities which can be finally transformed into well-being, in accordance with individual values, preferences, free will and capabilities (Sen, 2004). Therefore, material living conditions can be defined as an

individual's standard of living. This could be expressed through three different sub-dimensions which include income, consumption and material conditions. The living standard of people measured in both relative that is, in comparison to other people and in absolute conditions, which means satisfaction with life necessities that reflects whether people live in poverty (Novakova & Soltes, 2016). Income, the most important indicator which gave the measure of a person's or a family's material situation, makes a direct liaison between the material quality of life of individuals. Money income consists of income from work, wage income and income from self-employment in agriculture and non-agricultural activities, property income, income from social benefit. Assessment of these different life dimensions complement indicator of Gross Domestic Product (GDP), which is traditionally used as the measure of economic and social development.

However, the activities of bandits have caused significant disruptions to these economic activities as several homes, grain stores have been set ablaze as well as people who engaged in trade and commercial activities and animal husbandry have abandoned their businesses and relocated to the urban areas for their safety and most of them have resorted to street begging. These developments have reduced production of more good and services, meaning that, the economy generated less or no income thereby hindering the material living condition of the people in Batsari Local Government Area of Katsina State.

The ultimate concern of the concept of socio-economic development was to bring about sustained improvement in the well-being of the individual, groups, family, community, and society at large. People living in those communities and villages affected by banditry had forcefully migrated and/or displaced relegating their economic activities. In the same vein, people living in the towns and cities cannot socially visit their relatives in the villages or gain access to their farmlands in those villages and forests within and around the frontline Local Government Areas of Katsina State. The consequences of this were that, food scarcity is on the rise and some animal species have been decimated and lost in the State and Nigeria in general. Above all, lots of human lives whom were expected to till these lands were lost (Mohammed & Abdullahi, 2021).

Empirical Review

Kennedy, C. K., Naomi, P. & Halidu, A.(2019) in their study, the Impact of Banditry and kidnapping on Nigeria's Economic Growth in the Fourth Republic, using ordinary least square multiple regression analysis, found that unemployment has an inverse relationship with gross domestic product while poverty has a direct relationship with gross domestic product. Therefore the study advised that Government should make effort to reduce poverty and unemployment by investing massively in human capital development, small and medium scale enterprises, agricultural sector, provision of micro credit schemes, skill acquisition centers, while criminal justice system of Nigeria should be repositioned and revitalized

through progressive reforms to enable it acquire the integrity and competence to sanction crimes. The study also advised that Government should enact laws that will prohibit payment of ransom for kidnapped victims.

Yahaya and Bello (2021) wrote on the Rise of Banditry and Its Attendant Effect in Governance and Socio-economic Relations in Zamfara State, adopting descriptive study as its analytical framework, revealed the factors responsible for armed banditry in the State to include, unemployment, poverty, injustice by traditional rulers, drug abuse, vulnerability, disperse settlement, huge financial benefits, proliferation of fire arms, poor nature of security at the borders, cultural conflict and out of court settlement. The study further recommended conflict resolution mechanism and amnesty to the genuine repentant bandits to be reintegrated into normal society life as well as socio-economic policies that would lead to the rehabilitation and reconstruction of the affected communities.

Similarly, Olapeju and Peter (2020), in their study on the Impact of Banditry on Nigeria's Security in the Fourth Republic: An Evaluation of Nigeria's Northwest, adopting descriptive method, surmised that the presence of scarcely governed spaces, the high level of unemployment with the attendant poverty, weak security system, porosity of Nigeria's borders and arms proliferations, among others, are the driving factors accelerating banditry in the Northwest region of Nigeria. The study recommended that Government should be more strategic and proactive in prosecuting the war against banditry; create meaningful employment opportunities for the youths with a view to addressing the endemic poverty that pervades the affected areas and effectively monitor and secure our borders with the neighboring countries to checkmate illegal migration of people and arms proliferation, while engaging in re-orientation of the individuals to inculcate in them ethical values and reverence for life and human rights. This study appeared to have neglected the potency of properly addressing genuine agitations by individuals or groups by the government.

In the similar vein, Uche and Iwuamadi, (2018), in their study on Rural Banditry and Community Resilience in the Nimbo Community in Enugu State, argued that, rural governance deficit and absence of effective security mechanisms is responsible for banditry in the Northern part of Nigeria. The study recommended rural security in terms of intelligence gathering, response to early conflict warning signals and combat operations, as well as a multi-stakeholder consensus in mapping out mutually-rewarding terms of engagements for the pastoralists and sedentary farmers.

Gadzama et al. (2018) also in their study, Appraisal of Rural Banditry in Kamuku forest, Birnin Gwari Local Government Area of Kaduna State, using descriptive statistics stated that the facilitating factors for rural banditry were poverty, greed, corruption and poor security system in the country. The study suggested that security operatives keep on carrying on

routine patrol and go into the interior parts of the forest for proper policing as well as Government of Kaduna State and Non-Governmental Organizations work hand in hand to get rid of activities of rural bandits in the area.

Babakatun and Abdulrahman (2021) in their study, *Zamfara State in History of its Crisis and Armed Banditry*, using qualitative and descriptive research revealed invasion of Government Reserved Areas (GRAs), encroachment of grazing routes, unemployment as the causes of banditry in the State. The study then recommended the need for Federal and State Governments' intervention in conflict resolution and amnesty in order to reform the affected communities.

Olulowo et al. (2021) in their study, *An Examination of the Causes of Banditry and Its Attendant Challenges in Ogun State*, utilizing both descriptive survey method of enquiry and the historical research method, revealed quest for ransom, revenge, rituals, poverty, youth unemployment, among other factors as the causes of banditry in the Northwest region of the country. The study proposed families, schools, religious and government interventions, strengthening the culture of hard work and stepping up of religious ethical teachings.

Ibrahim and Ahmad (2020), focused on the *Causes of Banditry and Its Implications on Nigeria*, employing qualitative document analysis, argued that, negligence of the Nigerian Government to address the root-causes of the phenomenon such as; youth unemployment, quick-money syndrome, hard-drug influence, and others are reasons for banditry in the Northwest Region, including Katsina State. The study suggested some measures such as public awareness programs, a synergic approach between the security forces and community police, appropriate sanctions, phone sim-card registration, quit ransom payment, and job creation.

Omede and Omede (2015) stated that, the possible causes of banditry in Nigeria are bad governance, corruption and graduate unemployment. Eneji and Agri (2020) surmised that corruption, injustice, poverty, inflation and bad governance are the main causes of banditry in Katsina State.

Adegoke (2020) in his study found that poverty, corruption, economic sabotage and environmental degradation are the main causes of banditry in the Northwest region of the country.

