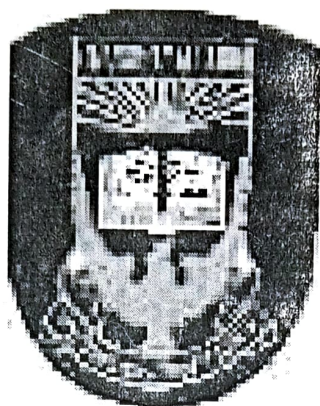


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POWER RELATIONS BETWEEN STATE AND LOCAL GOVERNMENTS AS PREDICTOR FOR POOR HEALTHCARE DELIVERY SYSTEM IN KWARA STATE

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Abstract

The activities of government are embedded in three tiers of government recognized by the Nigerian constitution namely; Federal, State and Local governments. The local government areas (LGAs) being the third tier of government and being the closest to the people is expected to mobilize the locals towards harnessing the natural resources within their domain and putting in place the necessary infrastructures. Overtime, the response to slow pace of development has been attributed to the dominance of the state government over LGAs in terms of revenue generation and allocation of developmental projects. Thus, it is safe to say that involvement of the local communities in rural planning is yet to be fully witnessed. This has continued to generate the debate on effect of the inter-governmental relations between the state and local governments in Nigeria. It is against this background that this paper seeks to understand the power relations between Kwara State government and selected LGAs in respect to healthcare delivery system available in the rural areas of the state. The study adopted survey research design as such, questionnaire was used to elicit information from the respondents. Three LGAs were

strategically selected from each of the senatorial district of the state. The study sampled a total of 180 employees of the LGAs using simple random sampling technique. From the findings, it was discovered that the power relations between Kwara State and the LGAs is not symbiotic but parasitic which has rendered LGAs almost useless in delivering sound healthcare to the people. Majority of the respondents blamed this on the 1999 constitution which handed up LGAs to the care of the state on a platter of gold. Based on these findings, the paper recommends that LGAs should be given complete autonomy both financially and administratively in order to function as expected of them.

Keywords: Power relations, Healthcare, Government, Development.

Introduction

The fundamental justification for creating local government especially in developing countries such as Nigeria is to ensure rapid growth and development at the rural sector or grassroots level. To this end local governments are expected by provision of the constitution to provide a lot of services such as portable water, construction of feeder roads, provision of health and educational services among others. According to Ogunna (1996) and Bello, (2004) local government administration can be said to be the major thrust that balances and ensures the promotion of development and cultural revitalization through community-friendly tasks and the organization of human and material resources for development. Ezeani (2006) also maintains that local government is generally seen as a veritable agent of development and grassroots participation in the democratic process of any nation. Consequently, all over the world, local governments have been assigned some functions under the law. Ezeani, (2006) argues that the extent to which local governments have been able to achieve the objective of rural development should always be a major point of discourse among scholars, politicians, policy makers, international observers and the entire Nigerian citizens.

Local government administration is one of the several forms of decentralization adopted by modern governments with the belief that it will enable the welfare of the people at the local level to be adequately catered for. It will also provide opportunities for local officials to attend to the numerous problems confronting the local communities such as healthcare. Health, they say, is wealth. Given the nature and environment of the rural dwellers, they are always prone to certain health issues which require prompt action before being transferred to the urban center for adequate care. Meanwhile, it is unfortunate to note that most times the people living in the rural areas do not have access to what can be called primary healthcare. More worrisome is the fact that there exists a particular tier of government (local government) responsible for providing the aforementioned function. The above merely amplify the fact that the vital issue in Nigeria today is not only restructuring but lack of adequate healthcare delivery system especially in the rural areas. Several studies (Abubakar, 2004; Ajadi, 2010; Angahar, 2013) have alluded to the fact

that the major aim of local government creation as the third tier of government informed by the 1976 Reform is to firmly establish local governments throughout the federation in order to bring development closer to the people. Understandably, the emphasis on local government as an instrument of rural development is based on the premise that small units of government stimulate grassroots participation in development activities. It is therefore assumed that within small communities, people usually have the initiative, enthusiasm and pool of resources and energies to transform the local areas. In order to overcome bureaucratic bottle neck, Baba (2011), asserts that no central government can successfully conduct any meaningful administration only through the capital city based servants without decentralizing some of its activities in order to eliminate delays often experienced at the headquarters. This simply means that there is need for a viable LG administration to reach out to the people at the grassroots level.

