



Journal Homepage: -www.journalijar.com

INTERNATIONAL JOURNAL OF ADVANCED RESEARCH (IJAR)

Article DOI:10.21474/IJAR01/14200
DOI URL: <http://dx.doi.org/10.21474/IJAR01/14200>



RESEARCH ARTICLE

LOCAL GOVERNMENT AND PUBLIC VALUE: AN ASSESSMENT OF NIGERIAN EXPERIENCE

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Manuscript Info

Manuscript History

Received: 10 December 2021

Final Accepted: 13 January 2022

Published: February 2022

Key words:-

Local Government, Public Value, Public Services, Grassroots, Nigeria

Abstract

Purpose- The purpose of this paper is to introduce the concept of Public Value in the management and administration of Local Government in Nigeria. As the third tiers of Government, Local Government have the best potentials to foster generation of public interests through creation of public value in the management processes based on hominization of the functions which the third tiers of Government were established. To attain its goals, it adopted theoretical and conceptual review of literatures whereby descriptive and multidimensional framework will help improve and better public services deliveries, improved administrative performance and creation of social value at the grassroots level.

Limitation: The new concept of Public Value creation in Local Government administration in Nigeria will need conceptual and theoretical practices to validate the much expected good governance as the third tiers of Government which should aid visionary and missionary leadership to the grassroots governance as it strives to deliver impactful social amenities and social governance as obliged in the federal constitution. This paper adopted narrative approach and observatory method into the strategic advantages and coherent approaches in bringing values to provision of public services and delivering their constitutional obligations through public utilities and services provisions, develop innovative and efficient service delivery. It ended by addressing hindrances in delivering of public values utilities and recommend panaceas for better services delivery and adoption of public value to the system.

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Introduction:-

The concept of Public Value in Local Government Administration could be described as the values, principles and managerial innovations that are employed to better services delivery and functioning of government at the local unit. That is how services delivery could contribute to the common good expected by the citizens at the local level. (Moore, 1995) defined "Public Value" as citizens' collective expectations in respect to government and public services. However, the Citizens formed the nucleus of efficient and effective service delivery and social infrastructure as the people at the grassroots who are the key factors to the existence of any government. The local government councils are required to serve the public interest in areas of crucial public services that are of highly instrumental for existence of the people at the grassroots level, such as; constructing roads, public markets, healthcare centres, drainages, transportation, motor parks, building primary schools, among others. This is because,

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local Government is the nearest government institution to the populace and thereby, the concern of the grassroots in the provision of social and economic amenities to the rural area where they come from, making it government at the door step of rural inhabitants (**Bolatito, S. & Siddig B. I, 2014**).

These local government functions are well known and popularized by the constitution of the country. What seems to matter most to the citizens of the grassroots is to enjoy diligence of democratic roles, tangible results of their taxes, tenement rate contributions, implementation of statutory functions and the judicious use of monthly allocation from the federation account.

The concept of public value creation in Local government system is crucial and needed the attention of policymakers to promote responsible and sustainable practices in the affairs of the local people as the enormous benefits that the local authorities in Nigeria stand to derive from the developmental initiation of civic consciousness and socio-economic involvement from the mass citizen will bring about an improved government performance as a key factor in building public consciousness and trust in the affairs of the third tiers of governance. Hence, Public value will bring about rebuilding trust in an already disenchanting governmental system in the country as improvement in government practices will bring about relevancy, policy related agenda and democratic support from the citizen who will be benefitting from the standard public utilities, improved educational systems, health care facilities, stimulating economic development and developing new welfare programs. Unfortunately, welfare and wellbeing of the people have been neglected and ignored due to several deficiencies in the administration. This paper seeks to fill the gap by identifying the process of adding value to the public services through exercising local managerial authority and better positioning the community in its right cause of governance.

Conceptual Definitions

Harvard-professor Mark Moore who specializes in 'Public Value and Management' had describes 'Public Value' as follows: "the collective image of what society experiences as valuable, which is established in a legitimate way and creates confidence in society and is reflected in the daily governance" (Werelds, G.2018).

