

## **Preface**

In addition to the monthly Workshops of the Vision 2010 Committee, several institutions and organisations in the Private and Public Sectors of the Nigerian society also organised workshops to fashion their own vision for the year 2010. Such Workshops were held either in collaboration with, or on the endorsement of the Vision 2010 Secretariat. Although many workshop reports were received from several institutions those, which came earlier, were analyzed along with public memoranda, and can be viewed in Volume Three Book 3. The reports reproduced in this Book are in respect of the workshops organised by:

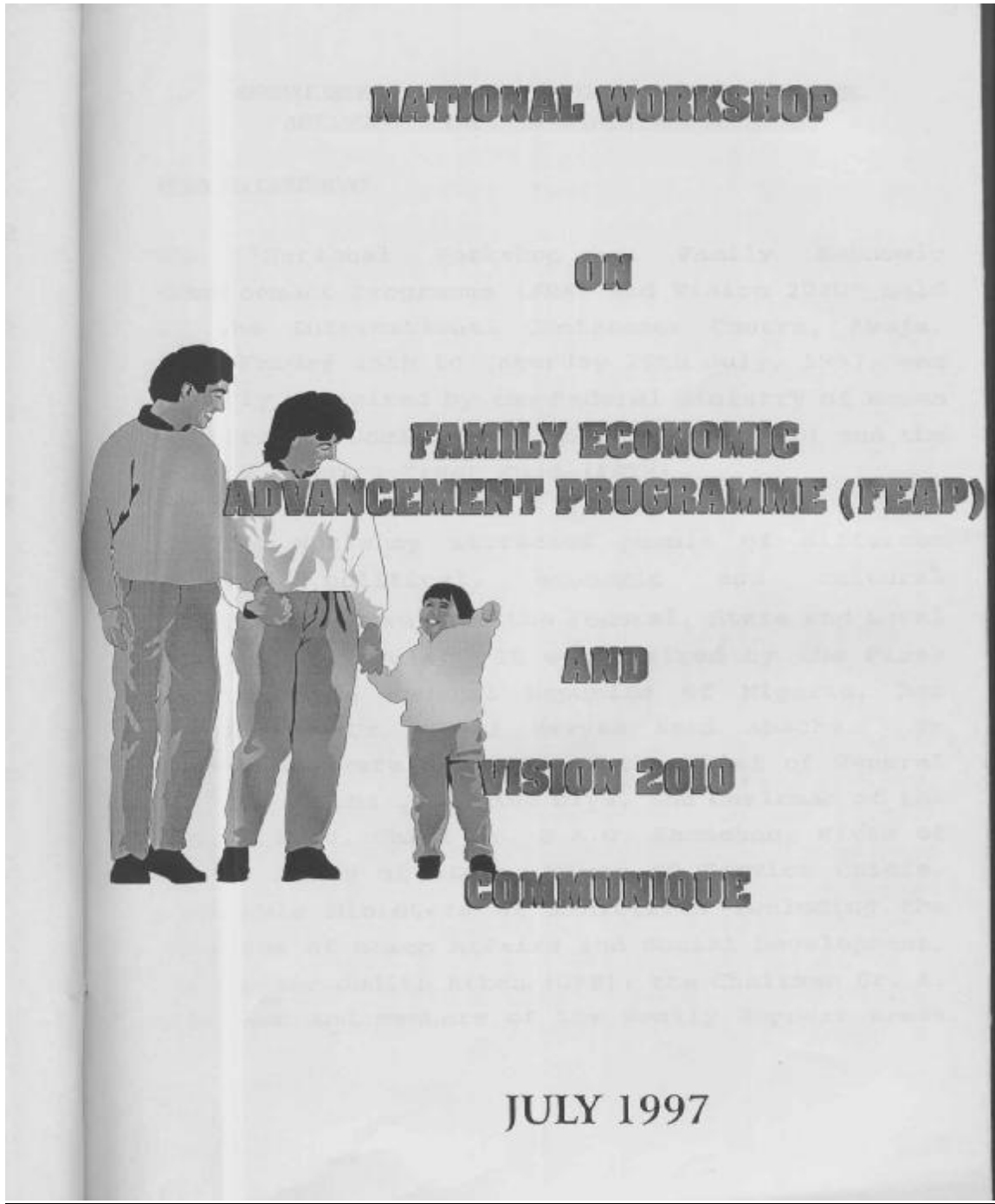
1. The Family Economic Advancement Programme (FEAP)
2. The West African Enterprises Network (WAEN)
3. The Civil Service Commission
4. The Civil Aviation Authorities
5. The Nigeria Economic Society (NES)
6. Heads of Training & Development of Nigerian Public & Private Enterprises
7. The Nigerian Embassy, Vienna:

**IBRAHIM M. IDA**

**Secretary to the Vision 2010 Committee**

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**REPORT ON THE NATIONAL WORKSHOP ON FAMILY ECONOMIC  
ADVANCEMENT PROGRAMME (FEAP) AND VISION 2010**

## OPENING CEREMONY

1. The “National Workshop on Family Economic Advancement Programme (FEAP and Vision 2010” held at the International Conference Centre, Abuja, from Friday 25th to Saturday 26th July, 1997, was jointly organized by the Federal Ministry of Women Affairs and Social Development (FMWA & SD) and the Family Support Trust Fund (FSTF).

2. The Workshop attracted people of different *social*, political, economic and cultural background drawn from the Federal, State and Local Government levels. It was chaired by the First Lady of the Federal Republic of Nigeria, Her Excellency Dr. (Mrs.) Maryam Sani Abacha. In attendance were the Wife of the Chief of General Staff, Otunba Josephine Diya, the Chairman of the Vision 2010, Chief Dr. E.A.O. Shonekan, Wives of former Heads of State, Wives of Service Chiefs, Honourable Ministers of Ministries including the Minister of Women Affairs and Social Development, Ambassador Judith Attah (OFR); the Chairman Dr. A. Mohammed and members of the Family Support Trust Fund, State Commissioners, Federal and State. Directors - General, Heads of Parastatals and Members of the Diplomatic Corps.

3. The Workshop was declared open by Her Excellency, Dr. (Mrs.) Maryam Sani Abacha. In her address titled “Bridge to the New Millennium” the First Lady commended the decision of Government to bring people of different socio - economic latitudes and attitudes together to form a Committee that will fashion out a grand national plan for the socio-economic growth of Nigeria. She expressed her optimism that the leadership and caliber of men and women in the Vision 2010 Committee “will not fail our Nation”.

4. Although the task of the Vision 2010 Committee is to consider as well as address all socioeconomic indicators of our national life, Her Excellency, nevertheless, stressed that the interest of the Family Economic Advancement Programme is focused on the Vision agenda for economic prosperity.

5. FEAP, she pointed out, is the Socio-economic strategy of the Family Support Programme – to

6. She informed the audience that, the necessary machinery has now been set in motion for the promotion of viable agro and non -agro based projects at the ward levels of~ each Local Government Area in the Country, pointing out that FEAP is no doubt in consonance with the ideals and objectives of Vision 2010. The Vision 2010 Committee, she said, is to establish the general framework for poverty alleviation and economic prosperity for the nation while the Family Economic Advancement Programme would strive to empower the individual, the family and the community. FEAP’s mainpre-occupation would therefore be to build economic bridges between the haves and the have nots, put meaning into people’s life by bringing them comfort as well as security.

7. She maintained that as a nation and people we have made mistake in the past, but advised women to remain resourceful determined to correct those mistakes in the interest of the nation. She pointed out that a step in this direction requires national self examination and reassessment of our individual and collective disposition. She charged women not to allow sentiments and selfishness to blur their vision and distract their mission of Family and Nation building, ensure a direct investment in our people f or our survival and security. The objectives of FEAP, she highlighted, includes to:

- a. Provide loans directly to people at ward level with the capital needed to set up

and run cottage enterprises.

- b. Provide opportunities for the training of ward-based business operations.
- c. Encourage the design and manufacture of appropriate plans, machinery and equipments.
- d. Create employment opportunities at ward levels.
- e. Improve living standard of the people.
- f. Encourage producers at ward level to form co-operative societies.
- g. Promote production and development consciousness.
- h. Utilize the available local resources for the benefit of Nigerians, through improved production, storage, preservation, processing, recycling, packaging and marketing.
- i. Involve private sector participation.
- j. Involve states and Local government Areas in its funding.

8. She highlighted a personal issue of deep concern to her and in her belief, all honest and patriotic Nigerians. This she said, borders on the lack of patriotism by some Nigerians who seemingly remain forever blinded to government genuine intentions and efforts, either by refusing to see anything good in such efforts or by trying to impede or stifle such efforts through diverse acts of sabotage. She stressed that no meaningful development can be achieved with continued sabotage of ourselves, our government and indeed our nation through destruction of properties to demonstrate our disapproval or vent our anger. She stated that it is important for Nigerians to realise that in order for us to translate our vision into reality, we need critical self-examination, striving to purge our entire system of social ills, developing loyalty to our government and country.

9. She said the partnership which vision 010 is building with FSP and FEAP is one that 'is historic and necessary, believing strongly the contributions of FSP, Nigerian Women and their Non-governmental Organisations would no doubt concretize the ideas of Vision 2010 to create a new environment of hope for our country. She opined that FEAP and Vision 2010 could make the desired impact only if we individually and collectively imbibe the culture of enduring appreciation, patience and sacrifice, especially in the face of National challenges and difficulties. These attributes, she argued, are essential if we must realise the dreams of our National goals and vision. She called on the mass media to propagate positive issues on the development of our nation, its value system and the totality of its representation rather than undue sensational report.

10. She concluded by assuring the Chairman of the Vision 2010 Committee, Chief (Dr) Ernest Shonekan of the great confidence Nigerian women repose in his individual and collective wisdom, which would see Nigeria through into the future for rapid social and economic growth, as well as the evolution of a stable political order.

11. The Chairman of vision 2010 Committee, Chief (Dr) E. A. O. Shonekan, CBN, in his "opening remarks" commended the initiative of the First Lady, Dr. (Mrs.) Maryam Sani Abacha at convening the Workshop. The Workshop, he observed, is very much in the spirit of on-going efforts to chart the course that will guarantee a brighter future for the Nigeria state and its citizenry in the 21st century and beyond.

12. The Vision 2010 Committee, according to Chief (Dr) Shonekan, is highly conscious of its

gigantic tasks to passionately fashion out a e shared vision that will enable Nigeria actualize d its undoubtedly immense potentials in the new millennium. The Workshop, he averred, will afford the Committee the opportunity to examine the new initiative of FEAP, which is designed to assist Nigerian families, within the context of Vision 2010.

13. Dr. Shonekan asserted that the dismal record of Nigeria's score card in national development, particularly against the background of its wide enormous resource endowment, calls for the need to institutionalize a culture of long -term thinking and planning. This culture, he pointed out, will facilitate a rounded, sustained - progress in the development of our national life, ensure that the serious business of nation -building and national development are approached systematically shape and influence the destiny of the nation along a desired direction, provide inspiration for the people to move towards this desired direction, and create a new consensus as well as consensus national endeavour around which people can unite.

14. He informed the audience that the Vision 2010 Committee, in the process of fashioning out a vision for the nation, is compelled to provide answers to some critical questions, namely, what sort of society; what sort of nation do we want for ourselves and future generations? What is our purpose or core objective(s) as a nation? More importantly, what do we expect our country to have accomplished by the year 2010? He then challenged participants at the Workshop to contribute in providing answers to these questions.

15. The vision 2010 Committee, he stated are expected to assess, develop, fortify and properly coordinate the economic, political, cultural, social and legal facets of our national life with the view of ensuring that by the year 2010, Nigeria is en-route to becoming a developed nation in terms of economic prosperity, political stability and social harmony.

16. The family, he pointedly observed, is the primary unit which can easily bring about desired changes in the society because "to build a family is to build a nation". Consequently every effort must be made to improve the economic condition of the family. The introduction of FEAP, he affirmed, is both timely and welcome and therefore, highly relevant to the assignments of the Vision 2010 Committee.

17. Chief Shonekan posited that the issue of poverty alleviation is one of the principal challenges confronting governments today. Cognisant of this fact, the Vision 2010 Committee set up a sub-committee on Poverty Alleviation to undertake a detailed examination of the country's economy with a view to devising strategies, plans and actions for achieving rapid economic growth and development that will help to eradicate poverty. Highlighting the philosophy, principle, and objectives of FEAP, he concurred that FEAP is a veritable strategy for poverty alleviation in our society;. He however maintained that for it to succeed and be relevant, within the context of Vision 2010, it should make the utilization of local resources a central and not secondary issue.

18. In this regard, he called on the operators of FEAP to pay special attention to the works and activities of the Raw Materials Research and Development Council and those of local fabricators of agricultural and industrial machinery, the Development of entrepreneurship skills of Nigerians should also be pursued through the institutionalization of entrepreneurship development and technical training.

19. He concluded his speech by expressing that FEAP is a thoughtful initiative which can have desired impact on the socio-economic well - being of the Nigerian families and the overall economy given that appropriate machinery are put in place to ensure its success.

20. The Honourable Minister of the Federal Ministry of Women Affairs and Social Development, Ambassador Judith Attah, in her welcome remark paid glowing tribute to the

First Lady. She informed participants that a cross - section of representatives of Nigerian Women, prior to the Workshop, held discussions with her Ministry on~ 23rd July, 1997, centred around seeking answers to the problematic questions raised by the Vision 2010 Committee. She then proceeded to call on Dr. (Mrs.) Safiya Muhammad, Director Family Support Programme Department in her Ministry, to present the views of Nigerian women as contained in the Report titled

“Input By Nigerian Women to the Workshop on Family Economic Advancement Programme and Vision 2010”.

21. The issues raised in the report which arrested the attention of the participants at the meeting, focused on culture and tradition; health, economic issues, education, and political participation and decision making as it relates to the advancement and development of women by the year 2010. Traditions, customs, gender stereotyping and other cultural prejudices confronting women were also identified as constituting the greatest obstacles to the attainment of equality of rights with men and their full participation in society. The totality of these, the report pointed out contribute towards the promotion of notions on the inferior status of women, perpetual degradation of the position and status of the girl child especially through social attitudes like male child preference.

### **WORKING SESSION**

22. The working session was a forum for the presentation of four papers. The Director - General, Federal Ministry of Women Affairs and Social Development, Dr., Bata Musa, presented the first paper titled “The Family by the Year 2010”. He began by stating that Nigerian women, like most women in other Third World country, bear more than half of the burden of development by ensuring stability and social progress. As part of the rural and urban poor, women, he argued, not only shared equally with men the exploitation and dependency resulting from poverty and lack of power, but also suffer due to cultural biases which determine and stipulate how they behave and socialize. This, he said, limits the freedom of women to exercise and actualize their skills and talents in the affairs of the state and the society.

23. Dr. Musa observed that various social and economic indicators show that women in Nigeria are still less valued and have lower socio-economic status than men. He provided statistics and empirical data to buttress these points.

24. Legally, he observed, the Constitution guarantee equal rights to every citizen, either male or female, while in reality they are greatly discriminated against. He identified some laws discriminatory to women, amongst which are inequalities in Personal Income Tax Law, which denies women the right to be granted automatic tax relief for their children though they could be heads of households; husband right to violently chastise his wife without punitive or other corrective measures under the guise that such acts punished and interpreted are private affair, denial of inheritance rights to widows and many such others. He, then, called for the abolition of such laws and promulgation of laws to check causes of rape, forced marriage, domestic violence, Female Genital Mutilation, dehumanizing widowhood rites and practices and other customary practices that debase womanhood.

25. He noted that the increasing rate of social and cultural ‘injustices against women and the children, prompted the Ministry of Women Affairs and Social Development at both Federal and State levels to establish Legal Aid Clinics to help redress the issues.

26. Politically, he said, women are under represented whether in parliament, party

machinery or top government positions. Politics, emphases, regulate public life, power relation~ and obedience, while these in turn constitute the sphere of legitimate political participation. H~ then called for the adoption of concrete measure to be adopted by the Government and groups ii civil society to empower women in the sphere of politics.

27. He further argued that Nigerian women are economically exploited and subordinated. They are discriminated against in employment practices, constituting the last to be hired and first to be fired and have unequal access to financial capital. The resultant situation he said, is “feminization of poverty”. This sorry state of women’s economic position, he confirmed partly derives from the devaluation and non -monetisation of women’s labour. Besides, men have greedily cornered the public domain and view women entrants to this domain with suspicion.

28. The condition of women in the educational and health sectors, he said, is equally dismal. Education, and, in fact, traditional and cultural values, he argued, in most cases, reinforce discrimination against women. He, therefore, suggested that the position and condition of women be enhanced by creating an enabling environment that avails them of equal economic opportunities as men; providing vocational skills training for women; developing and strength their management capacity; reducing excessive pressure of household work through development and provision of household equipment with modern labour and time saving devices and giving women a guaranteed level of 40% representation at Federal, state and Local Government affairs. He called for the conscientization of women and men on’ the need to empower women in State and societal affairs.

29. The second paper was presented by the Chief Executive of the Raw Materials Research and Development Council, Abuja, Dr. Abdullahi Aliyu. His paper titled, “FEAP: How Relevant to Vision 2010 Programme?” he gave a comparative analysis of the similarities between FEAP and the Vision 2010 programme. FEAP, he said is a subset of Vision 2010 that seeks to promote investment and poverty alleviation for the purpose of stimulating appropriate economic activities at the ward levels. He identified three strategies earmarked for the successful implementation of FEAP. This he did, under three themes.

**30.** The first is the “Finance, Funding and Recovery Services”. The Federal Government will provide the Lake off grant for the programme so as to ensure a social foundation to ensure future self-sustainability of the programme. There is already available, N4.3 billion voted to serve as revolving loan for the programme in 1997. Participants of the programme apply for and may be granted loans up to N500,000.00 each. They would be expected to process their loans through their ward level. However, the mandate for approval rests on the FEAP Board while the participating Banks would disburse approved loans accordingly. Repayment period for loans would be 3 (three) years with a 3 months moratorium period effective from the date of commencement of production. Loans would attract an interest rate of 10%; with 5% payable to FEAP and 5% to the participating Bank. Since the integrity of beneficiaries would be vouched for their respective ward heads and screened by the various coordinating committees, it is rarely envisaged that there will be legal action as there are other far - reaching traditional - based means and societal sanctions for dealing with loan repayment defaulters.

31. A collateral of 10% of the loan credit is 11 expected to be paid by participants to demonstrate their readiness and commitment to participating as Banks before disbursement of loan. The participating bank would disburse, manage and recover loans, supervise and monitor projects. They would also submit quarterly report of activities to the FEAP Board.

32. The second theme is “Project and Engineering Schemes”. This as an aspect of FEAP



has already been investigated seriously propagated, encouraged and implemented by the Raw Materials Research and Development Council. Already, some 100 viable resource-based projects for processing of raw materials locally available at the wards where the projects will be executed have been identified for execution. These projects have been grouped and are appropriately classified under farming, mineral, grinding, processing and craft/manufacturing for ease of consideration of all requests received from prospective entrepreneur participants.

33. The focal point of FEAP is the utilization of 100% indigenous technical capacity in the area of locally developed/designed/fabricated machinery and equipment in the processing of locally~ available raw materials. To this end, surveys have been conducted to identify credible local equipment manufacturers/fabricators. In addition, discussions have been held with the equipment fabricators and manufacturers.

34. A bankable feasibility report is also expected to be presented, studied and appraised before loan approval is granted to participants for project implementation. Already, the RMRDC has embarked on the preparation of a document I titled “Feasibility Reports for Small Scale Cottage Industries for FEAP”. This will serve as a working document, point of reference and guide for the implementation of individual project under the programme. It will also provide indicators for monitoring and control of the implementation processes of FEAP. It will in addition serve as document to monitor and control the implementation of the programme such that derivations are minimized, corrected where they occur and eliminated where possible.

35. The third theme is “Training, Consultancy, Advisory and other Auxiliary Services”. There is proposed within the programme, the capacity building of participants to understand the basic technological processes, procedures and practices involved in new business management and basic concepts in business accounting skills necessary to ensure the success of the programme.

36. Dr. Abdullahi Aliyu concluded by stating that FEAP and the Vision 2010 programme should be regarded as child and parent respectively. The parent provides the child with the basic needs of life guidance and an environment capable of enabling the child live the present and later face the future.

37. The third paper came from the National Planning Commission, Abuja. It was titled “Vision 2010: Family Economic Advancement Programme (FEAP) as Strategy for Poverty Alleviation” and was presented by Mr. Boye hon. FEAP, an offshoot of the Family Support Programme (FSP), he said, came into existence as a result of the concern of the First Lady Dr. (Mrs.) Maryam Sani Abacha, to eliminate the scourge of poverty among Nigerian families and to empower poor Nigerian families. He pointed out that since independence Nigeria has been Laced with the task of economic emancipation using the instrument of the national development! plan with its various programmes. He highlighted~ past poverty alleviation programmes by successive I regimes and the attendant limitations to achieving the desired results.

38. The Nigerian economic crises and the adoption of Structural Adjustment Programme (SAP), he argued, further worsened the living conditions of the majority of the people, particularly the poor and vulnerable groups. SAP, he posited was inadvertently accompanied by negative consequences that worsened the poverty situation. As a result] the Government designed palliative programme tackle the negative effects of adjustment.

39. These programmes which include the Director of Food, Road and Rural Infrastructure (DFRRI), National Directorate of Employment (NDE), Primary, Health Care, Nomadic Education Programme, Mass Transit Programme and Peoples Bank, Mr. Ilori posited,

recorded some reasonable achievements in terms of improvement in the living conditions of the poor. The output of some peculiar crops increased, guinea worm cases significantly reduced, specialized education schemes witnessed on positive impact and the public transport system saw some improvement.

40. In spite of all these achievements, Mr. Ilori pointedly argued, the poverty situation continues to worsen and the gains made from most of the programmes could not be sustained. The programmes collectively and severally had constraints because the programmes were actually not based on specific studies on poverty situation or those that identified the poor who were the targets, rather they were meant for the undifferentiated masses as beneficiaries. The beneficiaries were really not stakeholder. The benefits of the programmes were merely meant to trickle down to the poor. The objectives of most of the programmes were not clear consequently, they were not effective in achieving poverty reduction.

41. Other factors that constrained the effectiveness of previous programmes on poverty alleviation, according to Mr. Ilori, were poor management and facts indicating that most of them did not pass through the traditional process of programmes/projects selection into the development plan. As a result they were short term in nature and not integrated into the overall national objectives and macro-economic framework. Besides most of them were vague, unwieldy and consequently poorly focused. Overlapping functions and institutional conflicts were therefore inevitable invariably resources were thinly spread over many projects resulting the poor quality execution and implementation. Furthermore, policy and political instabilities created a climate of uncertainty for most of the programmes while the top – down approach to programme design and lack of involvement of beneficiaries in the formulation and design of programmes created gaps between the poor and poverty programmes, thus creating problem of ownership and sustainability.

42. The fourth paper titled: “ The Family Economic Advancement Programme as an implementation Strategy for Vision 2010 “, Mrs. M. L. YUNUSA pointed out that a nation can perish without a vision. She stated her vision for Nigeria by the year 2010. ‘A country where the aspirations of an individual, the family, the country and the society complement each other in a continuum, rather than work at cross purposes’ Where individuals should therefore see their identity, pride and dignity in the activities of their rulers. Furthermore, the nation should be safe in the hands of private persons and sustainable in our public conduct and vice versa. She also provided a vision of Nigerian women by the year 2010, quoting Dr. Safiya Muhammad, thus: “We want a country where men are men, women are women, children are children and everyone understands, support and respects the other to be the best that they can be without molestation, denial, domination or misuse” (paraphrased).

43. She briefly highlighted the philosophy, policy and significance of the FEAP, pointing out that FEAP was “initiated by a person with a vision and the courage to follow it to implementation; a person with a large heart and a desire to improve the lot of the teeming poor; a woman who though comfortable is not out of touch with the realities of Nigerian life and the plight of her people...”that if the First Lady (the initiator of FSP and FEAP) could wave a magic wand, and cure all ills and poverty in our society she would”. FEAP she said is a genuine and bold attempt to reverse more permanently the material fate of poor people in Nigeria and is thus a potential tool for the attainment of Vision 2010.

44. She utilized SWOT (acronym for Strengths, Weaknesses, Opportunities and Threats) a planning and management analytical tool as a theoretical framework to critically analyse FEAP. FEAP, she argued, has strengths. Its strengths, which she identified in the fact that people are poor and consequently, need help. Besides, its initiator, Her Excellency, Dr. (Mrs.) Maryam Sani Abacha is a, responsible influential and committed person; a highly

experienced, extremely industrious and very powerful woman who “knows what the Family is about! and the role of woman in keeping that unite together”. She further, ascertained that there is adequate budgetary resource allocation (N4.1 billion) and diverse natural resource - base in the country to provide a good footing for the programme. She also identified the existence of an equipped Secretariat and adequate logistic back up for FEAP as additional strength.

45. She however observed that it seemed be premature to deliberate on the weaknesses of F<sup>1</sup>EAP, particularly as the decree to provide legal backing for the programme is yet to be promulgated and operational structure yet to materialize. She, nevertheless, drew attention to some potential threats to the programme, such being that: though the numerous agencies required and available may be strengths they could however become weaknesses if clear definitions and guidelines are not provided that will ensure accountability; there is need for defeating functions between the FMWA & SD on the one hand and operating banks on the other hand, the monitoring and supervision roles the line of command from the ward level to the state level should be further clarified to guide potential beneficiaries; and the operator’ s skills in innovation diffusion and management of change appear inadequate.

46. The opportunities for FEAP, she averred are congruent with current interests in development circles towards issues relating to poverty alleviation. She highlighted the existence of adequate documentation and research findings on the structure of communities in Nigeria, and their attitude towards, opinions about, and aspirations for development. She examined other favourable opportunities for FEAP towards the realization of Vision 2010 such as the existence of a fair national network of rural credit agencies like the Community Bank, and other similar institution, as well as fact that Nigerian women are adequately mobilized and sensitized for effective participation in the programme.

47. The strengths and opportunities of FEAF —notwithstanding, Mrs. Yunusa argued that skepticism amongst people, lack of continuity and sustainability of many previous people - focused programmes, flattery and praise - singing, lack of accountability and over centralization, are exigent problems which could threaten the success of FEAP.

48. On the basis of her critical analysis, Mrs. Yunusa posited that FEAP should capitalize on its strengths to eliminate the weaknesses while taking advantage of the opportunities to minimize the threats. In order to ensure that FEAP becomes a self - propelling outfit and veritable tool for the attainment of Vision 2010, she proposed that:”

- a. all the operators should have a clear understanding of the phenomenon of poverty and it’s many faces in Nigeria;
- b. there should be proper technical design of the implementation tools, good management and clear Lye command structures;
- c. there is need to develop a clear detailed programme which provides clear and specific responsibilities for whom, what, the measurable progress indicators f or each segment and actor.
- d. there be appointment of competent management consultants to co-ordinate the

implementation of the programme thus down - sizing government's role and increasing its partnership with the private sector.

- e. decentralized approval of loan to the state/local government level be adopted.
- f. Maintenance of consistency and openness in all its activities is essential
- g. Collaborative work be promoted with credible community based organizations and so doing, "effectively reconstruct local trust between government and communities at the grassroots".
- h. Encouragement be given to capacity – building of back - up technicians; and
- i. there is need to undertake strategic planning.

### **PRESETION OF ZONAL REPORTS**

49. The Working Session continued on the 26th July 1997. It was chaired by the Wife of the Chief of General Staff, Otunba (Mrs.) Josephine Diya. The session focused on the presentation of reports of the Workshop on FEAP and Vision 2010 held in six zones of the country. Below are summary of reports presented by the zones.

### **MIDDLE BELT ZONAL REPORT ON FEAP AND VISION 2010**

50. All the states of the Middle Belt Zone comprising Benue, Plateau, Kogi, Kwara, Nassa.rawa, Niger and FCT held workshops on FEAP and the Vision 2010. At the Zonal level workshop, strategies were deliberated upon to achieve the FEAP/Vision 2010 goals with a unanimous adoption of the following recommendations:

- i.) That the Family Economic Advancement Programme (FEAP) has an important role to play in the attainment of vision 2010, its very good objectives and strategies should, therefore, be effectively pursued to achieve mass-based economy;
- ii.) That if effectively implemented, FEAP would reduce food crises, food crop wastage, improved economy and provide employment opportunities;
- iii.) Women should be given more opportunities to participate in socio-economic activities and be involved in decision-making;

- iv.) There should be qualitative, functional and affordable education and health care delivery system for all;
- v.) There should be diversification of the economy by improving agriculture and expanding the industrial base of the Nation;
- vi.) There should be a rejuvenated civil Service that guarantees job security and a realistic minimum wage;
- vii.) Families and other co-operative associations should be encouraged to grow and be self reliant instead of the usual syndrome of continued yearning for aid from the Government and donor agencies;
- viii.) The Federal Government effort to stabilize the economy is acknowledged and should not be tempered with. All useful steps in this regard, for example, the failed Bank decree and failed contract decree should be maintained, encouraged and supported. Citizens who live above their business income or pay packet to be prosecute; and
- ix.) There is need for further researches by experts into funding Management, policies and modus operandi of FEAP in order to standardize the family sector into the context of National Development.

Finally, it is the expectation of the Middle Belt States that if the above recommendations are implemented by the year 2010, Nigeria will be a self-reliant Nation.

#### **NORTH EAST ZONAL REPORT ON FEAP AND VISION 2010**

51. All the States of the North East comprising Adamawa, Bauchi, Borno, Gombe, Taraba and Yobe States successfully conducted FEAP/Vision 2010 Workshop. Participants were cross-section of the society where various papers were presented, discussed and far-reaching recommendation were made which include:
  1. Hailing the conception of both FEAP and Vision 2010 at this print in time when National value system is disintegrating, resources are scarce and the economic climate unconducive. This situation called for a re-programming of our sense of direction, and injecting into the system a new approach. FEAP and Vision 2010 should be seen as the best socio-economic programme ever formulated;
  2. That since Nigeria will be celebrating its golden Jubilee by the year 2010, the country must have something to show for it in form of positive advancement economically, socially and politically.
  3. That to avoid the programme being viewed as a Government imposed programme on the people, the general public should be sensitized and enlightened on the objectives

of Vision 2010 so that every individual makes contributions and sees it as his/her personal responsibility to ensure its success.

4. That FEAP and Vision 2010 should work in close cooperation and outline for restoring honour, dignity and security to the civil service.
  5. The under-representation of women in composition of Vision 2010 Committee and Call for inclusion of more youth and women in Committee.
  6. That War Against indiscipline and Corrupt must be included into the objectives of Vision 2010 to inculcate civic rights responsibility in all individuals.
  7. That the common man needs to be enlightened about on going researches and the importance of mineral and agricultural resources to abound in his environment.
  8. There is need to establish a rural based monitoring and evaluation committee of FSP and FEAP to assess projects.
  9. That women groups in all spheres of life should harmonize their activities cooperate with FEAP so that projects properly conceived and implemented for benefit of the target group.
  10. Fair identification of would be beneficiaries of FEAP Loan and Cottage industries should be conducted by the States devoid of any sentiment, so that any deserving individual and groups will on 21st April, Abia and Ebonyi states on 29th April and in Enugu on 2nd May. Participants at the various workshops were drawn from all works of life, including their Excellencies, the Chairpersons of the state FSP, Directors, General, other top Government officials, Local Government Area Chairpersons, Chairpersons of LGA FSP, Traditional Rulers, Representatives of Groups in Civil Society. Etc. Based on the extensive deliberations held at the various Workshops, the following decisions and recommendations were reached
53. On Nigeria by the Year 2010 the Zone envisioned a highly Developed prosperous and egalitarian Nigeria where peace, stability and justice will rain supreme. The zone specifically envisioned that:
1. Government must show total commitment to FEAP/VISIEON 2010 in order to ensure continuity of the programme by successive governments.
  2. Strategies for implementing FEAP/VISION 2010 must assume a multi sectoral approach.
  3. Government should promulgate policies that will encourage specialization. It can start by creating at the National level the Family benefit, in the interest of sustainability of the programme. That it is not just enough to tell women to participate in politics. But deliberate efforts must be made to train, prepare and equip potential politicians with all the techniques and skills they need to be good, & effective politicians. That though. politics is a game of wisdom, it cannot be played without money, and finance is the problem of all women. Hence FEAP and FSP are steps in the right direction for economic empowerment of women. Finally, succeeding Governments must adhere to the policies that are stated and are of great relevance to the people to maintain stability and continuity of action.

#### **SOUTH EAST STATES ZONAL REPORT ON~ FEAP & VISION 2010**

52. The states in the South - East Zone respectively organised FEAP - Vision 2010

workshop in accordance with the directive from the office of Her Excellency the First Lady. The workshop was held in Anambra and Imo states Economic Advancement Commissions. It shall be headed by a Director-General or a Chairman as the case may be. In the states there shall be zonal secretariats of National Family Economic Advancement Commission, headed by zonal Directors. There shall be local Government coordinator at the Local Government Level.

The Ministry of Women Affairs and Social Development shall have FSP and FEAP department with a Director as head.

4. Funding of FEAP Commission must be done by Federal Government and State Governments by providing for same in their respective budgets.
  5. There shall be proper accountability to check diversion of funds meant for the programme as well as penalty provision for fabrication of inferior machines and equipment.
  6. Machinery for loan recovery must be properly designed e.g. failed bank tribunal, recovery task force.
53. The Implementation of the zone's position of FEAP/VISION 2010 shall be the springboard for Nigeria's industrial development.

#### **NORTH WEST ZONAL REPORT ON FEAP AND VISION 2010**

54. The Northwest Zone of FSP (comprising Katsina, Kaduna, Kano, Jigawa, Kebbi, Sokoto and Zamfara States) had separately conducted workshops on FEAP & Vision 2010. The aim was to introduce and explain the concept, aim and objective of the program to the targeted groups as well as to among others, identify areas, which require special attention, in implementing FEAP within the context of Vision 2010.

- i. There should be massive sensitization of the people to accept the Programme, which would eventually promote their level of economic power.
- ii. Moral and positive cultural values should be integrated in the curriculum. This would go a long way in minimizing cultism, indiscipline and moral decadence in schools and the society at large.
- iii. The curricula of tertiary institutions should be redesigned to satisfy the needs of our community. It is pertinent therefore to regularize accreditation and employ effective measure on supervision, evaluation and review techniques.
- iv. Poverty alleviation strategies should be enhanced.
- v. FEAP should provide facilities for income generating activities to improve the economic status of families in the Zone.
- vi. There should be a change in behaviour of the men folk. They should be sensitized to realize, recognize and appreciate the contributions of women.
- vii. Women should be educated to use the little resources at their disposal on the family even including polygamous ones. A loving behaviour should be extended to the husband and the whole family to promote appreciation of women's potentialities.

- viii. FEAP should make available simple income-generating facilities such as oil-extracting machines; grain processing machines and a host of other relevant facilities to our area to enable the womenfolk improve their economic status.
- ix. The 10% contribution of the women groups should be revisited due to the situation in which the women in the Zone found themselves. Other stringent measures could be employed to effect loan repayment when given the facilities.

55. The Zone is of the view that the aforementioned if well implemented would bring about a change in our society. The end result would be a strong Zone that is economically, socially and politically advanced. It is only through these changes that we aim at developing to the fullest just like other developed countries.

### **SOUTH-WEST ZONAL REPORT ON FEAP & VISION 2010**

56. The six states which constitute the Southwest Zone: Lagos, Ogun, Ondo, Osun, Oyo and Ekiti, launched FEAP and held Workshops/Symposia in their respective states. Attendance in each state cut across various sectors with an average number of 300 participants per state.

Discussions at the workshop focused on:

- i.) Women Empowerment and Gender Sensitisation.
- ii.) Co-operative Societies and credit facilities
- iii.) Community participation in poverty alleviation
- iv.) Small and micro enterprises
- v.) Eradication of illiteracy should be paramount in the implementation of FEAP. In this regard, relevant agencies should be mandated to intensify efforts aimed at the reduction of illiteracy especially among the rural folks.
- vi.) That FEAP funding should be decentralized and unnecessary bureaucracy eliminated to ensure speedy receipt of assistance by beneficiaries.
- vii.) That effective but simple machinery for the disbursement of funds be set in place, whilst the populace are sensitized and reeducated on accountability.
- viii.) Securing mass participation, by mobilizing and sensitizing the populace about FEAP through all available means of mass communication.
- ix.) Eradication of poverty through economic empowerment, collaborative efforts between the Government, private organisations, Community Groups, State NGO'S & CBO's International Agencies and beneficiaries to
- x.) Entrepreneurship skills \
- xi.) Alleviation of poverty at the grassroots
- xii.) Local resources utilisation,



- xiii.) Social and cultural issues
- xiv.) Political stability as a product of social engineering.

57. The South - West Zone acknowledged the originality of the idea of the First Lady of the Federal Republic of Nigeria and the Initiator of the Family Support Programme, Her Excellency, Dr. (Mrs.) Maryam Sani Abacha whose ingenuity gave birth to FEAP, the plausibility of FEAP as well as its desirability as sine qua non for economic advancement in the country.

The unanimous recommendations reached by the Zone at the workshop include:

- i.) Necessary provision should be made for the training and re-training of implementers and beneficiaries of FEAP.
- ii.) The immediate take-off of the programmes prompt release of materials, funds, equipment and vehicles.
- iii.) ensure that gain access to and positive impact on the poorest of the poor.
- iv.) Food production should be encouraged to more beyond subsistence level while if agricultural produce be correctly priced for economic empowerment of farmers who constitute a large population of the grassroots.
- v.) Bearing in mind that women farmers in the grassroots are in the majority, provision for mechanized farming with simple gender responsive technology as well as agric extension services should be provided for effective utilization, of FEAP loans.

58. There exists massive support for the Family Economic Advancement Programme in all the States of the South - West Zone. The people are anxiously waiting to see the Programme take off without delay. It is the general consensus that genuine implementation of the Programme would go a long way in alleviating the suffering of the ordinary Nigerian.

### **SOUTH-SOUTH ZONAL REPORT ON FEAP & VISION2010**

59. The States in the South- South Zone have respectively organised FEAP workshop in accordance with the directives of the First Lady of the Federation. The workshops were held simultaneously on 28th April at the various State~ Capitals of the Zone.

The South- South Zone holds the strong view that FEAP is a veritable means of achieving the goals of Vision 2010, and working towards building a better society. *rjt*~ realize this dream, it is the resolve of the Zone that:

- i. A Programme Approach procedure should be adopted whereby well defined targets for the various programmes are identified.
- ii. Efforts should be directed towards ensuring viability of projects by assessing the market, technology and raw materials.
- iii. Anticipated beneficiaries of the programme should be involved in the

planning and implementation, and a well defined technique for close supervision adopted to ensure accountability especially in the area of loan repayment;

- iv. Both the public and private sectors should participate in the activities of FEAP
- v. There is need for capacity building for the implementers of the Programme, and also education programmes with an aim towards eradicating illiteracy and promoting skill acquisition.
- vi. Indigenous manufacturers should be encouraged by patronizing them, for the production of indigenous machineries. Also tax rebates be provided and loans disbursed to the Artisans without collateral.
- vii. Politics in the Implementation process of FEAP should be removed to ensure continuity irrespective of Government power.
- viii. FEAP should be funded by the three tiers of Government and also by donor Agencies.
- ix. Promotion of peaceful atmosphere and removal of bureaucratic barriers, retrogressive Government policies so as to enhance technological development.

**FEAP/VISION 2010 WORKSHOP 25TH-26TH JULY, 1997 COMENTS, QUESTION AND ANSWER SESSION.**

**60. PRINCESS BOSE OLADUNNI**

a. Princess Bose Oladunni, in response to Dr. B. Musa's presentation, said talking about issues that border on feminism, one is not necessarily accusing men of being responsible for the plight of women. In her view women and men are partners. She then suggested the introduction of system, which takes into consideration gender issues, discourages ethnicism and/or staticism etc.

**61. SAM OGBEMUDIA**

b. His view was that the grassroots women should be carried along in this programme. By so doing the programme will achieve the best results possible, and ensure that the 30 percent being agitated for by women is achieved. He expressed great delight that he attended the Workshop.

**62. CHIEF (MRS) AJOKE MURTALA MOHAMMED**

She complained of lack of electricity ~and other infrastructure in the rural areas very close to great cities. She hoped for a situation whereby rural areas are provided with all• the necessary infrastructures to make them suitable for' location of FEAP projects. She called on all concerned to take the issue of information dissemination serious. This could be effectively done through the use of media like Radio, Mobile cinemas, etc., to keep the

grassroots dwellers abreast of happenings around them.

63. **MRS IKE ADEDURO**

Full of admiration for Dr Bata Musa's presentation, she requested the First Lady to organize a similar forum and gather the male policy makers and invite Dr Bata Musa to deliver the same lecture/speech to their hearing to achieve the desired conscientization.