Consequent upon the above, Lev (2008) argues that there is need for strong ties between the state and LGAs without jeopardizing developmental interest of the people. The idea behind this remains the fact that the Local Government Administration is the closest form of government to the grassroots and therefore, a properly organized local government system under which the people of a particular area could be involved in running their affairs is considered more acceptable. This is because the impact of the local government (as described by Ayoade, 1992; Bamgbose, 2008) is felt more at the grassroots than a centralized form of government where government officials, who may not have the requisite knowledge of the local environment, are in control. In other words, the local government system is one of the numerous forms of decentralization adopted by modern governments and this enables the welfare of the people at the local level to be adequately catered for, and also provides opportunities for local officials to attend to the numerous problems confronting the local communities. However, the fundamental question to ask is whether the power relations between States and LGAs have being able to allow the LGAs to perform their statutory responsibilities as enshrined in the constitution of the federal republic of Nigeria.

Since the creation of LGAs in Nigeria, there has always been an inter-tier relationship with their state counterparts. Studies have shown that for the people to enjoy plumb dividends of democracy there is need for upright collaborations between the two tiers of government (Epko, 2004 and Halidu, 2012). This is not peculiar to Nigeria alone as the evolution of power and responsibility in federalism can be observed and monitored in Nigeria and other countries as well, including but not limited to the United States and Brazil. Indeed, it may be observed that this evolution leads to more cooperative relations between the various governments in the respective federations and, in particular, cooperation concerning the financial and legislative issues (Remi, 2016). However, in considering the challenges of federalism and future of local governments, especially the autonomy of the respective local governments, it is imperative to analyze the distribution

of powers (power relations), the evolution of the respective local governments and the cooperative relations between the state and the local governments in the country especially as regards to sound healthcare delivery system. It is against this backdrop that this paper examines power relations between states and LGAs in Nigeria as predictor of poor healthcare delivery system with a projection on Kwara State.

Statement of Problem

Governance in Nigeria is based on a three-tier political structure namely: federal, states and local governments. Several reports have shown that the local government structure is known to have the weakest capacity to initiate and manage rural development programmes due largely to inadequate human resources (Ajadi, 2012). Consequently, available local government resources for rural development are inefficiently utilized for the purposes intended, thus leaving the people in the local communities in a state of perpetual poverty and under-development. Studies also show that most communities lack the basic amenities to function at the minimal human level. These amenities including but not limited to functional schools, health care centers, good roads, clean drinkable water, small-scale industries and many more, are not available in most rural communities (Ladele, 1991; Olanrewaju, 1992; Bello, 2004). This is disappointing in a country that is believed to be among the three richest economies in Africa.

In spite of the enormous financial resource available to Nigeria, the development strategies and efforts in Nigeria have been more urban based or focused resulting to relative neglect of the rural areas as evidenced in the apparent dearth of basic infrastructural facilities in the rural areas. Reports show that majority of rural communities in Kwara State do not have primary health centers where the health of the people can be taken care of adequately. It is also on record that where healthcare facilities are available, there is always dearth of trained personnel and drugs (Abubakar, 2004; Ajadi, 2010; Abah, 2010). Unfortunately most articles on LG administration focus too much on autonomy (Halidu, 2012), fiscal policy (Remi, 2016), poverty and education disadvantages (Abubakar, 2004) without giving recourse to possible power relations between states and LGAs that could be responsible for the predicament of the LGAs. Therefore, it is based on this premise that this paper examines the power relations between states and LGAs in Nigeria as predictor of poor healthcare delivery system in selected LGAs in Kwara state.

Research Questions

The study was guided by the following research questions:

1. What is the effect of the constitution on power relations between Kwara State and the local government areas?
2. What is the effect of the power relations between state and LGAs in Kwara state on quality healthcare delivery service?

Research Objectives

The broad objective of the study is the assessment of the power relations between state and LGAs as predictor of poor healthcare delivery system in the state while the specific objectives are to:

1. examine the effect of constitution on power relations between Kwara State and the local government areas of Kwara State; and
2. examine the effect of the power relations between state and LGAs in Kwara state on quality healthcare delivery service.