According to a recent systematic review of demographic studies, population value has four key factors: outcome achievement (i.e. how community level improves community outcomes in a variety of areas), credibility and legitimacy (i.e. size where the organization and its activities are trusted and recognized by public and major stakeholders), service delivery quality (i.e. how knowledgeable services are as they are delivered in a high-quality manner that takes into account the needs of users), and efficiency (i.e. how the organization gains huge profits from small resources, (Faulkner, N., & Kaufman, S. 2018).

Furthermore, Professor Mark H. Moore of Harvard's Kennedy School of Government who propounded the research program on 'Public Value' in his book; *Creating Public Value, Strategic Management in Government*, in 1995 submitted that "Public Value can be instituted as an organizing principle in a public sector organization, providing a focus in the context of which individual employees are free to pursue and propose new ideas about how to improve the working of the organization, in terms of efficiency or services". Public organizations seeking to use public value as a core principle should create a corporate culture in which the pursuit of public values by employees is rewarded and compensated as shareholder pursuing value in private corporations are rewarded.

Objectives of the Paper:-

The objectives of this paper are to encourage Local Government performance beyond social services and rediscovering public services delivery by alleviating society's most pressing needs.

Other specific objectives include:

2. To identify the challenges confronting Local Government performance in delivery of public services in Nigeria.
3. To innovate conceptual and theoretical discourses central to the subject matter of Local Government and Public Value.
4. To connect Local Government to Public Values by bring about new improvement in the provision of public services and works.
5. To suggest appropriate recommendations within the context of Public Value delivery services.
6. To bring about new improvement and initiatives in Local Government administration in ways that increases their values to the public services and works.
7. To support improvement in managing Local Government system and support a new idea in promoting the development LG practices.

The Empirical Literature Review

Literally, Local Government in Nigeria is the third tiers of government closest to the people as it provides valuable political education to the people at the grassroots. It also educates people for higher public offices as Local Government plays a platform for springboard for acquisition of needed knowledge for career in taking-up governmental career offices.

According to (Maddick,1963)“Local Government is a sub-unit of government controlled by a local council which is authorized by the central government to pass ordinances having a local application, levy taxes or exact labour and within limit specified by the central government varies centrally decided policy in applying it locally”.

The United Nations defines “Local Government as a political sub-division of a nation (or in a federal system, a state) which is constituted by a law and has substantial control of local affairs including the power to impose taxes or to exert labour for prescribed purposes. The governing body of such an entity is elected or otherwise locally selected”. (NOUN, 2008). The Nigeria Reform document of 1976 defines local government as;“Government at local level exercised by representative council, established by law to exercise specific power within jurisdiction or define areas”.From the three definitions above, It’s obvious that characteristics of local government stand out as follow;

- a) That local government is a subordinate system of Federal Government.
- b) It has both legal and constitutional power to perform certain legislative, administrative and quasi-judicial function according to the statutory.
- c) Has the power to make policies, prepare budgets and a measure of control over its own staff.
- d) Its council could be elected or selected.
- e) It has legal personality i.e. can sue and be sued.
- f) It exercise authority over a given territory or population. (NOUN, 2008).

Consequently, (Anyanwu, 1999) agreed that “It is a politico-administrative arrangement which entails the devolution of authority to plan, make decisions and manage public functions from the central government to subordinate organisation, agencies or units of government, either geographically or structurally”.According to (Ito D and Prof. Eric E, 2010)“Politically, Nigeria is a federation comprising three tiers of government -the federal government, 36 stategovernments, federal capital territory (FCT) and 774 local governments. In total, Nigeria has 812 separate political jurisdictions, synonymous with 812 different centres of policy decision-making/resource allocations. The basic modalitiesfor sharing of the roles and responsibilities are broadly enshrined in the country’s supreme law - Constitution of the Federal Republic of Nigeria 1999”.

Therefore, Since Local Governments in Nigeria are responsible for the management and delivery of key public services and utilities at the grassroots levelas thus; ‘informative awareness such as health enlightenment programme, developmental projects, national orientation campaign, democratic and leadership initiatives classes for local chiefs and maintenance of peace, law and order at the grassroots’. Constitutionally, the 1999 constitution form the institutional framework for local government system in Nigeria. It states “the government of every state shall, subject to the Section 8 of this constitution, ensure their existence under a law which provides for the establishment, structure, composition, finance and functions of such councils" (Federal Republic of Nigeria Constitution, 1999).