Knowledge gap

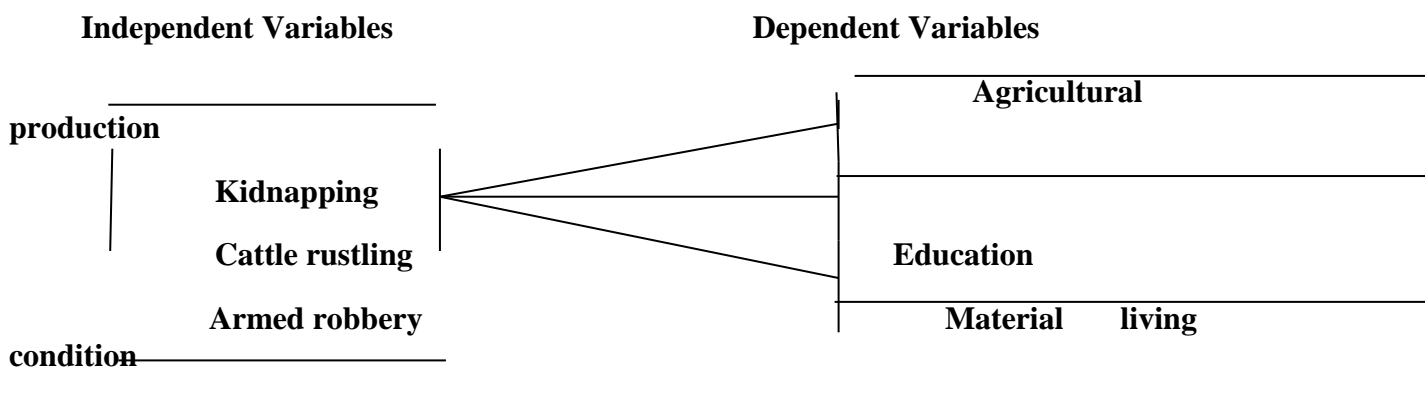
Having reviewed the various literatures on banditry and its contributory factors, this study will further contribute to the body of knowledge by identifying the absence of democratic structure at the Local Government level and the lack of financial autonomy

occasioned by the operation of the State Joint Local Governments Account, (Musa, L.B. (2016), and Baba Shani, L (2021)) which makes it difficult for the third tier of government to live up to its mandate to the people at the grassroots, as contributory factors to banditry in the local communities and villages.

Conceptual Framework

Below is the presentation of the conceptual framework showing the effect of the independent variable on the dependent variables.

Fig.1 Illustration of Relationship



Source: Researcher, 2022.

Theoretical Framework

There are different theories propounded by many authorities in the field of sociology to explain the relevance of the impact of banditry on socio-economic development, some of which are relative deprivation theory, anomie theory, environmental resources scarcity and frustration-aggression theory. However, in an attempt to provide a sound theoretical underpin, this study adopted Strain Theory propounded by Robert King Merton in 1957. The theory explained that strain exists between legitimate goals and the lack of opportunities to achieve those goals. The theory argues that crime occurs when the legitimate opportunities for people to achieve the normal success goals of a society are not enough. In such a situation there is a strain between the goals and the means or opportunities to achieve such goals in the society.

Merton developed the structural strain theory as an extension of the functionalist perspective on deviance. The theory traces the origin of deviance to the tensions caused by the gap between cultural goals and the means people have available to achieve those goals. In other words, there is a disjunction between the cultural goals of success and the opportunity

structure by which this goal might be achieved. Thus, since the lower strata of citizens were discriminated against in educational and occupational market places, then this was the group least likely to realize the American dream of success in life.

The implication here is that in a well-integrated society, people use accepted and appropriate means to achieve the goals that society establishes. In this case, the goals and the means of the society are in balance. The imbalance between cultural goals and structurally available means can actually lead an individual into deviant behavior. In other words, if legitimate desires cannot be achieved or satisfied by socially accepted behavior, this forces the lower class persons into delinquency.

All over the world, and certainly Batsari Local Government Area not excluded, economic success is a goal that everybody strives for. The legitimate means to economic success are seen to be education and jobs/occupation. Since the legitimate means for achieving material success are not uniformly distributed, which implies that, those from wealthier backgrounds usually have considerably more access to legitimate means than do those who are economically disadvantaged, the consequence is strain, which generates and produces certain 'modes of adaptation'. Simply put, it produces coping strategies, which the disadvantaged use to deal with pressures that are brought to bear on them. Strain theory states that strain may either be:

i. **Structural:** this refers to the processes at the societal level which filter down and affect how the individual perceives his or her needs. That is, if particular structures are inherently inadequate or there is inadequate regulation, this may change the individual's perceptions as to means and opportunities; or

ii. **Individual:** this refers to the frictions and pains experienced by an individual as he or she looks for ways to satisfy his or her needs, i.e. if the goals of society become significant to an individual, actually achieving them may become more important than the means adopted. Crime and delinquency have been explained as reactions or modes of adaptation to strain or frustration caused by a dislocation between the culturally prescribed goals and institutionalized means for the realization of such goals.

According to Merton (1957) in Wolfgang et al, (1970) some social structures exert a definite pressure upon certain persons in the society to engage in nonconformist rather than conformist conduct. One such pressure is that the social structure determines the nature of aspiration of its citizens. The society prescribed goals that its citizens should aspire to.

Alemika & Chukwuma (2001:17) noted that, the institutionalized means for realizing these goals and aspirations are restricted by distribution of talents and opportunities, and by

structural inhibitions. Furthermore, cultural goals are emphasized without corresponding opportunities or the means of attaining ends. Deviance therefore results from the disparity of society placing undue emphasis on realization of material aspirations and at the same time not adequately providing approved means for the achievement of these goals. This anomaly cannot however be said to directly lead to deviant behavior, rather, it creates avenues for individuals to evolve alternative modes to pursue those goals.

According to Merton (1957) in Wolfgang et al (1970) the pressure experienced by those who are excluded from the institutionalized means for realizing cultural goals can lead those individuals to adapt five modes of adaptations. These according to Merton are:

i. **Conformity:** individuals are following a societal goal through legitimate means. Although a conformist may not necessarily achieve the societal goal, he has enough faith in society to follow legitimate means. For example, a student who is going to school in order to advance a professional career is conforming, as he is following the American cultural value of success through an approved means (Inderbitzen, Bates, & Gainey, 2016).

ii. **Innovation:** the individual shares the cultural goal of the society but reaches this goal through illegitimate means. Thieves - who share the cultural goal of wealth attainment, but do so through breaking the law (such as drug dealing or embezzlement), are innovators.

iii. **Ritualists:** individuals who have given up hope of achieving society's approved goals but still operate according to society's approved means. A member of middle management, for example, who accepts that they will never progress but nonetheless stays in their position is a ritualist.

iv. **Retreatists** (like dropouts or hermits): individuals who have rejected both the society's goals and the legitimate means of obtaining them, and live outside conventional norms altogether. Drug addicts, disgruntled youths, nomads/herders whose genuine agitations were ignored, victims of one form of injustice or another, etc, retreat from both societal rule and societally-approved means.

v. **Rebellion** exists outside of Merton's system altogether. Rebels aim to replace societal goals with those of their own and devise their own means of achieving them. The most obvious examples of rebellion are terrorist organizations, which attempt to advance a goal, typically political, through means such as violence (Inderbitzen, Bates, & Gainey 2016).