Research Methodology

The research design adopted for the study was survey research design. The study was carried out in three local government areas in Kwara State, namely; Oyun, Moro and Ilorin West. Each of these LGAs was carefully selected from the three senatorial district of the state. The population of study was made up of employees of the LGAs and the sample size was 180. Because survey design was adopted, questionnaire was used to collect data from the respondents. The study adopted multi-stage sampling technique. The first stage involved the delineation of the LGAs into three senatorial districts while the second stage was the use of purposive sampling technique to select at least a LG from a senatorial district. The last stage was the use of simple random sampling technique to administer the questionnaire to the respondents. The choice of simple random sampling technique was because it gives room for equal chance of selection among the targeted population of study. This helped to eliminate any form of biasness and further gives credence to the outcome of the research. Meanwhile, the units of analysis were both qualitative and quantitative methods.

A Review of the Assessment of Power Relations between State and Local Government Areas (LGAs)

Bello (2014) looking at inter-tier relations from the perspective of partnership model, found there is an inbuilt cooperation and understanding among the various levels of government, such that the functions of one tier of government can be performed by another tier on its behalf. For instance, in Britain, where this model of inter-tier relations is near ideal, some services and functions which constitutionally belong to the central government are usually performed by the local governments on behalf of the former because the responsibilities in question are personal in nature and by extension performed close to or where the beneficiaries live. The following are the services discharged by the local government on behalf of central government:

- i. Social welfare services,
- ii. Health and social security, and
- iii. Aspect of immigration control.

Although, this model exist in Nigerian political structure but the case here is that state

governments have taken the statutory functions of the local governments such that local authority is residing in the hand of state governments. The state government, most especially, Kwara state government determines the areas where the local government will spend their money, how and when to employ the staff, the time of transition programme in local governments, and removal and suspension of the local governments' chairmen.

Also the perceived weakness of local governments in Nigeria could also be traced to Authority model as viewed by Ayoade, (1988) and Bello-Imam (1996). This model is a hierarchical view of the relationship between the federal, state and local governments. Under this model, the state and local governments are seen as means for locally administering centrally determined services. Examples of these services are the universal basic education, health care delivery, security and safety among others. However, in real terms, the lower government under this model, that is local governments, cannot be regarded as 'government' but as a form of administration. This means that within this model, services are deconcentrated and not devolved, local government is grossly limited operationally by the state government. In recent times, Kwara state government under the administration of Governor Ahmed Fatai sacked some local governments' chairmen over the allegation of recruiting new staff to their various local councils. Also, most of the State governments' actions towards the Local Governments under the democratic political system are not cordial between the states and Local Governments. Consider the case of about 10 Local Government Chairmen were removed and suspended from office. The governor of Kaduna State suspended several numbers of Local Government Chairmen; the governors of Zamfara and some other state governors were not left out in this act. It was this fact that infuriated the Local Government Chairmen which made them to sue the thirty-six governors and their state assemblies (Bamgbose, 2008). Though this case was not pursued further in the court, the possibility of misusing such constitutional power by the State Houses of Assembly in the affairs of local government councils in Nigeria, people have suggested that such power be reviewed at the National Political Reform Conference with a view to checking such power. Consequent upon this, it has shown that local governments are merely administrative but/and not autonomous systems of the federal structure in Nigeria.

Gboyega (1989) blames the crisis of co-operative relations among the three tiers of government on the constitutional arrangement and distortions. He observes that the federal relationship with other tiers of government as prescribed by the constitution shows apparent encroachment of one level of government on the other. For instance, the National Assembly is empowered under section 162 (3, 4, 5, and 6) to make provision for the statutory allocation of revenue from the Federation Account to other tiers of government, state and local governments. It is this aspect of constitutional provision which usually generates conflict among them.

Under section 162, sub (3) the National Assembly has the power to decide how the Federation Account is to be shared among the three levels of government. Thus, changes in the revenue allocation formula can easily be varied or changed at any instance. Again, the National Assembly has power under section 162 sub sections (5) to regulate how the local government's portion of the Federation Account is to be disbursed among states. The mandate given to the state under section 162 sub (6) to maintain "Special State Joint Local Government Account" for all allocations from the Federation Account and the State Government to the Local Government Councils of the state tantamount to potential areas of conflict in the co-operative relations that subsist among the three levels of government in Nigeria. For one, the state government usually uses the mechanism of the State Joint Account Committee to tamper unduly with local government's share of federation allocation.