Furthermore, the 1999 constitution ensures that the local government consolidates the tripartite system of government (made up of executive, legislature and judiciary) at grassroots level. Executive powers are vested in the chairman, vice chairman, administrator or supervisory councillors, as well as the composition of local authority bureaucracy. The legislative function is meant to be performed by the councillors, who represent the wards which make up the LG area. The judiciary, on the other hand, is well-coordinated between the federal and state governments, and local governments can take advantage of this.

It is important to note that each successive creation of local governments beginning from 1976 has been done by federal military governments. In 1976, it was the Obasanjo administration, in 1991, Babangida administration, in 1996, it was Abacha administration and in 1999, it was Abubakar administration. This shows that the creation and spatial delineation of local government territories, just like state government territories, did not have advantage of democratic processes. (Ito D and Prof. Eric E, 2010).

By harnessing various literatures review available on the concept of Local Government in Nigeria, the researcher concludes that 'Local Government is an executive and administrative unit of the Federal Government saddle with power and authority to govern at the grassroots for provisions of goods and services without the intervention of the Federal Government at the grassroots level.

The notion of Public Value is a more successful channel to address the complex socio-political impressions in the public services. "The public value concept proposes public sector reforms as composite outcomes of socially shared expectations of fairness, trust and legitimacy, whose effects would depend on the social and political context in place". (Cordella and Bonina, 2012).

In the search for "public value", governments deal with strategic goals which go beyond economical gains to account for political and social objectives such as efficiency in public service, equal treatment of constituents, social inclusion, openness, community regeneration, community well-being, stewardship and accountability (Cordella and Bonina, 2012). That is, achieving "public value" in Local Government should be understood as the ability of Local Government Administration to provide improved efficient public services delivery, improved constitutional obligation, effective services to the masses, and social values such as inclusive participation of the masses, democratic dividend, transparency, and accountability.

The concept of public value has been extended in many different ways; for example, (Kelly, 2002), define Public Value as "the value created by the government for citizens through the provision of public services, passing of laws and various other government activities". Such a definition helps to identify the important sources of creating public value as it brings about delivery of quality public services and desired social outcomes.

Based on this, this paper therefore defined Local Government Public Value as the process of providing an impactful, efficient and effective programme that reflects on the people's socio-economic life, cultural and political diversity and technological support leading to an improved services delivery to the masses through the exercising of managerial power and authority.

Method and Methodology:-

To provide empirical depth understating to the topic, both primary and secondary sources were adopted for this study based on aggregation of evidence that would add insight into depth understanding of the study. The relative absence of literatures especially on Local Government Public Value scope of literatures informed the adoption of a narrative approach.

This approach facilitates inclusion of a broader range of literature types, and a summary, explanation and interpretation of this literature design to gain guidance on subsequent analysis; "The benefits of this approach are that:

- Broad conclusions can be drawn as to the current state of knowledge on the topic;
- Specific areas of interest can be identified and explored in more detail;
- Due consideration can be given to research, practice, theory and normative literature contributions.

The intention was to be thorough comprehensive in the coverage of the existing literature whilst remaining flexible over inclusion and analysis. Analysis involved narrative summary and synthesis followed by a critical commentary on the nature of the theory, evidence and applications of public value (Mays and Pope, 2000; Popay et al., 2005).

The literatures available shows that there is no consensus among the researchers and academic scholars on the accurately definition of Public Value and the dimensions of Local Government performance on Public Value. This study, therefore do a systematic literature review to bridge the gap that exist and provide a comprehensive linkage between Local Government Performance and Public Value. It captures a broader range of conceptualization that LG performance can be better if ethical values are adopted in the administration and managerial activities of LG such that brings about ethical values, democratic values, professional values, people's focus projects, quality services to the masses and openness, responsiveness, masses re-orientation programs, equality among the people, citizen's self-development, democratic dividends, and environmental sustainability are important kinds of values needed in the performance of LG. Literatures further reveals that there are many kinds of public values which LG can adopt to better performance and delivery of public services at the grassroots level and (Talbot, 2008) declares that there is no singular public value but rather multiple public values. Public and governmental interaction continuously defines

and redefines public value, thus, public value is not fixed and it should be continually explored and multiple values addressed through either aggregation and/or choice (Talbot, 2008).