64. **MRS FATAI WILLIAMS**

She presented several salient questions which Vision 2010 would be required to look into viz:

- How can we achieve a self reliant economy?:
- How can we achieve technical and entrepreneurial knowledge ensuring technology transfer?:
- How can we open-up our rural areas and stop the rural urban drift?:
- How can we guarantee legislation that will ensure a gender equitable society?:
- Is it because of lack of Vision and a mission before now?:
- Is it because of greed and the "Pull anything good down syndrome"?:
- Is it because of a break down in communication?:
- Is it because of lack of maintenance culture?:
- Is it because of lack of patriotism?:
- Is it because of lack of sincerity of purpose and the spirit of accountability?:

65. If the answer to all these are yes, then what is the over-view and how do you intend to incorporate this in Lime Vision and change the psyche of the people?

66. **PRINCE ADELABU**

Will FEAP assist Rehabilitation Centres for the disabled to undertake proper vocational training programmes for the disabled in order to be self dependent and break the vicious cycle of poverty?. Many centres currently exist without training materials, what will FEAP do to wake up these centres nationwide?.

67. **MRS BRIDGET N. NWAJIKE – COMMISSIONER MWA & SD ABIA STATE**

Women did not perform commendably in the last election not because of lack of interest or lack of strategy during electioneering campaign but due to lack of financial resources. She therefore suggested that a certain percentage of the financial resources provided by NECON for political campaigns be reserved for

women participating in politics, and this should be disbursed to the participants by the Federal Ministry of Women Affairs, so that the 30% target suggested by the First Lady can be realized.

68. **CHIEF (MRS) AFI EKONG**

She wanted Chief Shonekan to highlight more on ancillary factories, as they were important to manufacturing industries. She suggested that it was time we made use of research centres and institutes particularly the Universities in research and development. She further agitated the use of Defence industries to produce hard wares and machineries, which could be a stepping-stone in the technological drive for Vision 2010.

69. **MR BISI OLATILO**

He Supported Dr Data Musa's paper but objected to a separate University for Women. He believed that it would be best for women to compete along side with the men folk.

70. **HON. JUSTICE FATI ABUBAKAR**

She commented on behalf of the families of Police and Armed forces living in the Barracks who by nature of their work are in-transit and can be transferred any where, anytime. She said that some conditions need to be relaxed for them in the FEAP guidelines for loans so that they can benefit from FEAP. Already they have co-operatives in the Barracks and are involved in both Agro-allied and Craftsmanship projects. She suggested that the Barrack authorities be used as butter, in which case they could perform the role which the Local Governments are expected to play for wards as provided in the FEAP blue print.

**RESPONSES TO QUESTIONS AND COMMENTS**

71. **FIRST LADY HER EXCELLENCY DR (MRS) MARYAM SANI ABACHA**

- § The setting up of a Women University is to address the issue of imbalances in educational areas such as mathematics, sciences, technology, engineering and other technical profession.
- § The need for re-orientation of men to be gender sensitive and look at women as par timer in progress.
- § Legal Aid Clinics are Federal and State level on their rights and also prosecute cases of sexual violation of their rights.
- § Acknowledge that there is an increasing number of rapes especially in the tertiary institution against women and government should look into this ugly and unfortunate situation.
- § Pointed out that she has consistent advocated that at least 30% of

political posts at all levels be reserved for women. She sighted Britain as an example 10% of Labour Party Positions in the House of Commons are reserved for women.

- § She further gave assurance that both FEAP and Vision 2010 would ensure the provision of necessary infrastructures like roads electricity supply etc, at the grassroots level to boost economic activities at level thereby making the aspirations FEAP and the Vision 2010 a reality.
- § Called on women to work together as a team for a better Nigeria with a Vision.

**72. CHIEF ERNEST SHONEKAN**

- § That women are not discriminated against in Vision 2010 rather members are working as a team for one constituency that is Nigeria to produce a far reaching document for the Country.
- § That vision 2010 Committee is made up of women of substance and men who are gender sensitive in their thinking and visioning.
- § That the first workshop organised in Lagos by the Vision 2010 Committee was for market women. It was realized more than ever before that market women are now better informed and educated.

**73. DR DATA MUSA**

In his response, he said that the struggle has just begun and there is no time for pessimism rather every mind should think positively on those salient issues raised in his paper.

**74. MR. BOYE ILORI**

He agreed that the middle class is now relegated to the lower class due to rise in prices of commodities without commensurate increase in wages of workers. FEAP can be used to help the middle class by making the scheme competitive in-respective of class of people who are interested.

**75. MRS. MARIAM YINUSA**

She acknowledged the kind complements made to her and said that a silent revolution has started through the introduction of FEAP by the First Lady, Her Excellency Dr (Mrs.) Maryam Sani Abacha. Hence join the ship of progress (FEAP) so that you will not be left out for a better Nigeria.

**76. DR. ABDULLAHI ALIYU**

- § The Raw materials Research and Development Council was commissioned by FEAP to collect data from areas where the projects are to be sighted.

Furthermore FEAP will be responsible for the cost of feasibility studies and preparation of reports of projects as part of its incentives to participants.

- § The Raw materials Research and Development Council (RMRDC) collaborates with other Research institutes and the Universities.
- § The use of local fabricators for FEAP will make it succeed. Since the designs are localized, hence the machinery can easily be maintained and sustained.

26th July 1997,

ABUJA

**VISION 2010**

**AND**

# **WEST AFRICAN ECONOMIC**

## **PROSPERITY**

### **FINAL REPORT**

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**WORKSHOP ON “WEST AFRICAN ECONOMIC PROSPERITY -  
Accelerating Regional Economic Growth”**

**1. SUMMARY REPORT**

The West African Enterprise Network in collaboration with the Vision 2010 Committee and



time Nigerian Economic Summit organised a two-day Workshop on Vision 2010 amid West Africa.

The two-day workshop was designed to “develop practical action plans for achieving accelerated economic development in West Africa through the promotion of regional trade and investment”.

The workshop brought together over 200 top level Government officials including representatives of Nigeria’s I-lead of State and current ECOWAS Chairman; Chairman Vision 2010 Committee; Ministers; members of the Vision 2010 Committee: private entrepreneurs; International Agencies; delegates from time ECOWAS Executive Secretariat; WAEN members and delegates from other sub-regional organisations.

*The workshop participants concluded that regional economic integration is imperative in building an economically prosperous, politically stable, and socially harmonious sub region.*

During the two-day work session, issues of critical interest to both private and public sector operators in the sub-region were closely examined under time following broad topics:

1. Regional Economic Groupings and ECOWAS Governance
2. Facilitating Intra- Regional Monetary Transfers
3. Improved Customs and Border Crossings
4. Harmonisation of Commercial Law
5. Improved Regional Transportation

Time summary of the workshop proceedings are reported below:

## 2. **REGIONAL ECONOMIC GROUPINGS AND ECOWAS GOVERNANCE**

### **Current situation**

ECOWAS has made some progress since its inception in 1975. Several treaties have been signed and implemented. However, the sub-regional economy is still characterised by poor economic base and imbalances in resource endowment, duplication of regional institutions (e.g. ECOWAS and UEMOA), poor infrastructural development, inability to attract direct foreign investment and Jack of policy coordination between member States amongst others.

Despite the limited infrastructural facilities and enabling environment, the informal trade sector continues to flourish successfully and is currently a major player in the economies of the sub-region. Given that the sector cannot be ignored, there is a need learn from their mode of operation and identify ways to formalise trade in this area. The cultural affinity within the sub-region is a strength, which needs to be capitalized on.

### **Consequences**

Because of the various issues identified above, the West African economy is characterised by economic stagnation/poverty, low per capita income, poor implementation of protocols and decisions agreed by ECOWAS Heads of State, low competitiveness amid vulnerability to external domination/control. In addition, there is limited interaction amid apprehension among community institutions and citizens.

### **Recommendations**

These include:

1. Time launching of a Regional Vision Project as a means of harmonizing the medium and long term plans of member states.
2. The implementation of ECOWAS Protocols and Treaties in the short term.
3. The setting up of private sector consultative forums to discuss obstacles imposed by product licensing and royalty arrangement on regional trade.
4. The initiation of a Business Impact Assessment procedure for all proposed treaties and decisions.
5. Non-Governmental Organisations like the WAEN to participate in the education amid enlightenment campaign.
6. Expansion of ECOWAS to include adjoining blocs such as Cameroon, Chad etc. in order to achieve a broader based and more meaningful integration.

### 3. **FACILITATING INTRA-REGIONAL TRANSFERS**

#### **Current Situation**

Monetary transfers through the banking system of ECOWAS member countries remain inefficient, costly amid slow. Major factors mitigating against efficient monetary transfers include the inconvertibility of the nine regional currencies; a restrictive legal amid regulatory framework; an ill-adapted banking system; a preference for cash in the settlement of trade transactions (the bulk of which are outside the banking system) and the weak implementation of the ECOWAS Monetary Cooperation Programme.

#### **Consequences**

As a result of the slow, inefficient and costly manner in which monetary transfers are conducted, the informal sector, where cash is the means of payment, has become dominant in regional trade. Consequently, intra-regional banking activities have been weakened and there is a high risk involved in cash transfers.

In addition, the expansion of regional trade and flow of intra-regional investment has been curtailed. Corruption has been greatly encouraged thereby resulting in loss of tax revenue. Intra-regional transfers have not been given preference by National Governments and efforts at regional economic cooperation have been hampered by contradictory policies based primarily on domestic considerations.

### **Recommendations**

In order to create a viable regional market, recommendations were made for improved monetary transfers through formal channels. Some of these include:

1. The increased use of regional currencies for trade settlement. In this regard, the immediate launching of the ECOWAS travelers cheques was advocated.
2. The setting up of cross- border banking network and correspondent banking relationships. The immediate provision of incentives for the establishment of such relationships as well as the enlightenment of the public on the use of regional banking system is desirable.
3. Effecting monetary transfers within a maximum period of 72 hours. There is therefore a need for improved banking communication infrastructure, improved customer-support facilities in banks and complete liberalisation of exchange controls.
4. The simplification and harmonisation of banking practices and procedures; the development of banking services and products with reduced documentation requirements; and harmonisation of monetary and fiscal policies.
5. Strengthening and streamlining the activities of the existing regional multilateral clearing and payments system at the level of the West African Monetary Agency (WAMA). The immediate implementation of ECOWAS Monetary Cooperation Programme was recommended.
6. Working towards the convertibility of regional currencies.
7. The establishment of a single monetary zone in West Africa characterised by a common currency and a common Central Bank.

### 4. **CUSTOMS AND BORDER CROSSINGS**

#### **Current situation**

The levels of recorded regional trade continue to remain at low levels (6-7% of total external trade) due to lack of harmonisation of trade regulations and duty tariffs; complex and time consuming customs procedures at borders; lack of clearly defined regulations; increased suspicion between customs and traders which gives rise to excessive controls amid limited dialogue between customs, traders, transporters and manufacturers.

The most serious problem militating against the application of existing regulations is the lack of political will. The operators - National Governments, private sector etc.

require discipline and the ability to exchange ideas freely, iii order to reverse the existing trends.

### **Consequences**

The consequences of the current situation were identified as restricted regional trade flows, complex amid time-consuming practices which encourage fraud, rapid growth the informal sector, dearth of data on trade flow which renders management of sub regional economies difficult and inefficient use of companies' installed production capacity due to inability to export in the sub-region.

### **Recommendations**

1. Achieve effective implementation of existing ECO WAS trade protocols in the sub-region.
2. Improve customs operations to facilitate regional trade.
3. Promote the integration of the informal sector into the formal sector.
4. Bolster confidence and create culture of compliance between customs, traders and transporters.

## 5. **REGIONAL TRANSPORTATION**

### **Current situation**

**Road transport** continues to be the major means of transportation in the region. The railways lack proper maintenance and are in a state of disrepair; thus resulting in high maintenance costs and transport fares. The increased roadblocks manned by corrupt security agents constitute a major obstacle to smooth flow of traffic.

**Air transport** facilities in the sub-region remain inadequate as most national airlines are folding up due to poor management and increased loss of revenue. Existing aviation infrastructure and navigational aids are in a poor state across the region. Airline operational costs are much higher in the region due to high landing fees, over flight charges, handling costs, airport taxes and insurance costs. There is a lack of harmonisation of schedules, common stock of spares/engines/equipment and commercial agreement by regional airlines. Aircraft are in some cases obsolete, as the cost of new airplanes are higher than what the local banking system can support.

**Maritime** trade is characterised by inadequate and unserviceable port stevedoring equipment; slow port processes; rampant pilfering at the ports; high port charges and delays and uncertainties in maritime port schedules.

The **railway** system in the region was not primarily designed to link adjacent countries. Consequently, land locked countries cannot benefit from the advantages of high volume-low cost offered by the rail system. Rail tracks are narrow and wagons obsolete and in need of repairs.

As a result of the poor state of transportation there is limited access to the region.

Cost of doing business is high and unattractive for investment. There is also a reduced level of jobs associated with the transport sector.

## **Recommendations**

### **Road transport**

1. Check points should only exist at point of entry and exit in a bid to eliminate the corruption and inconvenience these check points create.
2. ECOWAS member states should implement without further delay existing protocols on carriage of goods and persons.
3. Road maintenance should be given high priority.

### **Air transport**

1. ECOWAS States should embrace new satellite-based technology for landing approach and navigational aids.
2. Yamoussoukro declaration should be implemented in full. The ECOWAS region should be considered as a local flight zone and flights within the region treated as domestic flights. An open-air policy should be worked towards and payment of royalties abolished for ECOWAS member states.
3. Airlines should be encouraged to cooperate, merge and form alliances. Such cooperation would be in the areas of fleet standardisation, insurance pool, part inventory, training and maintenance.

### **Maritime transport**

1. The harmonisation of maritime codes should be adopted.
2. Private shipping lines should be encouraged to develop inter-African shipping lines.
3. A reduction of port charges and pilfering. Speeding up port processes would go a long way to stimulate port activities.

### **Rail transport**

ECOWAS should urgently study the feasibility of a regional rail network that links all countries including land locked states.

## **6. HARMONISATION OF COMMERCIAL LAW**

### **Current situation**

There is no comprehensive harmonisation of commercial laws at the regional level. So far, only the francophone countries through The Organisation for the Harmonisation of Commercial Laws in Africa (OHADA) have taken significant steps to harmonise commercial laws.

### **Consequences**

As a result of non-harmonisation, commercial activities are hindered; regional trade opportunities limited due to increased cost of doing business through the requirement for multiple compliance with laws of different member states; fragmentation of the sub regional markets ensues, thus making it less attractive to foreign direct investment; informal trade and smuggling are encouraged leading to loss of revenue to member governments.

### **Recommendations**

1. Immediate harmonisation of commercial laws in Anglophone states.
2. Thereafter, harmonisation of the OHADA and the harmonised Anglophone laws should be undertaken by ECOWAS.
3. Funding for the harmonisation exercise should be solicited from member states, multilateral donor agencies and the organised private sector.
4. Immediate establishment of legal institutions such as Court of Justice, Arbitration Tribunal, ECOWAS Parliament and Economic and Social Council in line with provision in the revised ECOWAS treaty.

## **NIGERIA'S TRADE INITIATIVE FOR WEST AFRICA**

### **1. STRATEGIC OBJECTIVE**

- **To** consolidate Nigeria's leadership and dominance of the economic affairs of the ECOWAS sub region.

### **2. ACTION PLAN**

Nigeria to immediately launch a Regional Trade Initiative with the following key

components:

- Public/Private sector partnership and the use of the Nigerian private sector as instrument of regional economic policy
- Pursuit of the implementation of all ECOWAS protocols and treaties to Liberalise and open up West African market given Nigeria's strong manufacturing base.
- The sponsorship of Reverse Trade Missions to encourage ECO WAS private sector to attend Trade Fairs amid Exhibitions in Nigeria.
- The immediate establishment of a Regional Investment Guarantee Agency {RIG (possibly using the infrastructure of NICON and NEXIM) to provide cover and guarantees for trade and investment relations with ECOWAS private sector. 'This will be the regional equivalent of MIGA.
- Through active collaboration with private sector, NGOs (chambers of commerce, WAEN, etc), establish direct contact and sponsorship programmes with chambers commerce, trade groups, and professional associations in West African countries,
- Use the petroleum sector as an instrument of regional economic dominance, given our competitive position in this industry.
- Establish free trade zones at border areas to encourage large scale distribution of Nigerian manufactured products in West Africa amid start the process of integration the informal sector to enhance fiscal revenue and trade statistics.

The above trade initiatives should be launched with the 1998 budget.

# **REGIONAL ECONOMIC GROUPINGS AND ECOWAS GOVERNANCE**

## **VISION 2010 AND WEST AFRICA WORKSHOP REGIONAL ECONOMIC GROUPINGS AND ECOWAS GOVERNANCE**

The group on Regional Economic Groupings amid ECOWAS Governance was made up of participants from the private and public sectors of West Africa (appendix 1).

The group has as co-chairmen, Mr. H.C. Okolo (WAEN) and Mr. Boubacar Ba (Deputy Executive Secretary, ECOWAS). The discussions of the group were based on memoranda prepared by ECOWAS Secretariat and inputs from West African private and public sectors. The group agreed, that “regional economic integration is imperative in building an economically prosperous, politic stable, amid socially harmonious sub-region”. The group’s discussions are summarised below:



1. **CURRENT SITUATION:**

ECOWAS as an institution has made some progress since establishment in 1975. Several treaties have been signed amid implemented. However, the regional economy is characterised by:

- Poor economic base amid imbalances iii resource endowment
- § Duplication of regional institutions (ECOWAS vs. UEMOA, for example)
- § Poor infrastructural development (transportation, energy, telecommunications)
- § We cannot attract Direct Foreign Investment on a regional basis (country strategies vs. regional)
- § Poor resource allocation amid sub-optimization
- § Existing regional institutions are weak
- § Lack of policy coordination between member states
- § Absence of enabling institutions (except for UEMOA which we can learn from)
- § Colonial history has been a major issue in integration efforts (Anglophone vs. Francophone).

<b><u>4. STRATEGIC OBJECTIVE/ACTIONS</u></b>	<b><u>RESPOSIBILITY</u></b>	<b><u>TIME</u></b>
<b><u>ACTION PLAN</u></b>		<b><u>FRAME</u></b>
1. Harmonise medium and long term plans of member states (e.g. launch Regional Vision Project)	ECOWAS/ Public Sector	Medium Term
2. Implementation of protocols and treaties:	Public Sector	Short Term
§ enacting national laws to support regional decision	Public Sector	Short Term
§ implement decision on elimination of non tariff barrier	Public Sector	Short Term

§	create implementation agencies (Ministry or Dept.)	ECOWAS/ Public Sector	Short Term
§	Empower ECOWAS Secretariat to monitor and enforce implementation of treaties and decision	ECOWAS/ Heads of States	Short Term
§	Simplify implementation procedure for ECOWAS Trade Liberalisation Scheme	ECOWAS	Short Term
§	ECOWAS to initiate a Business Impact Assessment procedure for all proposed treaties/decisions	ECOWAS /Private Sector /Public	Short Term
§	ECOWAS Court of Justice	Heads of State /ECOWAS	Medium Term
3.	Establish a Ministry of Regional Affair to bring focus on regional integration	Nigeria	Short Term
4.	Develop regional network of infrastructure	ECOWAS/ Public Sector	Short Term
5.	Private Sector Consultative Forum to discuss obstacles imposed by product licensing and royalty arrangement on regional trade	ECOWAS	Short Term
•	Leadership role to be strengthened in economic arena (image, humility, (usc and focus)		
§	Economic integration remains weak		
§	Informal sector successful - we need to learn from them		
§	Cultural continuity a strength - we are one.		

## 2. CONSEQUENCES OF CURRENT SITUATION

Because of the issues noted above, in West Africa, the economy is characterised by:

- § Economic stagnation poverty etc
- § Low per capita income
- § Poor implementation of protocols and decisions agreed by ECOWAS Heads of State
- § Low competitiveness and vulnerability to external domination/control
- § Limited interaction amid apprehension among community institutions and citizens

## 3. WHERE WE WANT TO BE

The group's vision for West Africa:

- § West Africa should be an economically prosperous, politically stable, and socially harmonious sub-region.
- § The group agreed that regional integration is imperative both from time point of view of intrinsic benefits and taking into consideration, developments in other parts of world.
- § The major benefits of integration include:
  - Access to larger markets;
  - Pooling of resources;
  - Attracting foreign investment
  - etc..

## **Appendix 2**

### **QUESTIONS AND ANSWERS**

#### **Questions**

During the plenary session, the following questions were raised by members of the audience:

1. Is it not better if we talk of economic cooperation rather than economic integration to avoid being misunderstood?
2. Why is there a gloomy picture of the present situation cutting across all the group reports? Is it a historically observable trend since the 22 years of ECOWAS? If so, did

we start with the wrong foot in the first place? Or did we simply degenerate in the process?

3. Why is it that we have general apathy towards the implementation of all the protocols? Is it lack of political will by the member states, or - not having done enough homework on how to implement the IE action plan?

**Response**

The Rapporteur to the group, Mr. H.C. Okolo attributed the slow pace of integration to various issues that have pre-occupied national governments:

- Political instability and military adventures.
- Poor performance of national economic and pre-occupation with the implementation of the Structural Adjustment Programme.
- Fear of giving up national sovereignty.

The above issues notwithstanding, Mr. Okolo expressed the view that, given development all over the world, there is no alternative to regional economic integration as a means of accelerating economic development.

<b><u>ACTION PLAN</u></b>	<b><u>RESPONSIBILITY</u></b>	<b><u>TIME FRAME</u></b>
6. NGO to participate in education and enlightenment campaign	Private Sector/WAEN	Short Term
7. Professional bodies and trade associations should create regional bodies, harmonise licensing and training (e.g. medicine, accounting)	Private Sector	Medium Term
8. Expand ECOWAS to include adjourning blocks (Cameroon,	ECOWAS	Medium Term

- Chad, etc.)
9. Harmonise approach to environment protection                      ECOWAS/Public Sector                      Medium Term

5. **OTHER MATTERS DISCUSSED**

The group, in discussing the subject of ECOWAS Governance and Implementation Treaties, touched on two specific issues that are of critical importance to West Africa. These issues relate to:

- Environment protection and regulation
- Security patrol of the coastal waters from Nigeria to Mauritania.

The group further recommended as follows:

- Regional environmental protection policy and treaty to be established:
- **ECOWAS** Secretariat to prepare draft proposal of a regional environmental protection policy.
- National Environmental Protection bodies to adopt as minimum, ECOWAS standards.
- Coastal surveillance and patrol of the regional territorial waters to be carried out under existing security arrangements of the ECOWAS Heads of State, e.g. ECOMOG.

**REGIONAL ECONOMIC GROUPINGS AND ECO WAS GOVERNANCE**  
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5.	Muhammadu A. Gambo	Vision 2010/Public Sector	
6.	AVM A. M. Daggash	Nigerian Defence Academy, Kaduna	062-235900
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47.	Rabiu Khalid	Vision 2010 Secretariat	
48.	Mrs Amina E Sambo	NCWS Area II, Garki, Abuja	
49.	Chief Orji Ogbonnaya Orji	Vision 2010	09-2343740

## **MONETARY TRANSFERS**



## **WORKING GROUP ON MONETARY TRANSFERS**

### **1 INTRODUCTION**

The Working Group on Monetary Transfers held its meeting in the Enugu Room of the Nicon Noga Hilton Hotel, Abuja on June 29-30, 1997. Thirty participants drawn from various public and private sector organisations attended the meeting.

Dr.Larry Osa - Afiana was the rapporteur, while Messrs Inyang Inyang and

David Asante (ECOWAS) were the Facilitators for the discussions.

### **2 PRESENT SITUATION**

The meeting observed that Monetary Transfers 'within ECOWAS are inefficient, costly and slow.

A number of reasons were given for this situation including:

- the inconvertibility of the 9 Regional Currencies;
- the rather restrictive legal and regulatory framework;
- the ill-adapted banking system;
- preference for cash and carry system of effecting payments outside the banking systems; and
- the weak implementation of the ECOWAS Monetary Cooperation Programme.

## **2.2 CONSEQUENCES**

The participants at the meeting agreed that the consequences of the situation are:

- § the dominance of informal, traditional sector in regional trade where cash is the means of payment
- § imposes limitation on expansion of regional trade
- § restricts intra-regional investment flows
- § high risk involved in cash transfers
- § encourages corruption and leads to loss of tax revenue
- § weakens inter-regional banking activities

It was observed that intra-regional transfers were not given preference by national governments and efforts at regional economic co-operation have been hampered by contradictory policies based primarily on domestic considerations.

## **4.0 RECOMMENDATIONS**

The participants emphasized the need to create a viable regional market and made the following recommendations to improve monetary transfers Sub-region through formal channels:

- § The setting up of cross-border banking network and correspondent banking relationships.
- § Monetary Transfers to be effected within a maximum period of 72 hours.
- § The simplification and harmonization of banking practices and procedures.
- § Increased use of regional currencies for trade settlement.
- § Strengthening and streamlining the activities of the existing regional multilateral clearing and payments system at the level of the West African Monetary Agency, (WAMA).
- § Working towards the convertibility of regional currencies.
- § The establishment of a single Monetary Zone in West Africa characterized

by a common currency and a common central bank.

The participants were of the opinion that given the relative importance of Nigeria in the region, it has to adopt the best practices in the area of policy implementation to ensure that the objectives mentioned above are speedily achieved.

To facilitate implementation of the objectives indicated an action plan was also drawn up giving details of the activities that need to be undertaken by the key players involved. The action plan is attached as an appendix to this report. For implementation purpose, medium term is defined as a period of less than three years, while long term is a period of over three years.

## **CUSTOMS AND BORDER CROSSINGS**

**VISION 2010 AND WEST AFRICA WORKSHOP:  
CUSTOMS AND BORDER CROSSINGS WORKING GROUP**

**1. CURRENT SITUATION**

**Why are there such low levels of recorded regional trade (6-7% of total external trade)?**

Lack of harmonization of regulations and duty tariffs (Nigeria- 1 single tax; CFA Zone- 7-8 categories)

Complex and time-consuming procedures at borders: paperwork. physical inspections

Lack of clear regulations regularly~ applied- ongoing negotiations promote informality

Lack of confidence between customs and traders leading to excessive controls

Limited dialogue between customs traders/transporters/manufacturers

### **ECOWAS Initiatives**

ECO WAS trade liberalization measures affect 3 products: unprocessed goods, handicrafts and manufactured goods, which conform to rules of origin

Later category should already be liberalized for large countries (Nigeria, Ghana, Senegal, Cote d'Ivoire); by 1997 for medium sized countries and by 1999 for smallest countries. System dysfunctional due to lack of payments into compensation funds. A new system of levies on imports from outside ECOWAS has been proposed but has not yet been ratified.

### **Comments.**

The burden of guilt for the existing problems must be shared by both customs and traders. There are honest individuals on both sides of the fence, but temptations for corruption and fraud abound. It takes honesty to promote honesty.

Lack of political will is perhaps the most serious problem in applying the existing regulations. Real discipline is required to apply the treaties. Leaders must have better understanding of what is happening. Private sector must develop telling arguments to convince leaders to apply treaties.

Information on the amount of trade flows within the informal sector is key to making the case for a simplified and harmonized system of customs duties.

Informals might be encouraged to shift into formal sector and respect rules if some form of adapted funds transfer systems existed at borders, which helped to solve problem of non-convertibility of the various currencies.

Customs agents need training on most current regulations and tariffs. Customs agents and traders would benefit from better dissemination of information on regulations and tariffs in order to defend their positions.

There is an inadequate culture of adherence to regulations among the population.

### **Recent Progress:**

Some progress is being made on the regional level among customs offices to harmonize nomenclature and examine variances in regulations and tariffs but only 4 countries in ECOWAS have acceded to the Nairobi Convention on Customs Mutual Assistance.

Some progress is being made on the Nigerian national level to promote public/private sector dialogue through the creation in April 1997 of a Consultative Forum on customs issues.

## **CONSEQUENCES OF THE CURRENT SITUATION**

1. Regional trade flows are restricted.
2. Current complex, time-consuming practices encourage fraud.
3. Focus on national priorities hampers regional economic integration.
4. None of the major economic players benefit from the existing situation: private sector loses business opportunities; government loses most because they don't benefit from increased formal sector trade while suffering tax evasion.
5. Lack of data on trade flows distorts GDP estimates, which makes economic

management difficult.

6. Informal sector is growing while formal sector shrinks.
7. inability to export in region precludes firms from efficient use of their installed production capacity.

### **III. ACTION PLAN**

<b>STRATEGIC OBJECTIVE/ACTION</b>	<b>RESPONSIBILITY</b>	<b>TIMEFRAME</b>
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**1. Achieve effective implementation of existing ECOWAS trade protocol in the subregion**

1.1 Identify strategic allies to work collaboratively on an advocacy campaign to influence heads of state to ensure application of treaties	Steering Committee: WAEN/ECOWAS Target customs offices (Nigeria, Mali, Senegal)	2 months
1.2 Identify priority measures to harmonize and simplify	Steering Committee	6 months
1.3 Collect and analyze data to	Steering Committee	6 months

develop position papers to support advocacy campaigns (trade flows, case studies, market surveys. etc)	with national statistics offices and Central Banks	
1.4 Initiate advocacy campaign, working with ECO WAS to reach heads of state and nationally through customs offices to reach senior government officials	Steering Committee	6-9 months

**2. Improve customs operations to facilitate regional trade**

2.1 Create national/regional consultative fora composed of customs, traders, transporters and manufacturers to exchange information and propose system improvements	WAEN to spearhead pilot programs with customs office in Nigeria, Senegal. Mali	6 months
2.2 Implement information campaign to disseminate existing customs regs and tariffs to customs agents, traders transporters, manufacturers	National customs offices working with key stakeholders	4 months
2.3 Organize short training sessions for customs agents on ECOWAS treaties	National custom offices	6 months

**3. Promote the integration of the informal sector into the formal sector**

3.1 Examine existing literature and carry out additional studies on volume/operations of informal trade to determine ways to promote transition to formality	NISER/2000	6-12 months
3.2 Evaluate need and form of adapted funds transfer system for informal sector especially for border trade	NISER/2000	6-12 months

**4. Bolster confidence and create culture of compliance between customs, traders, transporters**

4.1 Enforce sanction measures for false Declarations	Custom/ Consultative Forum	6 months
4.2 Enforce reductions in numbers Of internal/external check points	Custom/ Consultative Forum	6 months

# **HARMONISATION OF COMMERCIAL LAWS**

## **WORKING GROUP V: HARMONISATION OF COMMERCIAL LAW**

### **Summary of Conclusions**

The meetings of the Working Group on Harmonisation of Commercial Law ~ attended by 18 participants, comprising invited private business persons, Viz 2010, National Economic Summit Group and WEST AFRICAN ENTERP NETWORK members and a representative of ECOWAS. The rapporteur for group was Gbenga Oyeboade with Mrs. Halima Ahmed and Mrs. S. Wada as facilitators.



## 1. **THE PRESENT SITUATION**

Mrs. Halima Ahmed, representing ECOWAS, presented the briefing paper on harmonisation of ECOWAS Laws. After extensive discussions, participants agreed that the following described the current situation:

- i. There is no comprehensive harmonisation of commercial laws at I regional level.
- ii. While harmonisation of commercial laws in ECOWAS has been specifically recommended by the ECOWAS decision making authorities, only the Francophone countries, through the Organisation for the Harmonisation of Commercial Laws in Africa (OHADA), has taken significant steps in this regard.
- iii. Consequently, a 3 member ECOWAS Committee of Eminent Personalities was established by ECOWAS with the special responsibility of making proposals for the harmonisation commercial laws in the sub-region.
- iv. The revised ECOWAS TREATY (1993) provides for establishment of the ECOWAS Court of Justice, Arbitration Tribunal ECOWAS parliament and the Economic and Social Council. These institutions are yet to be established.
  - a) The ECOWAS Committee of Eminent Personalities has recommended that the work already done by OHADA should be taken into consideration when harmonizing the commercial laws in West Africa.
  - b) They also identified which commercial laws need harmonisation.

Participants observed that non-harmonisation poses problems for commercial activity such as:

- a) Companies incorporated in non-OHADA countries within the sub-region are required to re-incorporate in order to have a corporate presence in other non-OHADA countries in the sub region.
- b) with respect to Intellectual Property Laws, OHADA countries have only one registration requirement for all member countries as opposed to the situation in non-OHADA countries.
- c) a myriad of Food and Drug, quality control and consumer protection laws currently exist within the sub-region.

## II **CONSEQUENCES**

The consequences of the situation can be described as follows:

1. Regional trade opportunities are limited as a result of the cost of doing business through the requirement for compliance with the laws of the different member states.
2. Absence of uniform commercial laws creates a fragmentation of the market of the sub-region thus wasting the comparative advantages of the 200 million plus market, consequently making it less attractive to foreign direct investment.
3. Non-harmonisation of commercial laws encourages informal trade and smuggling which results in loss of revenue to member governments.

### **III. RECOMMENDATIONS**

A long list of recommendations was proposed by the participants who a to adopt the major objective of encouraging intra community trade and investment through harmonisation of the commercial laws and further ~ to adopt the following five pronged action plan:

1. To commence by harmonizing the commercial laws in the Anglophone states and to that extent, in place of the ECOWAS Commit! Eminent Persons, a wider group of experts should be immediately established by the ECOWAS secretariat, in consultation with the African Enterprise Network and the Anglophone member states as much as possible by December 1997.
2. Thereafter, harmonisation of the OHADA and the. Harmonised Anglophone laws should be undertaken by ECOWAS in the medium term - December 1998. The experiences of the European Union, Organisation of American States and the Association of South-East Asian Nations should be taken into consideration.
3. Funding - Although ECOWAS has the responsibility for projects of this nature; the group noted the current financial difficulties of the ECOWAS Secretariat through the non-payment of contributions by member states. The group therefore recommended that funding for the harmonisation exercise should be solicited from (a) member states (b) multi-lateral donor agencies and (c) the organised private sector.
4. The group further<sup>1</sup> noted that although the revised ECOWAS provides for
  - a) A Court of Justice
  - b) Arbitration Tribunal
  - c) ECOWAS Parliament
  - d) Economic and Social Council

Only the protocol for the Court of Justice has come into for none of these institutions have been established. The group therefore recommended that member states should take immediate steps to establish these institutions.

- 5 In conclusion, the group recommended that the West African Enterprise Network and the Vision 2010 (or its successor) should, in particular, during the next ECOWAS Council for Ministers and Heads of States Summit to be held in Abuja in August 1997, act as a pressure group until the full implementation of the action plan.

On a general note, the group emphasised that the harmonisation exercise should be limited to the following areas: general commercial law, company law, debt-recovery procedures and legal remedies, labour law, accounting laws, commercial crimes, industrial property law, Export Processing Zones, taxation and laws on trans border investments.

## **GROUP 5- HARMONISATION OF COMMERCIAL LAW**

### **OSUN ROOM**

**Rapporteur:** Mr. G. Oyebode

**Facilitator:** Mrs. H. Ahmed/ Mrs. Sade Wada

1. Chief Evan Enwerem - Vision 2010
2. Mr. Sam Okagbue - Legal Practitioner
3. Mr. Robert Yanno - Vision 2010
4. Mr. Yemi Adeola - Corp. Secretary/Legal Counsel  
NIB/CITIBANK”
5. Mr. Asue Ighodalo - Legal Practitioner
6. Dr. Ladi Hamalai - Member Vision 2010/NDA Kaduna
7. Ms. Adetoun Oni - Nigerian Law School, Lagos
8. Chief Mrs U. Ozoka - Vision 2010
9. Mr. I. Salihu - Vision 2010
10. Mr. Shehu Birma - Economist, Member 2010
11. Mr. Engels - Vision 2010
12. Mr. T.F. Benibo - Vision 2010
13. Mrs. Korantema Adi-Dako - WAEN Trade Information Coordinator,  
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14. Alhaji I. Damcida - Vision 2010
15. Ms. Evelyn Ofonze - Vision 2010
16. Mrs. Mmakwe Ivi. F. - Vision 2010
17. Ms Patricia Okogwu - Legal Practitioner
18. Mrs. G. Alele-Williams (Prof.) - Vision 2010

# **IMPROVING REGIONAL TRANSPORTATION**

## **WORKING GROUP 4- IMPROVING REGIONAL TRANSPORTATION**

### **Summary of Conclusions:**

**Rapporteur** - **Augustine Okon**  
**Facilitator** - **Jean Chiazor**

There were 18 persons in the group comprising members of the private sector, government functionaries, members of VISION 2010, the Nigerian Economic Summit, retired military officers, and insurance industry executives.

### **The Present Situation:**

Participants reviewed the present situation and observed the following

### **Road Transport**

While road transport remains the most popular means of transportation in the region, it is facing serious problems because the roads are in serious state of disrepair. This causes wear and tear on the vehicles, resulting in high cost of maintenance and transport fares.

There are too many roadblocks manned by corrupt security agents and other officials who extort money from the passengers and operators and generally create obstacles to a smooth flow of traffic.

The Tans-African Highway has been completed in Nigeria but certain portions need urgent repairs. The project was not completed in some other countries.

There is lack of co-operation due to historical factors.

### **Air Transport**

Connecting flights between the major cities in the sub-region are inadequate. Certain cities are very poorly served by their National Airlines. Most of the National Airlines folded up or are seriously losing money. The National Airlines have custody of the traffic rights of their countries. They play dog in the manger; they do not use or cannot use the rights, and frequently prevent other indigenous operators from using them. The National Airlines resort to the position of selling the traffic rights, reverting to the position of commission agents and royalty collectors, charging exorbitant handling fees for offering practically no service. Existing aviation infrastructure and navigational aids are in a poor state across the region.

Cost of operations is higher than in most parts of the world due to higher landing fees, very high over flight charges, handling costs, airport taxes, VAT, etc. Insurance costs are high. Maintenance cost are also very high as most operators have to ferry their airplanes to Europe and USA for schedule maintenance annually. Operators have to stock a higher spare parts inventory tying down useful capital. Down time is more as airplanes are sometimes grounded *for* days awaiting the arrival of spare parts.

The only aviation training school for the region located in Zaria has, in recent times, stopped the production and supply of pilots and engineers to the industry. The school needs urgent rehabilitation.

Airlines in the region do not cooperate in schedule harmonisation, common stock of spares, engines, equipment, commercial agreement, etc. Costs of new airplanes are higher than what the local banking system can support.

### **Maritime:**

The maritime trade is characterised by inadequate or unserviceable port stevedoring equipment. The port processes are very slow. In spite of the presence of multiple layers of security agencies at the Ports pilfering is very rampant. Inter costal transport is inadequate. Connection between ports is rare. Ports are underutilized; port charges are high. Turn-around time for boats are high. Delays and uncertainties characterised schedule.

### **Rail:**

The railroad system where it exists was not primarily designed to link adjacent countries. Most landlocked countries cannot benefit from the advantages of high volume, - low cost which the railway system offers.

The rail tracks are narrow, the trains slow, and wagons are old and need repairs.

### **Consequences**

The state of transportation in the region has serious consequences on the state of economy of the region:

There is poor and limited access to the region. The cost of doing business in the region becomes high, and unattractive for investments, jobs usually associated with the transport sector reduced, population shifts to the urban slums. Health, education and agriculture suffer. The users of transports services are dissatisfied; the providers of the services are also dissatisfied. Nobody wins.

### **Recommendations:**

The group observed that most of the points raised have been properly studied and documented by ECOWAS and there are in most cases treaties already in place to address the problems. But there is sometimes no political will or economic strength to carry them out.

### **Roads**

The group observed that checkpoints should only exist at point of entry and exit. This will eliminate the corruption, inconvenience and embarrassment these check points create.

- § ECOWAS states should implement existing protocols in carriage of goods and persons.
- § ECOWAS states should be discouraged from signing anti-ECOWAS treaties.
- § Road maintenance should be given high priority. Toll may be collected and used towards the maintenance of roads.

### **Air Transport**

ECOWAS States should embrace new satellite-based technology for landing approach and navigational aids. The Yamassoukrou declaration should be implemented in full. The ECOWAS region should be considered as a local flight zone and flights within the region treated as domestic flights Government involvement in the direct running of National Airlines should be discouraged. Instead, the industry should be deregulated. Government involvement should be limited to the regulation of safety and provision of infrastructure. An open sky policy for ECOWAS states should be aimed for and royalties abolished for ECOWAS states. Airlines should be encouraged to cooperate, merge or form alliances. They should cooperate in fleet standardisation, insurance pool, spare part inventory, training and maintenance. The College of Aviation Technology, Zaria should be rehabilitated to serve in training manpower pilots, engineers, air traffic controllers, etc. Airlines should be encouraged to build Hangars. Traffic rights should be liberalised.

### **Maritime**

Private shipping lines should be encouraged to develop inter African Shipping lines. The maritime codes should be harmonised. Port charges should be reduced, and port processes speeded up. Pilfering at ports should be checked. A Nigerian port should be designated ECO WAS transshipment port. Inland waterways should be developed.

### **Rail:**

The present rail system should be rehabilitated and ECO WAS should urgently study the feasibility of a Regional Rail Network that links all the countries and also land-locked states to the sea.

### **Conclusion**

Nigeria must show leadership by example.