Ayoade (1992) sees the state-local government relationship as that of principal and agent, as the local government is a creation of the government. That, whereas, federal-state relations are regulated by the constitution such that both levels of government are co-equal to their respective spheres of co-operation, the state-local government relationship is that of a principal and agent. He further explains that 'the local government only exercises such powers as permitted by the state government. Invariably, within this frame of mind, IGR at State, Local and Inter-local levels are a function of the diversity of the state. He notes that regardless of the powers given to local government, IGR will be a function of whether the same or different political parties control the state and the local government'. Conclusively, Ayoade suggested that if the same political power is in the hand of both state and local government levels, the relationship tends to be positive, because the relationship between the two levels of government is symmetrical. But where different political parties control State and Local Government, the relationship is asymmetrical and relationship tends to be negative.

As asserted by Paul, (2013) the relationship between state and local government can be said to be both vertical and horizontal relationships. Paul, (2013) further explains that there exist a continuous interaction between the various organs and departments within the sovereign government of a particular country. However, Akinsanya, (2005) classified inter-tier relations into six namely:

1. Federal-state relations: - this is a relationship or interaction between the federal and state governments in terms of policy implementations. The best example of this, is the concurrent legislative list which is recognized by the constitution.
2. Federal-state-local relations: - this occurs in a country like Nigeria where the federal governments relate with the local government through the political channel of the state government. It becomes unusual for the federal government to directly relate to the local government without passing through the channel of the state government.
3. Federal-local relations: - this relationship is not common in every federal political

system. It could be referred to as an interaction between the federal government and the local government. It occurs when local government faces natural disasters which are beyond the capacity of the state and local government to normalize. A good example of this is the federal government's intervention in Kwara state on flood disaster that motivated the federal government to allocate fund through the state government. Also the area where the Federal Government and the state connected is on the issue of Local Government education that has to do with subvention from federal government in order to ensure adequate education at the lower level known as the grassroots.

4. State-state (interstate) relations: - this occurs between a state and another. It is usually enhanced when such two states belong to a political party. The major aim of this relationship is to jointly pool resources together to achieve developmental goals.

5. State-local relations:- this is a kind of relationship that occurred among the state and local governments. This is the most critical level of relationship because it is affected by the following factors:

- i. Joint Allocation;
- ii. Appointment;
- iii. Internally Generated Revenue (IGR);
- iv. party politics; and
- v. Constitutional role.

Lev (2008), explains that Nigerian constitution provides for the participation of all three tiers of government in the delivery of core public services, such as education and health. This makes policy coordination an important pre-condition for effective and efficient service delivery. Several factors can be adduced as justification for building workable inter-tiers coordination mechanisms. As further illustrated by Lev:

1. In the environment of shared responsibility for service delivery, non-coordinated interventions of different government levels create a risk for duplication of efforts and sub-optimal allocation of resources.

2. It is sensible for all government levels to align their actions with such priorities and thus complement each effort. This is because, as in common complex social systems, there is significant potential for synergies between coordinated policies and actions.

3. Finally, coordination could lead to better overall resources utilization through economy of scale, quicker project completion, and more efficient use of limited resources (such as specialized technical expertise), this will facilitate dissemination of best management practices. However, the issue of inter-tier policy coordination has become increasingly important in Nigeria in recent times. This is primarily because since 1999 the Nigerian fiscal system has gone through rapid decentralization.

Results and Discussion

Table 1: Gender Distribution of Respondents

Local government	Male	Female	Total
Ilorin west	41 (55.4%)	33 (44.6%)	74 (100%)
Moro	30 (52.6%)	48 (47.4%)	57 (100%)
Oyun	29 (59.2%)	35 (40.8%)	49 (100%)

Source: Researcher's fieldwork 2017

The table indicated that out of one hundred and eighty copies returned from the field, seventy-four from Ilorin West indicates that 41 respondents (representing 55.4%) were male while 33 respondents (representing 44.6%) were female. The table also indicated that out of fifty-seven copies from Moro, thirty (52.6%) were male while forty-eight (47.4%) were female and lastly the forty-nine copies from Oyun, 29 respondents (representing 59.2%) were male while 33 respondents (representing 44.6%) were female.