The present study also tries to contribute to the literature on local government administration and management. First, it undertakes a comprehensive assessment of what is currently known about the efficiencies and effective functioning of LG by integrating Public Values theories and evidence from the empirical research that has been published in the reputable journals. The paper has the potential to offer clear and valuable teachings informing the development of administrative and managerial theory in the field of local government administrative and management performance.

Secondly, a critical assessment of the LG findings which helps to identify and builds on the strengths of the current performance of LG base areas that require further attention.

Conceptual and Theoretical Terrains

This study draws on the role of Local Government in creating public value at the grassroots governance. It expresses Local Government as strategic institutions for the provision of basic civic amenities, socio-economic, political orientation and sustainable innovation needed for efficiency in government, improved services delivery and to maximise masses participation. The advantage of this strategy vantage proximity to the grassroots in that; it makes Local Government more valuable and viable for providing effective and efficient services required by the masses. Public Value should be a watchword of philosophy for political figures in the public services as public management requires strategic thinking and intellectual wisdom to be successful in initiating and reshaping the masses understanding of Local Government functions in ways that foster their thinking that in the grassroots exist their political participation and civic engagement.

From this point of view, If Governance is linked to socio-economic development at the local level for accomplishment of public services delivery; public value been considered as its authority over the administrative power in a geographical area, will lead to attaining effective and efficient delivery of social services within its local jurisdiction and geographical administrative area. Public Services such as Pre-school, primary, and adult education; public health (including primary care and health protection); town and regional planning; roads and transportation; garbage collection and disposal; cemeteries and market areas; sports; leisure and open spaces; and religious worship spaces are all examples of services that must be provided for the local populace.

This study further analyses the administrative efficiencies, effectiveness and ethical values as an organizational goal by driving a force for compatibility with the LG performance. As a concept, Public values are often interchanged with ethics particularly to addressing maladministration, administrative incompetency, nepotism, corruption, financial fraud and misappropriation which are always found in civil services.

Therefore, bridging Public values concerns into administration and management of LG will enhanced responsiveness to accountability, honesty in public services delivery, impartiality, quality services, integrity and commitment to the masses welfare.

As noted above, Public values when bridged into LG administration and managerial practices, this will bring about development of ethical codes mentioned. These ethical codes will lead to responsiveness and commitment to the masses welfare. Ethics, therefore, are in effect the rules that translate values into everyday life (adapted from OECD 1996, p. 12).

At its most basic, ethics is about determining what is 'wrong', 'good', 'bad' or 'right', and ethical choices are informed by values which help actors decide on what option to adopt when faced with moral or ethical dilemma (Kakabadse et al 2003, p.478).

Although the values and standard of different bureaucracies may vary between states, similar ethical challenges are routinely encountered and met, especially with regard and respect to issues of resource management. It is because of conflicts between ethical and unethical behaviour that Codes (or Standards) of Conduct and rules of procedure should emerged and come to the forefront. The Codes (or Standards) of Conduct and rules would provide an aide or benchmark against which decisions can be made and acted upon.

Given the nature of the public services required for the operation of LG performance, identifying what public values are to LG or sets of PV are appropriate for LG needs to be more investigated, researched and thereby call for more concerns into how values can be successfully translated into LG administrative performances.

Empirically, the failure in the provisions of basic facilities for the grassroots as empowered in the constitution will render the local government valueless in the face of the masses. Hence, Local Government must incorporate public value as a core administrative value in its programme. This concept will help imbue Local Government Administrator with greater appreciation of the constraints and responsibilities within which they administer their constitutional duties while considering public resources should be used to increase public value, the creation of public value should be the goal of public servant's officers and staff because through public value, LG meet the needs and wishes of the populace. The capability to provides for the needs and wants of the masses at the last tier of government is thus a core skill of the Local Government Administrators.