These adaptations are accounts of how people may react under strain. The different reactions are also not mutually exclusive. The relationship between these alternative responses and other phases of the social structure must also be prefaced by the observation that persons may shift from one alternative to the other as they engage in different social

activities, and these categories refer mainly to role adjustments in specific situations. The question then is, which available means is most efficient in attaining the socially approved values?

Jones (1998:142) notes that,

the particular form of reaction will depend on the strength of the individual's commitment to the challenge and the availability of institutionalized means to pursue it. The institutionalized means are based on the 'protestant ethic' of hard work, education, honesty and deferred gratification with the antithesis involving 'get rich quick' notions, including fraud or force.

Strain theory therefore assumes that:

- i. The poor often feel the effects of crime more severely than others, as they lack the resources – both financial and otherwise – to deal with their losses or harm.
- ii. Most crime is committed by the lower class, as they are subject to the greatest strain.
- iii. When job opportunities dry up, the resultant strain may lead to crime and the use of violence is seen as a measure of last resort.
- iv. The fundamental cause of crime is the feeling of relative deprivation and that the residents of deprived areas face a different reality every day, with their lives blighted by violent crimes.

The implication of the strain theory is that, crime can be prevented or reduced if there is a concordance between cultural goals and institutionalized means for their attainment, and that crime and delinquency will increase whenever there is a dislocation between the means and goals. The theory has been criticized on the basis that:

- i. Although it could explain crimes such as fraud and theft on the basis of innovation, it is unable to explain crimes that youths are often engaged in for social status rather than material acquisition.
- ii. It assumes that there is a consensus in society and that everyone is pursuing the ultimate goal of material wealth.
- iii. Strain theory fails to adequately address issues such as race and gender.
- iv. Strain theory is unable to explain the phenomena of white-collar crime.

Relevance of Strain Theory to the Study

This theory is relevant to this study because the Nigerian State is experiencing overwhelming emphasis on monetary and material wealth and those who fail to meet these aspirations and goals experience tremendous pressure and subsequently evolve other means of attaining their aspirations. The incidences of armed banditry in Batsari Local Government Area could therefore be explained by the dis-connect between culturally prescribed goals and institutionally accepted means for attaining those goals.

Secondly, Batsari Local Government Area like other Local Government Areas in Katsina State ravaged by banditry, has been deprived of socio-economic development leading to lack of social and economic privileges due to absence of democratically elected government at that tier of government. The Local Government Area lacks social amenities that will make life meaningful for the residents and job opportunities for the teeming youths are also non-existent. Bandits from the neighboring countries have exploited the inability of youths of the area to achieve their aspirations through the institutionalized means to commit acts of banditry by collaborating with such youths who know the terrain very well to commit crimes.

A high correlation therefore exists between lack of access to education, unemployment and crime, and the structural strain theory helps to explain this relationship. The activities of bandits, some of who are suspected to be remnants of rebel soldiers from Chad, Niger or Cameroon may be explained by Merton's Strain theory since it is believed that when job opportunities dry up, the resultant strain may lead to crime, especially in a post war era. The bandits suspected to be from neighboring countries who were engaged in the various internecine wars that have come to an end have no option than to use their training and weapons to earn a living, thus engaging in acts of banditry. While it is true that not everyone who is unable to utilize legitimate means to attain legitimate ends will engage in acts of banditry, it is also true that most people will, given the availability of arms at their disposal coupled with poverty and mass unemployment, particularly among the youths.

The theoretical conclusion therefore is that, the incidence of armed banditry in Batsari Local Government Area is driven by the general lack of socio-economic and political opportunities.

Research Methodology

The study adopted descriptive research design, which is cross-sectional survey in nature. This design is considered appropriate for collecting data necessary to determine the effect of armed banditry on socio-economic development as it affects Batsari Local Government Area.

The population of the study was 280,600 (2006 Census) comprising of literate and semi-literate people of Batsari Local Government Area. This further comprised of the civil servants, farmers, businessmen, and public servants. However, due to financial, logistics, and time challenges associated with obtaining information from the 280,600 population, the study concentrated on 800 people. Therefore the sample of the study was 800 people drawn from the eleven political wards of the study area and recognizing the peculiarities and characteristics therein. The study used simple random sampling technique. This is because the population is a homogenous one, and the technique is a straight forward method of probability and allows the sampling error to be calculated and reduces selection bias (Taherdoost, 2020). Based on the Yamane formula, the study obtained a sample size to represent the sample.

$$n = N/(1+N(e)^2)$$

Where:

n= Signifies the sample size

N= Signifies the population under study

e= Signifies the margin error (=0.05)

Therefore

$$n = 800 / (1 + 800(0.05)^2)$$

$$n = 800 / (1 + 800(0.0025))$$

$$n = 800 / (1 + 2)$$

$$n = 800 / 3$$

$$n = 267$$

Therefore, from the above result the sample size is 267.

The study made use primary data obtained through the administration of questionnaires which were designed using structured and close-ended questions. The response rate was scaled in a five (5) point Likert scale which ranged from Agree (A), Strongly Agree (SA), Disagree (D), Strongly Disagree (SD) and Neutral/Undecided (N/U).

Data were collected in quantitative form, coded and screened before analysis. The collected data was coded and entered into the SPSS using correlation tool for analysis. The analysis was done in three stages. The first stage involved checking data reliability by applying Cronbach's Alpha (α). The second stage was application of the Pearson's moment correlation analysis to assess the strength of relationship between dependent and independent variables.

Data analysis and Discussion

Three hundred (300) questionnaires were administered to the respondents who were selected through simple random sampling method in the area of study. Out of the three (300) hundred questionnaires, two hundred and sixty seven (267) questionnaires were returned given 89% rate of duly completed and returned questionnaires. Therefore, the analysis of data is based on the two hundred and sixty seven (267) respondents.

Before arriving at the final result of the analysis, the dependent variables were collapsed from a group of variables to a single variable in order to have an optimal result of the analysis. The findings therefore interpreted the results obtained in the correlation test.

Reliability Test – Cronbach's Alpha (α)

Scale: Kidnapping, Cattle Rustling and Armed banditry

These important tables are reliability statistics tables that provide the actual value for Cronbach's reliability as shown below:

Table 1. Case Processing Summary

		N	%
Cases	Valid	260	97.4
	Excluded ^a	7	2.6
	Total	267	100.0

a. Listwise deletion based on all variables in procedure.

Table 2. Reliability Statistics

Cronbach's Alpha	Cronbach's Alpha (α) Based on Standardized Items	N of Items

.853	.867	6
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Table 3. Scale Statistics

Mean	Variance	Std. Deviation	N of Items
8.91	4.992	2.234	6

From the above tables, a total number of two hundred and sixty seven (267) were tested for reliability where a total of two hundred and sixty (260) representing 97.4% were returned to be valid, while only seven (7), representing 2.6% were returned invalid. Therefore, from the above table, Cronbach's Alpha (α) is **0.867**, which indicates a high level of internal consistency for the scale with the specified sampled questions.