Table 2: Age Distribution of Respondents

Local government	18-29	30-39	40-49	50-59	60-69	Total
Ilorin west	17(23%)	21 (28.4%)	23 (31%)	12 (16.2%)	1 (1.4%)	74 (100%)
Moro	24(42%)	22 (38.6%)	7 (12.3%)	3 (5.3%)	1 (1.8%)	57 (100%)
Oyun	19(38.8%)	15 (30.6%)	14 (28.6)	1 (2%)	-	49 (100%)

Source: Researcher's Fieldwork 2017

The table above showed that out of one hundred and eighty copies returned from the field seventy-four (74) copies from Ilorin west, 23% (17) were between the age 18-29, 28.4% of (21) were between the age of 30-39, 31% (23) were between the age 40-49, 16.2% of (12) were between the age of 50-59 1.4% (1) was between the age 60-69. It also showed that fifty-seven copies (57) returned from the Moro, 42% (24) were between the ages 18-29, 38.6% of (22) were between the ages of 30-39, 12.3% (7) were between the ages 40-49, 5.3% of (3) were between the ages of 50-59. No respondent was between the ages of 60-69. Lastly, the table also indicated that forty nine (49) returned from Oyun, 38.8% (19) were between the age 18-29, 30.6% of (15) were between the age of 30-39, 28.6% (14) were between the age 40-49, 2.0% of (1) were between the age of 50-59.

Table 3: Level of Education of the Respondents

Local government	Primary	Secondary	Polytechnic	Postgraduate	First degree	Other	Total
Ilorin west	45(60.8%)	22 (29.7%)	6 (8.1%)	-	1 (1.4%)		74(100%)
Moro	47(82.4%)	6 (10.5%)	2 (3.5%)	-	1(1.8%)	1(1.8%)	57(100%)
Oyun	41(83.7%)	5 (10.2%)	3 (6.1%)	-	-	-	49(100%)

Source: Researcher's fieldwork 2017

The table above reflected that out of one hundred and eighty (180) copies returned from the field, Ilorin west recorded seventy four copies (74) with 60.8% (45) respondents were primary holders, 29.7% of (22) respondents were the secondary school holders, 8.1% (6) respondents were the polytechnic graduates and 1.4% (1) respondent, were the holder of first degree. The table also reflected that Moro recorded fifty-seven copies with 82.4% (47) respondents were primary holders, 10.5% of (6) respondents were the secondary school holders, 3.5% (2) respondents were the polytechnic graduates and 1.8% (1) respondents, was the holder of first degree and 1.8% (1) respondents did not specified. The table also showed that Oyun recorded fourth- nine (49) copies with 83.7% (41) respondents were primary holders, 10.2% of (5) respondents were the secondary school holders and 6.1% (3) respondents were the polytechnic graduates

Table 4: Effective Operation of the of 1999 Constitution

Local government	Yes	No	Total
Ilorin West	30 (40.5%)	44 (59.5%)	74 (100%)
Moro	35 (61.4%)	22 (38.6%)	57 (100%)
Oyun	31 (63.3%)	18 (36.7%)	49 (100%)

Source: Researcher's fieldwork 2017

Table showed that the local government did not enjoy full autonomy according to the 1999 Constitution's Fourth Schedule which empowered the state governments to residually control the socio-political economy of the local government. In view of this, the study sourced information from stakeholders from three different local government areas (Ilorin west, Moro and Oyun). Hence, from Ilorin west the 59.5% represents 44 respondents who responded 'no' to the effective operation of the 1999 Constitution between the state-local governments whereas 40.5% represents 30 respondents responded 'yes' the effective operation of the 1999 Constitution between the state-local

governments. In Moro, 61.4% responded that the constitution of federal republic is 'effective' in terms of state-local government relations in Kwara State but in Oyun, the table indicated that the constitution is 'positive' in terms of inter-tier relations in Kwara State. This is shown with 31 respondents (representing 63.3%).