Local Government cannot deliver Public Value without the engagement and participation of the masses who are the core beneficial of the public works and services. Allied to this, the LG should be skilled in the efficient, effective and innovative deployment of available resources to meet the urgent and required needs of the people, be it effective political engagement, social and economic development leading to ability to implement fiscal transparency throughcardinaland mass media means which is assumed should facilitate the improving of financial sustainability and reduce public officials' corruption and embezzlement of public properties for their private gain and their inner circles.

While the idea of PV is the process of adding value to LG Administration and management of public sector through the exercising of increased managerial autonomy, sustainability strategies, efficient and effectiveness uses of the scared resources, innovation, resilience, creativity, accountability and transparency, equity in dealings, entrepreneurship, integration of modern technological skills, civic participation and many more should be the core oriented values to lead the LG to its attainable objectives.

Thereafter, it briefly describes the nature of what public value needed for efficiencies and effective performance of LG. Following this, the functional component and dimension are evidence towards a suitable and substantial LG in Nigeria. The findings point toward proposed functional dimension key management concepts as a focus on a relatively limited number of performance dimensions to the study.

Findings

(A) In order to validate these findings, a number of literatures were studied whileLiteratures searches were undertaken on bibliographic databases in social science and journals of public administration such as; Journal of Social Sciences, Elsevier journals, ScienceDirect, Public Performance & Management Review Journal, Discussions Papers, International Public Management Journal, Taylor & Francis Journals and ISI Social Sciences Citation Index were searched using the terms'public value' in conjunction.

As this research tries to investigate the local government and public values in Nigeria because of its critical impact on the grassroots sector development, the social structure of the country, and its masses. Though, building viable local government in Nigeria with focus on adding public values is the main subject matter of this research.

As local Government council normally provides services only to residents within its jurisdiction area as the drivers of the grassroots infrastructural facilities within the tiers of Government in Nigeria, LG needs more Federal Allocation to meet its valuable resources that can enhance their developmental capacity as strategic triangle for public sector organizations. The feedback from the literatures were hereby adopted into functional components and dimension for effective performance below;

Table 1:- Proposed components and dimensions of Public Value to LG Performance in Nigeria.

No.	Functional Components	Dimensions
1	Culture, Leisure and Sports	LG should provide public utilities centres for theatres and concerts, Museums and libraries,Parks and open spaces, Sports and leisure facilities to include Religious facilities.
2	Administrative and Managerial Functions	LG must improve constitutional obligation, effective's services to the masses, and social values such as inclusive

		participation of the masses, democratic dividends, transparency, and accountability.
3	Environment and Public Sanitation	Provision of Water and Sanitation, Improve refuse collection and disposal, clearing of Cemeteries grasses, cleaning and sanitation of Slaughterhouses (Abattoir), Environmental protection and Markets cleaning and protection
4	Public Services and Works	To be masses focus, efficient public supply, professionalism, quality services delivery, equity, openness, and transparency
5	Housing and Town Planning	Low-cost Housing, Town planning, Streets Naming, Regional planning
6	Public Health Care	Provision of Primary care facilities, Hospitals Inspections, Health protection Schemes and fire protection, ETC
7	Transport Packs	Maintenance of local packs, Cleaning of Roads and Drainages
8	Educational Functions	Provision of Pre-school (kindergarten and nursery), Primary and Secondary, Vocational/ Technical and Adult education
9	Social Welfare	Facilitates Family welfare services for small scale business, Welfare homes and Social Security
10	Grassroots Economic Development	Provide incentives for agriculture, forestry and fisheries forempowering local economic development such as to promote Trade, Industry and Tourism

(B) As ‘‘Participant observation involves the researcher immersed in the day-to-day tacit aspects of people’s activities, rituals, and interactions’’ (Dewalt&Dewalt, 2010) as a way to uncover or reconstruct their practices, performances, behaviours, and actions within a naturalistic setting (Kawulich, 2005; Mulhall, 2003). Participant’s observations were given core demonstration in this study as their views were centred on;

1. The values that inform the work and activities of local government?
2. How values can be transmitted into performance of local government function?
3. What drives and change Public Values in LG Activities?