## **LIST OF PARTICIPANTS**

### **TRANSPORTATION**

1. Alhaja Chief Abibat Mogaji, represented by Chief Mrs. A. Kosunmu
2. Arnatokwu Emma
3. Capt. Mohammed Joji
4. Lt. Gen. J. S. Jallo
5. Utibe Ukim
6. Efiong Essien

7. Edozie Azike
8. AVM Mouktar Mohammed
9. Frank Chukwuma Okonta
10. Anib. MBG Dogonyaro
11. AVM Ishaya A. Shekarri (Rtd)
12. Tosin Awosika
13. Alhaji Oladunni Ayandipo
14. Victor Ogunrnakin
15. Prof. Anya O. Anya
16. Ali SAAD Birnin-Kudu
17. A. L. Ciroma
18. Mohammed Kari



**NATIONAL WORKSHOP ON  
THE  
NIGERIAN CIVIL SERVICE  
AND VISION 2010**



**REPORT**

**12TH & 13TH AUGUST, 1997**

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### **NATIONAL WORKSHOP ON THE NIGERIAN CIVIL SERVICE**

## **AND VISION 2010 FIELD ON 12TH - 13 AUGUST. 1997**

### **Introduction**

The Federal Civil Service Commission and the Office of the Secretary to the Government of the Federation in collaboration with the Vision 2010 Committee organised a national workshop on The Nigerian Civil Service amid Vision 2010 between 12th and 13th of August, 1997, at the Sheraton Hotel arid Towers, Abuja.

The purpose of the workshop was to develop a vision for the Nigerian Civil Service as input into the Vision 2010 Programme and to begin to forge a Civil Service consensus about how to achieving that vision.

The workshop, which was declared open by the Chairman of the Vision 2010 Committee, Chief (Dr) Ernest A. Shonekan, was attended by participants drawn from the highest echelons of the Civil Service, past and present from the Federal, State and Local Government services, representing all parts of the country. The workshop was co-chaired by Alhaji (Dr.) Liman Ciroma and Chief Augustus Adebajo.

Besides the keynote address by the Chairman of the Vision 2010 Committee and the welcome addresses by the Chairman of the Federal Civil Service Commission (Alhaji Abubakar Umar, OON, reds) and the goodwill message from the Secretary to the Government of the Federation (Alhaji Gidado Idris, OON), four lead papers were presented to stimulate discussions, viz:

- i. "The Civil Service in the Machinery of Government" by Prof. Miriam Ikejiani-Clark, the Minister of State for Federal Capital Territory.
- ii. "The Civil Service in Nigeria Today" by Mr. F. O. Williams, Director-General, Office of Establishment and Management Services.
- iii. "The Nigerian Civil Service in the Year 2010" by Izonnia P. C. Asiodu, former Federal Permanent Secretary.
- iv. "Enhancing Effective Performance by the Gabriel Olusanya, Director-General, Management.

In addition, three members of the Technical Committee of the Vision 2010 also briefed the Workshop on the work and the *modus operandi* of the Committee:

- i. "The Visioning Process" by Mr. Isaac Aluko Olokun, Member, Vision 2010 Committee.
- ii. "The Planning Process to Vision 2010" by Mr. Moses Akpobasah.
- iii. "Procedural Guidelines for Syndicate Groups" by Mr. Udochuh Uwakaneme, Consultant to Vision 2010 Committee.

After an extensive discussion of the papers, participants broke into syndicate groups to brainstorm on key issues relating to the Civil Service with a view to making recommendations on the future of the Nigerian Civil Service by the year 2010 and beyond. Ten syndicate groups were constituted and led by Rapporteur and Facilitators. Group progress reports and final reports were presented by each group to Plenary Sessions of the Workshop for deliberation. The final report of each syndicate group was presented under the

following sub-themes:-

- a) Where We Are Now - i.e. the current picture of the Civil Service as of date.
- b) Where We Want To Be - i.e. the Vision of the Civil Service by the year 2010.
- c) How To Get There - i.e. Strategies and action plans to achieve our expectations (Vision).
- d) Outstanding issues, and post workshop follow-up programme.

The subsequent sections are rendition of the summary of various issues highlighted and the recommendations thereon.

The Sub-themes shared among the ten syndicate groups were:

<u>Syndicate Group</u>	<u>Sub-Themes</u>
A	i. Competitive Recruitment/Recruiting the brightest and the best. ii. Reward, Merit and Recognition.
B	Training/Re-training for a New Era.
C	i. Pensions, Savings and Social Security. ii. Staff Welfare in the Civil Service.
D	i. Infrastructure of the Civil Service. ii. Information Management System in the Civil Service.
E	The Civil Service in Policy Formulation and Implementation Processes.
F	i. Norms and Standards: A culture of Service/Good Servant to the People. ii. Transparency and Accountability.
G	Rules and Regulations in the Civil Service.
I	The Role of the Civil Service in a Liberalised Economy.
J	Structure and Size of time Civil Service.

## **§**

### **VISION STATEMENT**

- The Civil Service should consist of well-developed, trained, skill and highly motivated manpower in managerial, technological a scientific fields.
- Available resources and skills in the service should be ea~ transferable to any tier of government (Federal, State and Local) the private sector for optimal utilization.
- Local Government tier in particular should be strengthened to handle greatly increased responsibility.
- The Civil Service should be well equipped and funded and capable supporting a private sector driven-economy.
- The relationship between the public and private sector should be consultative, collaborative, devoid of suspicion and unethical practices, and responsive to the needs of the society.
- The Civil Service should be characterised by a culture of courtesy honesty, selflessness, loyalty, reliability, commitment, dedication, impartiality, transparency and accountability.

## **WHERE WE ARE**

# **STRUCTURE AND SIZE OF THE CIVIL SERVICE**

The workshop defined “Structure” as a harmonious arrangement of the component parts of an organisation designed to achieve its corporate goals. It went on to define “Size” as optimum number and quality of personnel and component subunits deemed adequate for effective performance of a quantum of work, within framework of the available resources.

The Civil Service in Nigeria operates at:

- the Federal Level;
- the State Level; and
- Local Government Level.

The components at the Federal Level for example are the following:

- Office of the Secretary to the Government of the Federation (SGF)
- Office of the Head of Service of Federation (OHSF)
- Ministries
- Extra Ministerial Departments/Commissions
- Agencies
- Ad Hoc Bodies

## **Horizontal Structure**

The existing structuring is basically in consonance with the now-abrogated Civil Service Reform Decree of 1988 each Federal and State Ministry or Extra-

Ministerial Body has a maximum of eight departments. These comprise three common services departments, namely:

- a. Personnel Management Department
- b. Finance and Supplies Department
- c. Planning Research and Statistics Department.

In addition, each Ministry has not more than five “operation” departments reflecting the basic functions and areas of responsibility of the Ministry. Also in each Ministry there are three units that are directly responsible to the Executive. These are:

- the Internal Audit
- the Legal Unit
- the Public Relations Unit

Each Department is sub-divided into Divisions and Divisions into Branches into Sections.

## **Vertical Structure**

- Ministers are the political Heads and Chief Executive of Ministries,
- Directors-General are the Accounting Officers.
- A Director, GL.17, heads each Department.
- Each Division by a Deputy Director, GL. 16.
- Each Branch by Assistant Director, GL.15.
- Each Section by Chief “X” Officer, GL. 14 (where “X” is specialization function or profession)

Similar structure exists at the State level and at the Local Government Level, With the review of the 1988 Reforms these structures are expected to change reflect the new dispensation.

## **SIZE**

The Workshop observed that the size of the Civil Service is over bloated and lopsided. There is also mush duplication of functions and disharmony in die system.

## **INFRASTRUCTURE OF THE CIVIL SERVICE & INFORMATION MANAGEMENT SYSTEM**

### **• ACCOMMODATION**

- i.) There is generally inadequate poorly furnished, and ill maintained office and residential accommodation.
- ii.) Public utilities such as electricity and water supply are unavailable in remote locations.
- iii.) Office equipment is inadequate, obsolete , insufficient and poorly maintained.
- iv.) Transportation system is inadequate, inefficient and unaffordable.
- v.) Available vehicles are old and poorly maintained.
- vi.) Communication system is obsolete and inadequate.
- vii.) Insufficient telephone/fax machines
- viii.) Maintenance workshops, laboratories and other essential facilities are insufficient, obsolete and poorly maintained

.

### **• THE INFORMATION MANAGEMENT SYSTEM AVAILABLE IN THE**



### **CIVIL SERVICE IS CHARACTERISED BY THE FOLLOWING:**

- i.) Rudimentary stage
- ii.) Low technological base
- iii.) Under-utilisation of equipment
- iv.) Non-standardization of hardware/software
- v.) Predominantly manual filing system that is inefficient
- vi.) Poorly organised filing system/registry resulting in delays iii Information retrieval.
- vii.) Low integrity of data and information.

### **• ETHICS, ACCOUNTABILITY AND TRANSPARENCY**

- i.) Ignorance and non-compliance with established rules, norms and standards;
  - ii.) Wrong interpretation of rules and regulations;
  - iii.) Transparency is presently at its lowest ebb;
  - iv.) Accountability is below average;
  - v.) Lack of delegation of authority;
  - vi.) high turnover of quality staff;
  - vii.) poor remuneration and low morale;
  - viii.) poor flow of information;
  - ix.) lack of budgetary discipline.
- Director-General is designated the Accounting Officer, but Minister still exercises power over programmes, projects funds disbursements, in his capacity as “Chief Executive term alien to the civil service.
  - Present Civil Service Rules last revised in 1974.
  - Present Financial Regulations last revised in 1976 though some aspects are periodically revised by government circulars.
  - Some Rules are obsolete and irrelevant.
  - Some Rules are made inapplicable by Decrees/Court decision
  - Executive interference with procedure and for Rules and Regulations
  - General apathy towards both the knowledge the Rules and Regulations.
  - Rules not uniformly applied.

### **PERSONNEL MATTERS**

## **§ COMPETITIVE RECRUITMENT/RECRUITING THE BRIGHTEST AND THE BEST**

1. Annual defence of personnel budget with cases of exceptions and abuse.
2. Use of out-dated schemes of service.
3. Emphasis on academic qualification in preference to experience and skills.
4. Vacancies are openly advertised only occasionally.
5. Persistent embargo on recruitment.
6. Significant use of influence and informal contact in recruitment.
7. Examinations and interviewing are applied in varying degrees.
8. Federal character principle used in all recruitment.
9. Irregular and infrequent rendition of returns and vacancies, Commissions, appointments, discipline, etc. from Ministries to Civil Service

## **§ REWARD**

The Workshop noted the following reward pattern existing in the Civil Service:

- Promotion in the service is subject to (lie vacancy availability, maturity/seniority, APER/performance evaluation; interview/tests, and federal character principle.
- Very inadequate financial rewards are available
- Irregular payment of and arbitrary deductions from salaries.
- Inadequate official accommodation.
- Official cars for only Directors and above are surrendered on lea service.
- Existing instrument of evaluation not a satisfactory mode performance assessment and often subjectively completed.
- Good conduct inadequately rewarded.

## **§ MERIT AND RECOGNITION**

Existing room in the service for creativity and initiative constrained by and regulations.

Dedication and commitment tend to be undermined by non-recognition low morale.

Absence of exclusive recognitions of service and award exclusive to civil servants.

## **§ TRAINING/RETAINING FOR A NEW ERA POLICY**

- i.) With regards to training policy the workshop noted that government policy is:
  - that the 10% of personnel cost be committed to training adequate
  - that training of all civil servants be decentralized.
  - that all workers are expected to be trained and retained for effective performance.
- ii.) At present, the identification of training needs is not scientil determined in the entire service.
- iii.) There is gross inadequacy of both financial and material resources for training.

### **§ ATTITUDE TOWARDS TRAINING**

- i.) Government is not living up to the spirit of its declared training policy with regard to the allocation and the release of funds; and that the training funds released are usually diverted to oilier areas of need.
- ii.) Some trainees are more interested in the financial benefits of training rather than the skills and knowledge to be acquired during the training.
- iii.) Selection for training is rather subjective haphazard and uncoordinated

### **§ IMPLEMENTATION OF TRAINING PLANS AND EVALUATION**

- i.) At present the implementation of training programmes is haphazard because of inadequate resources and facilities.
- ii.) Trainers are themselves not properly trained due to the same reason of inadequate resources.
- iii.) There is no evaluation of training programmes after the conclusion of training; therefore, a feedback mechanism required for enriching subsequent programmes is not available.

### **§ PENSIONS**

Pension is the financial benefit payable to a retired worker at retirement as a condition of employment. This is payable at regular, usually monthly intervals until death for a predetermined period. There is also the other component of gratuity, which is paid lump sum at retirement.

The Civil Service Pension Scheme is administered under Decree No 102 of 1979 and subsequent government circulars. The following arc the characteristic features of the scheme.

1. Pension is funded entirely by government and it is not contributory the sense that employees do not contribute towards the scheme.

2. It is a defined benefit formula scheme as benefits are percentage length of service and technical pensionable income.
3. The pension benefit is not adjusted to the cost of living Consequently pension tends to lose value over time due to the effect of inflation , and the occasional adjustments are usually not to wipe off the effect of inflation.

Since pension is based on length of service and terminal pension~ income, which is itself low in the Nigerian Civil Service, the level pension payable is itself especially low.

Even though pension is paid from the Consolidated Revenue Fund guaranteed by the Nigerian Constitution, payment of pension usually delayed because of late release of fund and/or because administrative constraints.

The administration of pension is centralized in the Office Establishment and Management Services. Administrative constraint is a major cause of delay in payment of benefits.

## **§ SAVINGS -**

1. At present only the National Housing Scheme is the known form savings to which Civil Servants contribute.
2. Low level of income does not encourage savings.
3. Large family sizes affect ability to save.

## **§ SOCIAL SECURITY -**

This is a benefit scheme enjoyed by unemployed citizens of a country whether or not they have contributed to it. It is intended for their sustenance.

1. Social Security is not available in this country. The nearest we have to it is the National Insurance Savings Scheme which now replaces the National Provident Fund.

## **§ STAFF WELFARE**

The following areas were covered:

1. Rent subsidy
2. Transport allowance
3. Utility allowance
4. Staff quarters
5. Chauffeur driven car for entitled officers
6. Free medical health care
7. Meal subsidy
8. Motor vehicle advance
9. Leave allowance

10. Housing Loan Scheme
11. Burial assistance.

The above welfare package is tied to salary structure and because salary is low, the quantum of these benefits is correspondingly low.

- Hospital service is inadequate. Officers are often responsible for the purchase of drugs later to be refunded. Refund process is cumbersome with attendant delay for refund.
- Rate of Housing loan is unrealistic given high inflation, price instability, high cost of building materials and labour.

## **§ THE CIVIL SERVICE IN POLICY FORMULATION AND IMPLEMENTATION**

Of all the identified participants in public policy formulation and implementation only the following were identified by tile workshop as being actually and currently involved in the processes of policy formulation and implementation in varying degrees.

- The Political Leadership
- Consultants
- The Public Servant
- The Pressure Groups

These are listed in the perceived order of importance with regards to actual involvement.

With regards to the involvement of the Civil Service which is part of wider public service, the syndicate came to the conclusion that the Ci~ Service is largely sidelined, by-passed and even ignored in public poll formulation and execution. The role of the Civil Service in this regard often usurped by solicited and unsolicited external agencies and individuals.

## **§ THE ROLE OF CIVIL SERVICE IN A LIBERALISED ECONOMY**

**What is Liberalised Economy?**

- Presupposes private sector dominated Economy - Role of Government is to facilitate

## **§ Enabling Environment**

- Infrastructures are inadequate
- Law & Order is poor - general insecurity
- Political Stability - Democratisation in process
- Policy consistency - removal of trade restriction.

#### **§ Incentives**

- Import/Export
- Export depends largely on one product – oil
- Non oil exports are being encouraged - establishment of

#### **§ Manpower Development**

- Sufficient manpower in all fields available but largely under utilised.

#### **§ Technological Development**

- Technology not well developed due to the low level of relevant investment.

#### **§ Social Security**

- Social security packages are inadequate

### **PUBLIC AND PRIVATE SECTOR RELATIONSHIP**

#### **INTRODUCTION**

The Public Sector regulates, supervises and monitors private sector activities. It is also the main provider of infrastructural services required by the private sector.

There is a state of uneasy relationship between the public and private sectors of the economy, although there is a renewed awareness for partnership and collaboration in the attainment of the national goals.

The Public Sector is engaged in some activities considered to be the preserve of the private sector.

#### **IDENTIFIED KEY ISSUES**

- ✓ Inconsistency in government policies.

- ✓ Inadequate enabling environment for private sector activities.
- ✓ Insufficient consultation in policy formulation in the public sector.
- ✓ Weak machinery for dialogue with or articulating the needs or views of the private sector.
- ✓ Lukewarm/suspect relationship between public and private sectors.
- ✓ Unethical practices in the public and private sectors.
- ✓ Inadequate facilities within the public sector to monitor the private sector.
- ✓ Over-dependence of private sector on government.
- ✓ Private sector not yet fully committed to national economic goals and aspirations.
- ✓ Government committed to gradual and guided process deregulation of the economy.

## **WHERE WE WANT TO BE**

Workshop envisioned that by the year 2010, there would have been:

- i.) the re-emergence of an apolitical Civil Service;
- ii.) the restoration of the dignity of the Civil Service and the Civil Servant;
- iii.) the re-establishment of efficiency, effectiveness, commitment and a loyal corps of Civil Servants;
- iv.) the restoration of the security of tenure in the Civil Service;
- v.) the re-emergence of bold and courageous Civil Servants;
- vi.) the restoration of the strict observance of oath of secrecy;
- vii.) a disciplined, well-motivated, adequately remunerated and equipped Civil Service;
- viii.) the re-emergence of honest, transparent and accountable Civil Service; and
- ix.) the emergence of a Civil Service in which all components of the country are equitably represented.

## **STRUCTURE AND SIZE**

The Workshop envisioned that:



- The Civil Service would be a strong and viable institution serving prosperous and dynamic society.
- The Civil Service would be maintained at optimal manning levels.
- The Civil Service would be made up of highly qualified staff.
- The quantum and complexity of job in the Civil Service would al determine manning levels where there would be no parallel agencies or ad-hoc bodies performing functions of existing agencies.
- The Civil Service would be de-politicized.
- There would be fair and equitable representation of all component groups in the Civil Service.

## **INFRASTRUCTURE**

It was envisioned that Government would provide:

- Office accommodation that is adequate, well furnished and maintained.
- Uninterrupted supply of water and electricity.
- Modern and well maintained office equipment.
- Efficient, suitable, safe and affordable transportation system
- Modern communication system that is efficient and adequate to meet the requirement of the civil service.
- Facilities which are adequate and well maintained: Libraries, Laboratories, workshops etc.

## **INFORMATION MANAGEMENT SYSTEM:**

There would be:

- An efficient and widespread use of computer and other information technology.
- A well - developed data bank in every arm of the civil *service*.
- An established National Information system Local Area Network (LAN) and Wider Area Network.
- A linkage of civil service information r system with Internet and other state-of-the-art on-line services.

## **ETHICS, ACCOUNTABILITY AND TRANSPARENCY**

§ **ETHICS**

- i.) A disciplined civil service, which observes norms and standards.

§ **TRANSPARENCY AND ACCOUNTABILITY**

- i.) A civil service that is open and honest
- ii.) A civil service that applies the principles of probity 4 accountability in the discharge of its responsibilities
- iii.) A civil service where the Permanent Secretary as **-u** Accounting Officer has full authority with responsibility for all financial and administrative matters.

**RULES AND REGULATIONS**

- i.) Rules and regulations that guarantee job security.
- ii.) Uniform interpretation and application of rules and
- iii.) Rules and Regulations that are dynamic and responsive changing circumstances.
- iv.) Rules and Regulations that enhance productivity.
- v.) A civil service where every civil servant is thoroughly extent rules and regulations.

**PERSONNEL MATTERS**

- **COMPETITIVE, RECRUITMENT/RECRUITING BRIGHTEST AND THE BEST**

- A civil service with competitive compensation package to attract the Brightest and the Best
- A civil service where complete and extensive information about vacancies is always available in the Office of the Head of Service of the Federation.
- A civil service where objective instruments for competitive selection are always applied.
- Open advertisement for new entrants into the service at any level.

- **REWARD, MERIT AND RECOGNITION**

**REWARD:**

- i.) A civil service where adequate remuneration is indexed to the cost of living.
- ii.) Monetised fringe benefits

- **MERIT AND RECOGNITION**

A civil service where good conduct, diligence innovation outstanding performance and long service are recognised and rewarded.

- **TRAINING/RE-TRAINING FOR A NEW ERA:**

A civil service where training is accorded a high priority such that a minimum of 20% of total personnel cost is committed to training.

- **PENSIONS, SAVINGS & SOCIAL SECURITY:**

- i.) A civil service where payment of terminal benefit to a retiree is made promptly.
- ii.) A civil service where the pension/and gratuity scheme guarantee the retiree a maximum of 100% and 500% of C Terminal Emoluments (GTE) respectively, as well as a st~ availability of funds.

- **SAVINGS:**

A Civil Service where by the year 2010 every Civil servant will be able to save about 20% of his annual income.

- **SOCIAL SECURITY:**

A Civil Service where a welfare scheme is established to supplement the extant pension

scheme of Civil Servants.

- **STAFF WELFARE IN TILE CIVIL SERVICE**

- i.) A civil service where every Civil Servant owns a house at his retirement.
- ii.) A Civil Service where every Ministry/Extra-Ministerial Department makes adequate transport facilities available to its staff for the efficient performance of their duties.
- iii.) A Civil Service where Government makes free and qualitative medical facilities available to all Civil Servants/Retirees and their families.
- iv.) A Civil Service where Government provides conducive working environment and recreational facilities for its employees, Civil Service Club, Crèche, etc.
- v.) A Civil Service where day care centres and staff school are provided for the children of its employees.
- vi.) A Civil Service that provides for the education at all levels for Civil Servant's children.
- vii.) A Civil Service where there is a functional Life Insurance coverage for every employee.
- viii.) A Civil Service where officers immediate/adequate financial relief of 500% of annual terminal salary is provided for the family of the deceased.

- **CIVIL SERVICE IN POLICY FORMULATION AND IMPLEMENTATION:**

- i.) A respected and confident Civil Service which performs its traditional role of advising on policy initiation, formulation and implementation.
- ii.) A Civil Service that assists the Political Leadership to always consult as widely as possible with the relevant interest groups of policy decisions.
- iii.) A Civil Service that is well equipped and funded to carry out appropriate research as back-up for effective policy articulation and effective implementation.

- **THE CIVIL SERVICE IN A LIBERALISED ECONOMY:**

The Workshop envisioned the following:

- A Civil Service that facilitates the provision and maintenance of infrastructures to ensure the international competitiveness of the nation's products.
- A Civil Service that facilitates the maintenance of Law and Order to ensure adequate security *for* life and property.
- A Civil Service that facilitates the maintenance of a stable policy.

- A Civil Service that facilitates policy consistency with particular reference to fiscal and monetary policies.
- A Civil Service that demonstrates in the performance of the above functions, a high degree of transparency and accountability.
- A Civil Service that facilitates the establishment of regime a of regime of Trade and Tourism incentives.
- A well-developed, trained, skilled and highly motivated manpower in scientific, technological and managerial fields.

## § TECHNOLOGICAL DEVELOPMENT

A highly technologically developed economy.

## § SOCIAL SECURITY

An efficient and effective social security scheme.

## **PUBLIC AND PRIVATE SECTOR RELATIONSHIP**

- i.) A vibrant economy in which there is a healthy balance between Public and Private Sector activities, bearing in mind the social and strategic responsibilities of government to the people.
- ii.) An environment that provides policy stability and consistency for a better understanding/relationship between the public and private sectors.
- iii.) A Public Sector that provides an enabling environment for Private Sector activities.
- iv.) An environment that provides more inter-ministerial interaction and consultation to harmonise policies and responsibilities.
- v.) A public/private sector relationship that is consultative, devoid of suspicion, ethical in performance and responsive to the needs and expectations of the society.
- vi.) A well-motivated public sector, adequately remunerated and equipped for effective supervision, regulation and monitoring of private sector activities
- vii.) An efficient and self-reliant private sector, which takes full advantage of government incentives and provides support for public sector performance in policy formulation and implementation.
- viii.) A Private Sector that is committed to national economic growth goals and aspirations, that is more interested in long-term investment, and operates in compliance with set regulations.
- ix.) A clear guideline by government in areas of private sector initiatives in the economy.
- x.) A relationship where the three social partners - public sector, private sector and the labour force - are in harmony

## **HOW TO GET THERE**

## **STRUCTURE AND SIZE OF THE CIVIL SERVICE**

- i. Review of existing structure with a view to identifying and removing overlapping functions.
- ii. Redeployment to areas of need.
- iii. Insulating Civil Servants from partisan politics through legal and administrative instruments.
- iv. Political appointments in the Civil Service to be abolished.
- v. Re-establishment of the Office of the Head of the Civil Service and appointment of a Head of Service.
- vi. A career Civil Servant should be appointed as Head of Service as stipulated in the Constitution.
- vii. The Federal Character Commission to be given a legal backing to effectively monitor and carry out its mandate.

## **§ INFRASTRUCTURE AND INFORMATION MANAGEMENT SYSTEM**

### **INFRASTRUCTURES:**

- i.) Complete all on-going office-building projects and provide suitable furnishing.
- ii.) Existing office accommodation should be refurbished.
- iii.) Break the monopoly of NEPA, Water Boards and NITEL to make their services more competitive.
- iv.) Government to provide adequate funds to purchase office equipment and maintain them.
- v.) Carry out feasibility studies on efficient, suitable, safe and affordable transportation system.
- vi.) Provide funds for the implementation of the selected modes of transportation.

## **§ ETHICS, ACCOUNTABILITY AND TRANSPARENCY**

### **NORMS AND STANDARDS**

- i.) Re-orientate the life style of public servants.
- ii.) Re-orientate the work ethics of public servants.
- iii.) An intensive programme of enlightenment for public servants.
- iv.) Programme register as well as surprise visits by 1-leads of Ministries/Agencies to monitor the performance of their officers on duty.
- v.) Public suggestion boxes should be created in every Ministry *Agency*.

## **§ TRANSPARENCY AND ACCOUNTABILITY**

- i.) Adequate staffing, training and funding of the following Agencies:
  - Public Accounts Committee
  - Public Accounts Implementation Tribunal
  - Code of Conduct Bureau
  - Code of Conduct Tribunal
  - Office of the Auditor-General.
- ii.) The Audit Alarm system should be resuscitated and made more practicable.
- iii.) Government should make legal provision for the protection of internal auditors to embolden them to perform effectively.
- iv.) Contract agreements should provide for surprise inspection clause by the Auditor-General.
- v.) Accountant General to review, revise, print and circulate Financial Regulations and Treasury Circulars.
- vi.) Office of Establishments and Management Services to review, revise, print and circulate Civil Service Rules, Civil Service Handbook and Establishment Circulars.
- vii.) The Civil Service Commission and the Office of the Head of Service should issue **Note for Guidance** and other circulars as appropriate
- viii.) Quick and effective disposition of disciplinary cases by the Civil Service Commission.

#### **§ ACCOUNTING OFFICER**

- i.) Clarify the role of Director-General as Accounting Officer vis-à-vis the role of the Minister.
- ii.) Effective re-designation of the Minister as political Head of a Ministry.
- iii.) All in-coming correspondence should be addressed to the Permanent Secretary and out-going letters should be on behalf of the Permanent Secretary.

#### **§ RULES AND REGULATIONS**

- i.) Repeal of Decree No.17 of 1984 and all similar enactments which adversely affect job security in the Civil Service.
- ii.) Circulars should only be interpreted in the event of ambiguity by the issuing authorities to ensure uniformity in application.
- iii.) Periodic general reviews of Rules and Regulations at intervals not exceeding 5 (five) years.
- iv.) Rules and Regulations should reflect the realities of the time.
- v.) Prompt distribution of all circulars and annual publications of same should be done by the Office of Establishments and Management Services.
- vi.) Permanent Secretaries and Heads of Extra-Ministerial Departments should ensure that circulars are distributed in their offices within 24 hours of their receipt.

## **PERSONNEL MATTERS**



## **COMPETITIVE, RECRUITMENT/RECRUITING THE BRIGHTEST AND THE BEST**

The Workshop advocated that:

A recruitment and selection process, which includes a competitive remuneration package designed to attract and retain the brightest and the best be evolved.

Ministries/extra-ministerial departments should computerize all data by the end of 1999.

The Office of Head of Service should network all computers in the civil service.

An objective instrument of competitive recruitment should be effectively applied.

The recruitment of unskilled and semi-skilled staff that works in offices, e.g. cleaners and messengers, should be discontinued latest 1998. Unskilled and semi-skilled staff still in service should be phased out within two years.

The Office of Head of Civil Service (OHCS) should review and update Scheme of Service in order to reflect the duties and responsibilities of civil service of the year 2010 and beyond; and

The use of modern marketing and public relations strategies, with a vigorous search for prospective employees whose training, orientation and attitude would match the demands of the civil service of the year 2010 and beyond should be used.

## **REWARD**

Government should review salaries and allowances and implement every two years. ~The review should be based on the cost of living and comparability of remuneration with the private sector.

Wages and salaries should be reviewed upwards substantially, starting from 1998.

There should be commensurate reward for good conduct and hard work in cash or kind.

## **MERIT/RECOGNITION**

A system of target setting for performance evaluation of officers in every ministry should be enforced and maintained.

The Office of Head of Civil Service should have responsibility for coordinating and monitoring performance across the civil service.

The Head of the Civil Service should take immediate steps to establish civil service merit award system open to all civil servants across the three tiers of government. In the same manner, each ministry should establish its own merit award system.

Rules and regulations should spell out rewards for diligence, innovation, outstanding performance, honesty and long service.

## **TRAINING/TRAINING FOR A NEW ERA**

The amount committed to training in proportion to total personnel cost should be increased

from (ie present 10% to 20%)

Training responsibility should continue to be shared between the Office of the Head of the Civil Service (OHCS) and individual ministries. For pooled officers, the office of the Civil Service should take responsibility for training and staff career development, while individual ministries will be responsible for training and development of their staff in terms of specialised skill acquisition.

In the case of pooled professionals e.g. lawyers, accountants, engineers, etc. the various parent ministries should be responsible for their training and career development.

Existing training facilities should be updated. A scientific method should be employed to identify training needs.

Both local and overseas training should be undertaken.

Implementation of training programmes should be systematic and related only to the identified training needs.

In addition to the **DEPARTMENTAL TRAINING OFFICERS** (DII quarterly meetings, a standing Technical Committee, made up representatives of Ministry of Finance, the Budget Office, Office Establishment and Management Services, and ASCON should meet bi-annually i.e. June/December to review the implementation of approved training programmes and intimate the government with any identified pitfalls, with a view to rectifying them.

## § **PENSIONS, SAVINGS AND SOCIAL SECURITY**

Government should increase salaries substantially to make them comparable with the private sector salary structure and relative to market trends.

Bi-annual audit of pensioners' records should be conducted and up-dated.

The Office of Establishments and Management Services should decentralize the payment of pensions to individual Ministries.

In order to ensure uninterrupted release of funds for pension payment, Government should establish a pension fund to be provided for in the annual budget. A Board of Trustees should manage the fund.

Each Ministry should computerize all data related to pensions and other retirement matters.

Government should revise Civil Service pensions formula upwards to 100% terminal pensionable income as maximum payable to any officer who has served for 35 years or more. Similarly, a gratuity of 500% of terminal pensionable income should be payable. The schedule of benefits should be suitably adjusted for minimum gratuity and pension.

## § **SAVINGS**

The culture of saving should be encouraged and inculcated in all Civil Servants through membership of Thrift and Co-operative Societies, and similar finance institutions.

At the point of entry into the service, Civil Servants should be encouraged to take up Life Insurance Policies.

With enhanced salary structure for Civil Servants as already recommended *in* the section under pensions, it should be possible for them to save up to 20% of their salaries for investment.

All Civil Servants should pay 2.5 % (two and a half percent) of their net income while the government contributes 5 %. This should be secured NICON and paid to a member on retirement or to his dependants at death. A Board of Trustees should manage the fund.

## § STAFF WELFARE

Government should build more residential houses and allocate them on owner-occupier basis.

Government should pay generous housing allowance to enable Civil Servants adequate accommodation and reduce the pressure or the clamor living in government quarters.

Government should liberalise the National Housing Fund Scheme to enable Civil Servants benefit more from it.

The Federal Government Staff Housing Board should be adequately funded to make more people benefit from its services.

The rate of loan should be reviewed substantially upward in accordance with the prevailing cost of building materials.

Vehicle loans should be reviewed upwards to enable civil servants purchase vehicles. This is feasible with the anticipated increase in salary.

More staff buses should be provided for workers, and these should be managed efficiently and effectively.

Directorate staff should be allowed to buy the official cars attached to them at the time of their retirement at the approved rate.

Hospitals should be well equipped and provided with adequate drugs for the free and qualitative treatment of civil servants, retirees and their families. However, in view of the increasing difficulty of staff in actually receiving free and qualitative treatment now, government should introduce payment of medical allowance. This should be phased out within 10 years by which time an improved, comprehensive health care delivery system would have been fully established.

Staff welfare should be enhanced by the provision of staff canteens, recreational facilities as well as day-care centres for working nursing mothers.

Government should assist in the education of workers' children by paying education allowance on a maximum of four children per family until they graduate from secondary school.

## § THE CIVIL SERVICE IN POLICY FORMULATION AND

## **IMPLEMENTATION**

Good performance should attract reward and recognition while indiscipline should be punished.

Exigencies of duty must not deny an officer a training opportunity or attendance at a conference, etc.

Government should provide research funding yearly for carrying out appropriate research as back up for policy articulation and implementation

Government should build capacity and boost morale of the civil service. Government should ensure political stability

Political appointees should be properly inducted on assumption of office, regarding their roles and the working of the civil service.

The civil service should always dialogue with or consult relevant interest groups in the process of policy formulation and implementation.

## **§ CIVIL SERVICE IN A LIBERALISED ECONOMY**

### **ENABLING ENVIRONMENT**

The Workshop believes that government should improve on the enabling environment by formulating and ensuring the implementation of policies that would support the provision of adequate infrastructural facilities in Federal, State and Local Governments, as well as in the private sector.

#### **Roads:**

All tiers of Government should continue to construct and maintain stand roads;

Privatisation of construction and maintenance of roads should be instituted

#### **Rail:**

Interstate standard gauge rail lines should be constructed.

#### **Inland waterways:**

Should be developed for mass movement of goods and people.

#### **Merchant shipping:**

The carrying capacity of the Nigerian Merchant Navy should be increased

#### **Air Transportation:**

Commercial air line operations should be privatised and Government should only provide infrastructure and regulatory services.

#### **Power:**

Privatize electricity distribution for efficiency and uninterrupted supply.

#### **Telecommunication:**

This should be fully privatised.

### **Law & Order:**

- Re-orientation of all law enforcement agencies
- Provision of necessary equipment & logistics for optimum performance
- Adequate remuneration of the personnel.

### **Political Stability**

Ensure the conduct of free and fair elections. All Nigerians should accept supremacy of elected civil authority.

Policy Consistency:

Policy formulation and policy change should be based on collection and analysis of relevant data.

Such changes should pass through legislative processes.

### **Transparency and Accountability:**

- Established institutions for this purpose, such as the Public Accounts Committee, the Office of the Auditor General, etc., should be strengthened to perform effectively, without fear or favour.
- Government should pay economic wages to civil servants in order to discourage unethical practices.

### **INCENTIVES:**

#### **Trade:**

Application of relevant fiscal policy and package of incentives to promote export and improve terms of trade.

#### **Tourism:**

- Re-orientation of entry ports personnel.
- Revamp & privatize tourism industry in Nigeria

#### **Manpower Development:**

- Massive investment by Government & private sector in educational and training

institutions

- National Manpower Board should be strengthened to be result oriented.

#### **Technological Development:**

- Adequate funding of Research Institutes and tertiary Institutions.
- Provision of venture capital by Government for commercialisation inventions.
- Private sector should take advantage of packages of incentive Government to commercialize inventions.
- All relevant quality control agencies should *be* strengthened.

#### **Social Security:**

- Establishment of unemployment benefits/schemes.
- Reactivation and strengthening of institutions for job placements as N.D.E. and labour exchange.
- Enforcement of existing legislation on pensions schemes workmen's compensation.
- Encouragement of collective bargaining, formation of trade unions.
- Non-government intervention in Trade Union matters.

### **§ PUBLIC AND PRIVATE SECTOR RELATIONSHIP**

In order to achieve a vibrant economy in which there is a healthy balance between the Public and Private Sector, the Workshop recommended that the following should be put in place:

#### **POLICY STABILITY, CONSISTENCY AND CLARITY**

A stable Macro-Economic Environment;

Review of existing policies to eliminate obsolete ones and reduce areas of overlap and conflict.

Establishment of inter-ministerial consultation on policy issues by setting up Committees as the need arises.

Government to streamline agencies to remove overlaps and conflicts in areas of implementation by setting up inter-sectoral committees as the need arises.

Revitalization of non-performing agencies through review and restructuring of the identified agencies.

Effective enforcement of Government policies and regulations through strict supervision by relevant agencies.

#### **IMPROVEMENT OF ENABLING ENVIRONMENT FOR PRIVATE SECTOR ACTIVITIES**

Government to adequately equip security agencies by providing all necessary training and basic equipment.

Government to involve the private sector in the provision of facilities and services to compliment its own efforts. government policy should be flexible in accommodating participation.

Government should provide fiscal and infrastructural incentives to private investors by expanding and maintaining existing facilities.

Government should improve private sector accessibility to required information by publishing and readily making available relevant p circulars and guidelines.

**§ DEVELOP HARMONIOUS RELATIONSHIP AMONG THE SOC PARTNERS  
i.e. PUBLIC SECTOR, PRIVATE SECTOR ~ LABOUR FORCE**

- i.) Create an environment for regular consultations among the parts by establishing an inter-sectoral body to work out the modalities for interaction.
- ii.) Encourage each sector to articulate a policy framework for prom growth and development. To facilitate this, each sector should develop guidelines on areas of interest.

**• TO HAVE A MOTIVATED AND WELL-EQUIPPED PUB SECTOR**

Ensuring a comparable level of remuneration with the private sector appropriately adjusting the public sector remuneration.

Ensuring prompt payment of pensions and gratuity by processing doc before due date, and maintaining an efficient Personnel Record Management system through system computerization.

Government to mount programmes for post retirement life. Office of Head of the Civil Service to work out similar programme as in the Armed Forces.

**§ TO HAVE AN EFFICIENT AND SELF-RELIANT PRIVATE SE  
COMMITTED TO NATIONAL ECONOMIC GROWTH DEVELOPMENT.**

Government to ensure consistency, stability and clarity of policies bys up an inter-sectoral committee for wider consultation between Government and private sector in policy formulation.

Government to provide adequate infrastructural facilities through funding and maintenance.

Government to remove difficulties in production and to facilitate access to domestic and international markets, by intensifying efforts to remove bottlenecks through the dissemination of information to the private sector, appraisal of infrastructural requirements of private sector activities and entering ifltO bilateral and multilateral agreements.

Private sector to support research and development that would increase their productivity. Government should also provide incentives such tax relief for Research and Development.

In order to translate Government incentives into consumer benefits, the Consumer Protection Council should become operational and effective.

While meeting domestic demand for their products, the private sector should endeavour to maintain international standards. To this end, regulatory agencies should be strengthened to enforce set standards.

## **OUTSTANDING ISSUES**

The Workshop identified these the following outstanding issues that n~ be fully



addressed in the course of the implementation of all recommendations.

- **POLICY OBJECTIVE IN THE FORMULATION PROCESS**

- Determination of target groups/beneficiaries (elite masse)
- Goal Determination
- Relevance

§ **POLICY CONTENT (FORMULATION AND IMPLEMENT**

- Linkage between National and sectoral policy
- Input from the private sector: Issue of Inadequacy
- Reliable source of data
- Policy options
- Funding
- Sincerity of all participants
- Consistency

- **POLICY IMPLICATIONS (FORMULATION IMPLEMENTATION)**

- Resource utilisation
- Cost-benefit analysis
- Targets
- Feasibility and acceptability
- External factors
- Constraints
- Environmental factors (political social, cultural economic)

- **POLICY IMPLEMENTATION STRATEGY**

- Building and enhancing capability
- Ensuring probity and accountability
- Firmness (in resolve)
- Flexibility (in methodology)
- Consistency

**POLICY ASSESSMENT (FORMULATION)**

- Overall assessment derived from an evaluation of the factors in items 1 - 4 above.

Others policy implementation monitoring and evaluation.

Policy implementation review.

Role of the NGOs.

Private sector reactions to proposals for better public-private relationship.

Bridging the gap between the public and private sector remunerations.

Sustenance of Government projects.

Labour Relations in the social sectors.

Mobility of personnel between private and public sectors.