During the interview sessions, some of the respondents' reactions were captioned below:

A₂₁ said that the constitution is not effective in operation; the section 162 of the constitution did not allow local government to stand as autonomous body. The respondent A₂₂ responded that the state government is in total breach of the 1999 constitution that state the cordial relation of the state and local governments. Respondent B₂₃ responded that the state government is totally in control of everything. The local government is hardly operating without the state government. Respondent B₂₄ stated that in practice, the relationship between the state and local government, according to the 1999 constitution, subjected local government as an administrative body of the state. The respondent C₂₀ said that 1999 constitution caters for efficient administration of the local governments (Fieldwork, 2017).

The analysis of the operation of local governments in Nigeria can best be viewed by system theory assumptions. System theory is a theoretical framework for understanding the operation of a system where there are two or more actors that are essential components of the whole. The system of Nigeria federalism recognizes three actors (federal, state and local government) as entrenched in the constitution. The relationship that exists among these tiers is asymmetric as the constitution empowers a tier over another. Considering the respondents' comments it is believed that 1999 Nigeria constitution has actually turned the local government into an appendage of the state which makes the state the alpha and omega of the decision making process of every local government activities. The state government seized the opportunity of the section 7(1) which emphasizes on supervisory role of state on the local government and also the section 162 (2) which provides for the State Joint Account policy of operating the finance of local governments. These sections provide the basis upon which state governments capitalize to control both administrative and financial aspect of local governments.

Table5: The Appointment of Public Office Holders by State Government Weakens Service Delivery by LGAs

Local government	Yes	No	Total
Ilorin west	21 (28.4%)	53 (71.6%)	74 (100%)
Moro	16 (28.1%)	41 (71.9%)	57 (100%)
Oyun	14 (28.6%)	35 (71.4%)	49 (100%)

Source: Researcher's Fieldwork 2017

Table 5 shows that in Ilorin West, 21 respondents (representing 28.4%) believe that the appointment of public office holders by the state is responsible for the weakness of the local governments' services delivery, whereas 53 respondents (representing 71.6%) reacted against the notion that the local government is being subjugated by the state government through the appointment of public office holders for the local government by the state. Also in Moro, 16 respondents (representing 28.1%) indicated that local governments are accountable to the state government simply because the state government decides who get what, when, and how in the local governments. In reaction to that, 41 respondents (representing 71.9%) responded that local government is accountable to the people not to the Kwara State government. The table also shows that in Oyun, 14 respondents (representing 28.6%) believe that the appointment of public office holders by the state is responsible for the weakness of the local governments' services delivery whereas 35 respondents (representing 71.4%) reacted against the notion that the local government is being subjugated by the state government through the appointment of public office holders for the local government by the state.

The respondent A24 opined that appointment of public office holders have nothing to do with the weaknesses of the local government healthcare services in Kwara State. Contrary to respondent A24, respondent A25 said that most of the appointments of public office holders are not in consonant with the content of the 1999 constitution and this is greatly affecting the local healthcare delivery. Respondent B25 said that without doubt, they are not elected by the local people, while respondent C22 responded that those that held the political offices and top high ranking officers are the loyalist of the state government (Fieldwork, 2017).

It is not an understatement to argue that local government remains a pseudo-democratic tier, but contrary to the results from the questionnaire, the interview conducted shows that workers at local government, even political office holders, will remain subservient to the state government as they are appointed into their various offices based on their political affiliation with the state. Thus they will forever remain loyalists to the state government and this will give the state government the abysmal opportunities to interfere in most local government activities. It is apparent that people at the grassroots have little or no access in determining who will actually hold the mantle of leadership at the local level. It can, therefore, be concluded that the local government as a tier in Nigeria federalism is less democratic in practice and this can be best redressed if some sections in the constitution that withhold the autonomy of local government can be amended just as opined by David et al; that successful democratization entails Federal and State governments allowing the local government its clear mandate as contained in the 1976 Local Government Reform and the spirit of 1999 constitution to be implemented to the letter without unnecessary intervention like in USA, India, US and Britain.