Table 2:- Participants Observation of Public Value and LG Performance in Nigeria.

LG Functions and Performance	Changes of Public Value	Performance Value	Activities Value	Peoples Value
	Integrity	Rule of law	Effectiveness	Caring
	Fairness	Respect	Excellence	Openness
	Probity	Responsiveness	Representativeness	Compassion
	Legality	Innovation	Accountability	Honesty
	Humanity	Creativity	Respect for Citizens	Quality
	Leadership	Courage	Decency	Benevolence
	Nepotism	Reputation	Impartiality	Equity

While this study finds that values are of equal importance, formal methods of developing public values are substantial merits for different function and activities. It’s also identifies that key participatory observations are key regiment in the realisation of a value-based LG as their activities send out fundamental signals concerning the relevance of LG at the grassroots level. This paper explores LG and public service values in a concept of management and administration at the LG. While the findings are of general application to public organisations and public enterprises, the primary evidence used to substantiate the work emerges from key elements functions of LG in Nigeria and outcomes demonstrates the need for a reappraisal of LG performances taking cognisance of public service values and the means of expression, as the public service are develops to meet new challenges.

As well as identifying the nature of values currently in the Nigeria public service, therefore, this paper focuses consideration on how values can be influenced, developed and transmitted into LG performance.

In an environment of uncertainties which focus on functional components and dimension, Public Values provide a compass for guiding activities. If the work of the public service is not based on or driven by an appropriate set of values, it may lose the trust and respect of those who rely on it, i.e. the populace. Different emphases may be placed on different values according to the administrative and political priorities at a given time, but adherence to a set of broadly coherent and accepted values is essential for stability and coherence (Toonen, 2003: 470). As public administrators' values are developed through values and ethics, situation and society, it is important that values are therefore periodically re-examined and challenged as values guide action.

(C) Social and Public Values Services expected from LG

Services is about the provision of quality services in a user friendly manner in order to satisfy users and public needs (Jorgensen&nBozeman, 2007; Karunasena& Deng, 2012). Services delivery which is the fundamental purpose creation of LG should satisfy public needs and works. The existence of any institution is directly linked to its purpose (Slater & Aiken, 2015).

As Public institutions with different resources, delivery of specific and general services should meet the needs of the grassroots citizenry.

By providing services, LG aims to improve the general welfare of society as services delivery is overall responsibility of government departments. Any endeavour to meet the basic needs of the public must be driven by the 'people first' than political party interests. LG should be obligate to provide equal services to all citizen, consulting with citizens about the services they are entitled to receive, Information sharing on the quality of services to be provided, Considerate and courteous treatment of the public, Transparency on how government departments are managed, Accountability for quality service provision and Responsibility for providing efficient, effective and economic services should not be derailed from their tenets.

From the survey of participatory observation, the general public expected much public services development to be robust, innovative, integrity, equity, impartiality, accountability'. And the growing changes of the public interests at the grassroots level. Many values are common to more than one category (such as fairness, honesty, accountability, transparency, loyalty and excellence), and value conflicts can occur when similar values are applied in different contexts. By categorising the values, public servants are provided with a framework that reflects their varied duties and responsibilities.

In a similar exercise, LG Chairmen should be aware of politicisation of public services as he is expected to be loyal to the interests of the people and then the constitution that set the responsibilities and code of conducts and practices as the core public values and ethics. Much later are; integrity, impartiality, diligence and commitments to the interests of the governing masses before the interests of the party that elected and brought them into power. Therefore, a context for more systemic review of public service values, considerable emphasis must be given to the issue of what values are appropriate for the modern public service provisions.

Causes of Local Governments Inefficiencies in Nigeria

Regardless of justification for the establishment of local government authorities in Nigeria and its inevitable importance to the masses at the grassroots level, the weak application of PV or poor implementation in LG performance still lead to reductions in these essential elements of democratic dividends, as well ethical and decision-making dilemmas. While core set of public service values are required, it is often true that different values apply to different conducts of the public service because values and ethics are differing factors within different parts of the public services.