HO_i. There is no significant relationship between kidnapping and educational activities in Batsari Local Government Area of Katsina State

Table 4. Descriptive Statistics of HO_i

	Mean	Std. Deviation	N
Educational ties	8.8511	2.10017	262
Kidnapping	8.9115	2.23431	260

Source: SPSS analysis, 2022

Table 4 above, the descriptive statistics provides some very useful descriptive statistics, including the mean, standard deviation and total number (N) of responses passed for the dependent variable (educational activities) and the independent variable (kidnapping). The mean for the dependant variable is 8.8511 while the standard deviation stood at 2.10017 respectively. On the other hand, the mean and standard deviation of the independent variable are 8.9115 and 2.23431 respectably.

Table 5. Correlations of the variables in Hoi

		Educational activities	kidnapping
Pearson Correlation	Educational ties	1.000	.674**
	Kidnapping	.674	1.000
Sig. (1-tailed)	Educational ties	.	.000

	Kidnapping	.000	.
N	Educational ties	262	260
	Kidnapping	260	260

** correlation is significant at the 0.001 level (1-tailed)

Source: SPSS analysis, 2022

In table 5 above, Pearson's correlation coefficient is .674, which signifies a medium positive linear correlation. The significance test has the null hypothesis that there is no positive or negative correlation between the two variables in the universe ($r=0$). The results showed a very high statistical significance of $p<0.001$. Thus the null hypothesis is rejected. It is therefore agreed that kidnapping has negative effect on educational activities in Batsari Local Government Area.

HO_{II}. There is no significant relationship between cattle rustling and agricultural production in Batsari Local Government Area of Katsina State

Table 6. Descriptive Statistics of Hoi

	Mean	Std. Deviation	N
agricultural ction	9.2053	2.35812	263
Cattle Rustling	8.9883	2.31531	256

Source: SPSS analysis, 2022

Table 6 above shows the mean, standard deviation and total number (N) of responses passed for the dependent variable (agricultural production) and independent variable (cattle rustling). The mean for the dependant variable is 9.2053, while the standard deviation stood at 2.35812 respectively, which were arrived by testing 263 responses. On the other hand, the mean and the standard deviation of the independent variable are 8.9883 and 2.31531 respectively arrived at by analysing 256 responses.

Table 7. Correlations of the variables in Hoi

		Agric. Prod.	Cattle Rustling
Pearson Correlation	agricultural ction	1.000	.525
	Cattle Rustling	.525	1.000
Sig. (1-tailed)	agricultural ction	.	.000
	Cattle Rustling	.000	.
N	agricultural ction	263	254
	Cattle Rustling	254	256

** correlation is significant at the 0.001 level (1-tailed)

Source: SPSS analysis, 2022

In table 7 above, Pearson's correlation coefficient is .525, which signifies a positive linear correlation. The significance test has the null hypothesis that there is no positive or negative correlation between the two variables in the universe ($r=0$). The results show a very high statistical significance of $p<0.001$. Thus, the null hypothesis is rejected and it is agreed that cattle rustling has a negative effect on agricultural production in Batsari Local Government Area.

HO_{III}. There is no significant relationship between armed robbery and material living condition in Batsari Local Government Area of Katsina State

Table 8. Descriptive Statistics of Hoiii

	Mean	Std. eviation	N
Living Condition	8.8615	2.19952	260
Armed Robbery	8.9500	2.25100	260

Source: SPSS analysis, 2022

Table 8 above indicates the standard deviation and total number (N) of responses passed for the dependent variable (Material living condition) and independent variable (armed robbery) which are also useful figures needed to describe the data. The mean for the dependent variable is 8.8615 while its standard deviation stood at 2.19952 respectively. On the other hand, the mean and standard deviation of independent variable are 8.9500 and 2.25100 respectively.

Table 9. Correlations of the variables in Hoiii

		Living Condition	Armed Robbery
Pearson Correlation	Living Condition	1.000	.713
	Armed Robbery	.713	1.000
Sig. (1-tailed)	Living Condition	.	.000
	Armed Robbery	.000	.
N	Living Condition	260	258
	Armed Robbery	258	260

** correlation is significant at the 0.001 level (1-tailed)

Source: SPSS analysis, 2022

In table 9 above, Pearson's correlation coefficient is .713, which signifies a medium positive linear correlation. The significance test has the null hypothesis that there is no positive or negative correlation between the two variables in the universe ($r=0$). The results show a very high statistical significance of $p<0.001$. Thus, the null hypothesis is rejected as it is established that armed robbery has significantly impacted the material living condition of the people living in Batsari Local Government Area.

Summary

This study assessed the effect of armed banditry on socio-economic development of Batsari Local Government Area of Katsina State using responses obtained from 267 security personnel, civil servants and businessmen living in the area of study. Kidnapping, cattle rustling, and armed robbery represents armed banditry and taken as independent variable, while educational activities, agricultural production, and material living condition characterized socio-economic development, which is the dependent variable. The three null hypotheses formulated in the opening chapter were rejected and evidence in support of positive significant relationship among the variables of study has been established.

Findings

1. The study found that the State Joint Local Governments Account is a major source of financial incapacitation of Batsari Local Government Council, as it cannot exercise initiative developmentally without the consent of the State Government who controls the account, (Musa, L.B. (2016.)

2. Unemployment among youths is rampant as it was evidenced in the numerous groups of youths sitting idle in what is popularly known as “majalisa” (meeting point.)

3. A lot of the youths appeared to be drop-outs of different levels of education due to financial incapacitation.

4. The locals believe that their negative circumstances was a direct result of “muguwar cuwa cuwa” (serious corruption) in government, (Musa, L.B. (2016.)

5. There is evidence of palpable frustration among locals as regards to conflict resolution and injustice or lack of it.

Conclusion

The conclusion arising from the findings has in no small measure assisted in providing solution to issues of banditry on socio-economic development. The menace of banditry which has negative impact on every aspect of human endeavors in Batsari Local Government Area and indeed Katsina State, is therefore not an exception. What is required in dealing with this monster is demonstration of genuine political will on the part of government and other stakeholders, no matter whose ox is gored. It is expected that, with genuine commitment to tackling armed banditry and other forms of insecurity in Katsina State, lasting peace can be restored to the troubled communities and villages, which will bring about the desired socio-economic development of the State.