Time Workshop observed that the term “Chief Executive” was introduced by time repealed Decree 43 of 1988 and appears to have brought confusion into the system. It suggested that the term should be dropped, rather the role of the Hon. Minister, as Political Head should suffice. The Permanent Secretary should serve as Administrative Head of the Ministry as well as the Accounting Officer. Subsequently, all correspondences to the Ministry should be addressed to the Permanent Secretary.

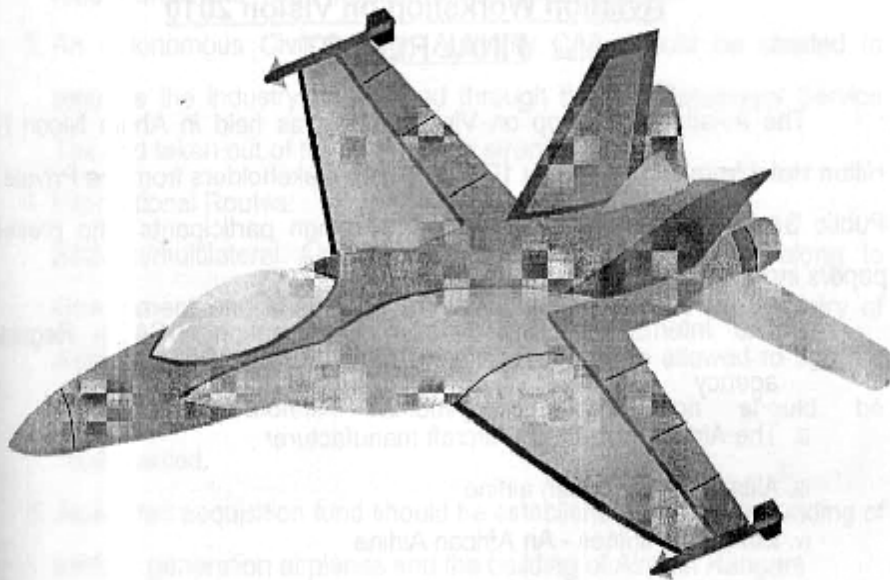
#### **POST-WORKSHOP FOLLOW-UP PROGRAMME**

1. The Workshop recommended the establishment of a Tech Committee on training for the entire civil service, which should bi-annually (June/December) to review the implementation of the approved training programmes and sensitise government on funding so as to correct the identified lapses.
2. Private sector reactions to the proposals in respect of Public/Private Sector Relationship” should be obtained.
3. Joint public/private sector consultative forum should be established as soon as practicable.
4. Review of Pensions Formula requires immediate attention of Office of Establishment and Management Services (OE&MS) matters requiring the attention of the OE & MS are:
  - a. Adequate funding;
  - b. Decentralisation of pensions administration to ensure pr payment to beneficiaries.
5. Pre-retirement Entrepreneurship Skills Development Program (Small Scale) and the Post-Retirement Health/Keep Fit Program  
Retirees should be put in place.
6. Similar Training Workshops should be organised at the State Local Government Levels.
7. The workshop recommended that a Body made up of “tried tested” Public and Private Sector technocrats should be ensure the implementation, monitoring and re-appraisal of the VISION 2010 Programme.



# **VISION 2010 COMMITTEE**

## **AVIATION WORKSHOP**



### **FINAL REPORT**

**AUGUST 1997**

# AVIATION -VISION 2010 WORKSHOP

C/O ADC AIRLINE, 84 OPEBI ROAD, IKEJA

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5th August 1997

The Secretary  
Vision 2010  
Abuja

Dear Sir,

## **Aviation Workshop on Vision 2010** **FINAL REPORT**

The Aviation workshop on Vision 2010 was held in Abuja Nicon Noga Hilton Hotel from 15th -1h July 1997 over 200 stakeholders from the Private and Public Sectors attended the Workshop. Foreign participants who presented papers include:

- i. The International Civil Aviation Organisation, (ICAO)- Regulatory agency
- ii. The Airbus Industries - Aircraft manufacturer
- iii. Alitalia - A European airline
- iv. Ethiopian Airlines - An African Airline

We also received and worked on over 20 papers from interested parties.

The main work of the Committee was done through four Syndicate Groups which looked at

- a. Policy Regulation and Monitoring issues
- b. Infrastructure and Technical issues
- c. Operations and Training issues
- d. Economic and Commercial Issues

The final Report on the outcome of the workshop is attached. We hope to compile the works into book form in future

To move the Aviation Industry forward the following ideas re-occurred inmost of the submissions;

1. Installation of Precision Approach and Landing Aids i.e. ILS and the Satellite based CNS/ATM immediately at all major airports.


2. Nigerian Colleges of Aviation Technology (NCAT) Zaria should be rehabilitated and made productive in its core business.
3. An autonomous Civil Aviation Authority CAA should be created to regulate the industry and funded through the 5% Passenger Service Tax and taken out of the civil service structure.
4. International Routes:

Bilateral/multilateral Air Services Agreement BASAIMASA belong to Government and should be Administered directly by the Ministry of Aviation and qualified Domestic Airlines should be allowed to operate International Routes. Yamoussoukro declaration should be implemented.

5. An Aircraft acquisition fund should be established to facilitate funding of modern generation airplanes and the building of Aircraft Hangars

We thank you very much for giving us the opportunity to serve and hope that the ideas contained in this report will help enrich the quality of the Report of Vision 2010.

Yours faithfully




**A. I. Okon**

Rapporteur

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## THE AVIATION INDUSTRY AND VISION 2010



Agenda for a customer - focussed,  
market - driven and hi - tech  
industry

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### Vision Statement

- ◆ To have a safe, dynamic, customer-focused market - driven, self-sustaining and hi-tech industry that attracts business ethically in the domestic, regional and global markets posting steady annual traffic growth rate of at least 7% and making significant contribution to Nigeria's Gross Domestic Product
- 

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### Vision Statement Contd.

- ◆ We expect the industry to fully exploit Nigeria's strategic economic and social strengths within the continent in a way that shows leadership and create immense commercial opportunities for the Nigerian people
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### Present Position

- ◆ An industry in distress
  - ◆ Poor policy environment
  - ◆ Inadequate infrastructure
  - ◆ Major consumer of foreign exchange
  - ◆ Poor financing
  - ◆ Poor regional leadership
  - ◆ Operational difficulties
- 

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### Where we want to be

- ◆ A safe, operationally efficient, self - regulating and self - sustaining industry.
  - ◆ A commercially viable, customer -focused and quality - driven industry.
  - ◆ Dynamic, market - driven industry with average annual traffic growth rate of at least 7%.
- 

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### Where we want to be

- ◆ A reliable national asset and major contributor to national GDP
  - ◆ Centre for training excellence in Africa
  - ◆ An industry constantly responsive to modern technology
  - ◆ A leading hub in Africa.
-

**Safe, operationally efficient, self-regulating and self-sustaining industry**

- Restructure industry along 1989 National Civil Aviation Policy
- Create autonomous civil aviation authority for economic and safety regulations
- Create agencies for airspace, airports & MET
- User charges, not subsidies, to fund industry

**Safe, operationally efficient, self-regulating and self-sustaining industry**

- Ensure total national radar coverage
- Issue only scheduled and charter licences
- Create autonomous AIB and NSAR
- Meet and exceed ICAO standards on safety oversight, infrastructure, training and licensing
- Calibrate all navigational aids at all times.

**A commercially viable, customer-focused and quality-driven industry.**

- Revise conditions for airline licensing
- Remove VAT and all forms of double tax for domestic travels
- Healthy tax/ tariff regime to enhance growth
- Full privatisation of Nigeria Airways
- Adopt AFRAA stand on insurance liability

**A commercially viable, customer-focused and quality-driven industry.**

- Address issue of political risks
- Enhanced access to equipment leasing
- CAA should protect customer rights

**A market-driven industry with annual traffic growth rate of 7%.**

- Open market and full commercialisation
- Create local flight zone for W/Africa
- Create right environment for tourism
- Significant new investments in fleet, personnel, and infrastructure

**A market-driven industry with annual traffic growth rate of 7%.**

- Create Aircraft Acquisition Fund with incentive regime for participants
- Deregulate fares, tariffs and local routes
- Cooperation in catering, handling, computer reservation, equipment and maintenance



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- Cooperation in catering, handling, computer reservation, equipment and maintenance

## **REPORT OF THE NATIONAL WORKSHOP ON THE NIGERIAN AVIATION INDUSTRY AND VISION 2010**

### **VISION STATEMENT**

Our vision is to have a safe, dynamic, customer-focused, market - driven, self-sustaining and hi-tech industry that attracts business ethically in the domestic, regional and global markets, posting steady annual traffic growth rate of at least 7% and making significant contribution to Nigeria's Gross Domestic Product.

We expect the industry to fully exploit Nigeria's strategic economic and social strengths within the continent in a way that shows leadership and create immense commercial opportunities for the Nigerian people.

### **Present Position: (Where We Are).**

#### **An industry in distress:**

High cost of operations, declining traffic, high incidence of market exit, declining fleet, poor and unreliable navigational facilities, inadequate funding, inadequate airport facilities, declining professionalism, poor customer service, preponderance of obsolete and ageing equipment, excessive airport taxes, poor public image, perception of poor safety, lack of effective representation in international aviation bodies.

- **Poor Policy Environment:**

Over-regulated industry, policy inconsistencies, lack of autonomy for relevant regulatory authorities, undue bureaucracy, policy formulation and regulations resides with one body, the 1964 Civil Aviation Act in need of review, inappropriate classification of airline operating Licenses, monopoly of the national airline on BASA.

- **Inadequate Infrastructure:**

Inadequate ground based communication, *navigation*, surveillance and *air* traffic management system, many airport facilities and services do not meet ICAO requirements, e.g. fire fighting, security screening equipment, etc.; search and rescue unorganized; inadequate terminal buildings, access roads, perimeter fencing, perimeter road, crash gates, lack of modern information system, lack of computer reservation system (CRS), inadequate aircraft maintenance facilities.

- **Major consumer of foreign exchange:**

70% of airline operating cost in forex, earns very little forex. Navigational equipment and components sourced and maintained offshore. Major mandatory training and retraining procured abroad.

- **Poor Financing:**

Most airports are economically unviable, poor returns on investments, user charges not appropriately utilised, double taxation on air travelers, inadequate

resources for operation maintenance, high rate of insurance premium, inadequate funding of training, poor remuneration and low staff morale particularly in the public sector.

- **Poor regional leadership:**

Nigeria's failure to take advantage of its size and economic strength for industry development, NCAT designed as centre of regional excellence is performing below expectations, absence of policies that encourages development of regional airline industry, poor intra-African connections.

- **Operational Difficulties:**

Multiplicity of security agencies at airports, poor facilitation, inadequate meteorological services, frequent vandalization and pilfering of airport equipment e.g. lights, antenna, ILS, etc., acute shortage of skilled manpower e.g. pilots, engineers, air traffic controllers, absence of Research & Development programme, multiplicity of ill-equipped and ill - funded training institutions, instability of management tenure in public sector, multiplicity of equipment type; low level of co-operation amongst operators.

### **Objectives: (Where We Want to be)**

1. A safe, operationally efficient, self - regulating and self - sustaining industry
2. A commercially viable, customer -focused and quality - driven industry.
3. A dynamic, market- driven industry with average annual traffic growth rate of at least 7%.
4. A reliable national asset and major contributor to national CDP.
5. A centre for training excellence in African region.
6. An industry constantly responsive to modern technology.
7. A leading hub in Africa.

### **Strategies: (How to get there)**

1. **A safe, operationally efficient, self - regulating and self - sustaining industry.**

1. Restructure the industry in the direction of the National Civil Aviation Policy of 1989. Policies on aviation must remain clear and consistent to allow for long term planning and investments. Specifically an autonomous civil aviation authority should be created and vested with economic and safety regulations of the industry. Direct government responsibility should be restricted to policy formulation and international relations.
2. The civil aviation authority should operate outside the civil service structure and should be funded through the 5% sales surcharge.
3. The civil aviation authority should regulate airspace management, airports, airlines, training and aeronautical meteorology and other aviation services.

4. Create relevant agencies for management of airspace, airports and meteorology,(however noting the multi-disciplinary nature of MET outside aviation).
5. Ensure total radar coverage of the Kano FIR.
6. Airline operating Licenses should have unlimited life-span but kept current by ADC.
7. Airline operating licenses should be clearly classified into scheduled and charter licenses.
8. Create a National Search and Rescue Agency, but primary responsibility for aeronautical search and rescue should reside with the airspace management agency. (*See Outstanding Issues*)
9. Create an autonomous accident investigation bureau to report directly to the supervising Minister.
10. Government must make significant investment in aviation infrastructure and as a matter of top priority, undertake the immediate overhaul of terminal and runway facilities across the country.
11. User charges should be used to fund the industry.
12. Meet and exceed all ICAO standards in all aspects of aviation.
13. Streamline the training and licensing of all professionals in the industry in line with GAO recommendations.
14. Expansion and automation of the existing network of synoptic weather stations.
15. Strict compliance with regulations especially those relating to carriage of dangerous goods, mandatory occurrence reporting, security of passengers and good, personnel licensing and recording of defects in the technical log.
16. All navigational aids should be calibrated at all times.
17. The current Air Operators' Certificate requirements are adequate and if properly enforced, will meet the ICAO's safety oversight programme as well as ISO 9000.

**2. A Commercially viable, customer-focused and quality-driven industry.**

1. Revise conditions for licensing of airline including upward review of equity base to a minimum of N200 million for scheduled airlines by year 2000.
2. Immediate VAT exemption and elimination of all forms of double taxation for domestic travels.
3. A healthy tax and tariff regime that promote the growth of the industry.
4. Full privatisation of Nigeria Airways before the year 2000. This should be preceded by the re-engineering and restructuring of its existing structures and companies within the industry.
5. All forms of subsidies to the industry with the exception of training to be eliminated by year 2010.
6. Adopt the African Airlines Association, AFRAA, position on passenger, baggage and third part liabilities insurance. Experts in insurance and aviation law and the industry should immediately meet and review upwards-present insurance liability limits in domestic market. to an acceptable levels.

7. Necessary action is required in the political area to address the question of political risks which have pushed up insurance premium of Nigerian operators.
8. Government has to embark on an image redeeming programme and measures to revamp the economy in order to enhance access of the airline industry to equipment leasing facilities both at the domestic and international levels.
9. CAA should as a matter of priority protect the rights of consumers.

3. **A dynamic, market - driven industry with average annual traffic growth rate of at least 7%.**

1. All impediments to an open market should be cleared and the industry fully and liberalised by year 2005. However, due regard must be interest and security. Specifically, Nigeria must take the lead in the full and timely implementation of the Yamoussoukro Declaration including the development of an open sky policy. A local flight zone should be created in the West African sub-region by year 2000. This should be extended to the entire continent before the year 2010.
2. An enabling environment for internal and external tourism must be put in place as a matter of top priority. In this regard, the public and private sectors must initiate a major public relations campaign to promote tourism trade and rebuild passenger and investor confidence.
3. To meet the estimated 7% growth rate, significant investment will be required in fleet, personnel, and infrastructure. The public and private sectors must invest in this anticipated growth.
4. It is recommended that an Aircraft Acquisition Fund be established to provide easy access to financing for operators in much the same manner as the ship acquisition fund. An incentive regime is recommended for financial institutions which participate in the Fund.
5. Fares and tariffs must be fully deregulated immediately and operators bound to a code of ethics, quality service and safety. The civil aviation authority should monitor predatory and other anti-thrust practices.
6. Route allocation on domestic routes must be immediately abolished for scheduled domestic carriers. Government should create appropriate incentives for the development of under utilised routes and airports.
7. Operators should co-operate in areas of catering, handling, computer reservation, equipment and maintenance. This will create immediate need for a local / regional clearinghouse by the year 2000. Nigerian airlines should also be encouraged to join the clearinghouse of the International Air Transport Association, IATA.

4. **A reliable national asset and major contributor to national GDP.**

1. Government should encourage as a matter of deliberate policy, and through an incentive regime, efforts at local development and manufacture of aircraft and components.
2. Develop indigenous capability to produce and maintain communications, navigation and meteorological equipment.

3. Self-sufficiency in the maintenance of all aircraft on the Nigerian register should be attained by the year 2005. In this respect, investors and airlines should be encouraged towards development of a network of maintenance centres to serve both local and regional needs. The Workshop expressed reservations at a government led - National Aircraft Maintenance Hangar Project, which might end up as a white elephant.
4. The current policy of single designation under the bilateral air services agreements should immediately be reviewed and replaced with a new concept of multi designation to give Nigeria competitive advantage on the international traffic market. The rights to these routes should rest with the ministry responsible for civil aviation.
5. Government should ensure Nigeria's active participation in international aviation organisations and facilitate that Nigerians fill not only the topmost but most importantly, intermediate positions within these organisation. This will increase the exposure of our experts and ensure that the policies of the international organisations are not at variance with our national interests.

5. **Centre for training excellence in African region.**

1. The revival of the NCAT to a regional centre of training excellence is an urgent priority. NCAT should be assisted immediately through government funding and industry patronage.
2. A set of international standards approved by industry regulators must guide the operations of all training establishments.
3. Private sector operators must be encouraged to invest in the establishment of training facilities that meet set standard.
4. A comprehensive study of the training need for the African region up to the year 2010 should be undertaken to enable the industry prepare to effectively & serve these needs.

6. **An industry responsive to modern technology**

1. Encourage the use of Stages 11 and 111 aircraft that are more environmentally friendly
2. Nigeria should achieve full Internet connectivity by year 2000.
3. Nigeria should achieve a ticket-less travel by 2005.
4. Computer readable passports and traveling documents must be instituted by 2005.
5. A central aviation and ancillary industry data pool should be set up by 2000.
6. Immediate implementation of the communication, navigation and surveillance! air traffic management satellite - based systems.
7. Immediate implementation of the World Area Forecast System programme.

7. **A leading hub in Africa**

1. Develop two airport to a position of a regional hub through a concerted effort at upgrading of

existing facilities and infrastructure, competitive charges, a liberal tax regime and facilitation.

2. Trans-shipment should be promoted at all international airports within the country without Customs undue restrictions or interference. For the success of the Export Processing Zone, the Calabar Airport should be upgraded to accommodate heavy cargo operations.
3. Airport charges should be reduced to make our international airports attractive as transit, refueling, technical and transshipment hubs.

### **OUTSTANDING ISSUES:**

In view of the multi - disciplinary nature of the following areas, the Workshop recommends that they be reviewed from a broader spectrum. The areas are:

1. **Meteorology:** The Workshop recommended that Meteorology be an autonomous body but however, aero - met be regulated by the CAA. Because MET is a multi-ministerial organisation, we recommend that the comments of the Ministries of Agriculture and Science and Technology and FEPA be obtained.
2. **Accident Investigation Bureau:** The Workshop recommended that the AIB reports directly to the Minister in charge of aviation. However, in its submission, the AIB observed that under the present arrangement where the AIB is under the Ministry, which is a service provider especially through DSRAM, the Ministry becomes a party in the event of an accident and therefore should not sit as a judge in its case. The AIB recommended that it should be under the Presidency.
3. **Search and Rescue:** The Workshop recommended that SAR should be under the Presidency. Its membership should include the Armed Forces, Police, Maritime, Rail, Road and Emergency Relief Agencies. These bodies should be notified.

<b>PRESENT POSITION</b>	<b>OBJECTIVES</b>	<b>ACTION</b>	<b>RESPONSIBLE</b>	<b>SCHEDULE</b>
1. An industry in distress	1. A safe, operationally efficient, self-regulating and self-sustaining industry	1. Restructure industry along 1989 National Civil Aviation Policy	Government	Immediate
		2. Create autonomous CAA for safety and economic regulation. Ministry to Handle policy and international regulations.	“	
		3. Create agencies to manage air space, airport, MET.	“	
		4. Create autonomous AIB & NSAR.	“	
		5. Eliminate all forms of subsidy.	“	
		6. Meet and exceed all ICAO standards on safety oversight, infrastructure, training, and licensing.	“	
		7. Introduce user charges as primary funding for industry.	“	
		8. Ensure total National radar coverage	“	
		9. Classify airline operating licenses into scheduled and charter licenses.	“	
		10. Calibrate all navigational aids at all times.	“	
2. Poor policy environment	2. A commercially viable, customer-focused and quality-driven industry	1. Revise conditions for airline licensing. Minimum capital for scheduled carrier at N200m	Public & private sectors	
		2. Remove VAT and all other forms of double tax on domestic travels.	“	
		3. Healthy tax and tariff regime to enhance growth.	“	
		4. Full privatisation of Nigeria Airways.	“	
		5. Adopt AFRAA position on insurance liabilities.	“	
		6. Address the issue of political risk	“	
		7. Enhance access to equipment leasing	“	
		8. The civil aviation authority must ensure the protection of the rights of customers.	“	
3. Inadequate Infrastructure	3. A dynamic, market-driven industry with 7% average traffic growth	1. Open market and full commercialisation by year 2000	Govt.	
		2. Create a local flight zone for West Africa.	“	
		3. Major PR campaign to boost tourism and promote investors confidence.	Public & Private	
		4. Significantly new investments in		



		fleet, personnel, and infrastructure will be needed to accommodate anticipated growth.	“
		5. Create Aircraft Acquisition Fund	“
		6. Full deregulation of fares, tariffs, and domestic routes.	“
		7. Cooperation in areas such as catering, handling, CRS, equipment, maintenance & training	Private
4. Major User of foreign Exchange	4. Reliable national asset and major contribution to GDP	1. Encourage efforts at local development and manufacture of aircraft and components.	Private & public
		2. Develop indigenous capability to produce and maintain aviation equipment.	Public
		3. Acquire self- sufficiency in the maintenance of all aircraft on the Nigerian register.	Public and private
		4. Doubts over the viability of a government -led National Hangar Project.	private
		5. Replace single designation policy of BASA with multi -designation. Rights to the BASA should reside with Ministry	
5. poor Financing	5. Center for training excellence in Africa	1. Revive NCAT to regional center for training excellence.	Public & private
		2. Set Standards for all training institutions.	Public
		3. Encourage private sector involvement in establishment of training facilities.	Public & private
		4. Study training need of African region up to 2010 and draw up plans to meet them.	“
6. Poor regional Leadership	6. Technology-driven industry	5. Encourage use of newer generation equipment.	Public & Private
		6. Full Internet connectivity by year 2000.	“
		7. Achieve ticket-less travels.	Private
		8. Institute computer readable passports by 2005	Public & private
		9. Central data base for aviation and ancillary services.	Public
		10. Implement the CNS / ATM systems.	Public
		11. Implement the World Area Forecast System programme	public
7. Operational difficulties	7. A leading hub in Africa	1. Develop two airports to regional hub.	Public
		2. Promote trans-shipment at all international airports.	“

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**PRESENTATION OF REPORT ON THE SEMINAR ON ‘MANAGING THE  
NIGERIAN ECONOMY IN THE 21ST CENTURY’ ORGANIZED BY THE  
NIGERIAN ECONOMIC SOCIETY (NES)**

**TO THE VISION 2010 COMMITTEE**

1. The one-day Special Seminar held in Lagos on July 17, 1997 is the contribution of the ‘Economy Society (NES) to the on-going efforts by the Vision 2010 Committee to develop long-term perspective that would enable Nigeria realize its potential as a nation in the next century and beyond, The Seminar involved the presentation of inspirational notes by eminent economists technical papers on five key areas that economic management should focus on in the next century and beyond. These are the path to Economic Liberalization, the Privatisation Option, the Relationship between the Public and Private Sectors for sustainable economic development, Public Utilities Management and Labour Compensation.
2. The main conclusions of the Seminar include:
  - i. The development perspective of Nigeria should focus on the people rather than on policy variables. Thus, emphasis on economic management must shift to human and structural fundamentals.
  - ii. Privatisation and economic deregulation are desirable. However, the conditions for their implementation must be observed if counter productive outcomes are to be avoided. Thus, a guided deregulation framework remains the basis for sustainable economic growth and development for liberalizing economies. The preconditions desirable for successful deregulation include an appropriate macroeconomic framework, adequate supply side initiatives, provision of adequate infrastructures, appropriate legal framework, human capital development, competitive privatisation, involving foreign participation in key sectors like energy and communication and a stable political environment.
  - iii. Commercialization is the preparatory stage to privatization. However, most of the time, commercialization results in sub-optimal outcomes when not well implemented. Privatization is held to be superior to commercialization as it generates better operational efficiency and increased application of improved technology and better quality products and services delivery through increased competition.
  - iv. On the relationship between the public and private sectors for sustainable economic growth and development, it was agreed that the state should maintain some control over basic economic activities while appropriate cooperation should be forged between the two. The public-private sector relationship should be development oriented whereby the state should be able to utilize the services of the private sector in the process of managing the national economy. The relationship between the public and private sectors in the next century should be based on consensus through participatory democracy.
  - v. If the national economy is to function properly and productively, labour must be adequately remunerated, otherwise labour would embark on multiple

modes of with adverse effects on productivity. In addition, the middle class must present an effective demand for goods and services through enhancement in real incomes in order to improve industrial output. Above all, the structure of the compensation package should be enhanced for improved efficiency.

With the permission of the President of the Nigerian Economic Society (NES) Chief E.E. Inang, I have the pleasure to present this Report to you. I hope your Committee will find it useful. Accept, sir, the assurances of our highest esteem.

A handwritten signature in black ink, appearing to be 'Akpan H. Ekpo', written in a cursive style.

Akpan H. Ekpo (Prof.)

for: Chief E.E. Inang

President, NES

**EIGHTH ANNUAL CONFERENCE OF HEADS OF TRAINING**  
**AND DEVELOPMENT OF PUBLIC ENTERPRISES**

**COMMUNIQUE**

The Eight Annual Conference of Heads of Training and Development of Nigerian Public and Private Enterprises was held at the National Teachers' Institute (NTI) Conference Center, Kaduna from July 2- 4 1997. The theme of the conference is "Vision 2010: **THE CHALLENGE FOR AN INDIGENIOUS MANAGEMENT PHILOSOPHY.**"

The conference which attracted thirty six participants from the public and private sectors was declared open by the Military Administrator of Kaduna State, Lt. Col. H. I. Ali.

At the end of the three day conference, participants made the following observations and recommendation:-

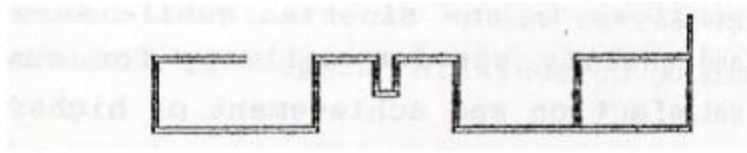
**1. OBSERVATIONS**

- a. That the major difficulty militating against the evolution of the Nigerian management philosophy as recommended by the various government. Panels arise out of policy shifts and policy inconsistencies.
- b. That the effective adaptation of cultural values and norms leading to a sound and suitable management philosophy is crucial for the socio-economic progress of Nigeria.
- c. Inadequate remuneration and reward system tends to demotivate with attendant poor quality of work.
- d. Nigerians must demonstrate total and sincere commitments to national aspirations. There is room for considerable improvement in peoples' attitude to government business.
- e. That various efforts of government, especially through the work of commissions and panels were well articulated and should be fully implemented.
- f. There is lack of research activities on our cultural values by Management Development Institutions (MDI) due to poor funding.
- g. There has been lack of networking among the MDIs which has led to duplication of efforts.

**2. RECOMMENDATIONS**

- a. Nigerians should allow for continuity and consistency of good government policies in order to forge the nation ahead and maximise the use of available scarce resources

- b. There is need for a conscious effort to identify the; aspects of the various cultures and values in the country which can be harmonised to evolve an indigenous management philosophy.
- c. In order to motivate the public servants, government should as a matter of urgency devise adequate reward system that should be competitive and comparable what is available in organised private sector to enhance efficiency and productivity.
- d. There should be an intensive promotion of awareness of national goals and objectives.
- e. There is need to formulate and develop good management practices in the Nigerian Public Service for efficient and quality service delivery for customer care, and, satisfaction and achievement of higher productivity.
- f. Government should allow for the full implementation of its policies.
- g. In addition to their training responsibilities, MDIs should emphasize research, particularly into our value systems and incorporate such values in our management practices. To facilitate this, government should increase funding to MDIs and insist on their primary mandate.
- h. Considering the importance of training in achieving vision 2010, it is important for government not only to make adequate budgetary provisions for effective training, but also to ensure proper monitoring of such allocation and utilisation of same.
- i. Management Information Systems (MIS) should be designed to provide the kind of complete and relevant information to help the public service to collect, collate, process, store and disseminate information.



## **CENTRE FOR MANAGEMENT DEVELOPMENT**

### **VISION 2010: THE NEED FOR EFFECTIVE AND RELEVANT MANAGEMENT TRAINING**

**BY**

**PROFESSOR ALI D. YAHAYA  
DIRECTOR-GENERAL  
ADMINISTRATIVE STAFF COLLEGE OF NIGERIA  
TOPO-BAGDAGRY.**

**July 1997**

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**\*A PAPER PRESENTED AT THE EIGHT ANNUAL CONFERENCE OF HEADS OF TRAINING AND DEVELOPMENT AT N.T.I. CONFERENCE CENTRE, KADUNA JULY**

## **VISION 2010: THE NEED FOR EFFECTIVE AND RELEVANT MANAGEMENT TRAINING**

### **Background**

The “vision 2010” which was formally inaugurated on November 1996 by the Head of State and Commander—in—Chief, General Sani Abacha, marked a very important milestone in Nigerian’s march towards socio-economic prosperity and nation building. It was a giant step taken in a bid, to usher in rapid development in nearly all facets of our body polity.

Anybody who has been watching the development efforts in ~Nigeria since Independence in. 1969, would definitely agree that our development has not been on a smooth path. Rather,

It has been characterised by lack of proper coordination, ineffective planning and implementation, high inflationary trends, uncontrolled population growth and the consequent lack of base data for further planning. Our export is predominantly a single product dependent with petroleum product constituting about 90% of all Foreign exchange earning. We seem to have totally neglected other resources, which when tapped could earn more foreign exchange than the oil.

Part of the root of the country’s economic failure could be traced to faulty policies and inefficient public sector investment programmes. Such faulty and erratic policies had also contributed to what might be called “infrastructural bottlenecks” resulting in waste of resources.

On the social front, the federal government has been playing the role of “Father Christmas”- by providing social amenities which are not only epileptic in operation, but are inadequate and lack spare parts necessary for continued sustenance.

Worse still is the fact that the provision of social infrastructures is highly skewed to the disadvantage of the masses of our population that resides in the rural areas.

The resultant effects of the scenario highlighted above is that Nigeria is today defining a new direction and articulating a new strategic agenda for national development vide the terms of reference of the VISION 2010 Committee.

However, right from Independence, Nigeria has been drawing series of Development Plans, but deficient human and institutional capacity and tuck of political WILL seem to have marred all development efforts.

It is against this background, and the need to address the capacity of the various public service organisations to manage change in order to strengthen and adequately prepare them to meet the new demands now being placed on them, that this paper is focused. These changes are diverse and have been motivated by the commitment of the Federal Government to strengthen good governance, efficient macro—economic management and the implementation of human centred development programmes for’ economic prosperity, human security and poverty alleviation in the country.

### **2. The New Strategy for Development**

In order to build a prosperous Nigeria, the various policy reform measures which are hitherto being implemented, have led to a redefinition in the role of the Government from a dominant

actor in national development to a partner in development policy management. The policy and economic reforms, which constitute this shift in the role of Government, include the following:

- a. A recognition and commitment to ensure that the private sector is the engine of growth in the Nigerian economy;
- b. Contracting out some functions and duties of the public sector especially in revenue collection;
- c. Privatisation and Commercialisation of state—owned enterprises.
- d. The formulation and implementation of policies that reinforce this shift in Government orientation like the Family Economic Advanced—Programme;
- e. The establishment of Vision 2010 Committee for the formulation of a strategic agenda for Nigeria’s development programme.

At this juncture, it is pertinent to turn our attention to Vision 2010 in order to consider the need for effective and relevant management practices in the Nigerian public service.

### **The “Vision 2010” Concept:**

The term Vision in its ordinary meaning is the ability to imagine something, or foresight and wisdom in planning. However, putting it more succinctly and in the context of a nation, a “vision is a kind of long—term strategic planning that will enable a nation to fully articulate and judiciously allocate resources towards economic development and the general advancement of the citizenry. It also provides a clear direction of where the nation wants to be at a particular point in time.”

2010 in the mind of General Abacha marks a watershed in the chequered socio—economic and political history of Nigeria. It is an epoch that provides a deep reflection on the life of the nation in which certain concrete steps must be taken if we are to move forward in our development efforts. Some of these steps, according to General Abacha include:

- a. Breaking out of our developmental inertia;
- b. Fashioning out an effective development programmes for the country;
- c. Expanding national development planning beyond public sector bureaucrats by including leaders thought and professionals from the other spheres of our national life;
- d. Preparing our country for the dawn of the 21 century; and
- e. Working out an achievable National Vision to guide our collective efforts to realise the country’s future prosperity, such that by the year 2010 (the 50th Anniversary of our Independent Nationhood) this country will be on route to being an economically prosperous, politically stable and socially harmonious nation.

Thus, arising from the above and inaugurating the Vision the following terms of reference were enunciated by the of State:

- a. To define for our country its correct bearing sense of economic, political, social and cultural direction. In doing so, to specifically examine all aspects of our national life



which should be developed and fortified;

- b. To set appropriate goals and targets and time for achieving our economic, political, social and cultural objectives and to propose the strategies and the institutional arrangements required to attain the set goals and targets;
- c. To forge a plan which will ensure that Nigeria en-route by the year 2010, to becoming a developed nation in terms of economic prosperity, Political stability and social harmony. In particular focus attention on creating the right atmosphere and environment for:
  - i. sustain annual growth of 6 - 10 of Gross Domestic Product (GDP);
  - ii. the attainment of high literacy rate and qualitative education levels for the country;
  - iii. the achievement of high level of employment for the country;
  - iv. the attainment of price stability and the achievement of an inflation rate not more than 3- 5 percent by the year 2010;
  - v. the attainment of an effective comprehensive and qualitative health care delivery systems;
  - vi. accelerated agricultural production to ensure food sufficiently and the provision of major raw materials;
  - vii. a full-fledged industrialisation programmes based largely on local raw materials input for enhancement of the exportation of manufactured goods, and;
  - viii. the proper integration of science and technology into our development plans and programmes, etc.
- d. Given the country's rising profile in sports, design a comprehensive master plan which will launch Nigeria as a leading sporting nation in the world;
- e. Propose a comprehensive plan for the Country that will enable it to optimise its economic prospects and prepare it as a major economic power in the African region and the emerging markets;
- f. Prescribe specific roles for Public and Private Sectors in economic and social activities and devise the means of ensuring that each sector properly and creditably performs the role assigned to it;
- g. Suggest ways by which we can give adequate attention to the protection of the environment and ecology; and
- h. Make any other recommendations the Committee consider desirable and/or necessary in order to bring about the creation of a most conducive atmosphere for the government to concentrate on governance and for the private sector to be able to conduct its business for the proper development of the economy. In this respect, the Committee shall establish links between formal government and non-governmental

plans including specifically Perspective Plans, Medium Term Economic Plan and Annual Budgets.

#### **4. The Need for Effective and Relevant Management Practices**

From the well-articulated terms of reference above, it is discernible that for Vision 2010 to achieve its laudable objectives, there is the need for effective and relevant management practices to be put in place within the entire public service. As a major agent for the implementation of government plans and policies, the Public service needs to *have* a strategic direction and role to play. If this *role is* expected, then the fundamental question which readily comes to mind is how well prepared are the various public services organisations to respond to and implement these changes.

The answer to this question could be found from the following expectations:

4.1 The need for Government to be facilitative, catalytic and promotional in development management especially in its relation with the organised private sector. Public service should rescind its role of a “dominant and overbearing player in the management of the Nigerian economy to that of a collaborative and steering partners”. Furthermore, the service should vigorously pursue the goal of enhanced professionalism that would result in higher productivity. To do this would require some loosening of organisational structures, decentralisation, as well as delegation of power to appropriate action points in the system. In other words, “let the managers manager”.

4.2 Installing a broad based democratic environment from which effective leaders who are development conscious and skilled in managing both the human and material resources of the nation, can emerge in order to achieve higher performance. Thus, it takes a visionary leader to manage the country’s vision.

An effective and visionary leader does not only lead by example, but also provides a conducive environment for goal attainment. This is why Nigeria of our dream cannot afford to toy with the destiny of the citizenry; but should be prepared to ensure that the leadership at all levels of governance are people of proven integrity, transparent honesty and accountability.

4.3 Training is one of the critical success factors identified for the implementation of government economic and policy reforms which have initiated the need for change in structural and management systems as well as in the attitudes, values and orientation of public servants. However, our observation has shown that capacity building and development are not being given key attention they deserve in the public Service.

Training which encompasses the various forms of instructions and skills received in job situations is also a means of equipping employees to perform competently in their present and future jobs so as to increase the efficiency of organisations, build employee confidence, and enhance job satisfaction. Indeed training has come to be seen as a tool for helping nation achieve such economic goals as full employment stable prices and growth in productivity, and, therefore, can no longer be ignored or relegated to the background.

The enormity of expectations of Vision 2010 calls for a serious view of training because the efficiency of the on how these executors are trained. In fact, at this time

more than ever, the role of training in implementing the programmes of our vision cannot be over-emphasised. Since training is meant to equip both new entrants into the service as well as the job holders with the necessary knowledge, skills and attitudes (KSA) for them to perform, effective managers must recognize that training is an on-going, continuous process and not a "once-and-for-all" activity. New problems, new procedures and equipment, new knowledge and new jobs are constantly creating the need for employee training and instruction.

If we are to achieve the noble objectives of Vision 2010, there is the need to provide adequate, sustained and regular management training programmes to all cadres of officers in the public service.

However, having realised the importance of training in the implementation of our vision, it becomes imperative for the government to not only make adequate budgetary provision for effective training, but to ensure proper monitoring of such an allocation and utilisation of same. By so doing, it will be easy to assess or measure the outcome of the investment made.

It is pertinent to note here that such training requires not only up-grading the existing dilapidated equipment in the institutions which provide relevant programmes for workers both in the public and private sectors of the economy, but should consider putting in place necessary incentive packages that would make staff of such institutions meaningfully contribute their quota to the success of the training.

#### **4.4 Institutional and Human Capacity Building in the Public Service**

As a measure to equip, strengthen and prepare the public, it is recommended that a Technical Committee for Capacity building and public service renewal should be established and to be assigned the responsibility to:

- i identify and recommend a training package for enhancing quality and productivity in the public service.
- ii formulate and develop good practices in the Nigerian Public Service for efficient and quality service delivery, for customer care and satisfaction, and the achievement of higher productivity.
- iii liaise with Vision 2010 Committee on all matters affecting public service training, performance improvement and the formulation of good practices in the public service.
- iv operationalise and put into practice the partnership principle in development management in order that the role of each sector will be complementary and mutual reinforcing and to facilitate good working relations between the public sector, private sector and civil society.
- v identify and recommend proposals for the utilisation of technological resources for performance improvement and quality service in the public sector.
- vi propose any policy measure that will prepare and equip the public service at the Federal, State, and Local Government levels to effectively respond to the

changes now taking place in the political, social and economic fields in Nigeria.

The establishment of this Technical Committee with the terms of reference listed above is a “sine-qua non” to the successful implementation of the strategic agenda for the country. This will also lead to the emergence of a new public service, which will incorporate structural, and systems change and a change in attitude, values and orientation of public servants in order to be more entrepreneurial and customer oriented. This new public service should also operate on the principle of decentralisation of decision making for better service delivery and the empowerment of subordinate officers, Officers will therefore respond to specific problems without excessive levels of approvals.

#### **4.5 Privatisation and Commercialisation of State owned Enterprises**

For a long time, most of our public/state owned enterprises had been run without serious consideration for value for money by leaders and taxpayers. More often, these enterprises are run at a loss. They are inefficiently managed, over staffed, corrupt and archaic.

While many people have argued against privatisation of public enterprises, others argue in favour of commercialisation. Whatever the view, the focal point is an enterprise that is result—oriented. Thus the emphasis today is for the institutionalisation of these enterprises for effective performance through Performance Contract. This approach would not only ensure the provision of high quality service for customer satisfaction, but also guarantee performance and accountability.

Where governments clearly believe that they have no business gout specific activities, the private sector should be encourage to take over.

#### **4.6 The Reed for Ethics and Accountability in Public Service:**

Public Service in this country has always been guided by some of conduct. It is for this reason that ethics and accountability constitute the operational principles of the service. Unfortunately ethics arid accountability are accorded low priority in contemporary reform measures in the public service. It becomes necessary therefore to enunciate and enforce codes of conduct that will guide public morality and entrench accountability if the objectives of Vision .2010 are to be realised optimally.

Public Service needs norms and ethics to guide its members in the conduct of their duties. Such norms and ethics should be established, maintained and developed by the members of the public service. They should be internalized, so that they form the code of behaviour in the service. Sanctions should be imposed on all those that breach this code of ethics, and those who uphold them, must be recognised and rewarded.