Going by tasks of LG Administrators as they are to co-ordinate, organise, implement their constitutional duties; the following multifaceted factors inspiring against successful performance of LG functions in Nigeria are;

1. Lack of financial autonomy and fiscal budgeting: LG in Nigeria lack financial independence and still depend heavily on sources of income from the federal allocation as they lack strong internal revenue generating capacity to meet up their local infrastructural development sizes
2. State Government interference in Local Government jurisdictions and in areas yielding huge revenues. This unethical attitude has rendered LG impotence and incapable to providing back democratic dividends to the masses at the grassroots areas.

3. Embezzlement and misappropriation of LG fund by the appointed chairman who sees LG fund as means of bankrolling his political ambitions and settlement of campaign huge debts to get to power.
4. The lack of accountability and transparency in internally generated revenues (IGR) at the local government leading to inflated and fake contracts awards and then abandoning projects alongside overestimating project costs, and workers wage inflation are peculiar to most LGs.
5. Undue political interference by Political Fathers and Associates in the affairs of LG is another core problem as it raises to nepotism, ethnic and political consideration for friends and associates, shortfall of skilled, technical and professional staff across various sectors that made up the organs of LG such as health, works and maintenance, infrastructural development etc.
6. Political and financial corruption: No doubt that poverty ginger corruption at the grassroots level as many people are finding ways to enrich their financial needs after leaving the services post the tenure. As corruption always flourishes under weak administrative leadership, Political offices holders are incapable to effectively monitor and control their passions for financial grudges as funds and allocations for developmental projects are diverted to private purses as a result of weak leadership and low salaries.
7. Nepotism, Tribalism and Favourism: For LG to effectively function to its full capacity, there must be total eradication of nepotism, tribal consideration and favourism to Party leadership and members who ensured victory at the campaign train. LG elected Chairmen should appoint LG supervisors based on merit and working experienced. Until a complete stopped is enacted, LG functions will be damaged beyond constitutional duties.

Taking cognisant observation, Are LG up to their constitutional functions to achieve PV? What makes LG vulnerable to the masses at the grassroots level? How can LG vulnerabilities be transformed into opportunities for better engagement? Knowingly, LG need to introduce performance indicator for efficient services delivery and accountability system to maximise and minimise LG functional failure and enhance the grassroots efficiency legitimacy and support' that are relied upon to question the elected LG officials for their inability to perform despite huge allocation and revenues at their disposals. According to (Kelly et al, 2002) who were advising Blair's government, argued that public value should be concerned with outcomes (rather than outputs), including equity, ethos and accountability; the means used to deliver these outcomes; and with the generation of trust and legitimacy in government. Public value is not created by governments through the provision of services, laws and regulations, but '...determined by citizens' preferences, expressed through a variety of means and refracted through the decisions of elected politicians'. (Kelly et al. 2002, p. 6).

Clarion Call on Nigeria LG to Improve Effectiveness and Efficiency Performance

LG should play crucial essential public services to the grassroots development agenda hence the need to integrate PV into the wider system as the best way to promote and manage public services effectiveness in a decentralised management system involves the following 'vital elements':

1. LG must recognise and assert the importance of public value and ethics to attain good governance at the third tiers of government system.
2. Exercise leadership incubation from the grassroots by promoting standard public interest in areas of constructing roads, public markets, healthcare centres, drainages, transportation, motor parks, building primary schools, among others (Bolatito & Ibrahim, 2014).
3. LG required reform revenue generation and creation to increase fiscal and spending autonomy of LG to minimise the interference and control of State Governments considering the facts that LG is a third-tiers of government needed constitutional backing to be able to provide unique guarantees for LG autonomy and powers to function constitutionally.
4. Beside this, an institutional reform is significant to clarify and align local governments' roles and responsibilities in a manner that earns public confidence, intergovernmental credibility and unequivocal accountability that establishes value communication, consultation, co-operation and input from the masses on matters that affect their public welfare life.
5. To provides working environment free from discrimination and recognises and utilises the diversity of the community it serves, promotes equity in employment, separation of duties and effective monitoring, audit and reporting that allows transparency in the administration.
6. It is important to have good governance principles of LG which improve the citizens' trust and the legitimacy of the politico-administrative system to attain leadership of the highest quality, provides a fair, flexible and safe community which focuses on achieving results and managing performance at the highest ethical standards.
7. LG be duty-bound to delivers public services fairly, effectively, impartially and courteously to the citizenry and is sensitive to the diversity of the Nigerian public; provides a reasonable opportunity to all eligible members of