Recommendations

In order to effectively address the menace of banditry in Katsina State, the following recommendations will suffice;

i. The local government system should be strengthened to enable the Local Government Councils live up to their responsibility of providing for the needs of the people at the grassroots in order to reduce the rate of poverty and crime at this level of government. This could be achieved through empowering the teeming unemployed youths in the society with training in vocational skills at the end of which they can be given start-up packs to set up their own businesses in order to become self-reliant. This will be more beneficial than the current policy of distributing cash to the people without any form of vocational skills which is not sustainable;

ii. Government should provide free and mandatory education at all levels (basic, post basic, and tertiary) for all citizens. This will help in reducing the high level of illiteracy among the people

iii. Government should fight corruption at all levels with vigor in order to allow resources flow to the people instead of being hijacked by a few privileged people in places of authority, thereby impoverishing the masses;

iv. Government should properly address genuine agitations by individuals or groups but deal ruthlessly with those who take law into their hands by taking up arms against innocent people in order to undermine the government, hence, bandits and their accomplices whether in or outside the government should be made to face death penalty upon arrest, prosecution and conviction as this will serve as deterrent to others with similar criminal tendencies.

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**ASSESSMENT OF THE LEGISLATIVE PRACTICES OF KADUNA STATE
HOUSE OF ASSEMBLY IN PUBLIC POLICY LAW MAKING**

AMINU SHAGALI ABDULLAHI

Department of Public Administration
Ahmadu Bello University, Zaria
aminushagali@yahoo.com

Prof. S. B ABDULKARIM

Department of Public Administration
Ahmadu Bello University, Zaria
08033140357

Prof. BELLO SABO

Department of Business Administration
Ahmadu Bello University, Zaria
08037015057

Dr. LAWAL SALEH

Department of Public Administration
Ahmadu Bello University, Zaria
08036344025

Abstract

The legislature is responsible for collation of the needs, interests, goals, problems and ideas of the citizens through the public policy process. However, there is a growing pessimism about the effectiveness of public policies in many of the Nigerian States as most of the policies have not translated into progress as these States including Kaduna State are faced with myriad of problems such as insecurity, poverty, unemployment, low standard of living among others. Therefore, the study examined the Assessment of the Legislative Practices of Kaduna State House of Assembly in Public Policy Law Making. Research questions and hypotheses were also in line with the research objectives. The study utilised Survey instruments. 167 copies of questionnaires were administered across Members of Kaduna State House of Assembly, Ministries, Departments and Agencies, (MDAs), and Civil Society Organizations in some selected Local Governments out of the three senatorial zones in Kaduna State. Structural functional theory was used to underpin the study. The hypothesis of the study was tested using Spearman rank Correlation analysis with the aid of SPSS version 20. The study established that effective legislative practice by Kaduna State House of Assembly correlates with Law Making by 28.7% which signifies fair and low relationship. Therefore, the study recommend that the legislature in Kaduna State should strategize how to survey the opinion of the

members of constituencies through operating constituency's offices that can serve as a vital link between the elected members and the constituency they represents, this in order to avoid a disconnection between the activities of the elected members and expectation of the constituencies.

Key Words: Kaduna State House of Assembly, Legislative Practice, Public Policy Law Making.

1.1 Introduction

Traditionally, the legislature makes laws, including appropriation laws while the executive, through its several agencies, translate such laws into concrete actions and programmes. This mutuality of responsibility is usually fostered by a feeling of mutual indispensability in policy making and implementation by both arms of government. Human society is an organic phenomenon. As such, it is never static. It is the task of the legislature to make laws and policies to guide societal dynamism into the smooth channels of growth and development for the good of all. Edet and Amadu, (2014) revealed that any policy that is not supported by the legislature is not sustainable. It follows that the state or level of national development of the country is strongly determined by the capability of the legislature.

Ikelegbe (2006) declared that legislators no longer exert considerable influence on the initiation and formulation of policies. They just (in most cases) mainly formalise and legitimise policies already formulated by the executive. They look up to the executive for legislative leadership. Consequently, there is a growing pessimism about the effectiveness of public policies in many of the Nigerian States as most of the policies have not translated into progress as these states including Kaduna States are faced with myriad of problems such as insecurity, poverty, unemployment, low standard of living among others. According to

Ugwuanyi and Chukwuemeka (2013), over the years, Nigeria had formulated policies that appear to be brilliant on paper; however the implementation had failed to address the problems they set out to solve, serving as evidence of problems in the process. Therefore, in line with the above, this study assesses the effectiveness of law making of Kaduna State house of assembly in the public policy law making in Kaduna State.

Similarly, in public policy law making, Kaduna State Assembly is expected to identify constituency's problems, demands and interest, harmonise and translate them into policy proposals for legitimization. Policies legitimised are then communicated to the state executive for assents and proper implementation. However, from 2007 through 2019 several policies targeting people's needs, especially poverty reduction, quality education, youth's empowerment and security have been implemented with minimal improvements. This raises concerns on the role of Kaduna State Assembly in the process of problem identification and agenda setting, policy formulation, appropriation, with allegations of State Assembly members being disconnected from their constituents, and allowing the executive to dominate their constitutional responsibilities. Therefore, in line with the above, this study examines the legislative practice of Kaduna State House of Assembly in public policy law making in Kaduna State.

Therefore, in addressing the key research problem of this study, the study answers the question on what the relationship between legislative practice of Kaduna State House of Assembly and public policy law making in Kaduna States is? The objective is to determine the relationship between Legislative Practice of Kaduna State House of Assembly and public Policy law making in Kaduna States by testing the null hypothesis stating no significant relationship between legislative practice of Kaduna State House of Assembly and public policy law making in Kaduna State.

The thrust of this study is on assessment of the legislative practice of Kaduna State House of Assembly in public policy law making in Kaduna States. The period of coverage was 2007 to 2019, a period that cut across two different democratic regimes with two different dominating parties in the state. Moreover, the study is limited by the disinclination of some respondents to reveal certain information on confidential basis and some of the respondents claimed to be too occupied with their assignments in responding to the questionnaires. At a point, they were served with other copies as they claimed to misplace the previous ones.

2.1 Conceptual Review

Legislature

Legislature is referred to as parliament in Britain, national assembly in Nigeria, congress in the United States (Abonyi, 2006). The legislature occupies a key position in the democratic process of government, with the purpose of articulating the collective will of the people through representative government (Okoosi, 2010). Awotokun (1998) states that legislature is an arm of government made up of elected representatives or constituted assembly people whose duty is to make laws, control the activities of the executive and safeguard people's interest. Ojo and Omotola (2014) stated that the legislatures or parliaments are at the heart of governance and the national integrity system that citizens entrust with the great task of making sure that states which practise democracy and are aided by the constitution fulfil their functions in the interests of the citizens. They further stated that though there can be government without the legislature, there cannot be democracy without the legislature. Popoola (2016), the role of the legislators in policy making is primarily to collate the views, interests, demands and problems of their constituents, harmonise and translate them to policy proposals for the legislature. Such proposals are subject to the entire legislative processes after which it is presented to the president or governor for ascent.