The public service is playing a very vital role in shaping the total development of the nation. It is one of the critical instruments for social, economic and political development of this country. To discharge this responsibility of national development, demands courage, integrity and dedication to public good. These are attributes that will win, for the service public confidence arid support. The service must therefore possess them if it is to set the tone of high public morality that will sustain -the vision. The weight of such responsibility corresponds to the degree of public expectations of the level of their performance.

Ethics and Accountability in the Service will ensure promote good governance with the consequent effect attainment of the objective of Vision 2010. Strict adherence to applicable regulations; consistency with good account principles; accuracy and fairness of reports; competent information, operational performance, commitment; honesty; integrity and transparency all ensure accountability probity and the need of which is very paramount in the achievement of the Vision.

4.7 Accountability demands that officers exercise high personal contentment, satisfaction and self discipline especially against inducements required to make venality unattractive. There is however a necessary precondition for the entrenchment of ethics and accountability in public service. An enabling environment must be created in order for ethics and accountability to flourish. This will be attainable if public servants are given adequate compensation package which must competitive, have social security system which will comparable with what is available in the organised private sector.

Taking all these together, one is tempted to infer that though the accountability and regulatory apparatus in the public service may not be the best, it has some minimum technical components that should elicit acceptable standards of accountability and transparency. There are regulations, adequate albeit outdated accounting procedures, and financial auditing. The major problem however is with the human component. Individuals, as managers officers, supervisors of subordinates have not upheld measures entrenched to enhance accountability and transparency. They have tended to, undermine these measures for their personal interest and convenience, it is thus natural that whatever recommendations are made for improving accountability and transparency to meet challenges of the Vision should treat the human component accordingly by providing adequate motivation to induce compliance.

#### **4.8 Management Information System (MIS)**

The Success of Vision 2010 is anchored strictly on the provision and continuous flow of information within the service. It calls for modern information processing, analysis retrieval system. Information is a vital and indispensable resource input into the decision-making processes of a result oriented public service. Ministries and departments generate data and information daily, and the problem has always been that of “glut” and poor management, which can be attributed to a number of factors among which are:

- i ignorance as to the value or use of information;
- ii non-recognition of information as a strategic organisational resource;
- iii poor storage facilities and space constraints;
- iv cumbersome process of data generation, processing and retrieval.

Management Information System (MIS), is a system which can help the public service to collect, collate, process, store and disseminate information. It can be designed to provide the kind of complete and relevant information which the senior public servant whatever his hierarchy in the service, needs at the most appropriate time, at an acceptable level of accuracy and at a reasonable cost benefit ratio, to perform those ministerial tasks and make those governmental decisions, timely, efficiently and effectively.

An immediate benefit of MIS within the service will be that Government accounting system will be up dated automatically as transactions occur. Besides, management and strategic

reports will be automatically generated. The end line will be more efficient operations, significant reduction in time required to process transaction and waiting time as well as a reduction in administrative overhead without loss of security and controls. Again, there will be a reduction in the physical space required to store records.

With the design, development and implementation of a Virile MIS the notion that the Public Service lack relevant information will be corrected as new awareness of the values of information will be created, and the service imbued with a new information “Culture pattern” for effective functioning. The service will be relieved of the perennial information over load. The service will be supplied with precise information and consequently, the decision making process improve Inter-Departmental and inter-Ministerial communication will also be improved. The endemic problem of data duplication proliferation and out datedness that normally leads to inconsistency in government plans, programmes arid Project will also be resolved.

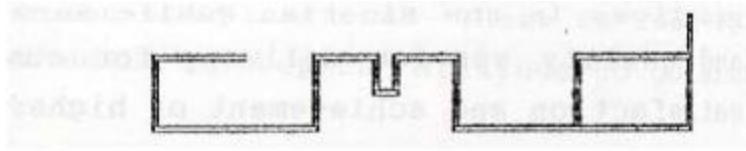
To achieve these benefits the public service must avail itself of the opportunities offered by the new Information Technology. The public service must computerize its processes and all public servants must be computer literate.

## **5. Conclusion**

No nation can truly be independent if its economy lacks any focus on Vision, no matter how richly endowed she may be in terms of physical and human resources. The greatness of a nation is not measured by these natural endowments alone but the quantum of energy directed by the contented and well-mobilised human resources.

Thus, it becomes imperative that Vision 2010 imbibes a new strategic direction within a conducive political climate where the citizenry of this great nation can meaningfully contribute to enhancing efficiency, productivity, coupled with good management practices, which are necessary for propelling Nigeria into the 21st Century. The bottom line is the systematic training and career development of public servant. The Technical Committee proposed above will define this training agenda for the public service in order to position itself for the implementation of the recommendations of **VISION 2010**.

I thank you for listening.



**CENTRE FOR MANAGEMENT DEVELOPMENT**

**CRITICAL ISSUES THAT IMPEDE EVOLVING  
AN INDIGENOUS MANAGEMENT  
PHILOSOPHY**

**BY**

**PROFESSOR E.U.L. IHAGA  
HEAD-DEPARTMENT OF MANAGEMENT  
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**July 1997**

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**\*A PAPER PRESENTED AT THE EIGHT ANNUAL CONFERENCE OF HEADS OF  
TRAINING AND DEVELOPMENT AT N.T.I. CONFERENCE CENTRE, KADUNA  
JULY 2-4, 1997**

## **PROLOGUE**

In probing the critical issues that impede the desire to evolve an Indigenous management philosophy especially in the light of the most topical, most discussed and most currently addressed VISION 2010, both as a management, analyst and macroeconomist, and as an academic who devotes a lot of energy to and takes interest in forecasting the socio-economic and business activities of Nigeria and other countries in the course of my normal research and teaching, and as one born in this country who has spent more than thirty five (35) years of adulthood, with a fair cross-sectional knowledge of more than five (5) other nation states which I have visited or lived in, including those in which I studied or worked; I dare start this paper with a conclusion instead of an introduction. That is with the obvious conclusion, that, in the final analysis, a nation's progress depends on its capacity to organize human activity and to truly become a nation where citizens are willing and proud to die for the cause of the nation. It is this type of disposition and mental attitude that expresses itself in managerial ethos as well as in the political and economic philosophy of the people. This derives from what a people believe they can get from the nation state especially in terms of internal and external security, equal employment opportunities and degree of liberty under the law. It is not the same as the utopian expressions of Plato's Republic. It is a mundane reality as seen or perceived in some countries like Israel, Japan, China, Germany and to a good extent the USA.

According to Harbison and Myers in 1959, Organisation is necessary ~to create a state, to build an army, to propagate ideologies and religion, or to carry forward economic growth. This is the main thesis and direction of our thought and the failure to articulate or accept it is the main impediments to our indigenous managerial philosophy and the cause of our woe. The focus is on evolving indigenous management philosophy as a means to the much hoped end, that is economic development and improved living standards for every Nigerian without impediments. Since most issues that currently address the concept of "indigenous", that is native born, or originating naturally in a country, usually end up with addressing or treating "culture", that is, a type and level of nurtured acquired way of life, we shall for the purpose of this paper use both words Indigenous and Culture interchangeably.

## **INDIGENOUS/CULTURE AND MANAGEMENT PRACTICES**

Let us in this section with the help of earlier studies briefly assess the degree of uniformity or divergence in the management practices of as many countries as we can with a view to illustrating their impact on culture and cross-cultural perceptions. We start with the United States of America Bendix in 1956 contrasted management as currently practiced in country with the situation in Britain and the former Soviet together with former East Germany, at the turn of this century Bendix found that the countries he studied, in spite of divergent political views shared many elemental factors in terms of basic managerial approach to issues confronting them.

The result of Keer et al's studies of 1960 was the formulation of the "logic of industrialisation" which postulates convergence among societies in the form of uniform organisational structuring behavioral conformity, which are said to derive from what these authorities refer to as the exigencies of technology. They maintained that, cultural and national differences were significant to the substantive web of rules and cultural traditionalism the more a country industrialised.



Reasoning thus, they compiled a list of cultural factors regarded as obstacles to rapid industrialisation. These factors include:

- a.) the extended family system (which is very strong among the Igbos);
- b.) a class or social structure based on traditional social status rather than on economic performance;
- c.) traditional religious and ethical values; and
- d.) traditional customs and social norms which deny people individual and property rights.

Harbison and Myers (1959) in their research arrived to basically and substantially similar conclusions, suggesting that there is a general logic of management development, which does not vary from country to country as such. Here Keer and his team shifted their original grounds and modified their thesis to reflect some elements of new empirical evidence.

In 1996, Haire and his collaborators carried out an extensive study on managerial attitudes in some 14 countries to ascertain whether they vary across national boundaries and if they do, to determine how the companies in those countries are grouped with reference to managerial thinking. Basically, they found a high degree of similarity among managerial attitudes in all the countries studied. In this study, only a quarter of the cultural differences observed were found to be a national origin and character and their conclusion was that cultural differences have a substantial but not overwhelming influence on managerial performance.

Miller (1955) reported the experiences of early European visitors Central to Algonquians (Indians who dwelt in the area that is now Wisconsin and Illinois). According to Miller the visitors related the Central Algonquian system to the European system in terms of authority relationships, the concept of power, and the coordination of collective action. His findings show that the Europeans and the Central Algonquians were poles apart with once to the application of fundamental management principles.

In 1963 Oberg carried out studies quite congruent with that of Miller which are among the reference points for those who hold that management is culture-bound. Oberg's studies were aimed determining whether the ground rules of the game of management were different or identical given two different cultures. He Brazil and the United States as his subject for the test validity of the universality of management principles.

The findings from the last two studies when compared, indicate cultural disparities are more compelling than are commonly realised, and that it may be fruitless to search for a common set of categorical imperatives, principles or determinate solutions to the question of cross-cultures in management. On the basis these findings, Oberg suggested that if Universal principles did exist, they would have to stand up to rigorous testing in cross-cultural studies more sophisticated than his attempt. Oberg's findings with respect to culture and applicability of management principles very much agrees with earlier findings from the researches of Gonzalez and McMillan, Jr. (1961).

Pascal and Athos in their book titled "The Art of Japanese Management" gave a pride of place to cultural factor in management. The book sees the major factors responsible for Japanese industrial superiority in their managerial skill rooted in the Japanese cultural tradition. Based on a 6-year empirical study of 34 firms, the book reports that managerial reality is not absolute but is rather socially and culturally determined. It concludes that across all cultures and in all societies, human beings coming to perform certain collective jobs encounter common problems having to do with established direction, coordination, and motivation.

Undoubtedly culture affects how these problems are perceived and how they are resolved.

The following other recent major cross-cultural studies involving American, British, French, German, Indian, Japanese and Nigerian management systems have clearly challenged the culture-free thesis confirmed that management was largely culture-bound: (Miller, ); Hake et al 1966; Dale, 1960; Graves, 1972; Dore, 1973; Id arid Kieser, 1979; Kethawala and Bush, 1981; Ouchi, 1981; white and Travor, 1983; Ahiazu, 1984 and Ewurum (an unpublished .D. Thesis, 1991). Based on their studies both Ahiazu and Ewurum urged for more research into the indigenous Nigerian system of place, industrial relations and general management practices accurate appreciation of the degree of acculturation of the Nigerian management system as well as the specific factors that bear on them.

### **THE IMPACT OF CULTURE AND INDIGENOUS PHILOSOPHIES PER SE**

The outcome of the types of cross-cultural studies summarized above have expectedly generated debate between the exponents of the universalistic viewpoint of management and those of culture-bound view point. The result has been a considerable degree of research in this area. However in Nigeria, most of the researches including that of the present writer have remained unpublished works mainly in the form of papers presented at seminar workshops, and conferences.

Beginning with myself (Imaga, 1990) it was empirically illustrated that the “Aba made” and “Nnewi made” syndrome, whereby scarce commodities difficult to find in other parts of Nigeria are more of Lagos than not found in these two landlocked towns without any airports, could best be explained by the Igbo entrepreneurial culture which McClelland (1961) referred to as high achievement needs and upward mobile culture.

The result of Onyenialukwe’s work (1973) seems to lend support to the logic of industrialisation. He however agreed with Keer et al’s on the extended family factor.

On the other hand, Okpara (1982) criticized the concepts of industrializing elites and other concepts embedded in Keer et al’s formulation. He affirmed that the concept of a universal culture was a myth, stressing that each country was unique in its own culture and superstructures, with the capacity to generate productive and creative talents.

In 1984 Ocho examined cultural environmental influences on attitudes from four management perspectives and concluded organisational theories and empirical investigation carried elsewhere have failed to fully explain what he perceived as nonchalant attitude to work among Nigerian workers. He held that Nigerian attitude to work could not be fully understood without considering same in the light of the cultural values that bear on morale and motivation.

Farmer and Richman (1965) studied the effects of culture on the functional elements of the management processes. They also dwelt on nationalism, which is a major factor on the environment of multi-national organisation later in 1966. They stated that the environment had a lot to do with the way in which organisational resources are combined and utilised. The environmental factors found to exert enormous influence on managerial results include socio-cultural factors, educational factors, political factors, and economic factors, indigenous consciousness.

Oshagemi, (1984) probed the art of managing culture for effective performance. He identified certain areas of differential manifestations in culture for their effective recognition, analysis, and adaptation by management. He concluded that while the principles of management have universal applicability, culture and practice of management has not.

In 1985, Iyanda set out to assess the impact of culture on some selected management concepts. He viewed the incongruence between management practice and environmental factors as a major source of organisational inefficiency. He saw the traditional concept of authority (as defined by Peterson et al, (1962)), which subjugates individual to the organisation as more relevant to the Nigerian culture than the participative, decentralized, managerial authority the behavioral concept. His conclusion was that productivity discipline levels appeared to be higher in those Nigerian organisations where management authority was closer to the traditional concept of authority.

Finally, Abdullahi in 1984 raised the issue of the relevancy of management development efforts in the Nigerian environment. He reed with the views expressed by some authors that cultural values do exercise a great influence on the pace arid pattern of enterprise development, the emergence of management and supervisory ~tyles, and the varieties and intensities of motivation.

Thus far, the positive and negative relationship between culture and management has been established. What is left is to examine the influence of these on managerial innovations and to identify the elemental factor that bear on their successes or failure with a view to learning some lessons.

## **MOTIVATION AND ENTREPRENEURSHIP MANAGEMENT**

The process of organizing, managing and assuming the risks of business with acute preparedness as well as flexibility to deal with opportunities or threats is known as innovative entrepreneurial management. This innovata acumen can change the socio-economic outlook of an individual, a company, an industry or even a national economy. All major innovations and innovative feats of the past arid present generations usually have entrepreneurship factors and elements. An entrepreneur is literally someone who brings things like money, material labour together in new business, productive process or improved organisation to ensure business success by perhaps creating something new. Act of creating or innovation usually requires exceptional determination as well as acumen, initiative creativity that need not be innate or inborn but must be fueled by the desire to out compete others, excel or to change a stagnant situation.

Today, information technology has provided access and increasing opportunity for change, initiative and thus innovation. It also emphasizes why organisations must keep pace with world of enterprise and industry. Individuals, organisation nations that emphasize responsibility, resourcefulness and ski their interactions are more likely to take advantage of cur constantly changing opportunities. The elemental facto innovative entrepreneurship are as varied as the element of s as a whole. From Russia to China where some 10,000 corporations still account for more than half of the industrial output, up to Bolivia, Mexico, Sweden and In societies are being shaped by market economics. This involves privatising what were once nationalised industries and removing major obstacles to trade. Privatisation when well conceived is process whereby state-owned enterprises are sold to entrepreneur who will now compete without any official projection. For it benefit society, they must be true nationalism, honesty purpose, initiative and sense of responsibility to the society. So far, privatisation in Nigeria has been a curse instead of blessing to the society. It has neither generated innovative entrepreneurial spirit among the few who bought the public enterprises with an unearned income nor in any way increased the general productivity of Nigeria. If anything there has increasing elements of stagnation, frustration and lack of honest employment opportunities.

As implied earlier in this paper, by innovative entrepreneurial elements, we refer to that

everlasting combination of motivation, vision with judgment, communication, determination, optimism, rage, endurance and all the factors that help to give individuals, organisations and nations the ability to see and utilise opportunities.

### **ELEMENTAL FACTORS OF PRACTICAL INNOVATIVE ENTREPRENEURSHIP**

These factors are more or less identical everywhere, be it in the United States, in Russia, India or Nigeria. The only factor that could introduce major variance is type of government, its commitments and mission to the generation in which it finds itself, including its wisdom. These elemental factors are the indispensable influences of technological alertness, market analysis and readiness of venture capital combined with the human qualities of insight, analysis, and above all, imagination. They arise wherever an innovation is forced to face honest completion. Thus entrepreneurial innovators relate to their society as a whole, always anticipating their changing needs and tastes. Every form of government and economic system must come to terms with the right type of values, educational incentives and state policies that encourage innovations and positive change no matter how painful. This is because management and entrepreneurship are not necessarily synonymous. Innovation and entrepreneurship require more of individual elemental factors and of a moment, time element, than do the normal commonplace processes of administration and management.

Innovative entrepreneurs are the people who look for productive solutions to current or anticipated needs or problems, which actually pose challenge to their sharp wits and motivate them at last. They stand in contrast to investors who are successful because they have merely managed to avoid failure, or who have backed proven companies or ventures and hence employed market dominance or even abnormal monopoly power. “Do you know why we’re going to be such a big success and why I’m going to make a billion (thousand—million) dollars” asked Ted Turner upon creating Cable News Network (CNN) in 1980. “It is because people know things are screwed up and they’re looking for a change”. This Summary case and answer by Turner himself is a classic example of what we mean by innovative entrepreneurship in the real world international business.

Innovation and entrepreneurship can result whenever there opportunity to bring service to the market and reward to the visionary innovator and entrepreneur. It can also arise from a sense of perceived technological possibility as it happened during the 1950s when Chester Carlson perfected and introduced the famous Xer. Same was the case during the 1970s when Fred Smith created the Federal Express from a combination of existing potentials and technologies. Innovative entrepreneurs can respond to both glut and scarcity with equal readiness and success. For example the United States airline innovators and entrepreneurs cashed upon the World War II training of thousands of pilots who had become redundant in peacetime, and upon other war developed devices radar, to revolutionize her civil aviation. Another example of innovation from glut in the United States is the Chicago, Illinois meatpackers who discovered from their meat waste products, some sources of income by selling the same at cheap rates to a distant large market.

In Nigeria, the Civil War of 1967 to 1970 raised a lot of innovations in military hardware, civil engineering, agriculture, construction and particularly in the spare parts industry. Sadly enough most of these indigenous innovations have been allowed to die a natural death since the end of the civil war except perhaps for what has resulted in a crop of wonderful fabricators and prototype copy mechanics who are the main procedures of the “Aba made” and “Nnewi made” products referred to earlier. We may have a cause to come back to these innovations in a Nigerian case presentation in this paper if space and time for such

presentation will permit. One thing however appears to be very true of the Nigerian innovative and entrepreneurial spirit since the last 30 years. Men and women appear to be more interested in quick money, effortless gains, short—circulated means of getting very rich, large capacity for conspicuous consumption, income demonstration at all levels and similar vices which are completely at variance with the elemental factors of innovation and entrepreneurship. These are indigenous impediments!

### **DO INNOVATIVE ENTREPRENEURS DO IN PRACTICE?**

A number of the most successful innovators and entrepreneurs simply made their marks from where others had already pitched their tents. For instance, the new Independent States phone companies in the U.S., and many manufacturing plants, have been forced to discover thousands of small, profitable ventures based on the older firms. The new and flourishing telecommunications companies like NYNEX, Bell Atlantic, Pacific Telesis which are not flourishing, were until recently part of the famous AT & T. Innovative entrepreneurs turn refuse garbage disposal into fortune. In most cities and big village centres in India, successful business men have transformed the collection and disposal of PVC and paper products of all forms into very profitable ventures. Indeed both solid and liquid waste disposal jobs are not only recycled for further future use but are also strategically organised for both employment generation and value added to the Gross Domestic Product, after the job of keeping the towns and cities neat and healthy. Nigeria is yet to evolve this type of indigenous management philosophy.

Innovative entrepreneurs also reverse the state of assets and idle capacity. A number of zealous enterprises may be created from a dissolved old inefficient corporation by focusing upon hidden assets which may have mingled in the old business. These assets can be freshly rationalised into clear, objective activities such as real estate, patents and even to create goodwill for the future ventures. The U.S. corporate take-over battles of the 1980s were a question of discovering hidden assets that could be re-organised and reinvigorated. Most of the organisations affected were those which having survived the great depression of the 1930s and picked up after World War II, were not just complacent. Thus some new eyes were needed to prepare them for a new world order. Beatrice a former U.S. largest food company was broken up into parts, and Safeway, once largest U.S. supermarket chain, was also split like many others for more efficient services by entrepreneurs. What the UAC Nigeria in general and Mr. Biggs foods is, is typical case of Nigerian indigenous management innovation.

Innovative entrepreneurs know how to stop things as well as how to start them. It was Fruehauf who stopped the production of horse drawn wagons unceremoniously. Wringley's business was a small 19<sup>th</sup> Century, which offered Baking-soda Company originally offered free chewing gum as a marketing strategy. This strategy was so successful that the company later stopped the production of soda and made its real fortune from selling chewing gum later. Yet no other company the message then, that there was good business in chewing gum.

Entrepreneurs and innovators know best how to employ and use resources. They can engage any categories of workers that can do their job irrespective of their societal status or station in life and irrespective of their creed, colour or sex. Indeed it was Indian innovators and entrepreneurs that first started the employment of the Indian lowest cast (harridans) into posit where they found them very efficient. It took the efforts of some early entrepreneurs to champion the cause of woman and black minorities in public enterprises especially in the United States.

Innovative entrepreneurs believe that they have enough resources; they are always economizing and creating what has not even existed. Two of the largest U.S. computer companies started in 1939 while Apple started in 1979 and has remained the most profitable personal computer firm. Lithography as it happened was invented in 1801 by an innovative author who could not get anyone to publish his works. Indeed much can always be learned from having too little or nothing as it happened in the war-torn side of Eastern Nigerian during the Nigerian Civil War. No one ever learns useful lessons from having too much. This is perhaps, the greatest message, which this paper has for fellow Nigerians especially to those in positions of authority and their offsprings.

Established institutions of the public sector are more often than not overstaffed because no factors of innovative entrepreneurship are ever built into such establishments. In the United States, the current restructuring of IBM is the most dramatic example of 30 years of complacency bringing at least five years of agony. Just about 10 years ago, IBM was still the World's most powerful and respected corporation. But it had been getting fat and too bureaucratic. So the fast-placed later entrepreneurial startups in micro-computer could deal such a deadly blow on that elephant.

### **WHAT ARE THE CRITICAL ISSUES THAT INDIGENOUS MANAGEMENT COULD GAIN FROM INNOVATIVE CHANGE?**

In an innovative society and generation the critical elemental factors of entrepreneurship, which are imagination and creativity, must last long within an organisation for as long as that organisation expects to flourish. The capacity to seize opportunities and the ability to adopt enterprisingly to change never become irrelevant (Leebaert, 1994). Some part of change always disconnects us from what went before; the rest is only a process. The alternative to change is inflexibility and stagnation. We are in this present decade witnesses to the collapse of over centralized states and multinational companies in international and local scenes.

For example, any corporation can complacently continue to rebuild docks, relay water pipes, or repaint ships. But it took the innovative entrepreneur Dr. Richard L Veech of the U.S. National Institute of Health, after protracted researches, to introduce the new non-toxic biochemical processes which work against parasites or corrosion of docks, water pipes or ships.

Some entrepreneurs are natural good administrators of what they have started or remade they can go on to a lifetime of fruitful activity with the maturing organization which they have started as did Thomas Watson S. or IBM or David Packard of Hewlett-Packard Others, having started things, impatiently leaves to confront new challenges, as did Mitch Kapor of the Computer Software firm, Lotus Development Corporation. Yet, others cannot convert original insight into routine, cost-controlling, dependable administration and as with Apple computer's co-founder, Steve Jobs, in 1985, they have to be pushed aside by those who provide steady and coherent management.

Finally, *some* innovative entrepreneurs do prove themselves as capable managers, but may eventually overstretch themselves as well as overreach targets in such a way as to play same card too many times. Some typical Nigerian examples of organizations who fond themselves in this type of situation are the Onwuka Inter Biz Hi-Tech. Plc. and Chi-Di.-Ebere Motors Limited. In the international scene, we have William C. Durant of General Motors and Henry Ford I as typical examples of these types of innovators and entrepreneurs. They are always looking for new territories explore and rarely find satisfaction on the much achieved.

Many innovative entrepreneurs are people who by nature are always on the move, they are

difficult to categorize. They may start as Executives who were simply too impatient to keep climbing up the ladder of a big dependable organization. An Entrepreneur may be a brilliant scholar too impatient to spend up to 5 years cranking out a doctoral thesis when he/she could instead mobilise 20 PhDs to get a short cut to a position of comfort and respect, especially in the Nigerian context of recent times. Innovative entrepreneurs refuse to take things as they seem. They do not take the axioms of their surrounding environment as given.

For instance, Masayoshi, the Chief Executive Officer of Softbank, Japan's leading software distributor, has demonstrated that contrary to popular impressions, Japan does not just consist of the huge manufacturing corporations and devoted company salarymen. One third of Japan's workforce is self-employed or engaged in family business as compared to about 10 per cent in the United States, or about 65 per cent in Nigeria where the majority of the people so engaged are in subsistence agriculture or menial petty jobs that hardly guarantee the people the basic human needs of food, shelter and clothing.

Masayoshi Son is of Korean origin in Japan. A graduate of the University of California, Son has been remarked by the Harvard Business Review as an example of a new Japanese-style entrepreneurship of high-technology initiatives in which enterprises are characterised by new attitudes and rethinking of Japan's relationship to the rest of the world. Masayoshi Son himself proudly agrees and bears out the axiom of Lord Curson that "presumption is the secret of success."

Whatever the nature of the innovation per se, the new idea is never a sufficient vital element factor to build an enterprise as such. According to Arthur C. Clarke, the author of the Classic Science fiction novel. 2001, an entrepreneur is "a dreamer who does. As Clarke put it, scientists and technologists are always discomfited to be told that "ideas are a commodity." The value of ideas depends on their implementability. Ideas have to be combined with other elements and factors of entrepreneurship like the ability capitalise, produce as per specification and schedule in pay off. Most governments, especially in the Third World lack the competence, required speed and commitment to pilot state ventures to profitability, for want of honesty of purpose and skill. Nigeria is perhaps the worst fender in this regard. Let us pray and hope that vision 2010 could transfer and reform Nigerians

The release of entrepreneurial energies among software designers in Delhi or construction engineers in Shanghai, or spare fabricators in Aba and Nnewi, or even commodity traders in Onitsha or Mexico demonstrate that irrespective of nationality and culture certain people burst into positive rewarding action when they come into contact with even small doses of capital and are properly motivated rather than when they are exposed to official bureaucracy: and unearned heavy loots in the form of income. Over and above huge capital outlay, especially when such huge capital outlay had not been clearly worked for and nurtured to its size, it takes some systematic principles of Managerial Innovation which we term entrepreneurship, as used throughout in this paper, to establish and sustain any form of enterprise anywhere on the This is one of the issues which the Nigerian indigenous management philosophy should nurture instead of impede.

### **CAUSES OF FAILURE IN MANAGERIAL INNOVATIONS**

Some level of awareness which includes anticipating a number of obstacles, many of which stand between innovation and successful management of organizations have been noted as causes of avoidable failures. Many of these avoidable failures in Nigeria are

✓ **The organisation, Public and Private, must put somebody in charge from the beginning to neutralize influence of negative indigenous factors.**

Since someone has to be responsible for specific decisions, there is the need to pick a real chief executive - a managing director, or President, or Secretary General, whatever the name, at the onset — no matter how small the business may be. His responsibilities among other things would be to neutralize the effects of negative indigenous philosophy that could impede result-oriented management.

✓ **The purpose and mission of the venture must be properly defined and articulated, indigenous philosophies, if any should be such that could promote progressive management**

Clarity of purpose, which does not mean an absurd over-planning, is a major ingredient for successful managerial innovation or entrepreneurship.

There are some tested and proven indigenous management thoughts even in Nigeria right from the beginning.

✓ **The prospective customers for your products of services must be known and targeted as a part of the managerial innovativeness**

Inventing the best product does not necessarily guarantee that the world will beat a path to your door. This was exactly the fate of the famous i4ben traditional restaurant at Umuahia the capital of Abia State. It was conceived of indigenous philosophy to focus on indigenous foods with an indigenous traditional managerial style, but this became an impediment imply because times had changed a lot.

✓ **How much investment is enough?**

The astute managerial innovator or entrepreneur knows cash is life, and lack of cash is death.. This is borne out in the melancholy numbers of rise and fall of restaurants and shops in Paris, London, Lagos, Virginia, Delhi Bombay, Kaduna, Aba or Onitsha and Ibadan, year by year. Thus, an enterprise should rarely be launched if managerial analyst is not sure of more capital than essential after repeated analysis.

✓ **What happens when things go wrong? An indigenous managerial based on the culture of the people could provide the answer**

Managers and graduates of business administration from institutions are taught of how to run normal business. They are rarely trained on how to counter failures and extremities. Managerial innovators should anticipate failures, as they visualize success. Flexibility is therefore crucial. Have in place what the conventional and professional might use to call “contingency plans.”

✓ **What is normal in the industry? and how normal is it? Anything peculiar to the culture of the indigenous market?**

Misunderstanding the context of the business and environment is likely to derive from or to lead to peril-over optimism or inability to match performance with capitalization. In good parts of the world, including Eastern Europe, performance figures can be got from trade journals. In Nigeria some business reports no matter how inaccurate exist in some state trade journals and the Central Bank reports, as well as from some international agencies. Ignoring of the indigenous influence on the



industry may often impede progressive management philosophy capable of generating growth plus social change.

✓ **How and what is the company really doing?**

This is the issue of managerial focus on the business objectives. Indirection can easily be confused with managerial innovation or entrepreneurship because to a large extent both depend on risk and originality. Therefore, carefully scrutinize the marketplace and the competition without being distracted by the heated excitement of new products and acquisitions. Then determine from the beginning which opportunities repay pursuit, and select only the best of those.

✓ **Who advises the Managerial Innovator or Entrepreneur?**

Most organizations too often resort to consultants for martyr arid everything. According to Robert Townsend, who actually revitalised Avis—rent—A—Car, “Don’t use them under any circumstances.” Rather, “hire people who are smarter than you *arid* leave them alone”. The Managing Director can benefit from having a skilled board of directors provided that the people on the board will be motivated by him to work. Doing something new tends to require some new knowledge and new advice. However, in the final analysis the managerial innovator or entrepreneur is the vital expert, and should be. He must not overlook the indigenous requirements of his business environment.

✓ **How much is really too much? Dependence on indigenous thinking can also be too much!**

Surprisingly, the tiny headquarters of American’s foremost investors, Warren Buffet, remains along Omaha, Nebraska. For a long time, the Ekenne Dili Chukwu group remained in the old office at Onitsha and successfully covering nearly the entire Nigeria: the Northern States, Eastern states and the Western states. According to Leebaert (1994), perhaps, only priests or philosophers can advise entrepreneurs (managerial innovators) on what to do with their deserved material rewards -once the objective is achieved, and there is something to be rewarded for. It is wrong to feel that the success of an enterprise depends on the size of their office space.

✓ **Managerial Innovation should avoid the danger of over- promise for a product yet to be produced.**

This is what the American call “Vapor Ware.” This refers to any product already advertised but which either does not yet exist or is dangerously behind in development. It dents the image of organizations. In Nigeria this type of delay in bringing out already advertised products has often been caused by indigenous impediments.

✓ **Is your business open to easy competition?**

During the 1980s, there was a glut of water logged video retailing business until the sector was consolidated in the early 1990s by a firm called Blockbuster. Blockbuster substituted deep capitalization for ingenuity. It must be noted that the company founder had originally accomplished a more entrepreneurial form of consolidation when he had turned his simple garbage—trucking business into the multi-thousand-million dollar Waste Management Inc. He drew from an indigenous position of the

environment to launch his business.

Thus if industry visibility is high and barrier to entry low, the growth rate of supply is likely to soon exceed the growth rate of demands.

Lawsuits should be avoided as much as possible, using indigenous settling mechanisms e.g. traditional rulers and peers.

Ending up in court, no matter how just or unjust the quarrel may be, can be deadly, especially for a small organization.

Certainly there are reasons to go to court, although often the lawsuits end up with each party dropping all actions out of frustration or undue exhaustion. Typical cases of this nature in Nigeria include the protracted *Obosi Vs. Onitsha* and *Asaga Ohafia Vs. Biakpana* in Cross Rivers State, all being neighboring towns. Many experienced businesses always avoid court cases, as did the Managing Director of Orazulike Trading Company Limited of Enugu in 1993 on returning from his overseas treatment, decided to give up all court cases and settle out of court.

▼ **Why are the products not selling? Has it got anything to do with some Indigenous factors?**

Every product worth buying should be selling provided that it is properly introduced after a good market research. It is important to know before launching the product. You also make sure of how you gauge their eagerness to buy as well as how you segment the market. Consider also possible indigenous impediments.

▼ **Can the customer prefer some other product to yours?**

If there is the possibility of customers choosing another product instead of yours, then the managerial innovator or entrepreneur must rethink before further action. He should resort to possible indigenous ingenuity.

You must be convinced that a substantial population of fully informed buyers would be foolish to obtain your product and drop their present supplies. This may be as a result of some indigenous managerial element and philosophy.

▼ **Can your customers see the difference?**

Advantages in a product's cost and quality are those most easily perceived. Thus if your customers cannot see the difference, by all means point it out. The difference should be as clear as in the case between 7—Up and Coca Cola. You can also build in an indigenous distinction.

▼ **When to give up trying Unviable Project even if it is in some Indigenous Culture**

Once substantial time, money and effort have been in trying to achieve the unachievable, the project should be given up no matter who is right or wrong. From the Vietnam War to the example of Xerox's foray, computing the amount of resources and prestige lost that could have been saved earlier, is common knowledge that over persistence could be perilous.

For years the authorities of University of Nigeria, Enugu Campus insisted on closing the foot path between the institution and their neighboring Enugu State University. They stationed security men for months before walling it round eventually. But there has been no time, night or day, with or without security men, wall or no wall, that students failed to use that path.

The authorities have at last provided the little gate, which the students have been demanding by all means.

The question to be asking is whether you would devote such resources to this project right now, today or tomorrow if it was presented as a new opportunity in the organization.

✓ **Are you sure that the enterprise can go too well?**

Instead of rushing into an uncertainty in the area of new venture, delay a little. It is better to make sure of where you are going than ending up in disappointments. It is being accurate instead of being pessimistic. Evidence for this can be both psychological as well as rooted in indigenous philosophy.

✓ **Risking everything is more of a tale than reality of entrepreneurial success**

The above legend arose during the 1960s at IBM, when thousands of millions of dollars were committed developing the revolutionary 360-mainframe computer. Then IBM had lots of goodwill and business clout. It was not therefore betting everything at the time.

Contrary to the legend, great entrepreneurs and managerial innovators are not motivated by sheer risk. They only take necessary risks for success. They are usually not foolhardy.

✓ **Beware of Overwhelming success or Victory**

Having attained the peak, the successful managerial innovator or entrepreneur could begin to relax and lose perspectiveness. Though IBM kept a wary eye on a handful of big, established rivals, it essentially ignored the young Apple Computer and misjudged their kind during the 1980s.

Similarly when Henry Ford I defined his automobile market by saying that his customers could have any colour car they wanted as long as it was black, he did not see the competitive advantage he was handing to Water Chrysler.

This is what happens to almost all the cinema theaters in all the cities and major towns in Nigeria. When video was rendering the cinema business irrelevant in Nigeria during the 1980s, the very popular Chekwa's Cinema in Umuahia and another at Kirikiri, Lagos could not comprehend what was happening let alone accept the changing technology and taste as a reality.

Managerial innovators often make biggest mistakes in the things that they have previously done best. In business forecasting it is an unforgivable sin not to notice that it is at high noon when the sun begins to set.

✓ **Geniuses don't usually endure**

But a talent will be needed to keep the flag flying. Talents are often indigenous in nature. They would impede or enhance organization's development.

Success also makes executive statesmanship sometime dangerous.

It is a bad sign when the chief executive of an organisation starts taking number of outside directorships, or begins to accept appointments as heads of associations and clubs, or spends more of his time with people in government or at the corridor of power, lobbying for political appointment and positions. Whenever interest is divided

because of quest for cheap popularity, the entrepreneurial skills and loyalty is bound to drop even in the case of a founder chief executive.

It is better for innovative chief executive to step aside and handover to a worthy successor whenever he finds greater interest than his job, be it in politics or governance. William Parley who founded CBS and Hammer who created Accidental Petroleum in the U.S. are famous examples of managerial innovators who refused to step aside until their deaths, and hence, consumed a generation of more up-to-date leaders within their organizations by hanging on.

There *is* a very long list of Nigerians who belong to this type of owner—managers who would neither handover their establishments nor concentrate to run them because of political and other interests that give quick and cheap money together with public notice.

## **CONCLUSION**

This paper has exposed some common elemental factors together with some indigenous managerial philosophies and culture which should serve as a lesson in every managerial and innovative environment throughout the world—whether in the United States of America, Eastern or Western Europe, South Pacific, India, Brazil, South Africa or Nigeria—this is the fact that innovative entrepreneurial possibility curves have by no means reached their potential frontier in this age of harmonisation of multi-cultural traits in a new world brought together by information and communication explosions.

The impact of culture and indigenous potentials in Nigeria is enormous. In a few countries like Japan and China, traditional culture seems to have comfortably assimilated the industrial culture, but in Nigeria, there is need for further research into identifying the cultural values that are promotive of efficiency among the major ethnic groups. Given the huge assemblage of human and material resources apparently put forward by the Federal Military Government for the pursuit of Vision 2010, it is the belief of this writer that vision 2010 may usher this much needed opportunity and the way—with—all for this much desired but long over—due empirical research on Comparative Nigerian Indigenous Managerial philosophy and Cultural Values that promote high productivity and growth plus positive change. The Igbo indigenous belief system, the Hausa—Fulani indigenous organizational philosophy, the rich Yoruba traits in directing and leadership and other Nigerian managerial philosophies has critical positive contributions to make.

In a Ph.D research work (Ewurum, 1991) in which the researcher used the business management culture of Anambra State to represent his case, and from an earlier paper presented by the present writer (Imaga, 1995), the typical Igbo culture as perceived in most Igbo States, the following summary has emerged on how the Indigenous Philosophy and Igbo culture bear on management:

- i.) From the perspective of goal setting in the Igbo land small manufacturing business sector, the dominant system is found to be authoritarianism heavily moderated paternalism.
- ii.) Paternalistic leadership philosophy appears to be the dominant ethics in the management of small manufacturing firms in Anambra State.
- iii.) The typical approach to motivation in the Igbo States is influenced by consultative management philosophy.

- iv.) In the character of communication process there are divergent views between managers and operatives. While the managers see the communication system in their firms as participative in nature, the operatives see it as being paternalistic.
- v.) Authoritarianism ranked least in popularity as major causes of low productivity in the Igbo State's manufacturing sector.
- vi.) The concrete traditional culture of the Igbo people has their most profound impact on the factors in directing: namely, Leaderships and Motivation.
- vii.) Igbo traditional institution are essentially fluid, organizational structures and rarely rigid.
- viii.) Power belongs to the people in the traditional Igbo land and setting, and must be exercised in line with the people's aspirations. Abuse of power in any office is viewed as serious crime, punishable with ostracism, if not death.
- ix.) Welders of authority in Igboland are given the Ofo (as a symbol of authority), which confers legitimacy to falter. Ofo is used to secure the sanctity and validity of legitimate decision and actions. And any rule and laws thus sanctified become taboos. This goes a long way to ensure good administrative management in the traditional Igbo Setting.
- x.) Authority in the traditional Igbo setting was theocentric. Whether it is contextual, social, technical, acceptance, or shared authority, it is of deity and so has supernatural basis.
- xi.) The organizational pattern is basically achievement-oriented, and is designed to encourage the offer of selfless service.
- xii.) Finally, the Igbo traditional leader functions between two worlds the mundane world of humans and the ethereal world of spirit forces, linking the people with their Chukwu (the Supreme God) and His agents. The impact of this is enormous in the Igbo attitude to public office, honesty of purpose, hard work and managerial style. There are, however, a number of counterfeit and fake Igbos whose values today do not in anywhere conform to that of traditional Igbo managerial system.

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**EVOLVING AN INDIGENOUS MANAGEMENT  
PHILOSOPHY: MANAGEMENT DEVELOPMENT  
INSTITUTE PERSPECTIVE**

**BY**

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## INTRODUCTION

I consider it a great privilege for me to be invited to Workshop *as* one of the key speakers. Permit me, therefore, to congratulate the organizers for being bold enough to sponsor essentially is a soul searching forum, being itself one of the management development institutions in this country.