Table 6: 1999 Constitution makes Local Government Accountable to the State Government instead of the People

Local government	Yes	No	Total
Ilorin west	43 (58.1%)	31 (41.9%)	74 (100%)
Moro	32 (56.1%)	25 (43.9%)	57 (100%)
Oyun	31 (63.3%)	18 (36.7%)	49 (100%)

Source: Researcher's Fieldwork 2017

The table shows that the local government is accountable to the state instead of the people, this is because 43 respondents (representing 58.1%) indicated that local governments are accountable to the state government simply because the state government decides who get what, when, and how in the local governments. In reaction to that, 31 respondents (representing 41.9%) responded that local government is accountable to the people not to the Kwara State government. Also in Moro, 32 respondents (representing 56.1%) indicated that local governments are accountable to the state government simply because the state government decides who get what, when, and how in the local governments, in reaction to that, 43.9% represents 25 respondents who responded that local government is accountable to the people not to the Kwara State government. Also in Oyun, 18 respondents (representing 36.7%) indicated that local governments are accountable to the state government simply because the state government decides who get what, when, and how in the local governments. In reaction to that, 31 respondents (representing 63.3%) responded that local government is accountable to the people and not to the Kwara State government.

Respondent A26 said that the constitution of the federal republic of Nigeria makes the local government responsible to the state government as many lacunas are created in the provision of the constitution as regard the local government administration. Respondent B25 said that local government is indirectly accountable to the state government; this is because of the nature of the Nigerian constitution. Respondent C23 said that constitution makes local government accountable to the people but in reality the reverse is the case (Fieldwork, 2017).

Following the presentation of the respondents at the field, it is glaring that the state has seized the opportunity of the lacuna in the 1999 constitution to illegally misappropriate local government resources which makes the accountability of local government to be subjected to the state's discretion. Local government has not been able to perform optimally because of the overbearing nature of the state government rendering the autonomy of the system relatively paralyzed. The resources accruing to the local government from the federation account were considered too juicy to be ignored by the state government. Hence, hiding under Section 7 (1) & (6) of the 1999 constitution, various system were cynically developed to rob the local government of the benefit of appropriating its fund.

Table 7: The Status of NULGE and State-local Government Power Relations

Local government	Very high	High	Very low	Low	Not at all	Total
Ilorin west	42 (56.8%)	2 (2.7%)	24 (32.4%)	2 (2.7%)	4 (5.4%)	74 (100%)
Moro	22 (38.6%)	3 (5.3%)	30 (52.6%)	-	2 (3.5%)	57 (100%)
Oyun	24 (49%)	1 (2.05%)	18(36.7%)	1 (2.05%)	5 (10.2%)	49 (100%)

Source: Researcher's Fieldwork 2017

Table 7 shows that in Ilorin West, 42 respondents (56.8%) agreed that there is very high relationship between Nigerian Union of Local Government Employees and the State-Local Government Relations, whereas 2 respondent (2.7%) indicated that the relationship is high, 32.4% represents 24 respondents indicated that the relationship between Nigerian Union of Local Government Employees the state-local governments is very low. 2 respondents (2.7%) opined that the status is low and 5.4% represents 4

respondents expressed that there is nothing to be recorded in relationship between Nigerian Union of Local Government Employees and the State-Local Government Relations.

In Moro, 22 respondents (38.6%) agreed that there is very high relationship between Nigerian Union of Local Government Employees and the State-Local Government Relations, whereas 3 respondents (5.3%) indicated that the relationship is high, 30 respondents (52.6%) indicated that the relationship between Nigerian Union of Local Government Employees the state-local governments is very low. 2 respondents (3.5%) expressed that there is nothing to write home about on relationship between Nigerian Union of Local Government Employees and the State-Local Government Relations.

In Oyun, the record shows that 24 respondents (49%) agreed that there is very high relationship between Nigerian Union of Local Government Employees and the State-Local Government Relations. Whereas 1 respondent (2.05%) and 18 respondents (36.7%) indicated that the relationship is high and very low respectively. 1 respondent (2.05%) indicated that the relationship between Nigerian Union of Local Government Employees the state-local governments is low, and 5 respondents (10.2%) expressed that there is nothing to write home about in relationship between Nigerian Union of Local Government Employees and the State-Local Government Relations.