Legislative Practice

The National Assembly has failed to act as a check on the Presidency, which is the role required of it under the constitution. In the eight years of the Obasanjo Administration until it was galvanised into action by the grave danger posed by the tenure elongation plan, the National Assembly has been characterised by passivity and docility in its relations to President Obasanjo. Its members have made themselves so readily amenable to enticement, so willing to be settled. Their passivity, their inattentiveness to their role as a check on the President and their incompetence or ignorance have also prevented them from guarding their independence against the President's lust for self-aggrandisement as resolutely as they should (Nwabueze, 2007). Moreover, Parliamentary oversight since the inception of the Fourth Republic has not always been founded on altruistic intentions. Public service bureaucrats had accused committees behind their backs of self-serving supervision. Uncooperative Ministers and Director General were dragged to committee meeting rooms, allegedly intimidated with accusations of impropriety and asked to play ball. The obstinate thereafter are dragged before the people at public hearings, the recommendations and resolutions of which were never complied with (Nwigwe, 2008). Although, there were a few occasions where the touchstone function of oversight of the executive was performed with brio, notably at the level of the senate, such as the momentous defeat of the illegal Third Term Project in May 2006- in spite of the allegation of bribe per legislator in the staggering amount of N50 million.

However, the present day Nigerian electorate has become a lot more sophisticated than in the pre-civil war days. They seem surer now than before about what they want from their representatives. Unfortunately, there are still too many legislators who do not seem to understand the need for continuing relationship between them and the electorate (Madunagu, 2007)

Law Making

Law-Making function is the primary and the most crucial role of the legislature (Edosa & Azelama, 1995). Abonyi (2006) asserts that bills are examined and passed through various

stages, and in the process this could be altered by addition or deletion. However, the input of the legislature is the attitude of the executive and other factors such as concessions to the opposition and other groups against some aspects of proposed laws greatly reduced the legislative powers to a mere deliberative assembly. In present time laws (acts of legislative bodies, statutes) are considered as the main source of almost all national legal systems. The practice of countries with different legal traditions shows the increase in the number of acts of the legislative bodies. (Calabresi 1980) Laws form the basis of the modern legal system that is why the elaboration of these acts is important for the state, the society, and the social and political groups. Laws have superior (after Constitution) legal force.

Public Policy

Public policies are policies and programs aimed to handle particular social problems emanating from the environment. Public policy deals with present and future problems. Thomas Die, (1972) defined public policy “as whatever government chooses to do or not to do ” regarding a particular societal problem. Ikelegbe, (2006) sees public policy “as the integrated courses and programme of action that the government has set and the framework or lead by planned to direct actions and practices in certain problem areas”. Moreover, Policy implementation happens after choice of policy is made and legislative enactments and rules are founded. It is the phase where objectives and goals are translated into concrete achievement. The implementation of policy tends to be the most troublesome stage in the policy process (Ikelegbe, 2006).

Public Policy Process

Lasswell (1956) identified the following stages or processes involved in public policy to include; (1) problem identification and definition, (2) agenda setting, (3) policy formulation, (4) policy legitimation, (5) policy implementation, and (6) policy evaluation.

Problem identification and definition: The first step in solving a problem is recognizing there is one.” This is absolutely essential to policymaking. The first stage of the policy process is to figure out what the problem is and to define it. A key component of figuring out the problem is determining a public problem. Just because you think an issue may be a problem does not necessarily make it a public problem. Therefore, public problems are what constitute policy making efforts. For example, public problems might include rising insecurity, youth unemployment, epidemic or endemic diseases in the society among others. Once these or any of these are sighted, there exists a problem of public nature requiring public policy.

Further, once a problem has been identified and definitions offered, it moves to the agenda setting of the government for action. It is at this stage of the policymaking process where most policy options never get any further. After all, just because a problem has been acknowledged and defined does not mean anything will get done about it. The problem has to captivate the attention of the government and the public to compel action. And the government only has so much bandwidth in which to consider a problem.

However, policy formulation entails devising ways to solve or at least ameliorate public problems. This is the stage of the policy making process where specific, concrete actions about how to address an issue are brainstormed, discussed, and debated. This is the stage of the process where experts come together to discuss what the government can and cannot mandate and what those building standards might look like.

Moreover, policy legitimation is probably the step of the policy process you best understand, as this is the point at which a policy is decided and enacted. In other words, this is the step in which a bill becomes a law. At the federal level, policy legitimation occurs when the National Assembly passes a bill; while at the state level, policy legitimation occurs when a state legislature passes a bill. Therefore, with regards to this study, this is the stage where

Kaduna State House of Assembly comes into action to legitimise the alternative courses of actions identified for solving the perceived public problem.

Furthermore, to implement policy decisions, various government agencies get involved in translating statutory language into actionable regulations that achieve the policy objectives in the legislation. This is called rulemaking and conducted by the civil servants who are employed by government agencies. While one agency is often given the primary task of implementing a policy, that agency often has to work with a host of other agencies, and many times, those agencies may be at the federal, state, and local level. Therefore, implementation is not as simple as decreeing that the nation's security system is breached and should be strengthened.

On the other hand the final step in the policy process is policy evaluation. Assessing whether or not a policy is successful is critical, as the entire policy process strives to address, and perhaps even solve, public problems. Policy evaluation, simply put, is figuring out if the policy is working. Therefore, in evaluating the workability or otherwise of a particular policy, reference is made to the policy objectives. For example, in order to improve the quality of education in Kaduna State, the State Government embarked on mass sacking of incompetent teachers in the public schools for replacement with competent and qualified teaching personnel. As such, the policy can be evaluated either through the student's performance or through the teacher's competency examination.

2.2 Review of related Empirical Studies

Dahida and Maidoki (2013) examined public policy Making and Implementation in Nigeria. Secondary method of data collection was employed in this study where relevant literature was reviewed and elite's theory was adopted as a framework of analysis. At the end, the study revealed that in Nigeria, there is a missing-link between the government and the

public and also the government and its agencies when it comes to policy formulation and. The researchers conclude that Nigeria's problem is not policy formulation but that of accurate implementation. The study therefore, recommends among other things that; there should be a very strong connecting link between the elites who are the policy makers and the mass – public. If that is done, it will reduce the tendency of imposed policies from the top. However, unlike the previous studies, the present study in addition to the secondary sources, utilises primary data to access the legislative practice of Kaduna State house of assembly in public policy law making process in Kaduna State.

Also, the effect of legislative and executive relations on policy formulation and implementation in Lagos State, Nigeria was conducted by Fatile & Jacob (2017). The study used both quantitative and qualitative methodologies. The findings indicated that cooperative legislative-executive relations engender improved performance in public policy formulation and implementation in Lagos state. It was discovered that the politic suffers from excessive interference and influence from the political class when the budget and appointments are concerned. The study, therefore, recommended among others by pointing out the importance of separation of powers in restraining the branches to ensure effectiveness in policy making and implementation as well as safeguarding budget process and enhancing accountability in public budgeting. While the previous study focuses on Lagos State, this study aimed at accessing policy formulation and implementation in Kaduna States. More so, the researchers ignored the inclusion of some community based organisations, which are also very vital in providing complementary information on Executive-Legislative relations in public policy. This study utilised the information from CBO's to understand the effectiveness of Kaduna State House of Assembly in public policy law making.