1.2 Effective utilization of national resources based on a and sustainable management philosophy is crucial for the economic progress of any country. Lack of or too little of it only lead to economic stagnation. This is because if a nation all the resources in the world but cannot manage effective efficiently and economically by converting these resources goods and services that will ultimately boost its GNP and enhance the standard of living of its people, then, it is as not having resources. On the contrary, a nation that is endowed resource wise, but has virile sustainable manages philosophy can make a lot of difference in the life of citizens.

1.3 Countries like Japan and South Korea have proved these point contemporary times beyond all reasonable doubts. Japan virtually no physical resources yet it supports over 115 in~ people which is exactly half of the population of the United States of America and the population of Nigeria and Pakistan; it exports “75 billion United States dollars worth more goods than it imports; and has an investment rate as well as the GNP growth rate which is twice that of the United States. Japan has come to dominate in one selected industry after another surpassing the Germans and the Americans in automobile products, wresting leadership from the Swiss and the Germans in watches, camera and optical instruments and even overshadowing the United States’ historical dominance in businesses as diverse as steel, ship building and electronics.”

1.4 What we find in sub-Saharan Africa, Nigeria inclusive, is the direct opposite of affluence and economic progress characterised by sass poverty, unemployment, illiteracy, want etc in the midst of abundant resources. Employing standard socio-economic indicators such as school enrolment, per capital income, life expectancy, ~share of manufacturing in GDP etc., Africa and has been down in the wrung of the economic ladder. Indeed, 26 out of the 36 least developed countries in the world are in Africa while the continent accommodates 21 out of the 34 low-income developing countries.

1.5 Africa situation in the 1990s has been aptly summarised by the World Bank as follows:

- i Africa today is a continent in crisis;
- ii Low income Africa is the only region of the world where the number of people living in poverty would, if current trends continue, increase by the year 2000;
- iii It is the only region where population is doubling every 20 years or so - in fact, it is the only region where, for some three decades, economic growth has barely kept ahead of population growth; and
- iv It is the only region whose debt is now greater than its total economic output.

1.6 With particular reference to Nigeria we should be anxious to the reasons behind our collective national failure. And I say that we do not have to go too far. The failure is not in our stars but rather in us. The critical factor of managing effectively, which has continued to elude us for so long, accounts for our backwardness as a nation.



- 1.7 My submission in this paper is that much as we have expended so much effort in trying to evolve a virile management philosophy especially in public sector management as a strategy for finding lasting solutions to our national socio—economic problems we have refused, to our detriment, to allow those management principles and practices to stand firmly, on the ground and get firmly tap rooted into our national psyche over a period of time. The second major thrust of the paper is that our capacity building institutions need to buckle up in our strive towards evolving a virile management philosophy or else their current marginalisation in the scheme of things, whereby they have been pushed from the centre to the periphery of policy making may adversely affect their image and credibility. Suggestions are also made about how they could assist in the transfer of management concepts using the Japanese –Indian experience as a guide.
- 1.8 Thus the paper is in four parts. Part one discusses the nature, universality and philosophy of management. The second part is a comprehensive review of attempts to evolve a Nigerian management philosophy by various Commissions and Panels set up by government. The various management principles, concepts and practices enunciated by the Commissions and Panels are articulated in this part together with difficulties encountered in internalising the management principles. What is emphasised in this section is that in actual fact we have not been fair to the efforts made in the past to fashion out and install management philosophy, which could assist the country to make that quantum jump from a developing (under developed) country to join the league of the developed nations or even the Newly Industrialised countries (NICs). The final part of the paper is a critical appraisal of the role of the MDI5 in our collective endeavour to evolve an indigenous management philosophy for Nigeria. A case study of how Japan successfully transferred its management philosophy to some Indian industries is also presented as a back up to the presentation.

## **PART I:**

### **THE NATURE OF MANAGEMENT**

2.1 The practice of management *has* existed since the dawn of civilization. It first appeared in prehistory; when men found that by banding together in hunting parties they could by their combined efforts, capture large game, an impossible feat for a person hunting alone. From tribal life evolved larger and more complicated organizations.

2.2 During the centuries that followed, science and technology made sky—rocketing progress, business organisations burst out of the boundary lines of national borders to become not only international, but global. Management has, therefore, been relied upon as the central force and the most critical factor in economic and social development of nations.

2.3 According to Farmer and Rich “management is the single most critical social activity in connection with economic progress. Physical, financial and manpower resources are by themselves passive agents; they must be effectively combined and coordinated through sound, active management if a country is to experience a substantial level of economic growth and development”.

2.4 Management is not a new idea. It has been practiced by people through the ages. The Negroes of Africa, the Egyptians, the Phoenicians, the Mesopotamians, the Romans, to name a few, had at one time or the other evolved the management of the utilisation of the resources with which they had to trade, fight wars, create and administer empires. Since people, knowledge, Ideas, skills, attitudes and actions have not been static, new and better ways and means of doing things progressively emerged.

2.5 The beginning of management as a body of knowledge however can be traced to the last two decades of the 19th century. During that time we have seen the development of ideas, which can be divided into three movements. These movements, which are not totally distinct from one another, are classical theory, the Human Relations movement and the modern systems theories of management.

### **THE SCIENTIFIC APPROACH**

2.6 The classical theory has two main streams of development. They are the scientific management and comprehensive Management theory. The basic assumption underlying the scientific management theory is that management is or can be a fairly exact science calling for inductive thinking, based on hard facts, to replace the rule of thumb approach in the solving of all organisational problems. Prominent among the theorists in this category are Frederick W. Taylor, Frank Gilbreth and C. Bertrand Thompson.

2.7 The comprehensive management theory assumes a formal bureaucratic structure with emphasis on power and authority. Its elements suggest a striving for tidiness and precision and for arrangements to ensure control and certainty while avoiding chaos and disorder. These elements include, primarily, a number of management principles and a set of management functions. When we discuss management principles and a set of management functions, we inevitably think of Henri Fayol and for bureaucratic I structures and authority we think about Max Weber.

Henri Fayol, Luther Gulick, among others, have tried to break the job of management down into functions or tasks that a manager has to do and so we come up with words which are known to everyone who has been involved with management: planning, organising staffing,

directing, leading, coordinating and motivating etc.

## **THE HUMAN RELATIONS APPROACH**

2.8 The Human Relations movement started studying the factors that make for increase in productivity. They opined that work conditions were less a determining factor in productivity than the social or human relationships among the workers. The main aspect of Gilbreth's study in this area is that in managing an organisation it is not advisable for a manager to accept unreservedly the notion of rational and economic man. There are social and emotional aspects to be considered as well. The Human Relations Movement laid the foundation for much work on motivation theory undertaken by people like Abraham Maslow, Frederick Herzberg, Douglas McGregor and Victor Vroom. It also introduced us to the complex world of work groups and informal organisation and to the notion of worker participation in management.

2.9 However, it is difficult to find a line of demarcation between the new classical or human relations movement and what we describe as modern approaches. This is because work continued to be done in the general human relations area and most of the emerging theories have tended to look at organisations and the results are so revolutionary as to warrant being treated separately from all other approaches. We are referring to the systems approach to the management of organisations.

## **SYSTEM APPROACH TO MANAGEMENT**

2.10 This modern approach views an organisation as a wholistic system made up of a number of sub—units each interacting with the others, and with the external environment. It is descriptive and would reject the prescriptive principles of the classical theorists. It is wary of deducing simple cause effect relationships in any event but believes that an event is caused by number of factors, which are themselves interrelated and interdependent.

2.11 The system's approach to management is intellectually active and is likely to be the basis for much more research directed at a general theory of management in the years ahead. In present state, the theory shows us just how complex organisations are and makes us wary of prescriptive approaches in solving organisation problems.

## **MANAGEMENT DEFINED**

3.1 Management means different things to different people. To some people, management is “trickery” or “deceitful contrivance”. The way some managers use the divide—and—rule tactics to achieve their aim lends some credence to this perspective of management. We do know, however, that this management by “crisis” or “trickery” is not the ideal or the norm. To some people, management means the Governing Board or the Board of Directors or the top hierarchy of organisation. This conception of management is not acceptable because it gives the impression that subordinate officers are involved in management. We do know that they are very involved.

3.2 There are however a number of acceptable views of management. The commonest definition of management is getting things done and achieving results through the direction and co-ordination of other people's efforts. It determines what kind of business the organisation is in i.e. vision/mission, the direction which organisations is going or should go, what has to be done to get there, how it will be done, who will do what, when and where.

3.3 Management has also been conceived as the process of designing and maintaining an environment in which individuals, working together in groups, efficiently accomplish

selected aims. A more modern view of management is that it is the total planning organising, directing and controlling the rare resources of knowledge, people, information, money and technology in an institution to attain stated results economically, efficiently effectively.

3.4 Management is therefore effective when it achieves desired results. It is efficient if the organization's resources utilised in such a way that input matches output if not less than output.

3.5 Mintzberg (1989) identified ten major roles for an effective manager. These roles were categorised under three main headings as follows:

- i Interpersonal roles which include:
  - a. Figurehead role: Performing ceremonial and social duties as the organisation's representative;
  - b. The leader role;
  - c. The liaison role: communicating particularly with outsiders;
- ii Informational role incorporating
  - a. The recipient role: receiving information about the operations of an organisation;
  - b. The dissemination role: Passing information to subordinates;
  - c. The spokesperson role: Transmitting information to those outside the organisations;
- iii Decision roles involving
  - a. The entrepreneurial role;
  - b. The disturbance handler role;
  - c. The resource allocation role; and
  - d. The negotiation role: of dealing with various persons and groups of persons.

## **UNIVERSALITY OF MANAGEMENT**

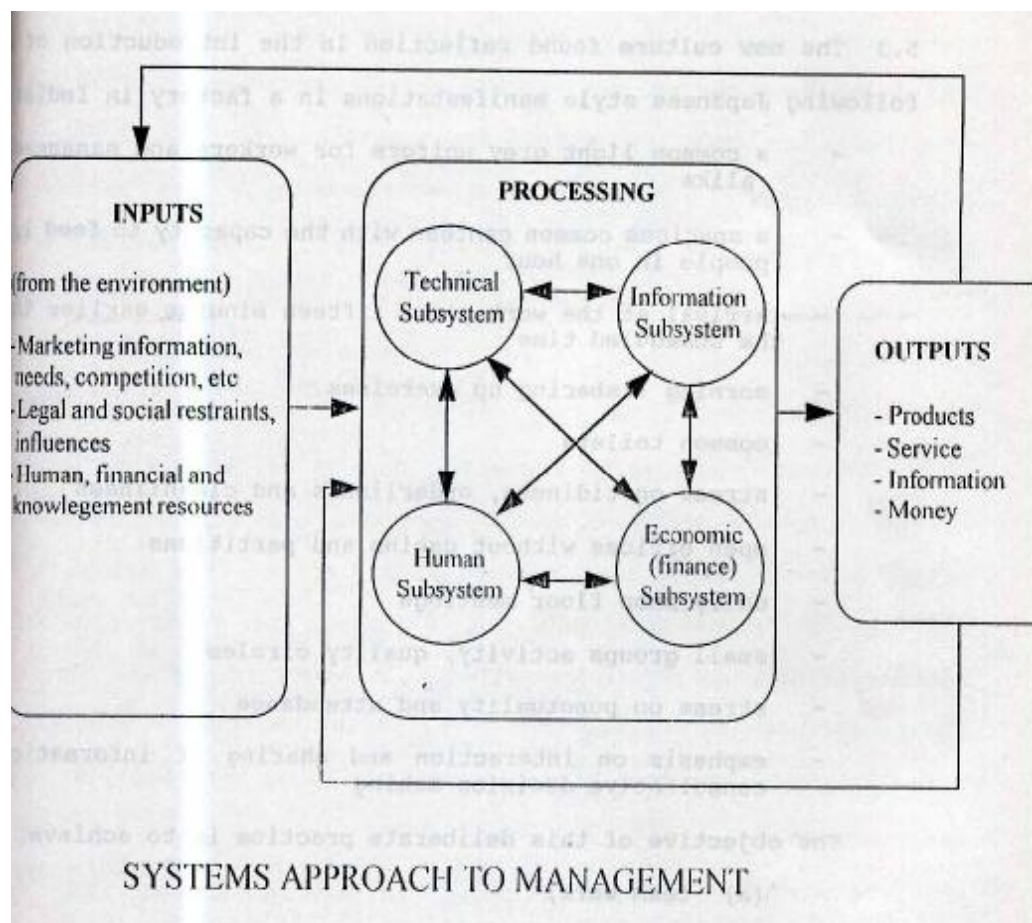
4.1 From the foregoing analysis, it would be seen that management the world over is concerned with getting results. This is because managers are charged with the responsibility of taking actions that make it possible for individuals to make their best contributions to group objectives. Management thus applies to small and large organisations, to profit and non—profit organisations, to manufacturing as well as service industries. Managing effectively is the concern of the Director-General, of a ministry, the Hospital administrator, the Managing Director of enterprises both national and multi-national, the Boy Scout Leader, the Bishop in the church, Chief Imam of the Mosque and the university vice chancellor as well as heads of management development institutes.

4.2 Thus management is a universal concept. It is the content of managing in terms of resource input and processes that may be unique and therefore accounts for different results.

## PHILOSOPHY OF MANAGEMENT

5.1 The term philosophy refers to a system of belief or views about life, existence and human beings as determined by logic reason, experience and circumstance. Such views or belief usually guide the individual or a group in its orientations, ideologies, activities and attitudes towards life and nature. (Frankl, 1968). By implication, therefore, the beliefs or perceptions of those at the helm of affairs in an organisation — i.e. those at the strategic apex, no doubt will have tremendous influence on management policies, goals, decisions, functions, operations and attitudes to workers and the external environment.

5.2 For example the philosophy behind the Japanese approach to management is egalitarianism, trust and openness, teamwork, 'we feeling' as against 'us' and 'them', discipline, commitment, common objectives and consultative decision-making. The work culture is founded on the notion that involved workers are the key to increased productivity. The desire is to motivate people, bring them into the family and treat them like respected members of it. The employee is made to feel that his mission is to contribute to the organisation, welfare, and his own, everyday, and that throughout his working life he is really needed. This philosophy is vigorously communicated through the creation of a common culture to be shared by all employees.



5.3 The new culture found reflection in the introduction of the following Japanese style

manifestations in a factory in India:

- a common light-gray uniform for workers and management alike
- a spacious common canteen with the capacity to feed 1,500 people in one hour
- arrival at the work place fifteen minutes earlier than the scheduled time
- morning limbering up exercises
- common toilets
- stress on tidiness, orderliness and cleanliness
- open offices without cabins and partitions
- daily shop floor meetings
- small groups activity, quality circles
- stress on punctuality and attendance
- emphasis on interaction and sharing of information consultative decision-making

The objective of this deliberate practice is to achieve:

- a. team work;
- b. organisational and individual discipline;
- c. adherence to physical and financial targets;
- d. achievement of higher levels of productivity;
- e. sense of responsibility and commitment to the organisation
- f. quality consciousness;
- g. customer orientation; and
- h. cost effectiveness both in products and services. More will be said about the Japanese management later.

## PART II

### NIGERIAN MANAGEMENT PHILOSOPHY

6.1 The question that we now need to ask ourselves is whether or not we have evolved our own unique management philosophy with the accompanying principles, practices and tools for transforming this philosophy from the realm of theory to the territory of practice? My answer as far as the Public Service is concerned is categorically in the affirmative. Regrettably our national misfortune is that policy shifts, policy somersault and inconsistencies have been the bane of our management philosophy in Nigeria such that today there is confusion in peoples mind scholars and practitioners alike, about an enduring management approach that is unique to Nigeria. What is worse is that we do not make adequate institutional arrangements even for the accepted concepts and practice to take root firmly before they are either modified or jettisoned thus not allowing for their fruitful internalisation by those concerned. A study of Public Sector Management and the introduction of different management concepts, principles and practices based on the underlying philosophy of the reformers in the last 25 years is a case in point. In this connection, let me quickly review some of these reform efforts from Udoji to date.

### UDOJI COMMISSION (1972 — 1975)

6.2 The Udoji Commission was specifically charged with the responsibility of examining the organisation, structure and management of the public service and recommend reforms where desirable. Indeed, the Commission was expected to critically appraise in all its ramification the art and practice of public administration in Nigeria. In other words the commission was to look into “how public business should and ought to be conducted”.

6.3 The commission, having comprehensively studied the enormity of the challenge of development facing government concluded that government was “now big business” and therefore recommended the introduction of a novel method in the conduct of government business. Udoji christened the new Philosophy in Public Administration - Result Oriented Management (ROM) in which a public servant should be much more “conversant with the objectives and broad outlines of the Development Plan and knows his role in the achievement of targets that come within the area of his responsibility” whether at a sectional, divisional, departmental or even ministerial level. The results—oriented manager is not merely interested in administering the established order, the status quo; no, he is more interested in managing the resources (money, materials and manpower) placed at his disposal in order to

achieve the objectives of his department or ministry, with efficiency, effectiveness and economy. In the words of Udoji himself, many years after.

*The “new style Public Service”, is a Public Service with a purpose, a Service that is geared to achieve certain well— defined and articulated goals; a Service whose performance can be measured and assessed. It is a Service that is run by specialists and professionals and not amateurs; a Service that welcomes experts in every field and at all levels of its hierarchy; a Service where concrete performance in the achievement of pre—determined departmental or organisational goals and targets is the criterion for advancement and not the seniority, tribe, language or sex of the officer concerned; a Service where remuneration and other compensations depend, not on *pa per* qualification, but on performance and proven ability to all meet the demands of the office and the public at large; Service where advancement to the very top, is open to all officers, their particular disciplines notwithstanding. It is a Service that constantly updates and keeps itself abreast of the latest techniques and advances in public management; a Service where professionalism is extolled and amateurism discouraged, it is a Service that does not surround itself with protective regulations and orders against removal for incompetence and obsolescence but one where permanency of tenure depends on efficient performance and continued ability to meet the demands of such position. In summary, the new style Public Service” is one that adopts Modern Methods of Management in these key areas; in the definition of its objectives and programmes, in the recruitment and development of staff to carry them out, and finally in the execution of projects that constitute the programmes.”*

6.4 In order to transform the public service into this new philosophy of Results—Oriented Management (ROM) the Commission went further to suggest, the basic management tools and techniques for Sec achieving this radical transformation. These management tools are Management by Objectives (MBO), Programme and Performance Budgeting (PPB) and Project Management (PM). The Government in its wisdom accepted these recommendations and stated in its white paper that:

*“the Review Commission’s fundamental concept of a results-oriented public sector and the there oriented public sector and the three major techniques (MBO, PPB, PM) it has proposed for achieving this essential objective seem to constitute the pivot upon which most of report has been based”.*

6.5 In other words if we remove the pivot/platform, the foundation on which ROM stands is likely to collapse. Regrettably this was exactly what happened with these tested management principles and practices, as we inadvertently jettisoned the fundamental assumptions underlying these management concept principles and practices too soon after they were installed in Public Service.

6.6 While this is not the right place to discuss fully the details of this great error of omission, let us just mention that lack of political will to delegate both authority and responsibility with appropriate/matching checks and balances, in all matters that relates to the achievement of organisational objectives which is crucial for the full installation of MBO as a management strategy was a major undoing of MBO in Public Sector management in Nigeria.



## PERSONEL MANAGEMENT AND MBO

6.7 The inherent attributes of MBO, demand that the results oriented manager shall have total authority especially in areas of recruitment and selection, training and manpower deployment. Because he wants results, he knows the calibre and personality make up of people he can or cannot work with, in addition to their professional qualification. He is interested in bringing into his organisation, managerial talents that can work effectively with other “Achievers” since MBO centres “around working relationships between managers”. In effect the results oriented manager, would want to work with a team, with whom he either swims or sinks. The question we should ask ourselves, is whether or not the structure and organisation of the Public Service, years after Udoji allows for this managerial “Head Hunting”.

## PROMOTION (REWARDS) AND DISCIPLINE UNDER MBO

6.8 Furthermore the results-oriented manager, in order to achieve the expected goals of his unit, department or ministry, should have the final say over the rewards which he generously gives out to those who contributed to the successful achievement of the timed targets of his ministry or department; the converse should also hold for those who failed to meet their own targets in the scheme of things. But while we accepted MBO as a management principle we refused to put in place necessary machinery to make it workable. The dilemma of the Head of the Federal Civil Service at that point in time may help to drive the point home. Mallam A.L.Ciroma in a paper titled, “The Nigerian Public Service - Need for a Re-orientation” said, and I quote:

*“The machinery of the Public Service Commission, as it operates at the moment, may also have to be closely re- examined and overhauled with a view to stimulating it to faster action. It is indeed doubtful whether the cumbersome machinery that the Public Service Commission employs can adequately face the challenges of the new situation. It may interest you to know that I, as Head of Service, cannot get any officer promoted on my own authority without a lot of delay. Such are the existing and somewhat outmoded rules governing this matter. I am often called upon to defend my recommendations, which may, in fact, be rejected and this is after I have consulted with a number of Permanent Secretaries, who know the officers in question well, before I make the recommendations! This is the position the Constitution makers devised even under the Presidential system! We are still to find our way to rewarding merit, and very promptly, In respect of hard-working and deserving officers. It is certainly not in the best interest of the Service to continue sacrificing efficiency on the alter of seniority or creating delays, lasting for months, over the promotion of officers, seniority has its qualities apart from experience, but no modern organisation relies on procedures alone or swears by form for form sake for its success. The Service cannot afford this either. It should be possible for Heads of Service --Permanent Secretaries who work closely with their subordinates and know them intimately, to have talented ones among such subordinates promoted without much difficulty. The word of Head of Service should have some meaning and he should not be subjected to defending every action. Otherwise talents would be frustrated and killed, and the Service will, in reality, be headless.”*

6.9 The Dotun Phillips Panel in its report in 1988 reached similar conclusion on the MBO

as a management concept when it stated that;

*“While it was found to be useful particularly for corporate planning in Britain, Canada used it mainly for appraisal. Emphasis on its use therefore differs from country to country. The system did not appear to have made the required impact when it was experimented upon in Nigeria. The unsuccessful implementation of MBO in the Nigerian Civil Service initially was explained away on the ground that the jobs in the Civil Service were not easily quantifiable and therefore it was difficult, if not impossible to identify tasks and set targets which are the basic foundations on which MBO would thrive. We know that this is not completely true. Some tasks/jobs in the service are quantifiable.”*

The Panel was even more unequivocal on the second management platform/pivot recommended by Udoji - i.e. the Project Management (PM). According to them:

*Project Management is a system of management through which projects are executed or results are achieved on task force basis. The resource needs of the project in question are the primary consideration in allocation of men, money and materials required for its execution. The professional skills needed for the project are drawn from the various sources for that project only. We believe that the discipline required by Project Management approach is highly essential for the achievement of results. Our studies revealed that attempts have been made to introduce Project Management in some Ministries such as Works and Housing, Agriculture and Water Resources, etc. Today, the idea of Project Management seems to have been abandoned in all the ministries or other government establishments where initial attempts were made to give it a trial. This is rather unfortunate. It appears that Civil Service has not still acquired the discipline required to implement successfully the new technique and internalise it for the benefit of the Public Service as a whole.*

*Another factor considered responsible for the unsuccessful implementation of Project Management in the Public Service was the lack of support from some top leaders who should give all the necessary impetus for the take—off of any new idea. Without the will and support from the leaders or top management, no new idea can receive general acceptance in any organisation. This is also true in the case of efforts to introduce Project Management in the Public Service. We believe that Project Management is still an effective approach to management.*

## **IMPLEMENTATION AGENCY OF UDOJI’S ROM PHILOSOPHY**

6.10 Finally, the Udoji Commission recommended that a Central Agency be set up as “an integral part of the continuing Public Service which can grapple with the technical problems of installing the new system and which can ensure that the machinery of public administration is adjusted continually to meet the changing demands made upon it”.

6.11 Paradoxically enough, the Dotun Phillips Panel found that years after the Udoji Commission, the Central Agency, Management Services Division in the office of the Head of Service is yet to attain the status, play the role and achieve objectives envisaged by that Commission. Our study showed seriousness and vigor with which the Division took off gradually fizzled out and this problem became artic pronounced in the past few years”.

6.12 Need we say more to convince ourselves that, the problem is not in evolving management concepts and principles in Nigeria our lack of readiness to install, nurture and promote Management Philosophy that suits our needs and times?

### **DOTUN PHILLIPS PANEL**

7.1 However, before discussing its findings it is instructive that the Terms of Reference given to the Panel specifically directed among others, to find out why management principles, concepts and practices suggested by earlier Commissions to improve the civil Service did not see the light of day. Does this not C further that government itself was aware that earlier attempts to evolve a truly Nigerian Management Philosophy in the Public Service has not been taken too seriously in the past?

7.2 My own reading of the Dotun Phillips Report is that a genuine was made to improve upon the unimplemented Results Oriented Management (ROM) philosophy of Udoji. The major thrusts of the Dotun Phillips Management Philosophy of the Public Service are the following:

- i Enhanced Professionalism;
- ii Decentralisation and Delegation;
- iii Staff Performance Evaluation and Promotion; (iv) Enhanced Accountability; and
- iv Combination of Authority and Responsibility in one position.

### **ENHANCED PROFESSIONALISM**

7.3 This implies that under a business orientation Philosophy, staff will perform duties in which they have the expertise, professional and technical competence. In effect staff must use to perform in the envisaged specialised Public Service. Ultimately application of enhanced competence will lead to higher productivity.

### **DECENTRALISATION AND DELEGATION**

7.4 Decentralisation and delegation of powers over functions and resources was a natural concomitant of the management principle of enhanced professionalism because knowledge, skill and competence without adequate authority over resources is management in stagnation. Hence the Phillips Panel emphasised decentralised personnel management in which each Ministry “has not only command over its staff but also control”. The Panel also introduced considerable decentralisation and delegation in the area of financial management.

7.5 Section 1A at p. A791 of Decree. 43 of 1988 conferred powers of approval of expenditure, “without further reference”, to officials from the level of Minister right down to the level Chief of Section (a GL 14 post at the Federal Level). The amounts of individual expenditure that can be so approved is graduated downwards from N250,000 by the Minister to N5,000 by the Chief of Section, Before the Reforms, only the Permanent Secretary (a GL.17 posts then) had such power to approve expenditure, and he may or may not delegate such power. Decree 43 of 1988 has considerably improved on this situation. To minimise abuse of the new powers, the law instituted several checks and balances.

7.6 With respect to delegation of functions generally, para.7 at p. A790 of Decree 43 of 1988 provide not only that the Minister should delegate functions to the Director-general, but that “there shall be further delegation of powers and function down the line in each Ministry”.

**7.7** The noble intention for introducing these vital management principles and practices was to “speed up decision making and implementation by minimising the former concentration of powers and functions at just one point in the Ministry’s hierarchy”.

#### **STAFF PERFORMANCE, EVALUATION AND PROMOTION**

7.8 Consequent upon the introduction of enhanced professionalism, decentralisation and delegation which, as said earlier on, would lead to higher productivity, the Dotun Phillips panel also recommended that performance should be objectively assessed and that advancement and promotion should be based principally on concrete job performance and administration of professional competence. The panel evolved a performance evaluation scheme and promotion criteria “which emphasised concrete and measurable performance with appropriate rewards and sanctions being based on performance rating”. To facilitate this, another management concept of target setting for every civil servant in the Ministry even in routine matters was suggested by the panel.

7.9 Paragraph 23 at page A796 of Decree 43 of 1988 also provided for the annual assessment of the performance of directors. In addition, a new set of staff and promotion criteria was put in place. Under this new dispensation, job performance would attract a weight of at least fifty per cent while seniority was assigned a weight of only five per cent. Thus, concrete job performance became the basis for advancement in the public service.

#### **ENHANCED ACCOUNTABILITY:**

7.10 The panel also introduced enhanced accountability concept and practice into the system: Accountability for performance and accountability for money. The Minister or the Commissioner was fully accountable for the performance of his Ministry. In this connection, he was expected to render annual report to the presidency on the performance and achievements of his ministry during the year. A unique feature of the financial accountability concept introduced by the panel is the audit alarm system which was meant to control not only the Minister and the commissioner but all officers having approval power. Alarm is triggered off whenever the Minister overrules pre-payment audit query. It does not matter whether the expenditure was authorised in the first place by him or any of his officials. Indeed, this was a unique management concept, which took into account the peculiar sociological circumstances of our environment. And in order to protect the officials who may raise the alarm, Volume 2 of the Explanatory Notes for Guidance stipulates that the Accountant—General should be notified of all pre-payment audit queries.

**7.11** Secondly, no disciplinary action should be taken against any internal audit staff without first obtaining the views of the Accountant-General. What was most outstanding about Decree 43 is that the accountability of the Minister does not cease by virtue of his leaving office. In other words, he could still be recalled at any time thereafter to account for his tenure.

**7.12** Other management practices which were introduced under the enhanced accountability measure included the following:

- a. Minister must give all expenditure instructions in writing;
- b. He must comply with expenditure rules and guidelines in the financial regulations regarding receipts, disbursements and public assets;
- c. He can now be queried by the Auditor-General; and
- d. The Inspectorate Division of the Accountant-General’s office was to maintain constant surveillance of accompanying directives in each Ministry.

- 7.13 Thus, the overall motive of the enhanced accountability concept was to check any financial rascality as a result of increased delegated financial powers both to the Minister and the career civil servant.

### **COMBINATION OF AUTHORITY AND RESPONSIBILITY**

7.14 One basic management principle which Dotun Phillips' panel hammered on was that authority must never be separated from responsibility. It was the separation of the two principles before the reform that led to the incessant conflicts between the so called professional class and the administrative class Ditto the perennial conflicts between the two topmost positions in a Ministry i.e. the Minister/Commissioner and the erstwhile permanent secretary in which the Minister/Commissioner was held responsible for results, failures or successes, of his Ministry but it was the permanent Secretary who, as the Accounting Officer, had full control or authority over the resources to carry out the functions of the ministry. Thus, in order to ameliorate these deficiencies, the Dotun Phillips Panel suggested that the Minister/commissioner should not only be the Chief Executive of the Ministry but also the accounting Officer. By so doing, authority and responsibility as tested management concepts and practices were integrated in the same position. The Minister/Commissioner could therefore no longer pass the buck nor can any official wash off his hands.

7.15 Other far-reaching recommendations which the panel put in line with the basic philosophy and objectives of the 1988 ~ms were as follows:

- i abolition of the position of the Head of Service;
- ii abolition of the pooling system;
- iii conversion of permanent secretaries to Director-General;
- iv Directors-General to leave office with the administration that appointed him.

7.16 From the foregoing, one can readily observe that far reaching tested management concepts, principles and practices (I introduced into the service by the Dotun Phillips' Panel. In addition, they took into account our peculiar circumstances, our failures and successes as a nation, our beliefs and cultural orientation, our attitudes towards financial resources, etc.

7.17 However, not too many years after the Panel had rested its case, a significant proportion of Dotun Phillip's philosophy of management, which, as said earlier, was an improvement on Udoji philosophy, got thrown overboard. Indeed, the author of the philosophy felt that his management concepts and principles i.e. professionalism, decentralisation and delegation, enhanced accountability, and combination of authority and responsibility are imperative management concepts regardless of the governmental system which the country might want to adopt. He therefore, felt therefore confident that "with marginal fine-tuning here and there, they stood good chance of performance beyond 1992". His prediction lasted only for two years because by November 1994, another review panel on the civil service, this time under a seasoned and high respected bureaucrat, Allison A. Ayida was set up to "Review the Structure, Management and Organisation of the Public Service". The terms of reference were:

- i to re-examine and properly define the role of the civil service in the executive arm of Government and evaluate how well this role has been performed in the

- past years and factors that have facilitated or inhibited effective performance;
- ii to re-examine the various provisions of the Civil Service (Re-organisation) Decree No. 43 of 1988 and make recommendations designed to ensure improved performance, efficiency and commitment in the service;
- iii to identify various factors that have led to low morale in the civil service and make recommendations to raise the moral of the staff and give them a sense of security;
- iv to examine the problem of co—ordination and accountability in the Ministries and extra—Ministerial Departments and recommend how co-ordination and accountability can be enhanced in the service;
- v to examine the abolition of the Office of the head of the Civil Service and the pooling system brought about by the reforms since 1988 and to recommend whether it is necessary to restore them. In the case of the pooling of management it should be effected;
- vi to examine the provisions of Decree 43 of 1983 and the two Explanatory Notes already issued on it and consider their relevance to the State and Local Government Civil Service; and
- vii to make any other recommendations which in the opinion of the Panel are relevant to its assignment.

### **REVIEW PANEL**

8.1 A few of the management principles and concepts recommended by Ayida, which in fact constitute an almost complete reversal of the Dotun Phillips Review, are worth highlighting here.

### **MINISTER AS CHIEF EXECUTIVE AND ACCOUNTING OFFICER**

8.2 The Ayida Panel, did not agree with the merger of authority and responsibility as enunciated by Dotun Phillips: The Panel was of the view that since the Phillips Reforms the combination of authority and responsibility in the Minister “has done considerable harm to the system” Thus the Panel recommended and government in its wisdom accepted that we should revert to the former system whereby the Minister is the Political Head of the Ministry while the role of Accounting Officer is vested in the Director-General/Permanent Secretary.

### **HEAD OF THE CIVIL SERVICE (HOS)**

8.3 Whereas the Reforms of 1988 swept away the position of HOS as a consequence of the decentralisation of personnel management in the Service the Ayida Panel restored it on the grounds that:

*“the Civil Service, as an institution, cannot be without a head, or effective and continuous administration of its central services and also in order to enhance harmony, standards and the protection of the common interest of the service.”*  
(Ayida’s Panel, 1995)

The panel specifically advised that the post of HOS should be separated from that of the Secretary to Government. The Panel even went further to recommend that the post should be provided for in the constitution and should be filled from among “Permanent Secretaries or officers of equivalent rank”.

## **PERSONNEL MANAGEMENT**

8.4 The Pool System: The Pool System which existed before the 1988 Reforms was abolished under the latter because of its emphasis on decentralised management systems and concepts for efficiency and effectiveness. The Ayida Panel overturned this Personnel Management approach and opted for the re-installation of the pool system for officers on GL.08-17. The professional cadres to be covered under the new dispensation are:

- Administrative Officers
- Legal Officers
- Information Officers
- Accountants

8.5 Thus while the Udoji Commission Management Philosophy of ROM was tolerated between 1975—1988, the Dotun Phillips Panel Management concepts and practices were in place between 1988—1994 before Ayida u-turn of these management concepts and practices in 1994. So within a period of 21 years we have had to change from one management philosophy to the other. The question then is what time do we have to learn, test, and ultimately internalise management concepts, principles and practices which were considered relevant to our own circumstances and in the light of our experiences and peculiar socio—cultural milieu in which we find ourselves, modify and improve upon them? Thus the issue at stake is not evolving indigenous management concepts but the lack of readiness to fully absorb those concepts which we have evolved over the years.

### **PART III**

#### **MDIs CONTRIBUTION TO THE EVOLUTION OF MANAGEMENT PHILOSOPHY IN NIGERIA**

- 9.1 Even though this discussion is on MDIs perspective of evolving an indigenous management philosophy in Nigeria, it must be stated from the onset that I'm not aware of any perspective or particular views of the MDIs to indigenous management concepts. Nor am I aware of genuine attempts which have been made by the Mi assist in evolving a set of management principles concepts and practices which are peculiar or indigenous to Nigeria. The of the matter, in my view, is that the MDIs have not been able to rise to the challenge of evolving such a perspective. Neither have they given sufficient time/attention to the idea of evolving indigenous management philosophy or even assisting managers to adopt/adapt management concepts and practices that suit our needs<sub>1</sub>. For example, what would motivate a Nigerian manager? Is it ownership, authority, challenge, involvement in decision making, delegated authority or money, long term assurance of employment ot combination of any of these factors. What are the components or ingredients of leadership? Accountability for results and resources entrusted to managers is another concept, among others, that our MDI5 could/should be able to make pronouncements upon. But are they in a professional position to do this when in fact they have not been seriously involved in management research using their participants as 'guinea pigs' over the years? The net effect of this deficiency/neglect on the part of the MDIs, is that apart from failure to contribute meaningfully to the evolution of indigenous management concepts and practices or even be at the vanguard of doing just that, they have also become irrelevant in scheme of things such that managers in the public sector who ought to perceive them as 'oracles'/reference points in management issues tend to sidetrack them on vital National discourses including review of Public Administration Systems in Nigeria.
- 9.2 The question, therefore, is why have the MDIs failed to expend resources on Management Research as a veritable instrument for evolving indigenous management concepts, principles and practices but prefer to wait on the sidelines for government to set up commissions or Review Panels to throw these concepts at them only for them to start preaching the philosophy as in the case of Dotun Philips and Ayida Panels where they played no active roles in evolving/adapting management concepts and practices? I will attempt to offer some explanations.

#### **A. HIGH COST OF MANAGEMENT RESEARCH**

- 9.3 Management Research is a very expensive business, which many of the MDIs cannot readily afford to venture into more so with increasing overheads arid simultaneous dwindling of government support. As survival is the first law of nature, some of the MDIs rely concentrated or diverted their resources into revenue yielding activities particularly training and in some cases consultancy. This was, of course, at great expense of policy research, a situation, which inadvertently contributed to their marginalisation in the realm of policy formulation and implementation. This development, in my view, has been responsible, to a large extent, for the pushing of the MDIs from the centre to the periphery of policy making.



**B. LACK OF AWARENESS OF THE RELEVANCE OF MANAGEMENT RESEARCH BY THE MDIS**

- 9.4 It is not unlikely that our MDIs are not fully conscious of the relevance of management research into sectors such as education, finance, local government, public enterprises, e.t.c. whose findings would have served as veritable input into the policy process thus enhancing the image and credibility of the MDIs as think—thanks to government or even the private sector.
- 9.5 Thus, it is in the enlightened self interest of the MDIs to .8 give serious consideration to the issue of management research or else they stand the risk, over a period of time, of becoming an endangered specie or even becoming extinct like the dinosaurs of ancient time.

**C. LACK OF SYNERGY OR STRATEGIC ALLIANCE BETWEEN THE MDIS AND APPROPRIATE GOVERNMENT AGENCIES**

- 9.6 A synergy or strategic alliance with relevant government agencies if vigorously pursued, would lead to a merger of the technical know—who and the technical know-what in consultancy and by so doing, the MDIs through the appropriate government agency, become more credible and relevant in the eyes of government and maybe with greater opportunity to generate or attract more revenue from government.

**D. NETWORKING AMONG THE MDIS: LACK OF IT**

- 9.7 Networking is a concept for collaboration, cooperation among institutions and agencies. The purpose is to provide a platform of pooling and sharing of available resources and benefiting through collective strength of each other. The MDIs in Nigeria in particular are yet to fully imbibe this concept. And this inevitably has led to duplication of efforts and in some cases, to criss-crossing each other. There is no doubt that they will benefit immensely if they could adopt this concept in their strive towards evolving indigenous management concepts and principles through management research.

**TRANSFER OF MANAGEMENT PRACTICES & PRINCIPLES**

- 9.8 MDIs could also improve upon current body of knowledge on Management practices in Nigeria by researching into transferable management practices from other places but in doing so take into account our peculiar socio-cultural circumstances just as the Japanese did in transferring their own management practices to Indian industries. I strongly commend the Japanese – Indian transfer experience to our MDI5 for close study in the hope that we can draw useful lessons for our own benefit even though there is an emerging school of thought that the “imperatives of modern complex organisations will prove so powerful and pervasive that managerial attitudes, values and behaviour will become increasingly uniform around the world”.

## **CONCLUSION**

- 10.1 In conclusion, it could be said that we have made efforts in past to critically apprise the management challenges facing our country through the instrumentality of investigating Panels and commissions. In fairness to the systems analysts, they have attempted to evolve management principles, concepts and practice that in their view would have assisted the country in facing monumental challenges of development. Inadvertently, we have failed to allow the ideas to take firm root before they were jettisoned. The result today, therefore, is that we are still groping in the dark as to which is the best management philosophy to adopt in meeting the formidable challenges of national development, yet we are so close to the 21st century.
- 10.2 May be if we have given sufficient time to internalise these principles and practices, our problems would have been over by now. The lesson therein is for us to have more patience with ourselves and allow for the internalisation of accepted management concepts principles and practice. The MDIs in particular, if they are not to become exhibit in the museum of corporate dinosaurs need to do more work in this regard.

I thank you.

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#### Appendix

### **STUDY GROUP ON THE REVIEW OF THE STRUCTURE OF THE CIVIL SERVICE**

1. By letter Reference No. 59386/5.3/25 dated 18th March, 1985, the Secretary to the Federal Military Government conveyed to each of us our appointments as members of the Panel to review the Federal Civil Service.
2. According to the letter, our Terms of Reference are as follows:
  - a. examine the adequacy of the Federal Civil Service in its structure, composition and methods of operation to cope with the demands of Government in the mid 80's and beyond;
  - b. examine the structure of the Civil Service and make recommendations with a view to streamlining the system where necessary;
  - c. determine the extent of overstaffing at various levels, if any, especially at the lower rungs (GL. 01 - 06) and make recommendations designed to prevent a re—occurrence of the phenomenon and ensure that staff numbers and personnel costs are kept to a minimum consistent with efficiency;
  - d. examine the practices in the management and operations of the Civil Service which give rise to avoidable overhead charges;
  - e. recommend ways in which the efficiency of the Civil Service and its morale can be enhanced;
  - f. examine the extent to which earlier recommendations on improving the Civil Service were implemented and determine the causes of failure to implement any such recommendations; and
  - g. make such other recommendations as are considered necessary to achieve the objectives of streamlining the service, reducing costs, eliminating delays and increasing efficiency.
3. We have the honour to submit our Report herewith.
4. We wish to thank you, Sir, for the opportunity given to us to serve the nation in this capacity.