Classification Table^a

Item	Predicated		
	Healthcare services delivery		Percentage Correct
Observed	No	Yes	%
Constitution	No	19	38.0
	Yes	15	86.5
Overall percentage			71.4

a. the cut values is .500

Variable in the Equation

	B	S.E.	Wald	df	Sig.	Exp(B)	95% CI for EXP (B)	
							Lower	Upper
Step1 ^a Constitution	-.236	.345	.4685	1	.494	.7892	-	-
Constant	-.569	.387	2.168	1	.141	.566	-	-

a. variable entered on step 1: Constitution

The table cross-tabulation above showed the contributions of each independent variable to the model and its statistical significance. The Constitution has negative impact on healthcare services delivery in the selected local governments in Kwara State. The result showed that the relationship is not significant between the two variables as shown in the table where sig (0.494). The respondents in the interview conducted opined that the constitution is a reason for the failure of local governments to deliver maximum healthcare service delivery. Consequently, the null hypothesis stated that there is no significant relationship between the 1999 constitution and the failure of the local government delivery of healthcare services. The result of the Binomial Logistic regression test indicates -236 Beta value at the associated significant level of .494 which is greater than the conventional significant level of 0.05, with Cox & Snell R Square value of .070 indicating that about 0.070% of variation in the 1999 constitution will be accounted for the failure of the selected local governments to deliver healthcare services. The result of the interview collected buttressed the data analyzed in this study. Therefore, the null hypothesis is hereby rejected while the alternative hypothesis is accepted which implies that there is significant relationship between the 1999 constitution and the failure of local government areas in delivery of quality healthcare services.

The above finding is further substantiated with an interactive session with some executive members of the selected LGAs. According to Respondents A and B, an executive member of the Nigerian Union of Local Governments and a member of the Nigerian Bar Association, the local government as a tier of the governments is greatly affected by the constitution that gives all the responsibilities to the state government. Section 7 (1) of the constitution was quoted by them 'that the system of local government by democratically elected local government councils is under this constitution guaranteed. The same section that is 7(4) of constitution stipulates that the government of a state shall ensure that every person who is entitled to vote or be voted for at an election to a House of Assembly shall have the right to vote or be voted for at an election to a local government councils. In their final conclusions, the constitution empowered local government executives to serve as stooges to the state government and it is well pronounced in Kwara State because of politics of Godfatherism. The local government lacks the internal democracy to constitute an electoral body, initiate developmental programmes, construct health facilities and touch the lives of the people without interference from the state.

Hypothesis Test

There is no significant relationship between the 1999 constitution and poor healthcare delivery system by local government areas in Kwara State.

Conclusion

It is very apparent from the findings of this study that the argument about the power relations between the state and LGAs will continue to generate heated debate for a long

time to come. This will be so in as much as the constitution is not reviewed to give complete autonomy to the Local Government. Majority of the respondents in this study blame the lack of ability of the LGAs in Kwara State to perform optimally on the Nigerian 1999 constitution which place some responsibilities on them to be answerable to the State government in some respects. In an examination of the content of the constitution, section 4 (1-7) did not make personal provisions for the local governments to decide on any legislative lists which make the state government to encroach and see the local governments' activities as an extension of the state government's. From the responses of the studied population, the healthcare systems of LGAs in Kwara state are in shambles because Local Government administrations are helpless constitutionally. Healthcare officers are not enough; salaries of workers are not fully paid and development is concentrated too much at the center. This paper concludes that it would be difficult for LGAs in Kwara state to improve their poor healthcare system if the power relations between the state and the LGAs continued to be parasitic in nature.

Recommendations

Based on the findings of this study, the following recommendations become pertinent.

- i. There is need to review the 1999 constitution to give power to the local governments in all states of federations. This will make local government to hold the residual functions to perform adequate services to the people.
- ii. The section 7 and 162 also needs to be amended to empower the local government to receive the statutory allocation on the basis of first line charge so that they will make proper plan on the revenue generated externally.
- iii. There should be autonomy for the local governments in Kwara State to generate revenue internally without intervention of the state according to the fourth-schedule of the 1999 constitution.
- iv. The study hereby recommends that the constitution should device a mechanism to check the activities of the local governments as regard revenue utilization and empower them to access the external revenue generated without full participation of the state government in order to promote healthcare services delivery at the local health centre in the local communities of Kwara State.
- v. The Constitution should be amended to empower local government to recruit, promote welfare of the staff and procure healthcare equipment without state interference.

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