Furthermore, Adebola, Chibuzor, and Michael (2019) examined legislators' role in problem identification and agenda setting in the public policy process in Nigeria. The study

adopted a phenomenological approach and in-depth interviews were conducted with twelve national assembly members, five officials of Civil Society Organizations (CSO's) and twelve constituency members. The study found that the processes of problem identification and agenda setting were defective in Nigeria. Whereas the legislators claimed they consulted their constituents regularly to identify problems, the constituents and officials of CSOs claim they only meet with the legislators during the period of electioneering campaigns ahead of general elections. Therefore, this study reviews the findings in relation to activities of Kaduna State's House of Assembly to establish the link between the legislators and the constituent's members in problem identification and implementation in public policy process.

2.3 Theoretical Framework

This paper adopted the Structural-functional theory, also called functionalism to underpin the study. The theory sees society as a structure with interrelated parts designed to meet the biological and social needs of the individuals in that society. Functionalism grew out of the writings of English philosopher and biologist, Herbert Spencer (1820–1903), who argued that just as the various organs of the body work together to keep the body functioning, the various parts of society work together to keep society functioning (Spencer 1898). The parts of society that Spencer referred to were the **social institutions**, or patterns of beliefs and behaviors focused on meeting social needs, such as government, education, family, healthcare, religion, and the economy.

Emile Durkheim, (1893) another early sociologist, applied Spencer's theory to believed that individuals may make up society, but in order to study society, sociologists have to look beyond individuals to **social facts**. Social facts are the laws, morals, values, religious beliefs, customs, fashions, rituals, and all of the cultural rules that govern social life (Durkheim 1895). Each of these social facts serves one or more functions within a society. For example, one

function of a society's laws may be to protect society from violence, while another is to punish criminal behavior, while another is to preserve public safety

Critics of functionalism have often argued that it pictures the individual as having little or no control over his own actions. Rather than constructing their own social world, members of society appear to be directed by the system Bauman, & Skitka, (2009). Durkheim rejects this criticism. He argues that society has a reality of its own over and above the individuals who comprise it. Darlington, (2001) holds that members of society are constrained by 'social facts', by 'ways of acting, thinking, and feeling, external to the individual, and endowed with a power of coercion, by reason of which they control him'.

The study is on the Assessment of the effective legislative practice of Kaduna State House of Assembly in public policy law making. To achieve this, the study intends to measure the social functions of Kaduna State house of assembly in public policy law making as a social institution in the society. Therefore, given the nature of the research, structural functional theory was used to analyse the legislative functions of Kaduna State house of assembly to determine its functions in the public policy law making process. Nwosu and Ofoegbu (1986) states that functions as used by scholars in politics and administration refers to the contributions of an activity (Legislature) or patterns of behaviour to the maintenance of a given society.

3.0 Methodology

The Research design for this study is basically a survey research and it is designed to critically examine the roles played by Kaduna State House of assembly in public policy law making. The population of this study consists of the members of the KSHA who are 34 in numbers, 12 management staff of the House of Assembly. (KSHA, 2020), the heads of the Ministries, Departments and Agencies of Kaduna State who are 66 in number (Kaduna State Ministry of Information (2020). Furthermore, members of Community Based Organizations

were 207, which were arrived at by selecting 23 members from three CBO's in each of the three senatorial districts (Kaduna State Ministry of Information 2020). Therefore, the total population stood at 319. Using Krejcie and Morgan tables, 169 was arrived at as the representative sample size for the study. However, data was generated from both primary and secondary sources. The primary data was sourced through the instruments of questionnaire, interview and observation. While the secondary information generated through the various appropriations for MDA's in the state, and other relevant information.

The study relies on both primary and secondary sources of data. The primary data was sourced through the instruments of questionnaire, interview and observation. While the secondary information generated through the various appropriations for MDAs in the state, and other relevant information. To confirm the validity and reliability of the research instrument, the questionnaire was reviewed by an expert in the field, before subjecting for Pilot study with 40 respondents. Cronbach's Alpha was used to determine the reliability of the constructs measures. Therefore, with cronbach' alpha of 0.673 which is above 0.60 minimum benchmark indicated that the instruments are reliable in measuring the constructs. Moreover, concurrent mixed method was used for reporting the data generated from the interview and the questionnaire.

On the basis of the above, both the qualitative and the quantitative methods of data analysis were employed. Descriptive statistics analysis was used in analysing frequency tables and simple percentages of the data collected. Spearman rank correlation was employed to test the hypothesis using the SPSS computer package version 23.

4.1 Data Presentation and Analysis

One hundred and sixty nine (169) copies of the questionnaire were distributed across the study population. However, out of the 169 copies distributed, only one hundred and fifty

copies were duly completed and returned, therefore, 150 responses constitute the basis of analysis.

Table 1: Bills submitted by the executive are adequately deliberated by Kaduna house of assembly

	Frequency	Percent	Valid Percent	Cumulative Percent
strongly disagree	30	20.0	20.0	20.0
disagree	27	18.0	18.0	38.0
undecided	32	21.3	21.3	59.3
agree	45	30.0	30.0	89.3
strongly agree	16	10.7	10.7	100.0
Total	150	100.0	100.0	

Source: Field Survey, 2021

Table 1 indicates that 30 (20%) of the respondents strongly disagreed that bills submitted by the executive are adequately deliberated by Kaduna State House of Assembly, 27 (18%) of the respondents disagreed, while 32 (21.3%) of the respondent were undecided on the statement. On the other hand, 45 (30%) of the respondents agreed and 16 (10.7%) of the respondents strongly agreed that bills submitted by the executive are adequately deliberated by Kaduna State House of Assembly. Therefore, it can be deduced from the responses that 45 (30%) respondents agreed (16) and 16 (10.7%) strongly agreed that bills submitted by the executive are adequately deliberated by Kaduna State House of Assembly. By implication, it implies that Kaduna State House of Assembly give adequate consideration to scrutinize bills submitted by the executive before passing to law.

Going by the interview submission however, majority of the interviewed respondents reveals the contrary. Whereas some reveals that timely passage of appropriation bills by the Kaduna State House of Assembly signifies their inefficiency on this aspect. Also, in the views of some respondents is that some policies of the State wouldn't have seen the light of the day if actually the State House of Assembly is taking time to deliberate on some executive bills brought before the House.

Table 2: Laws made by Kaduna state house of assembly are effective

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid strongly disagree	46	30.7	30.7	30.7
Valid disagree	25	16.7	16.7	47.3
Valid undecided	26	17.3	17.3	64.7
Valid agree	42	28.0	28.0	92.7
Valid strongly agree	11	7.3	7.3	100.0
Total	150	100.0	100.0	

Source: Field Survey, 2021

Table 2 depicts that 46 (30.7%) of the respondents strongly disagreed that laws made by Kaduna State House of Assembly are effective, 25 (16.7%) of the respondents disagreed. 26 (17.3%) of the respondents were undecided. Contrary, 42 (28%) of the respondents agreed with the statement and 11 (7.3%) of the respondents strongly agreed that laws made by Kaduna State House of Assembly are effective. Therefore, it can be concluded from the responses that majority of the respondents disagreed on the effectiveness of the Kaduna State House of Assembly. On the basis of this, it can be inferred based on the majority that Kaduna State House of Assembly are not effective in rendering the services of law making in the State.