Yours sincerely

Signed

Professor 'Dotun Philips

(Chairman)

**REPORT OF THE SEMINAR/WORKSHOP ON VISION 2010 ORGANISED BY THE EMBASSY/PERMANENT MISSION OF NIGERIA, VIENNA ON 9TH AUGUST, 1997**

1. Based on the discussions held during the visit of H.E. Chief Ernest Shonekan, Chairman of Vision 2010 Committee to Vienna, Austria in July, the embassy/Permanent Mission undertook to organise a Seminar/Workshop in Vienna to apprise Nigerians of the various aspects of Vision 2010 and to obtain their inputs and views for transmission to the Committee. It was in of this that a Workshop on Vision 2010 was organised by the Embassy/permanent Mission of Nigeria in Vienna, at the OPEC Fund Secretariat on 9<sup>th</sup> August, 1997 which the Nigerian Director—General, Dr. Y.Seyyid Abdullai kindly made available.

2. The relevance of Vision 2010 to the nation and the objectives and benefits derivable from it was thoroughly discussed and strategies for achieving the goals of Vision 2010 were highlighted.

3. The chairman of the occasion was Dr. Rilwanu Lukman, Secretary General of ‘OPEC who delivered an opening address. He also served as the rapporteur— for the seminar. The Embassy/Permanent Mission is most grateful to Dr. Lukman for ably steering the deliberations and discussions during the seminar/ Workshop.

#### **OPENING:**

4. In his introductory statement, the Charge’ d’Affaires, Mr. Sulaiman Dahiru, stated hat Vision 2010 should be seen as a dynamic programme for the revitalisation of Nigeria and not like one of those programmes which had no effect. It should also not be seen as a programme peculiar to a particular regime. He noted that it was very unique that the programme was launched by the present administration since there has been a far- reaching necessity for such a programme to be launched.

#### **CHAIRMAN’S OPENING SPEECH:**

5. The chairman of the occasion, Dr. Rilwanu Lukman, noted that Vision 2010 was a programme for crystallising the good parts in Nigeria as a nation, and using those parts for our benefits. He said that Vision 2010 was a programme launched to obtain various ideas from Nigerians and where necessary, those of some interested foreigners to fashion out a VISION for the betterment of our nation, and by so doing, preventing any future positive efforts and activities in Nigeria from being disrupted by past events. Dr. Lukman informed that there were currently about 200 people serving in a Committee, which was co—opted to midwife the Vision. Furthermore, he added that there have been many contributions of ideas in various fora, through seminars, workshops, and presentation of memoranda to the Committee. The Seminar/ Workshops being organised by the Embassy/Permanent Mission was, therefore, a unique opportunity for all Nigerians in Austria to express their views on Vision 2010, he concluded.

6. **LIST OF PAPERS PRESENTED:** The, following papers were presented:

1. “Need for Strategic Alliances for the achievement of the goal of VISION 2010” by Dr. K. Yumkella of UNIDO;
2. “Perspectives on VISION 2010” by Mr. Felix Ugbor of UNIDO.
3. “The Nigerian Petroleum Sector: Perspectives to 2010”IP’ by Mr. R. Adeyeye of OPEC Secretariat;
4. “Strengthening Nigeria’s Federalism for Good Governance and Stable Government” by Dr. R. Akinyemi of the University of Vienna.;

5. “Human Rights and how it Affects the Economy of Nigeria” by the Association for Democracy in Africa, Vienna;
6. “Awakening a Nation, Nationalism and Development” by Mr. Victor Okundaye, the Nigerian Cultural Forum, Graz;
7. “VISION 2010” Looking Ahead: Developing Nigeria into a modern Society: by Dr. Smart Eze of UNIDO;
8. “The Nigerian Educational System, The Way Forward:” by Dr. (Mrs.) M.O. Oresegun of the International Atomic Energy Agency (IAEA); and
9. “VISION 2010” Mission Impossible? by Mr. Samuel Ogbonna, National Union of Nigerian Students, Vienna, Austria.

## 7. PAPER 1:

### NEED FOR STRATEGIC ALLIANCES FOR THE ACHIEVEMENT OF THE GOALS IN 2010: By Dr. Kandeh Yumkella, Director, Africa Division, UNIDO

The presentation was sub-divided into three parts as follows:

- a. Global setting
  - b. Current state of manufacturing in Nigeria; and
  - c. The need for Strategic Alliances.
8. Dr. Yumkella noted that Globalisation entails free flow of information, pie, capitals and the guarantee of basic freedom and economic activities. also encourages the formation of regional blocks such as the **WTO, European Union, NAFTA, SGDC. ECOWAS** etc. as well as a serious revolution in information technology with the fast development of Computers and Satellites. Besides that, Globalisation has broken boundaries and has given room for more cooperation between nations and enhanced the activities of the Trans—national corporations such as the **World Bank, and the International Monetary Fund** in their interventions in the economic and industrial activities of nations. These have increased the spate of competitiveness among nations. Nigeria must, therefore, be prepared to devise a strong vision, geared towards competitiveness.
  9. On the current state of manufacturing in Nigeria, Dr. Yumkella affirmed that manufacturing was always considered as the engine of progress. In this connection, he suggested that Nigeria needed high level Manufacturing Value Added (MVA), and warned that low wages and abundance of natural resources was no longer a guarantee for development. It is in this regard that Nigeria was called upon to commit itself to the development of skilled labour and specialisation as well as promote high intellectual capacity to fit into the future demands.
  10. Dr. Yumkella cited the example of Malaysia, which has little or no natural resources but managed to achieve a high level of development through the adaptation and utilisation of its human resources. He also noted that Nigeria as a rich country, both in human and natural resources, needed to develop both its rural and urban industrialisation to ensure growth and equity. It was in so doing, he added, that the wealth could be spread between the urban and rural areas, noting that the 20:80 ratio between the rural and urban areas did not reflect the wealth of the country. Nigeria must therefore not depend on lower-order-competitive advantages i.e. not to depend solely on resources without adequate development of its human resources. He cautioned that Nigeria should avoid the “Dutch Disease’ of abandoning other

areas of its industrial development while concentrating on the oil sector.

11. On Strategic Alliances, Dr. Yumkella noted that there must be some level of discipline for proper development. “Probity must be encouraged,” he emphasised Government must accelerate its current policy of confrontation with bad eggs that destroyed the country’s image through fraudulent activities (e.g. 4191). While rioting that development is by choice rather than by chance, he said that Nigeria must be ready to build a partnership between the government and the people. He, therefore, called on Government to support the private sector and advised Nigerians to be less selfish and more accommodating.

12. In conclusion, Dr. Yumkella emphasised the need for trust and stability, in order to attract foreign direct investment (FDI). He also advised that Government should endeavour to reach out to all Nigerians in Diaspora. He then noted the need for stability for any development project to be successful.

**PAPER 2: PERSPECTIVES ON VISION 2010: (By Mr. Felix Ugbor, Area Programme Officer, UNIDO, Vienna, Austria).**

13. Mr. Felix Ugbor also spoke on the importance of Industrialisation in the process of the development of any nation. He said that industrialisation should be regarded as synonymous with development and as a clear beacon to guide Nigeria in its development. He said further that no country has developed without being industrialised since industrialisation creates the basis for achieving long-term sustainable increases in standards of living and also for fighting poverty effectively.

14. Mr. Ugbor raised a number of critical questions in his paper, bearing on the aspects of Nigeria’s economic life. According to him, it was essential to ask how Nigeria could diversify its economy from oil which is responsible for 90 per cent of the income at present to other areas, or how value could be added to resource endowment, including agricultural and mineral resources and what Nigeria could do to become an active participant in the new global setting?

15. Mr. Ugbor also posed the question regarding Nigeria’s future position the sub-regional and regional setting. To all these questions, he asserted that the need for a strong and dynamic economy capable of generating the degree of development that was needed to create jobs and employment as well as raised the standard of living of the average Nigerian.

16. Finally, Mr. Ugbor suggested the strengthening of the National Committee on Industrial Development (NCID) to serve as a policy forum or as a consultative mechanism between the government and the private sector.

**PAPER 3:**

**THE NIGERIAN PETROLEUM SECTOR: PERSPECTIVE TO 2010: BY S. A. Adeyeye. OPEC)**

17. In his presentation, Mr. Adeyeye traced the Nigerian Oil Industry ~from the historical perspective and assessed the various successes and difficulties encountered so far. He, then, proffered possible suggestions for an efficient and hitch-free operation in the oil industry.

18. According to him, Government should give appropriate incentives for upstream activities and to oil companies with a policy objective of increasing the oil reserve to 25 billion barrels by 2000 and 27 billion by 2010. The private sector, both indigenous and foreign, should be encouraged to participate in the oil industry. On the Downstream activities, Mr. Adeyeye suggested that an efficient maintenance system should be arranged for the refineries, as well as the Depots and storage facilities, while allowing for an optimal

utilisation of the existing storage facilities. He also argued for the liberalisation of the industry, by allowing private refineries mainly for export purposes but with the possibility of supplementing local supplies in times of stress.

19. Considering the issue of pricing, Mr. Adeyeye suggested phasing out of subsidy by the year 2010 and a gradual introduction of Value Added Tax (VAT) in the oil industry. He also proposed an active implementation of the Liquefied Natural Gas (LNG) project and the encouragement of the use of gas through appropriate pricing mechanisms in the West African sub-through the promotion of the \$260 million West African Gas Pipeline project by year 2010.

#### **PAPER 4**

#### **“STRENGTHENING NIGERIA’S FEDERALISM FOR GOOD GOVERNANCE AND STABLE GOVERNMENT, (by Dr. R: Akinyemi of the University of Vienna).**

20. Dr. Akinyemi made an in—depth analysis of Nigeria’s federalism which he considered as an important tool for understanding the political process and development of the Nigerian Society. He categorised federalism under the behavioral list approach and the structural—functionalist analytical method, tracing deeply the historical formation and development of the Nigerian political structure to the era when the Northern and Southern Protectorates were established on 1 January 1900.

21. According to Dr. Akinyemi, strengthening federalism is very critical to the achievement of good governance and stable government in Nigeria. He noted that “the problems with Nigeria’s political development have more to do with the history of the evolution of modern political practice in the country as well as the neglect or undermining the very structure upon which power sharing and political participation is supposed to be based.”

22. However, in spite of the drawbacks of Nigeria’s federalism, he listed it as one of the relatively successful ones in the world, along with federalism in Switzerland, U.S.A., Austria, Canada and India. Invariably, Dr. Akinyemi was of the opinion that, “in the case of Nigeria, to accept the relative success of federalism in its solution in regulating problems of multi—ethnicity is not enough. Therefore, success in Nigeria’s federal system must go beyond the perception of finding a solution to the problems governing a multi—ethnic and deeply divided society. It should be strengthened to guarantee good governance and stable government.”

23. Although federalism in Nigeria has undergone various changes and reforms, Dr. Akinyemi believed that the concept has remained neglected and improperly applied—a situation which led to intense power struggle between the various contesting power elites as well as between the various classes of the society. He further stressed that “without a clear understanding what federalism stands for and the refusal to respect and accept its principles usually lead to what we tend to identify as ‘ethnic politics’ or regionalism in the Nigerian context.”

24. Dr. Akinyemi concluded that, “the overall lesson of the Nigerian federal experience is that the greatest threat to federal success, stability and, ultimately, survival is the overbearing power of the central government. Prolonged military governance has made this a major problem in Nigeria, (although) one-party dominance which weakens legislative controls and other checks and balances can produce the same effects.”

#### **PAPER 5: VISION 2010: AWAKENING A NATION, NATIONALISM AND DEVELOPMENT: By Mr. Okundaye Victor Eghe. Secretary—General. Nigerian**



### **Cultural Forum, Graz, presented on behalf of the members of the Nigerian Cult. Forum**

25. Mr. Okundaye hailed the Embassy for hosting the Vision 2010 Workshop, and agreed that, Vision 2010, as a forum for engaging Nigerians in “thinking about Their future as one people, their land and to have a respectable identity in the comity of nations ... was an essential ingredient in remolding a nation into a desirable shape, which represents or serves as a source of pride for her nationals.”
26. The Nigerian Cultural Forum categorised its suggestions on Vision 2010 as follows:
- a. Rule of law
  - b. Accountability and leadership by example
  - c. Middle-class society
  - d. Elimination of illiteracy
  - e. National awareness about our land and people
  - f. Tourism
  - g. Economic norms and practices
  - h. Political culture of tolerance and compromise
27. According to Mr. Okundaye, upholding the rule of law is very critical to development in any country. The situation in Nigeria where laws have been violated with impunity, often without incurring the stipulated consequences must change. Every segment of the society has a responsibility in ensuring that the rule of law is not only upheld but made sacred. The same call also went to leaders to exercise accountability and leadership by example. This would go a long way in restoring trust on the leadership. Mr. Okundaye hailed the Federal Government’s recent Failed Bank Decree in order to sanitise the financial sector as well as to instill accountability and financial discipline.
28. On positive orientation of the youth, the Cultural Forum advised that “an environment should be created at home to give the youth the chance to grow economically and socially while re—ordering our value systems.” This would restore confidence and strengthen patriotism amongst the youths, which would consequently address the problem of youths fleeing the country in large numbers. Related to the youth orientation, he added, the issue of the development of the middle-class society in order to ensure a peaceful and orderly society. Mr. Okundaye, therefore, stressed that certain taxes should be introduced so as to equitably redistribute the wealth of the Society.
29. Mr. Okundaye also considered national awareness about our land and people as an important concept for national development. He stressed that Nigerians should visit all parts of the country in order to have a better understanding of the other environments, peoples and their cultures. According to him, “realising that each and every part of the country can be a home irrespective of one’s religious or ethnic backgrounds intensifies the bond to the centre in building a true nation.” Furthermore, he added that tourism, as part of economic revitalisation programme, should be given deserved attention because of its importance in attracting foreigners as well as prospective investors.
30. On economic norms and practices, Mr. Okundaye said that the way business is conducted in Nigeria “should be improved to reflect international standards in order to

encourage foreign participation in our economy as well as stamping out corruption by prompt and stiff penalty for offenders, without exception.”

31. Finally, the Cultural Forum called on Vision 2010 to include in its programme, the element of political culture of tolerance and compromise. The Forum believed that “Nigerians must be able to adapt to the democratic decisions of the majority, while accommodating minority opinions in every political issue. A healthy political environment is a pre—requisite for economic and social growth.”

**PAPER 6: “VISION 2010” LOOKING AHEAD: DEVELOPING NIGERIA INTO SOCIETY: by Dr. Smart Eze, (a disabled Nigerian staff of the Office in Vienna.)**

32. The paper envisages “Vision 2010” as a national dream by which many bridges are to be crossed, at age 50, before Nigeria could become a strong, prosperous and a viable nation.

33. According to the author, Nigeria as a social organisation, has come a way in an effort to become a great country. The efforts however have not paid off due to the bridges that are yet to be crossed. The writer, therefore, suggested that “Vision 2010” should reflect the following in its report:

- a. National Unity — That conscious efforts be made to strengthen the various components in order to have the sense of belonging to one nation;
- b. Moral Values — That the various moral values must be reflected in the daily lives of Nigerians;
- c. Committed Leadership — That the Nigerian society needs a morally committed leadership at all levels of social and economic lives;
- d. Rational Use of Resources — Both natural and human resources should be harnessed and put into beneficial use;
- e. Adoption of a Maintenance Culture — That it is basic for Nigerians to evolve a maintenance culture which is necessary for development;
- f. Functional Education - That education should be made the focal point of Nigeria’s scientific and technological development. That there should be a national education policy whereby students should be made to learn to speak at least two Nigerian languages as is the case in Switzerland;
- g. Social Security — The introduction of social security by guaranteeing full employment. Pension schemes be as such that they do not fall below the standard of living. Government should also support families financially;
- h. Equal Opportunities — That Vision 2010 should create equal opportunities for all Nigerians including the disabled persons;
- i. Disabled Persons - There should be action plan to promote the

rights and obligations to disabled persons in national economic and social development. Disabled persons must have the rights of equal opportunities to formal and vocational training and employment;

- j. Recognition - Disabled persons should be recognised, accepted and tolerated by the society. They should be provided with the appropriate tools to enable them contribute to the national development; and
- k. Personal/Property Security — That Vision 2010 should create opportunities for the security of Nigerians and their properties.

**PAPER 7:**

**THE NIGERIAN EDUCATIONAL SYSTEM AND VISION 2010 - WHICH WAY FORWARD? By Dr. (Mrs.) Modupe O. ORESEGUN, Division of Radiation and Waste Safety, International Atomic Energy Agency. Vienna, Austria.**

34. Dr. Oresegun, a lecturer at the University of Ibadan who is on secondment to the international Atomic Energy Agency stressed in her paper the importance and need for a sound higher educational system in the development of Nigeria. She based this on the fact that education is the pivot upon which other things revolve.

35. She lamented the decline in the quality of education since the past two decades and attributed this to the following factors:

- a. Inadequate teaching and learning infrastructure;
- b. Inadequate number of qualified and experienced teachers due to brain drain;
- c. Poor quality teaching at all levels due to lack of dedication by teachers and inadequate training for the teachers; and
- d. Poor quality of pupils and students at all levels due to lack of dedication, delinquency and poverty.

36. Commenting on the factors listed above, Dr. Oresegun attributed them to inadequate funding of the educational system, and inappropriate government ~s on education which have led to “brain drain”, lack of integrity, dishonesty and fraud by teachers and students. Elaborating ~ther, she gave a breakdown of these causes as follows:

- i. proliferation of tertiary institutions without the necessary staff and infrastructure;
- ii. poor salary and remuneration for teachers;
- iii. late payment of teachers’ salaries;
- iv. long closure of schools;
- v. Cancellation of private schools;
- vi. cancellation of high IQ schools;
- vii. taking over of schools; and
- viii. cancellation of examinations/easy promotion for students.
- ix.

37. As a way out of the problem, Dr. Oresegun recommended that high priority should be

given to education through adequate funding (which could be diverse) and that good policies should be formulated and implemented. She suggested that the following points should be considered in the formulation of future educational policies.

- a. an end to the proliferation of Government-owned Universities;
- b. a merger or affiliation of non—viable institutions with more viable ones;
- c. provision for the establishment of private Universities within ~specific guidelines;
- d. establishment of more technical colleges and polytechnics; and
- e. review of teachers’ salaries and incentives.

## **PAPER 8:**

### **“ Vision 2010” A MISSION IMPOSSIBLE?**

**(By Samuel Ogbonna, President, National Union of Nigerian Students, Vienna, Austria)**

38. In his paper, Mr. Ogbonna posited that it was only with a good understanding of the past that previous mistakes could be identified and avoided in the future. Citing many past Development Plans that were either abandoned mid-way or poorly implemented, he called for a rethink on what was done and suggested a revitalisation of those that are essential to Nigeria’s development.

39. He identified corruption as one of Nigeria’s greatest problems and opined that it needed to be tackled. To this end, he suggested that the recommendations of past anti—corruption panels should be implemented. was his opinion that the punishment for corruption would act as a deterrent and that exemplary leadership could endear the citizenry to frontally tackle the menace.

40. Mr. Ogbonna listed the following as necessary components of a vision that would give Nigerians the desired quality of life:

- a. A solid and basic standard of living for all;
- b. Three square meals per day for all with little or no hardship;
- c. Gainful employment for most citizens;
- d. Uninterrupted electricity supply;
- e. Uninterrupted supply of pipe—borne water;
- f. Functional communication for all the urban areas;
- g. Good network of roads linking the rural areas with the urban ones; and (h) At least 80% literacy level.

41. He expressed reservation over the idea of sending delegations to Malaysia and China to learn from their experience. While agreeing that some lessons could be learned from such a tour, he was of the opinion that the historical and cultural differences between Nigeria and those countries call for caution in adopting their lessons.

42. To achieve the dreams of a desirable Nigeria, he recommended the following actions:

- a. All Nigerians, irrespective of which part of the country they come from,

should be given equal opportunity to contribute to the affairs of the country.

- b. A strong anti—corruption law should be promulgated and fully implemented through an independent and impartial judiciary. Illegally acquired government money in foreign banks should be repatriated;
- c. Democracy should be given a chance governance;
- d. Respect for the rights of the people mass media;
- e. Steps to halt brain—drain; and
- f. Re-establishment of a functional and effective educational system.

### **ORAL PRESENTATION:**

#### **THE ROLE OF THE MEDIA:” By Farouk Mohammed, OPEC Secretariat, Vienna.”**

43. Mr. Mohammed stressed the important role of the media in nation building. He however, pointed out that the Nigerian media should undertake a global view of issues by focusing on the whole society and not just on leaders. It was his opinion that mutual trust between the government and the media was necessary for both to successfully discharge their obligations to each other and the society in general.

44. Elaborating on how mutual trust could be achieved, he stated that it was mandatory for the media to be sincere in its activities while the government, in turn, must take the media into confidence. To this end, he advocated the formation of a body with representatives from major groups in the society which will be charged with the responsibility of discussing important national issues. Through this process, he added, publications based on speculations would be minimised.

45. Finally, Mr. Mohammed opined that for Vision 2010 to succeed, the various suggestions made must be well implemented with a sincerity of purpose.

### **CLOSING:**

46. At the end of the workshop, a comprehensive summary highlighting the major observations and recommendations was made by the Chairman. Essentially, in the conclusion, attention was drawn to the roles and duties expected of government and of all Nigerians in order to make the task of Vision 2010 successful and provide Nigeria a better future.

47. In summarising the various views and ideas presented, (including comments from the audience) the Chairman listed the following highlights as very significant for the success of Vision 2010:

1. Nigeria needs to industrialise both the rural and the urban areas for development;
2. Education should be considered as the key to good vision and adequate provisions should be made for promoting education in Nigeria;
3. The oil sector should be seen and utilised as a blessing rather than a curse. It should be utilised to enhance the other sectors of development;
4. Government should encourage stability of policies, ideas and purposes for proper development;
5. There should be a national consciousness, which should be imbibed by both

the old and the young;

6. There should be a guarantee of Human Rights to ensure development;
7. Nigerians should learn to tolerate each other and should always be ready to learn more from the mistakes of others;
8. Everyone must be carried along for the proper implementation of Vision 2010;
9. There should be commitment to all our activities;
10. Vision 2010 should also be commended for future generations. L18. Finally, the Workshop/Seminar was a huge success as all those who attended expressed satisfaction and hoped that the Embassy/Permanent Mission would organise another seminar, which will enable Nigerians to discuss issues affecting their country. They were particularly happy that, the present Nigerian leaders, aware of their responsibilities to Nigerians and posterity, had come out with the idea of Vision 2010, which would act as a catalyst to launch into a new era of prosperity, stability and progress. All those who attended the Seminar, expressed their gratitude to Dr. Lukman who ably and competently ran the Workshop/ Seminar.

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## PERSPECTIVES ON VISION 2010



**By Felix UGBOR,  
(Area programme Officer, UNIDO, Vienna, Austria)**

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Paper Presented At The Seminar organized by the Nigerian Embassy on Vision 2010 At The  
OPEC Fund Secretariat, Vienna, Austria, 9 August 1997

Your Excellency, Mr. Sulaiman Dahiru, Charge d'Affaire, Nigerian Embassy,

Your Excellency, Dr. Rilwanu Lukman, Secretary General, OPEC Secretariat

My Dear Compatriots,

First and foremost, I should like to thank the Charge d’Affaire and staff of Nigerian Embassy for providing us - Nigerians and friends of Nigeria in Austria - the opportunity to meet and participate in this noble course –thereby allowing us to contribute to the debate on Nigeria’s Vision 2010. I recall that at the dinner hosted by the Embassy early last month in honour of the Chairman of Vision 2010 Committee, H.E. Chief Ernest Shonekan, who was on official visit to Vienna, the request was made for this workshop. It is indeed gratifying that the Embassy has risen to the occasion. I am happy also about the response, judging from the large number of participants here present.

Personally, I heard about Nigeria’s Vision 2010 for the first time in October 1996 through colleagues in UNIDO who attended the launch of the initiative - The Alliance For Africa’s Industrialization (AAI) in Abidjan, Cote d’Ivoire. Two months later, in December 1996, I had the opportunity to exchange views on the subject with colleagues from my former office - the Federal Ministry of Industry - who were here to attend the Industrial development Board meeting of UNIDO.

Believe me, I had so many questions about the proposed vision. For instance, I was amazed at the sheer number making up the Committee - which, I gathered, had just then been expanded from 140 to 200. I wanted a justification for what I thought was an unwieldy Committee. Secondly, knowing that one thing we as Nigerians are good at is dissecting Nigeria’s problems, I also wondered why the Committee needed a whole year to turn in its report. I felt that, given the rapid changes taking place in the world, by the time the report was finished, the global situation would have radically changed. Why not identify some priority areas and design our vision around those for a start, I asked? Furthermore, because of my personal conviction, which I still hold very strongly, I wanted to know what weighting the Committee was giving to industrialization.

Unfortunately, the visitors were in no position to answer all my questions. But I did not give up. I asked the UNIDO Country Director in Lagos to provide me with newspaper cuttings and any information he could lay his hands on concerning Vision 2010. By March 1997, I had developed a big file and thus had a better insight into how things were shaping up at home.

Meanwhile, in January this year, my Director (Dr. Kandeh Yumkella) and I had the initial discussion on, first the desirability, and then the feasibility of inviting the Chairman of the Committee to pay an official visit to UNIDO. Given the uneasy situation in UNIDO at the time, we needed to convince the Director General of the necessity for such an invitation. The funding and logistics as well as the programme had to be carefully worked out. To his credit, the Director General when approached was most supportive.

The consideration that informed the decision to invite Chief Shonekan is captured somewhat in the letter I drafted and which, in part, reads:

*Given Nigeria’s important role in Africa, we are confident that the Nigerian Vision 2010 will serve as a model for the industrial transformation of the region as a whole. In view of this and, as you approach the final phase of your assignment, we would like to share some thoughts and experiences with you in the hope that these would enrich the final outcome of your work.*

*In the light of our historical relationship with Nigeria, UNIDO would welcome any opportunity to deepen its contribution to Nigeria’s development goals and objectives. I am therefore taking the liberty to invite you and one of your technical staff to visit UNIDO for two or three days during the week of 9 June 1997 or at a time more convenient to you*

*The purpose of the visit would be to provide you with information not only on*

*UNIDO's services in general, but specifically the role we have played in helping some developing countries to chart and implement their long term visions. With the 21st century close at hand, Nigeria must be prepared to serve as the growth pole for the West African Sub-region through the development of sustainable industrialization and enhanced international competitiveness."*

If I could reiterate the last point, Nigeria has a manifest destiny to play a critical role first in the West African sub region and ultimately in Africa. The fact that one out of every four black man/woman is a Nigerian imposes a certain obligation on our part to reach out to our neighbours and help lift the others from underdevelopment. The implication of course is that we need to put our own acts together and take our rightful place in the committee of nations. We know that Nigeria has the potential, human and material; to transform the country into a vibrant and prosperous state we all can be proud of. A vision such as the one in the making is a worthy and essential beginning and therefore deserves the support of us all.

From all indications and even by his admission, Chief Shonekan and Mr. Ibrahim Ida who accompanied him during the visit benefited from the interaction with UNIDO. As a Nigerian working in that Organization, I wish to reassure Your Excellency and my compatriots that I will continue to give of my best to the country. I also know that UNIDO itself stands ready to lend its support, through well targeted technical assistance, to the development efforts of the country.

Mr. Chairman, three days ago when I received the invitation to this workshop, I was pleasantly surprised to find attached to it a set of 100 Questions - a good number of which, in my view, are incisive and indeed touch on the serious and pertinent issues confronting our dear country. Needless to say, my questions have been addressed. Some of the questions remind me of the debate some years ago regarding the necessity of having a national conference - a phenomenon that gained currency in many African countries at the time. But even more important are the answers provided to the questions, which are forthright and reassuring. With such frank treatment of the questions and bearing in mind that series of seminars have already been held at home, I was at a loss as to what topic to focus on at this workshop. As you may be aware, apart from what is described as Critical Success Factors, some economic sector groups have been established to take into matters such as monetary policy, international trade, banking and finance, poverty alleviation, petroleum, agriculture, etc. Also attention is being paid to what is described as the third wave which includes Vision statements, Nigeria's role in Africa, reward of merit and recognition, labour management, unity and peace, etc.

But of all the questions, one was of special significance to me and seems to be the *raison d'être* for the 100 questions. The question is why a Vision?

Although it has been explained, the justification for Vision 2010, in my view, bears further amplification since it seems central to the whole exercise. For this, I would crave your indulgence to quote copiously from the work of a distinguished scholar, Mr. P. M. Sange, whose masterpiece titled "The Fifth Discipline - The Art and Practice of The Learning Organization" I consider very apt and educative. In Chapter II of the book with a sub-heading "Shared Visions, he recalls the play of Spartacus - an adaptation of a Roman gladiator/slave who successfully led an army of slaves in 71 B.C. against the Romans. They were finally defeated by General Marcus Crassus after a long siege and battle. Crassus told the thousand survivors in Spartacus's army, "You have been slaves. You will be slaves again. But you will be spared your rightful punishment of crucifixion by the mercy of the Roman legions. All you need to do is turn over to me the slave Spartacus, because we do not know him by sight".

After a long pause, Spartacus stood up and said, "I am Spartacus" Then the man next to him stood up and said, "I am Spartacus". The next man stood up and said, "No, I am Spartacus". Within a minute, everyone th in the army was on his feet.

The story demonstrates a deep truth. Each man, by standing up, g chose death. But the loyalty of Spartacus's army was not to Spartacus the Y man. The loyalty was Lo a shared vision which Spartacus had inspired - the idea that they could be free men. This vision was so compelling that no man could bear to giVe it up and return to slavery.

Using examples related mainly to corporate bodies but which apply with equal relevance to national development issues, the author gives the following perspectives, "A shared vision is not an idea. It is not even an F important idea, such as freedom. It is, rather, a force in people's hearts, a force of impressive power. It may be inspired by an idea, but once it goes further - if it is compelling enough to acquire the support of more than one person, then it is no longer an abstraction. It is palpable. Few. if any. forces in human affairs are as powerful as shared vision. Just as personal visions are pictures or images people carry in their heads and hearts, so too are shared visions pictures that people throughout an organization (country) carry. They create a sense of commonality that permeates the organization (country) and gives coherence to diverse activities When people truly share a vision they are connected, bound together by a common aspiration Shared visions derive their power from a common caring People are committed to it because it reflects their personal vision and creates a common identification among diverse people In a corporation (country), a shared vision changes people's relationship with the company (country). It is no longer 'their company', it becomes 'our company. A shared vision is the first step in allowing people who mistrusted each other to begin to work together. It creates a common identity. In fact, an organization's shared sense of purpose, vision, and operating values establish the most basic level of commonality. Shared vision compel courage so naturally that people don't even realize the extent their courage. Courage is simply doing whatever is needed in pursuit of vision. Without a pull toward some goal which people truly want to eve, the forces in support of the status quo can be overwhelming. ion establishes an overarching goal. With shared vision, we are more ely to expose our ways of thinking, give up deeply held views, and organize personal and organization shortcomings". As Robert Pritz puts 'In the presence of greatness, pettiness disappears. In the absence of a at dream, pettiness prevails". These, my dear compatriots, are some of the important reasons why Nigeria needs a vision especially as we approach the21st century.

Mr. Chairman, for the last four decades, African countries have been grappling with the twin problems of growth and development. We have not yet achieved much success and indeed, people seem to be poorer today than before - in spite of reforms and structural adjustment programmes. This phenomenon could, in part, be attributed to the limited involvement of The people in the formulation of national development policies and strategies aswell as a lack of long term vision and strategic planning. The approach of involving all and sundry through the work of the Committee on Vision 2010 is therefore commendable. This participatory approach to the process, based on national dialogue, is a major departure from the doctrinaire method of development planning. It will no doubt lead to a spirit of national cohesion and consensus. Our hope is that this approach will be maintained especially as we begin to define, in specific ways, the plans for realizing the Vision.

In trying to introduce new approaches to development management, the UNDP in 1992 launched what it called National Long-Term Perspective Studies (NLTPS). Through research, UNDP had come to the conclusion that any relevant approach to the management of development must provide satisfactory responses to the following:

- i. How to anticipate the future and how to formulate a vision;
- ii. How to cope with uncertainty, complexity and change;
- iii. How to create a strategic information system;
- iv. How to Integrate the different horizons of planning;
- v. How to promote participation, construct capacity and build a vision;
- vi. How to improve a nation's capacity to team; and
- vii. How to design a development management methodology.

Currently, UNDP is assisting fourteen African countries to undertake their National Long Term Perspective Studies. The countries concerned are Mauritius, Cote d'Ivoire, Guinea-Bissau, Gabon, Cape Verde, Tanzania, Zimbabwe, Malawi, Swaziland, Seychelles, Sac Tome & Principe, Madagascar and Mali. The methods followed include: survey of national aspirations, retrospective studies and discussions, scenarios envisioning and formulation of long term development strategies. Based on these realities, our Committee should be commended because they have taken into account all pertinent issues necessary for a vision. I am also to observe that the Committee recognizes the need to pay adequate attention to the issue of implementation. It goes without saying that Vision 2010 would need to be translated into credible plans and programmes with specific and measurable benchmarks. This is where the experiences of other countries would be beneficial. It is also where organizations such as the United Nations Industrial Development Organization could be invited to give assistance in specific areas.

Mr. Chairman, in his statement on 2 July 1997 to the ECOSOC High Level Segment, Mr. Rubens Ricupero, Secretary General of UNCTAD stated, "Development does not happen simply by liberalizing the economy. Careful stewardship and sound policies are required to maximize the benefits and minimize the downsides". The Prime Minister of Thailand put it more succinctly at the recent Second Asia - Africa Forum held in Bangkok when he stated development is more a matter of choice than of chance. In other words, it is our duty to chart our own goals, policies and visions and to take measures to achieve the same.

Mr. Chairman, my vision of 2010 is that of an industrialized Nigeria. As you know, development is synonymous with industrialization. 'May I recall that at the recent Summit of African Heads of State and Government in Harare (2-4 June 1997), a resolution was passed which merits mention. Through the said resolution was in support of UNIDO my reason for citing it is captured in the preamble which states "We reaffirm our belief that out sustainable industrial development, our economies will be condemned to persistent economic crisis, dependence on humanitarian relief and deepening poverty, despair and political unrest with dire consequences for global peace and stability". Need I say more?

Mr. Chairman, there is need for us to address two myths:

- a. that Nigeria is to remain a largely agricultural country - since, it is argued, that is where our comparative advantage lies;
- b. that we have to address all the problems confronting our dear country at once

If there is one over-arching strategy coming out of the work of the vision 2010 Committee, I hope it would be that of industrialization as the clear beacon to guide Nigeria's development. We could spend hours in exposing the relevance of industrialization to national development. Permit me to quote from the contribution of the Director-General of UNIDO, Mauricio de

Maria y Campos, to the debate on The Future of UNIDO. He stated, "Industrial development is a critical dimension of the overall economic and social development of developing countries and countries in transition. No developed country has failed to industrialize. By raising an economy's productivity, industrialization creates the basis for achieving long-term sustainable increases in standards of living and thus for fighting poverty effectively. Industry is the main driving force of technological advances throughout the economy and, through its linkages to other sectors, is essential to the creation of productive employment and economic progress."

Ladies and Gentlemen, could we for a moment reflect on some questions, which are of universal relevance. What is the root cause of bribery and corruption? Why should anybody be engaged as a thug when politics resume? Why should anybody steal or be an armed robber? Some relatives and friends of people appointed to public offices see such appointments as "opportunities". Why should this be? Why are people scared of the police in our part of the world? In my humble opinion, poverty is the root cause of many evils.

We would also like you to consider other issues. How do we diversify our economy away from oil which today accounts for a disproportionate percentage (90%) of our foreign exchange earnings? Which sector of the economy has the greatest potential for rapid growth - able to generate employment opportunities for the mass of the unemployed and underemployed? How do we add value to our resource endowment as including agricultural and mineral resources? What shall we do to become active participants in the new global setting? How do we reduce if not eradicate poverty in our society and thereby reduce tension (political and ethnic)? How could Nigeria move from a low income to a middle income in economy by 2010? How do we accelerate sub regional and regional integration?

At the end of the day, what we need most is a strong and dynamic economy able to generate the degree of development needed to create jobs and employment and, raise the standard of living of our people.

Going by the experience of other countries including the four Asian "tigers" i.e. South Korea, Taiwan, Hong Kong and Singapore as well as Thailand, Malaysia, Chile, Mexico, Brazil and Turkey, I wish to submit that the long-term approach to achieving our dream is through industrialization backed by science and technology.

If this proposition is accepted, then we could examine ways and means of achieving the goal. At that stage, important related issues like the involvement of the private sector, development of human skills, infrastructural development, etc. could be examined in detail. The end result should and must be the provision of basic needs of the ordinary Nigerian in terms of food, shelter, medicine, clothing and transport at affordable prices. The link between industry and the provision of basic needs is clearly self-evident. Industry provides the necessary inputs for agriculture to move from subsistence levels to modern agriculture involving land preparation, planting, harvesting, processing, packaging, and storage. In the health sector, industry produces the syringes, gloves, beds and beddings, etc. In education, industry produces the books including exercise books, laboratory equipments, chalk, computers etc. But under what condition will industry thrive? How do we go about creating the enabling environment that will attract new investments including foreign direct investments (FDI)? What about producing for exports? What is the role of the private sector? These are issues to be examined once there is consensus on the entry point i.e. industrialisation.

I am happy to inform you, ladies and gentlemen, that following the visit of Chief Shonekan and at his request, a colleague has gone to Nigeria to assist in at least finalizing the industry chapter of the Vision 2010 Report. I know that one area of interest is the deepening of what

we called the Strategic Management of Industrial Development (SMID) - now referred to as the Inter-active Policy Formulation Process. Through SMID, which we initiated in Nigeria in 1990, the National Committee On Industrial development (NC ID) was established to serve as a policy forum or institutionalised consultative mechanism between the government and the private sector. Perhaps it is time to upgrade NCID to an Industrial development Authority which should report to the Presidency.

Mr. Chairman, I have tried in this paper to present a further justification for a long-term vision, which will guide Nigeria's development in the competitive world ahead of us. I have also recalled the reasons for the invitation extended by UNIDO to H.E. Chief Ernest Shonekan, Chairman, vision 2010. I then mentioned similar efforts in other African countries under the auspices of the UNDP. Finally, Mr. Chairman, I stated what I believe regarding the pre-eminent role of industrialization in national development.

I thank you for your attention.

I

## ***SEMINAR ON NIGERIA 'S VISION 2010***

Vienna, Austria

9th August, 1997

Organised by  
***The Embassy of Nigeria***  
Vienna, Austria

Enlarged Paper Outline on:

***The Nigerian Petroleum Sector:  
Perspective to 2010***

By  
**S. A. Adeyeye**  
OPEC Secretariat  
Vienna  
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**Outline**

- 1. Introduction***
- 2. A Brief Review of Petroleum Policy***



- i. Upstream Activities
- ii. Downstream Activities: Refining & Marketing
- iii. Oil Products' Pricing
- iv. Natural Gas

**3. *Assessment of Current Achievements***

- i. Upstream Activities
- ii. Downstream Activities
- iii. Oil Products' Pricing
- iv. Natural Gas
- v. National Economic Policy Objective

**4. *“Vision 2010”: Policy Suggestions***

- i. Upstream Activities
- ii. Downstream Activities
- iii. Oil Products' Pricing
- iv. Natural Gas

***Seminar on Nigeria's Vision 2010***

**The Nigerian Petroleum Sector:  
Perspectives to 2010**

by  
*S. A. Adeyeye*

1. **Introduction**

- Petroleum, as a vital energy resource, has been the prime mover of the rapid technological developments witnessed in industrialised countries in the 20th century.
- Energy needs of Nigeria are essentially satisfied by non-renewable fossil fuels, such as oil, natural gas, coal, but mainly by oil and gas.
- Moreover, while the Nigerian economy depended largely on agriculture for revenue and foreign exchange up till the late 1960's; since 1970, the petroleum sector (oil and gas) has progressively played a dominant role in the socio-economic development of the country, by providing the much-needed foreign exchange and government revenue for the implementation of the nation's development projects and programmes.
- The main thrust of national economic policy and strategy has been:
  - To use the resources obtained from petroleum to develop the productive capacity of the economy, reduce over-dependence of the entire economy on the petroleum sector and promote the emergence of a self-reliant economy.