the community to apply for employment; such that picking up the garbage and cleaning the streets will foster clean communities.

8. The provision of elementary schooling, care for the elderly and vulnerable should be taken proprietary, these public value invariably lead to development and innovative solutions to pressing social problems.
9. To being at the forefront of works delivering and providing public services on which citizens rely, LG must include capacity development training and skills development programs for LG workers, the most privileged and vulnerable people in the community as aspect of the administrative and managerial duties which they represented.
10. LG being a grassroots development agency must inculcate poverty alleviation and women empowerment schemes into its delegated activities; the provision of boreholes, maternity and medical clinics at the downtrodden areas and districts must be priority as neighbourhood infrastructural development agenda for economic growth, political stability, security of lives and human capital development at the local level.

Limitation and Future Direction

Although this study has comprehensively and systematically reviews the literatures on the topic of Public Value and of Local Government system in Nigeria and determines the dimensions that are in line with the specific nature of Local Government functions and activities and yet it has some limitations. The major limitation here is that it is just a review of past literatures and did not validate empirical observation. For future researchers, it is recommended to use reliable statistical techniques to verify this research empirically. They should also conduct this study in their countries or regions to verify the results based on the specific nature of their LG.

The implication of this approach in regard to integration of PV to LG; and that the public itself must be an active participant in the provision of the needed social values and services at the grassroots because LG does not only aim at enhancing efficiency and performance of the public sectors of the Federal Government but should also seek to transform into public driven and result-oriented ones that meet the basic needs and requirement of the masses under its local jurisdictions. LG must also enact practical steps and ways to achieving community development as prelude or precursor to national development agenda and strengthens the premise that people focus is most valuable governmental focus.

Discussion and Conclusions:-

In today's world, human focus should be the sources of higher performance indicator making it capable for LG to attain functional activities and democratic dividends which the people at the grassroots are requesting for and without being people focus, LG in Nigeria have to depart from its current administrative system which lack people's interest and services value. As third tiers of government closer to the people, much are expected in performance of constitutional obligations, people's values oriented services and activities as values reinforce the wider range of public service value. When people are treated with fairness and civility, people will be motivated to display these values in their civic conduct. No doubt that respect for human dignity with courtesy in the exercise of authority and responsibility will accord the masses the respect for authority and power while striving to attain the highest standards of ethics, stewardship, and public service in Government that serve the public.

If Nigeria Local Governments authorities will adopt Public Values in their administration, the response will be the masses inquisitives to serve the Nation in the right guided direction in line with international standard of civic duties and services. The level at which local community performs economically, politically, socially and in improved social value and well-being of the masses depends creativity, innovation, boldness, and vision of the LG administrators increases social status of the grassroots people, improved their capacity building, improved citizens' social health services, security, quality of services to citizens and improved better management of public resources (e.g., public utilities) as the Federal and State Government alone cannot satisfies the huge demands and public services needs of the largest population in Africa, therefore, to impact on the lives of the rural populace directly, hence, the responsibility of the LG to formulate policies and programmes that would be of direct benefit to the people such that will bring public values in achievement of better outcomes in areas of peace, security, poverty reduction, public health, high employment, low crime rates, clean streets, and improve interaction with the rural populace.

Conclusively, for LG to develop in its full capacity to meet the above mentioned observations, the Federal and State Government must begin to develop the grassroots populace in a bottom-top approach and for the grassroots

populace to attain sustainable development for there is the irresistible need for the local government to set realistic public value goals, driven by visions and backed by continuity with diligent determinations and willpowers.

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