Similarly, the findings above is in conformity with interview responses, as majority of the interview responses suggested that most of the ongoing project under the present administration are domiciled in the urban centres with little or no attention on the rural areas, a problem which the State Assembly should correct for an inclusive transformation agenda across the State.

Table 3: The welfare and wellbeing of communities have been improved through the laws made by the Kaduna state house of assembly in Kaduna state.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid strongly disagree	51	34.0	34.0	34.0
disagree	32	21.3	21.3	55.3
undecided	33	22.0	22.0	77.3
agree	30	20.0	20.0	97.3
strongly agree	4	2.7	2.7	100.0
Total	150	100.0	100.0	

Source: Field Survey, 2021

Table 3 revealed that 51 (34%) of the respondents strongly disagreed with the statement, 32 (21.3%) disagreed, while 33 (22%) of the respondents were undecided as to whether to agree or disagree with the statement. However, 30 (20%) of the respondents agreed that the welfare and wellbeing of the community improved through the laws made by the Kaduna State House of Assembly in Kaduna State, and 4 (2.7%) of the respondents strongly agreed with the statement. Therefore, it can be inferred based on the majority opinion where 116 respondents unanimously disagreed and strongly disagreed that the welfare and wellbeing of the community improved through the laws made by the Kaduna State House of Assembly in Kaduna State. Based on this, it suggested that the law making practice of Kaduna State House of Assembly have no regards or consideration to the welfare of the citizens across the State.

Moreover, the findings above is unanimously collaborated by the interview responses where the interviewed respondents claims that the State Assembly pays no attention on the direction of the State executive. To them most of the government strength is concentrated on infrastructure while ignoring the aspect of human development in the State.

Table 4: Good knowledge of the constituencies helps in shaping the laws made by duna state house of assembly in Kaduna state

	Frequency	Percent	Valid Percent	Cumulative Percent
strongly disagree	13	8.7	8.7	8.7
disagree	8	5.3	5.3	14.0
undecided	28	18.7	18.7	32.7
agree	72	48.0	48.0	80.7
strongly agree	29	19.3	19.3	100.0
Total	150	100.0	100.0	

Source: Field Survey, 2021

Table 4 reveals that 13 (8.7%) of the respondents strongly disagreed with the statement, 8 (5.3%) of the respondents disagreed, whereas 28 (18.7%) were undecided. However, 72 (48%) of the respondents agreed that good knowledge of the constituencies helps in shaping the laws made by the Kaduna State House of Assembly in Kaduna State, and 29 (19.3%) of the respondents strongly agreed with the statement. Therefore, it can be concluded based on the majority of the responses 101 (67.3%) respondents agreed that good knowledge of the constituencies helps in shaping the laws made by the Kaduna State House of Assembly in Kaduna State. This is further complemented by secondary information presented in table 5 below;

Table 5: Bills introduced in the House/Sponsor/Remarks

S/N	Title of Bill	Sponsor	Remark
KD/BILL 004	A bill for a law for the establishment of ty assurance board in Kaduna state.	Executive	Passed into law 7/06/12

KD/BILL 005	A bill for a law to amend the Kaduna state advisory committee, law, No. 5 of 1991	Executive	Passed into law 10/4/12
KD/BILL 006	A bill for a law to amend the advisory council on prerogative of mercy law cap 4, laws Kaduna state, 1991.	Executive	Passed into law 12/4/12
KD/BILL 007	A bill for a law to impose levies on hotel accommodation in Kaduna state.	Executive	Passed into law 25/07/12
KA/BILL 011	A bill for a law to amend the local government system administration and establishment of local government council law,	Private/member	Passed into law 25/07/12
KD/BILL 042	A bill for a law to amend the Kaduna state act of midwifery law, 2014	Private/member	Passed into law 6/2/18
KD/BILL 042	A bill for the establishment of the Kaduna quality assurance authority, 2017	Executive	Passed into law 9/6/17
KD/BILL 041	A bill for a law to establish schools management committee in Kaduna State, 2017. Schools management board on school based management in Kaduna State, 2017)	Executive	Passed into law 9/6/17

Source: Kaduna State House of Assembly, 2019

From table 5, it shows that the majority of the bills passed were executive oriented bills with very few emanating from the private/members. However, the implication for this is that policies and programs of the state may not necessarily reflect the major concerns of the citizens across the state. Perhaps the inability of the members in Kaduna State House of Assembly in discharging their representative roles prompted the domination of the executive in sponsoring policies and programmes.

Moreover, the majority of the interview respondents agreed that the only means which members can learn about the constituencies is by keeping in touch with their constituencies, which very few of them do. As such, there exists a disconnection between what the members do in the house, and what actually the constituencies would love them to. Perhaps, this justifies why most of the bills passed by the Kaduna State House of Assembly, originated from the executive, with only few emanating from the members. On the contrary, some respondents

claimed that their elected representative runs a constituency office where they keep in touch with the community, so as to appreciate the constituency problems.

Test of Hypothesis

Table 6: Correlations

		effective legislative practice	Law Making
Spearman's rho	effective legislative practice	1.000	.287**
	Correlation Coefficient		
	Sig. (2-tailed)	.	.000
	N	150	150
	Law Making	.287**	1.000
	Correlation Coefficient		
Law Making	Sig. (2-tailed)	.000	.
	N	150	150

** . Correlation is significant at the 0.01 level (2-tailed).

Source: Field Survey, 2021

From table 6, effective legislative practice by Kaduna State House of Assembly correlates with Law Making by 28.7% with P value of .000 level of significance. This justifies a positive and low relationship between law making and effective legislative practice. As such, the null hypothesis which stated that there is no significant relationship between effective legislative practice of Kaduna State House of Assembly and Law Making in Kaduna State was rejected and upholds the alternate hypothesis which stated that there is significant relationship between effective legislative practice of Kaduna State House of Assembly and Law Making in Kaduna State.

Discussion

By implication however, it implied that effective legislative practice ensures that laws made by Kaduna State House of Assembly address societal problems to a tune of 28.7%. Further, it reveals that good knowledge of the constituencies needs help in shaping the nature and quality of Laws made by the Kaduna State House of Assembly. Moreover, the Public

Policies Process in Kaduna state relies on how well members of Kaduna State House of Assembly are in discharging their constitutional assignment which by extension reflects in the welfare and wellbeing of the citizenry in the State.

The study recommend that the legislature in Kaduna State should strategize how to survey the opinion of the members of constituencies through operating constituency's offices that can serve as a vital link between the elected members and the constituency they represents, this is in order to avoid a disconnection between the activities of the elected members and expectation of the constituencies.

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