2. **A Brief Review of Petroleum Policy (Past - Present)**

*i. **Upstream Activities (exploration, Development & Production)***

- Shell - BP started modern oil prospecting in Nigeria after the 2nd World War and drilled its first oil well in 1951, and discovered oil at Oloibiri, Rivers State, in 1956. Other oil companies have since then joined Shell BP in oil exploration and production.
- As at December 1995, Nigeria's oil reserves stood at 20.8 billion barrels, while the current production capacity is about 2.25mb/d. The current policy objective is to increase the reserve base to 25 billion barrels, and the production capacity to 2.5 mb/d. Over the years, government has given appropriate incentives to the oil companies to increase oil exploration and reserves. A healthy reserves base will assure the country of a reasonable share of the world oil market.
- Government participates in the oil industry through the activities of the NNPC in both direct oil exploration and joint venture arrangement.
- Government has commercialised the NNPC to make it more efficient and operate like the other private oil companies largely on economic consideration.
- **Downstream Activities: Refining & Marketing**
- Government continues to participate directly in the downstream operations, including refining, petrochemicals, transportation and marketing of petroleum products.

- Because of the rapid expansion of the economy and the progressively increasing domestic demand for petroleum products, government established the following four refineries:

	<u>Date</u>	<u>Location</u>	<u>Initial capacity</u>	<u>Current Capacity</u> ( <i>bpsd</i> )
(i)	1965	Port Harcourt	35,000	60,000
(ii)	1978	Warn	100,000	125,000
(iii)	1981	Kaduna	100,000	110,000
(iv)	1988	Port Harcourt (New)	150,000	150,000
				445,000

- The local demand for petroleum products, gasoline, kerosene, etc. has been variously estimated at between 250,000 bpd and 300,000 bpd; the original plan was to export excess fuel oil and other products.
- However, owing to technical and infrastructural problems, the refineries, especially those at Kaduna and Warn are producing at less than 70% and 60% capacity respectively, most of the time.
- In order to improve the distribution network for oil products, government constructed petroleum products' pipeline network linking storage terminals in seventeen locations (including refineries) all over the country in 1980.
- However, up till 1990, the structure of the products' pipeline/depot network was based on supplying specific region from a specific refinery. In effect, if a refinery in a particular location was shut down, products could not be delivered from another refinery to that region through the system. Inter-regional pipeline network connections were constructed recently.
- Trucks are widely used in domestic petroleum products distribution as back up.
- Problem of petroleum products' shortage of the past few years have been attributed to the following main reasons:
  - i. Non-release of allocated fund in full for the annual or biennial turn-around-maintenance (TAM).
  - ii. Bottleneck in the distribution network and/or industrial action by tanker drivers.
  - iii. Smuggling to neighboring countries because of relatively low (subsidised) prices.
- The point in favour of adequate release of fund for TAM is that, it is not technically appropriate to start a TAM programme without all necessary equipment, spare parts and materials available and assembled for the purpose. The process cannot technically be broken or done in stages.
- Moreover, the more a TAM is delayed, the more expensive it becomes at a later stage as the refinery is being over-worked during the period of delay, and

might be performing more inefficiently with time. This is even truer of the older refineries that were commissioned over 18 years ago. (The technical/designed age of a normal refinery is about 25 years, though through overhauling, etc. its life can be extended).

- In effect, the right policy is to have a programmed and staggered schedule of TAM of the 4 refineries, in such a way that no two refineries would undergo TAM within the same period.
- Secondly, adequate fund should be released in time for any approved TAM.

### iii. **Oil Products' Pricing**

- Since the oil boom years (1970-80), petroleum products pricing was regulated by the Government and highly subsidised, with adverse economic consequences, including:
  - i. Increased domestic demand and reduction of balance available for export.
  - ii. Inefficient use of oil and accelerated depletion of the nonrenewable energy source
  - iii. Differential prices of petroleum products leading to petroleum adulteration.
  - iv. Product smuggling to neighbouring countries where the products are not subsidised, and/or are being sold at world oil prices - leading to shortage in Nigeria and short-term black market pricing of such products.
- Since the Structural Adjustment Programme was introduced in 1986, oil pricing policy has been the gradual withdrawal/reduction of the subsidy on crude oil and petroleum products.

### iv. **Natural Gas**

- Nigeria's proven natural gas reserves are 130 trillion cubic feet, amounting to a production ratio of over 120 years, relative to crude oil production ratio of less than 30 years.
- Until 1990, the main problems confronting the slow development of natural gas in Nigeria, in spite of its abundance were low demand, heavy subsidy on petroleum products and lack of a gas pricing policy to induce producers to develop gas for domestic utilisation. A gas pricing policy has already been put in place.
- Some progress has' been made in the area of gas utilisation as feedstock for industries and household fuel; and therefore there is some reduction in gas flaring.
- Some notable gas and gas-based projects include:
  - i. Extravos-Lagos Pipeline (ELP), supplying gas to Egbin Power Station. The ELP is part of an overall programme of making gas available to domestic users, such as the cement factories, steel mills and other

industrial users.

- ii. Gas is being supplied as feedstock to the Nitrogenous Fertiliser Plant at Onne.
  - iii. The Liquefied Natural Gas (LNG) Project.
  - iv. West African Gas Pipeline Project (Nigeria, Ghana, Togo & Benin Republic).
- Meanwhile, Government has announced a number of attractive incentives aimed at encouraging investors into the gas sub-sector, including tax holiday for pioneer companies (Pioneer Status), generous capital allowance and investment tax credit.

### 3. Assessment of Current Achievements

#### i. Upstream Activities

- Nigeria has performed modestly well in the upstream activities - with current oil reserves at 20.8 billion and production capacity of about 2.25mbd. But we could do better.

In the past few years, it appears that government has problems paying its share of joint venture cash calls regularly.

#### ii. Downstream Operations: Refining & Marketing'

- From all indications, we have 'not performed very well in the area of regular and adequate supply of petroleum products, mainly because of the following reasons:
  - a. Perennial shortage of petroleum products in the past several years, arising from production and distribution problems. The cost is heavy on the economy, socially, financially and economically.
  - b. Problem of regular and efficient maintenance of the four refineries. With a total installed capacity of 445,000 bpsd, they could not jointly meet the domestic requirements of less than 300,000 barrels of refined products. In effect, the nation has to regularly import oil products at more expensive international price to supplement inadequate domestic production.
- It appears that there is some inadequate co-ordination between the relevant Ministries/agencies on the nature of major refinery maintenance and the need to release adequate fund for prompt TAM.

#### iii. Oil Products' Pricing

- In a sub-region (West Africa), where nations of the neighbouring countries pay international price for imported fuels into those countries; and with the generally declining crude oil revenues, it is necessary to continue the gradual withdrawal of petroleum subsidy in Nigeria.
- However, the main macro-economic problem is that, with the declining value of the Naira, it is difficult to determine the amount of subsidy for all time. That could create problem of further mistrust between the government and the people.
- Problem of products' smuggling, e.g. Experiences of Cameroon, Ghana &

Mexico.

iv. **Natural Gas**

- It appears that we have been somehow slow in the implementation of the major gas projects which are highly revenue yielding, e.g. the LNG project - the project was included for implementation in the Third National Development Plan **1975-80**. The project is expected to earn about \$1 billion annually, from its commissioning date in 1999.

v. **National Economic Policy Objective**

- The national objective of using the resources from petroleum for national economic diversification, self-reliance and promotion of self-sustaining growth has not been reasonably achieved.
- Nigeria's index of oil dependency for foreign exchange was 93.8% in 1974, and was still at about that level as at 1993.
- The index of oil dependency for budgetary revenue was 84% in 1980 and 85% in 1994 (In effect, "when the oil market sneezes, we catch cold").
- OPEC's average index of oil dependency for foreign exchange was 90.8% in 1974 and reduced to 69.6% in 1993; while for budgetary revenue, it was 63.4% in 1980 and 62% in 1994.

4. **"Vision 2010": Policy Suggestions**

i. **Upstream Activities**

- Government should give appropriate incentives to oil companies with a policy objective of increasing the oil reserves to 25 billion barrels by 2000 and 27 billion by 2010.
- Encourage private (indigenous and foreign) oil companies to participate in oil exploration through production sharing contract and/or service contract, which are less involving for government.

ii. **Downstream Activities: Refining & Marketing**

- Ensure the efficient maintenance of existing refineries by providing adequate and prompt release of funds for TAM.
- Ensure the regular maintenance of storage depots and the petroleum product's pipelines.
- Encourage optimal utilisation of existing depots and ensure the J storage of products to meet the nation's demand for a minimum period of 90 days.
- Allow the establishment of private refineries mainly for exports; and these export refineries could supplement domestic need, during the time of occasional or unforeseen petroleum products shortage.
- Ensure more effective co-ordination between relevant Ministries, and make the NNPC more commercial in its operations.

iii. **Oil Products' Pricing**

- Gradually consider the phasing out of petroleum subsidy by 2000, and eventually impose - on a gradual basis - value added tax.

*iv. Natural Gas*

- Ensure the active implementation of the LNG project - to be on stream by mid-1999 as scheduled.
- Ensure the appropriate domestic gas pricing to stimulate progressively increasing demand for both domestic and industrial gas utilisation; and promote wider usage of LPG in rural areas.
- Encourage gas utilisation in W. Africa and particularly support the establishment of the \$260-million West African Gas Pipeline Project by year 2000.

**National Economic Development**

**Crucial Success Factors: The Experience of South-East Asia**

- 1. *Visionary & Accountable Leadership***
- 2. *Political Stability***

3. *National consensus On Economic Policy*
4. *Motivated Followership*
5. *Macroeconomic Discipline & Stability*

**AN ADDRESS BY MAG. OKUNDAYE VICTOR EGHE, SECRETARY NIGERIAN CULTURAL FORUM, GRAZ, ON BEHALF OF ITS MEMBERS AS A GUEST SPEAKER AT A SEMINAR ON VISION 2010 ORGANISED BY THE NIGERIAN EMBASSY, VIENNA, ON 9TH AUGUST, 1997.**

Your Excellency, Mr. Suleiman Dahiru,



Fellow Nigerians, Distinguished Ladies and Gentlemen;

### **VISION 2010: AWAKENING A NATION, NATIONALISM AND DEVELOPMENT?**

I and members of the Nigerian Cultural Forum, Graz feel highly honored to be called upon to air our views on such an important issue as the future of our dear country, Nigeria. This is evidently a step further in consolidating the good relationship existing between our Forum and the Nigerian Embassy, Vienna. The fatherly role being played by the CDA, Mr. Suleiman Dahiru is worth mentioning in this context.

Specifically considering the Vision 2010 as a project, alone the initiative to engage Nigerians in thinking about their future as one people, their land and to have a respectable identity in the comity of nations, I must say, is an essential ingredient in remoulding a nation into a desirable shape, which represents or serves as a source of pride for her nationals.

I do not at this juncture want to give credit to the Nigerian government for initiating the step on vision 2010. After all, it is her responsibility, whether military or civilian government, to see to the overall development of a country. Any Nigerian has grounds to be skeptical on such a project, considering previous government programs, which on the long run turn out to be a colossal disappointment and waste of precious time and resources.

This stand does not, however, exclude a deserved commendation should the hopes and wishes of the Nigerian people be fulfilled this time around.

We should recognise the fact that building a nation is more than making people live together in a defined geographical landscape. Rather, it includes sharing a common destiny and understanding that often-selfless sacrifice is necessary to uphold national interest. Given that every human being has a different and peculiar reaction to the same stimulus on challenge, each of such varying reactions should not be hindered, but channeled towards national development.

In the case of nationalism, every critic and proponent of one government or the other share one common overriding feature - the love for Fatherland. The reaction of the critic is traceable to a deep sense of frustration and disappointment over an unhealthy socio-political and economic situation in a country, which contrast sharply to his or tier vision of a stable and progressive society.

In the case of Nigeria, a country blessed with abundant human and material resources, it would not be surprising if 100 Million Nigerians are critics of the administration. If we are to be frank~ ourselves, such protests and criticisms have long taken place in a subtle manner.

The inception of Vision 2010 only marks the beginning of recognising that Nigerians are conscious of the fact that our country ought to be better placed compared to what the situation is.

As a part of the Nigerian community in a foreign land, I and all members of the Nigerian Cultural Forum, Graz, would want to give the government the benefit of doubt once move and make our whole-headed contributions as patriots towards the progress of our country.

It is an indisputable fact that visions are influenced to some extent by previous experiences. Therefore, our Nigerian roots play a considerable role in our perception, considering at the same time the positive aspects of the entire system operated by our European host society.

Ladies and Gentlemen, I will categorise our views as follows, offering suggestions as to its realization, some of which we feel are practicable even before the year 2010.

### **RULE OF LAW:**

Our pre-independence society had laws, norms and practices which helped in the governance of the then Kingdoms, Clans and Settlements. These traditional provisions were largely effective and operated with corresponding consequences. In modern Nigeria., laws have been made and violated with frivolity, often without incurring the stipulated consequences.

Every class of the society, starting with the military, who unconstitutionally takes over power by force down to the civilians, who consciously violate simple laws and get rescued in worst cases by an influential relation or friend. The rule of law as a sacred constitutional provision means respect for the judgments passed by the law courts, which only could be challenged within the legal framework. The independence of the judiciary was largely compromised in the past, which eroded confidence in the integrity of the custodians of our legal provisions.

### **ACCOUNTABILITY AND LEADERSHIP BY EXAMPLE**

A lot would be achieved if the government functionaries could take the lead not only by declaring their assets, but living according to the standard affordable by their income. This would go a long way in restoring trust on the leadership. Otherwise, it is hardly explainable how a military officer or a politician is able to afford luxurious cars and other assets, well above his income. Information reaching us abroad indicates that the government has taken decisive step in this direction, including the Failed Bank Decrees. We urge our leaders not to relent their efforts in this drive until every section of the economy is satisfied.

### **POSITIVE ORIENTATION OF THE YOUTH:**

Many Nigerian Youths have lost confidence and trust in the country as can be deduced from the thousands of youth who flee the country to foreign lands and prefer to undergo intolerable human degradation in foreign countries.

The law enforcement agencies in some of these foreign countries have in many cases arrogantly trampled on the human rights of many such Nigerians, while sarcastically asserting that Nigerians undergo worse human rights violations at home and as such justifying their ill-treatment of such Nigerians.

Agreed that patriotism is in-born, it should be recognised that it is also a product of the awareness that a country values every of her citizens and would protect his or her interest and life in dire situations any where in the world. An environment should be created at home to give the youth the chance to grow economically and socially while re-ordering out value systems.

### **MIDDLE-CLASS SOCIETY:**

In a country where basic amenities like drinkable water and electricity supply, telephone, good roads, workable public transport system, effective health-care system, security of life and property are not only accessible to just the rich but also available to the general masses, there is bound to be ~ accompanying level of peace and order. We believe that Nigeria has enough resources to have these facilities in place if our priorities are well ordered.

Besides, specific taxes could be introduced to redistribute the wealth in the society in such a manner that the rich partly sustains the poor to climb the ladder to the middle point.

### **ELIMINATION OF ILLITERACY:**

A basic pre-condition to development is no doubt the ability to be capable of evaluating information and make a mental and material product out of it. This should be given a primary attention, especially at the youth level if good results are to be expected in the future.

### **NATIONAL AWARENESS ABOUT OUR LAND AND PEOPLE:**

There has been a limited avenue for many Nigerians to visit other parts of the country even for the sake of interacting and knowing each other in their primary environment, deepening of the understanding of the particular difficulties, expectations and way of life of an ethnic group, sharing some common identities and beliefs. Above all, realising that each and every part of the country can be a home irrespective of one's religious or ethnic backgrounds, intensifies the bond to the centre in building a true nation.

It is only through such practical steps of which the government could create the framework for such inter-regional contacts that helps surprisingly to overcome prejudices and political ignorance for the progress of a country.

### **TOURISM:**

As part of economic revitalization programme, tourism should be given a deserved attention because it is one channel through which foreigners could really get to know a country better instead of relying on the electronic and print media for information.

The Nigerian authorities must however be prepared to/the necessary security and healthcare facilities as well as other amenities, which are basic for every human being in place. This attracts foreign investors, who having known the country on holiday, to have a possible economic interest, especially if he or she has had good experiences and necessary awareness of the opportunities available. The foreign interest in our rich culture, tradition, landscape, weather, forest and animals is enormous. We only need the right management and initiative in this regard.

### **ECONOMIC NORMS AND PRACTICES:**

The way we do business should be improved to reflect international standard in order to encourage foreign participation in our economy as well as stamping out corruption by prompt and stiff penalty for offenders without exceptions.

### **POLITICAL CULTURE OF TOLERANCE AND COMPROMISE:**

Nigerians must be able to adapt to the democratic decisions of the majority while accommodating minority opinions in every political issue. A healthy political environment is a prerequisite for economic and social growth.

We should be conscious of the fact that our country is constantly under close watch by the international community being an important country in terms of population, human and

material resources and geographical location. The success of the Nigerian nation is a catalyst across the continent. We owe it a responsibility to ourselves and fellow African brothers to have a vision make our motherland, Africa, a leading continent.

Finally, I will like to draw the attention of the audience to the fact that Nigeria Cultural Forum, Graz, has on its own been serving a unique purpose to place our country on a positive track in Austria, using our rich cultural heritage as a vehicle of contact, understanding and cooperation with our host community.

It is our sincere hope that our government back home would do every thing possible to make our country regain its lost glory within the shortest possible time, if only to complement the efforts of patriotic Nigerians at home, in Austria and in every other parts of the world.

Nigeria is our only country and we are prepared to make every sacrifice for her growth.

**GOD BLESS NIGERIA.**

Thank you.

**“Vision 2010”**

**50 Years of Independence: Looking Ahead:**

**Developing Nigeria into a Modern Society**

**(Remarks by Dr. Smart Eze)**

**(Vienna: 9 August 1997)**

My dreams are my vision. Any dream can come true. So is my vision for Nigeria. From the outset, it is very essential that the overall social and economic situation in Nigeria today should improve without any further delay. The year 2010 will mark the fiftieth anniversary of Nigeria's independence. This will hopefully trigger off the long-awaited departure for a much better future in the lives of all Nigerians.

The Nigerian society is like a chain held together by the strength of its individual components. The value of the chain is determined by the strength of these components and their ability to pull together in affinity. If any member of the chain is weak, the chain will immediately lose its grip and its value and can ultimately be thrown away.

Like the chain, all members of the Nigerian society must unite to preserve the strength and the moral values of the country. In order for Nigeria to uphold its moral values and strength, everyone must be carried along. A priority for all Nigerians should be to maintain good moral values, which must be reflected, in their everyday lives. These good moral values and practices must be clearly spelled out in the "Vision 2010".

Also, like a ship kept afloat on the high sea on a rewarding journey ahead by a good captain and devoted crew, the Nigerian society needs a morally committed leadership at all levels of social and economic life. These leaders by their acts on behalf of every Nigerian citizen should engineer a sustainable organizational framework of social and economic activities for self—sufficiency in the context of a modern society. These should set the goals for solving the various national problems including those on Infrastructure and other facilities which are 'required for sound and genuine economic and social growth and development.

Nigeria's natural and human resources should be harnessed and put to the benefits and advantages of the general population. There should be a proper distribution of the resources there from needed to develop the railways/ roads, light, water supply etc.

The improvement of the national maintenance culture is a sine quo non-for improvement in the living condition of all citizens. In this connection, there is the need for people to have functional education and to be enlightened on the various aspects of Nation building. There should be inter cultural linkages, such as learning of Nigerian Languages. A national policy should require every Nigerian citizen to learn, speak and understand at least two of the three main Nigerian languages, which must be included in the schools curriculum (like in Switzerland, where every Swiss can speak of the national languages).

In the domain of social security, full or nearer to full employment should be guaranteed to all citizens. Pension schemes should guarantee a good standard of living must be assured S lily every worker. By comparison, it should meet the current the national standards. Also, there will be the need to establish health insurance schemes. Birth control and family policy and programmes should be established, and statutory financial support given to families with a maximum of two children as a national family standard.

"Vision 2010" should create equal opportunities for all Nigerian citizens, including disabled persons. A national affirmative action plan to promote the rights and obligations of disabled persons in national economic and social development must be created, modeled on international standards. Within the framework of "Vision 2010", all disabled persons, irrespective of their levels of disability, should have the rights of equal opportunities to formal education, vocational training and employment, rehabilitation, in order to ensure their full and active participation in the social and economic development of the country.

As equal citizens with equal rights and obligations, disabled persons should be recognized, accepted and tolerated by the general public at large in various sectors of life. The public should be educated on the situation and circumstances as well as on the useful

and active contributions disabled persons can make to the national socio-economic development. To that end, disabled persons must be provided the appropriate tools and facilities to enable them contribute to national development activities and programmes. The Nigerian general public should be educated to see not only the disabilities but also the abilities of disabled persons in order not to underrate their talents.

- “Vision 2010” should provide the opportunity to transform Nigeria into a safety nest for all citizens. Security of people and property must be guaranteed at all times and everywhere throughout the country. National Unity must be promoted as a priority concern. Every citizen must be committed to promoting the national unity and to have the sense, consciousness and spirit of belonging to one nation: “Nigeria”. Without fair or favour, every effort must be made to implement all the various aspects of “Vision 2010” for the achievement of a prosperous, democratic and modern nation - which will be a pride for us all.

God Bless Nigeria!

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SEMINAR/WORKSHOP ON VISION 2010

Your Excellency distinguished Guests, Ladies and Gentlemen. I on behalf of the Association for Democracy in Africa thank the Embassy of the Federal Republic of Nigeria, Vienna for inviting a guest speaker from A.D.A to participate in a seminar/workshop on Vision 2010. May I also seize this opportunity to commend the efforts of the Nigerian Embassy in organising such a workshop and hope this would be the beginning of many more of such seminars and workshops on important and pressing national issues to come, which undoubtedly would help the Federal Government of Nigeria in formulating and implementing policy on national development.

While preparing this paper, A.D.A. carefully examined the booklet with the 100 questions and answers on, Vision 2010". One question was, What is Vision 2010?" the answer given therein was; Vision 2010, simply put, is a defined picture of the most ambitious state of human development by the year 2010 that Nigerians can desire for themselves in the midst of an advancing world community, together with what all of us need to do to achieve that state.

In tune with this answer and being a non-governmental, non-partisan human rights organisation that aims at total and peaceful democratisation in the whole of the African continent, A.D.A. has therefore chosen to speak on human rights and democratisation as they affect the economy of Nigeria. I refer to question three in this booklet which reads, Why Vision 2010 at this time, why not wait until after due political transition to democracy?" The answer given is very appropriate and to the point; there is no best time for thinking deeply about our future and that of our children and preparing for it. There is a saying that he who does not think of his future will have none:

The best time is now... today.

We cannot seriously deliberate on Nigeria 2010 without making references to the Nigeria of the past and to Nigeria of today.

A.D.A. considers it very important, that we discuss in depth the need for democratisation and respect for fundamental human rights in Nigeria today, and to bring this in line with our Vision for the year 2010.

We would like to know: To what extent has the Vision 2010 Committee addressed itself to this question of democracy and human rights while mapping out national projects aimed at national development that would guarantee the quality of life desired by all Nigerians in the 21st century?

A.D.A. believes that a nation must address herself to the issue of democratisation in order to ensure a high degree of state security, guarantee the safety of lives and property of her citizens, freedom of movement, speech and respect for human and peoples rights. We believe that stability is a condition for meaningful socio-economic and industrial development and progress.

We wish to emphasize the fact that it is not a privilege but the right of every Nigerian to have access to good education, to adequate medical care, shelter, food and to all other essentials and amenities in life that encourage peoples of any country to develop national awareness, consciousness, pride and collective commitment in seeking and adopting one shared vision, which in turn motivates the citizens to hard work and productivity to realise that vision.

Articles 19 and 20 of the African Charter on Human and Peoples' Rights say, ALL PEOPLES SHALL ENJOY THE SAME RESPECT AND SHALL HAVE THE SAME RIGHTS. NOTHING SHALL JUSTIFY THE DOMINATION OF A PEOPLE BY ANOTHER" ...ALL PEOPLE SHALL HAVE RIGHT TO EXISTENCE. THEY SHALL HAVE THE UNQUESTIONABLE AND INALIENABLE RIGHT TO SELF DETERMINATION. THEY SHALL FREELY DETERMINE THEIR POLITICAL STATUS AND SHALL PURSUE THEIR ECONOMIC AND SOCIAL DEVELOPEMENT ACCORDING TO THE POLICY THEY HAVE FREELY CHOSEN:

Nigeria signed this charter on 31st, August 1982, ratified it on 22nd. June 1983 and deposited it four weeks later.

"...People will not comprehend Africa's crises as long as they continue to assume that it is mainly an economic one." said Prof. Adebayo ADEDEJI. What we confront in Africa is primarily a political crisis, albeit with devastating economic consequences" Professor Adedeji, who was for many years Executive Secretary of the United Nations Commission for Africa, knows from his long experience that Africa cannot hope for sustained development (economic or social) and progress until it achieves good governance.

The right to liberty, personal security and participation in the political process, freedom from torture and from cruel, inhuman or degrading punishment, the right to recognition and equal treatment under the law and to effective judicial remedy; freedom from arbitrary interference and arrest, freedom of association and assembly... all these, as Adedeji said, are essential requirements for social and economic progress. Yet in many African countries these basic rights cannot be taken for granted.

The non-implementation of the African Charter on Human and People's Rights have many negative effects on the society and on the economy some of which I have already mentioned.

The psychological atmosphere created by real or imagined fear for life and property cause stagnation of ideas and initiatives because they hamper clear cut thinking processes and produce lethargy

The attendant exodus of human resources especially of trained skilled workers and technicians, of students, academicians and scholars, of talented artists etc. (brain drain) retards socio-economic growth

Low moral values like bribery and corruption often accompany disregard for human rights and act as deterrents to socio-economic progress.

Potential investors, both local and foreign think it is too much of a risk to invest in an economy where they judge the political climate as unstable, not calculable, insecure and volatile.

Retrenchments and sackings due to withdrawal of capital by apprehensive investors reinforce the armies of the unemployed. The vicious circle of high unemployment with the attendant high crime rate, increased human rights abuse and sense of insecurity, low moral standards thereby gets tighter.

Respect for human rights in Nigeria, the wholehearted implementation of the African Charter on Human and Peoples' Rights, sincere and visible exercises and steps towards the return of democracy in the country would be factors that would surely mobilise and release presently



dormant creative and innovative energy which is in every Nigerian. All Nigerians - at home and abroad - would gladly rally round their leaders to contribute towards Vision 2010 becoming a reality.

Nigeria, despite her shortcomings, is presently a strong regional power in Africa. Nigeria is beautiful and rich: she has much unharnessed potential.

Let us encourage our Nigerian leaders to steer the nation on a course that would mean fame and glory to them as individuals welfare, progress and national pride for the common man, the ordinary Nigerian.

I see Nigeria in 2010 as dynamic economic African giant as the hub of African culture that infuses humble pride into the African wherever he would be on this planet.

Presented by Dr. Rasheed Akinyemi

### Strengthening Nigeria's Federalism for good governance and stable government

Distinguished Guests!!

Let me start by pointing out two distinguishing approaches which seem to dominate (our) analyzing Nigeria's political issues (some would call it problems).

The first is that which I will categorize under the behaviorist approach. The main feature of this approach is to analyze the political behavior and conduct of both subjects and participants, as well as citizens and parochials. This approach also investigates the political mobilization and socialization, especially of the elite in order to understand the political values of the various elite groups as well as of the population in general. And finally the behaviouralist approach provides us with a powerful instrument to understand the general political process and development of a society as well as to make conclusions on a good or bad government and governance. This instrument is what we usually refer to as the political culture.

The second approach which I intend to apply as the framework of my presentation is the structural-functionalist analytical method. This method divides societies and institutions into specific structural and functional units and ascribes to each structure and unit particular functions. One merit of this approach is that the functioning of each structure should give credibility to the whole system, whereby if there is a failure of function from any of the structures there is a high possibility of instability to the entire system.

Here, the political behavior and attitudes is assumed to be generally under the influence of various forces, therefore rendering the political activities of those in command of power to be unpredictable. That is politics itself becomes unpredictable. This method of analysis tends to see politics only functioning if it is placed under laid down structures with allocated functions. I wouldn't like to see politics in such a rigid context, rather politics demands flexibility and it should also be exposed to conflictual tendencies. I also want to understand that politics is made by man for man and not by structures alone.

However, both approaches have contributed much to understanding the relationship between political behavior of actors and the outcome of their political decision-making and implementation. We have also been able to understand the relevance of structures, institutions and what implications their ability to function have for certain systems.

Along these analytical approaches, I have always tried to draw my observations of the realities of Nigeria's politics from both the political attitudes and behaviors of subjects and

participants as well as questioning the very structures of Nigeria's political entity, which is the "Nigerian State". I have always heard people referring to Nigeria as a mere geopolitical entity. Yes, this could be true, but politically the Nigerian state is not merely an entity, it is the structural foundation upon which the various elements within the so called geographical entity is built upon and held together. It is also the only political structure that gives a common identity to the various emotional, parochial and primordial diversities. Hence, the Nigerian state is the only real and common political unit that all Nigerians share together.

Having said this, I have chosen my topic of today's presentation consciously, knowing well that Nigeria's political issues or problems must be analyzed and judged not predominantly on the attitudes and behaviors of political leaders, of course the quality of leadership is extremely important, however, I want to assume that the quality of leadership can only be appreciated if it is exercised within the framework of a functioning political structure. A political leadership will always terminate office for another set of leadership, under normal and popular political circumstances, but the system and the structures upon which it is built will remain in most cases. Therefore, my analysis about Nigeria's political situation as well as my feeling for the future is what I want to discuss today under the title **"Strengthening Nigeria's Federalism for good governance and stable government"**

I have chosen to discuss on this topic today for many reasons. First, I hold the opinion that the future of good governance and stable government in Nigeria depends more on the way political power is being shared and exercised between the various tiers of government and how political participation is allowed to spread within and between each of the levels of governance. I want to assume that the problems with Nigeria's political development has more to do with the history of the evolution of modern political practice in that country as well as the neglect or undermining the very structure upon which power sharing and political participation is supposed to based.

Furthermore it is very clear to see how the neglect of this structure and its improper application have led to intense power struggle between the various contesting power elite as well as between the various classes of the society.

Without a clear understanding of what federalism stands for and the refusal to respect and accept its principles usually lead to what we tend to identify as "ethnic politics" or regionalism in the Nigerian context. Therefore, my own analysis of Nigeria's politics is always drawn from the observation of how the federalism is understood or misunderstood in Nigeria on the one side and on the other, I lay strong emphasis on class struggle and class analysis within the framework of a non-functioning federalism, as it tends to indicate in the Nigerian situation. Analysis that goes purely on ethnic politics or pure regionalism has its merits but it has to take account of why there is a resort to ethnic politics or why ethnic identity is used as the basis for power struggle instead of allowing for power sharing within a particular political framework and structure like the one we have, which is the federal structure.

Ethnic politics is a form of politicized power struggle, carried out as a result of not being able to place power sharing unto the custody of federalism and its structures. I have mentioned earlier the phenomenon of class struggle and class antagonism within Nigeria's politics. This in fact, to my own personal submission, is one of the key foundation of political disaster in Nigeria. This is an area I would have loved to devote today's paper but as I said, this also must be hooked into within the functioning and non-functioning of federalism in Nigeria.

The question is, why has federalism in Nigeria not been used to determine the power sharing between the various tiers of government and why has political participation on the grassroots level not been allowed to strengthen good governance and stable government in Nigeria?

I have structured the topic in the following way. I shall try briefly to present some definitions of federalism as being understood in the political science literature. In the definitions some of the important elements of federalism will be reflected and how these are relevant to the Nigerian case.

Following this, a treatment of the historical dimension of federalism in Nigeria which is rooted in the colonial experience of the country will be done, whereby only aspects that touch on efforts to unify Nigeria shall be mentioned.

The actual political roots of federalism is the section which explains how Nigerian Nationalist elite want to regulate their relationship under the circumstances that they found themselves. Here we shall discover how Nigerian leaders made a clear demand for federalism, although these leaders had different opinions about what they were demanding for. Also in this section we shall see how federalism was perceived and utilized as a solution to the problems of governing multiethnic and deeply divided societies.

The next section will now look into initiatives and steps taken to redefine federalism, which now tackle the issue of structural governance and the problems that are inherent in this new approach.

Finally, suggestions will be made on how to strengthen this approach structurally in order to guarantee for a political value that will be acceptable for Nigerians.

### Defining Federalism:

In the world of today we can count almost two dozens of countries with relative successful federal systems and we can also speak about failed federal systems. Amongst the numbers of federal systems that have failed in spite of having required federal conditions are the West Indian Federation, Cameroon, Uganda, Ethiopia, SeneGambia and RhodesialNyasaland. Amongst the relative successful ones are federations like Switzerland, USA, Austria, Canada, India and Nigeria. Of course this relative success depends on the perception that federalism serves as a solution to the problems of governing multiethnic and deeply divided societies. However, federalism should be perceived in a more broader context than just solving problems of ethnicity and racial segregation.

In the case of Nigeria, to accept the relative success of federalism in its solution in regulating problems of multi ethnicity is not enough. Even one could suggest that there are other political concepts that have proved viable in regulating the multiethnic factor, for instance what I would call a constructive national integration scheme. Therefore, success in Nigeria's federal system must go beyond the perception of finding a solution to the problems of governing a multiethnic and deeply divided society. It should be strengthened to guarantee good governance and stable government.

Of course Nigeria's federal system in her present development, thanks to the reforms of 1976 and the Dasuki Committee Local Government Review of 1985, it has gone more than being just a mechanism to solve ethnic diversity problems. In fact, because Nigeria is the only federation that has survived in Africa, in despite various political setbacks and military interventions, her experience has made it the standard reference point for most discussions of federalism in Africa. It has also served as a pointing-line to countries like Sudan, Uganda and South Africa, which are in their early stages of going the federal way.

In the literature, federalism is defined as “a form of territorial political organization in which unity and regional diversity are accommodated within a single political system by distributing power among general and regional governments in a manner constitutionally safeguarding the existence and authority of each”. The distinctive features of this type of federalism are the distribution of power between at least two levels of government and the coexistence of unity and regional diversity.

There has been much scholarly debate over the precise definition of federalism and whether its essence lies in concepts of covenant and constitutionalism, in legal and political structures involving distributed power, in non-centralized political processes, in pluralist ideology, or in underlying social, political and economic phenomena giving pluralism a territorial dimension. There have also been differences between those who favour inclusive or restrictive definitions of the term. Then there is the fact that, no matter how specific federal systems may be, the principles of federalism remain basically the same. These principles govern the relations between two or three levels of government, each of which has enumerated matters on which it takes final decision, usually in co-ordination with others.

One scholar, Daniel Elazar, distinguishes federal from non-federal systems on the basis of the non-centralization model which, by contrast with the hierarchical and center-periphery model, involves “a dispersal of power among many centers that must co-ordinate with one another to make the body politic work” (Daniel Elazar, 1991: 65-86; also 1987). Another scholar, defined federalism as “a system of multiple centers of power in which state and local governments have broad authority to enact policies of their own choice” (Kenyon and Kincaid, 1991:4). Notwithstanding the wide variety of forms of federalism, all federations have multi center dispersal powers.

And finally to include one area of discussion of what sociologists perceive of federalism. William Livingston characterized these societies as federal societies, that is, societies in which cleavages (ethnic, cultural, linguistic, racial) are territorially delineated. To emphasise the similarities in federal systems, Livingston argued that the essence of federalism lies in the nature of the society it serves rather than the constitution. This position has been criticized for denying federalism of its legal-constitutional character, because that is central to its definition. Moreover, Livingston nevertheless drew attention to the important fact that no matter what the differences in constitutional arrangements, federations face basically the same challenges and problems.

### The Roots of Federalism in Nigeria

Tracing the historical roots of federalism in Nigeria, Uma Eleazu made reference to the colonial origin of Nigeria as well as to the fact that “federalism results in a situation where political unification in a unitary system is unacceptable because of social and political diversities worth preserving” (Eleazu, 1977, 72). This situation was nevertheless brought about as a result of the imposition of alien rule on a territory that was originally made up of different independent states and cultures as well as social systems that had more or less nothing to do with each other, expect perhaps some forms of trading and minor territorial conflicts.

When the British arrived in the region their aims and objectives of colonization could only be achieved by necessarily bringing the various political entities under one colonial power without actually converting these political units into a unitary state. Second, because colonial rule and administration was not uniformly applied in the region due to the fact that policies

were being applied and adapted to suit local circumstances, a unitary system could never emerge. Furthermore, it could be pointed out that the intention of the British in that region was not actually to build a Nigerian state but to follow the economic philosophy of colonialism and imperialism which was more or less that of economic exploitation and an outlet for capital monopoly. The necessity to bring the regions under their full control was the rationality of exploitation and the cost effectiveness of ruling a colony.

Without going into full details of the colonial administration itself, it is imperative to point to those stages in British colonial administration of Nigeria which laid the foundation for Nigeria's political federalism.

The first of this stage was the setting up of the Selbourne Committee in 1898 with the duty to arrange and make plans for the future administration of these territories (the Lagos Colony, the Royal Niger Company Territories and the Niger Coast Protectorate, all still under different governments with different style of administration.

The recommendation of the committee which was to serve the best economic and administrative interest of the British Colonial Office, recommended the establishment of two protectorates to be known as the Northern and the Southern Protectorates of Nigeria. This plan was officially implemented on 1 January 1900 and the modern Nigerian state was born. In order to keep this grand amalgamation less expensive but more effective in ruling, the committee recommended the introduction of ruling through the native institutions which was later to form the root of the so called "indirect rule". It is imperative to point out here that both recommendations of the committee was never meant to serve the popular interest of the colonized people but far more to guarantee the effective exploitation of the entire regions as well as to see that there was no resistance from those they are ruling.

The term "indirect rule" was actually "Government of the people by the British colonial officials through the chiefs". Furthermore, the system of indirect rule was not timely and uniformly applied in all the regions because the Southern-Eastern part of the colonized region still posed some obstacles. While the Northern Protectorate of Nigeria was under full application of the indirect rule system, the Southern Protectorate was brought under direct rule by the then governor, Sir Ralph Moor until the coming of another governor, Sir Frederick Lugard who had even a more grandiose plan for the unification of the two regions, North and South.

With Lugard came the second stage of the grand amalgamation and the further process of federalism in its earliest stage. In order to make the indirect rule more applicable all over the territories Lugard in 1914 initiated the amalgamation of the Northern Nigerian Protectorate and the Southern Nigerian Protectorate into a unified Nigeria. Thus, as from 1914 Nigeria became an indivisible and unified but not a unitary nation-state. The system of rule became the popular indirect rule, although there was still resistance in some Southern parts of the country.

Again it must be pointed out that despite Lugard's amalgamation, there was never any serious intention from the British to form Nigeria into a unitary state and the various administrations in the country applied different policies in each of the regions. This is especially true in the case of education, legal system and even in the case of religion. Therefore, the differences within the peoples of these regions were not only based on their socio-cultural and traditional system, as well as their indigenous political systems, but far more, the colonial administrations exacerbated the differences and the levels and stages of development in such a way that we can refer to that period as the beginning of unequal development in the social and political history of modern Nigeria.

Lugard's reform was not to be the end of what Nigeria should be. Another architect of Nigeria's political future was Sir Donald Cameron who in 1931 attempted to redefine the Native Administration and indirect rule as "local native administration" or rather "local government" within the context of Nigeria in which the "Government" was now defined as the Central Machinery of Administration. Governor Cameron was on his way to reform the amalgamation in the real meaning of unification and to create a unitary Nigerian state. The termination of his appointment ended this process untimely and his successor, Sir Bernard Bourdillon, for the sake of administrative convenience, further subdivided the South into an Eastern and Western groups of provinces each with a Chief Commissioner, using the River Niger as the dividing line. Under Bourdillon, each local government was being assigned more duties and responsibilities according to the experience and financial strength of each of them.

Finally, by grouping the provinces in more manageable regions, providing each with an Advisory Council, it was thought that these would be the building blocks for Nigerian unity. However, doubts were raised if Bourdillon intended his groups of provinces to be anything more than just administrative convenient units.

The last stages of colonial impact upon the future of Nigeria's political structure despite all the trials and errors of former governors can be attributed to the period of Sir Arthur Richards who took office after the Second World War. Richards, upon taking office made proposals for constitutional reform and converted Bourdillon's provinces into "natural" regions. According to him, Nigeria falls naturally into three regions, the North, the West and the East and the peoples of those regions differ widely in race, in custom, in outlook and in their traditional systems of government. This natural division of the country is reflected in the machinery of administration, the three sets of provinces being grouped together each under a Chief Commissioner; but this purely administrative arrangement, besides being incomplete in itself through the lack of an adequate regional organization at each Chief Commissioner's headquarters, has no counterpart in the constitutional sphere" (Eleazu, 83-84),

With this administrative and constitutional pronouncements Nigeria was divided into three "natural" regions. Constitutionally each of the regions were endowed with a "quasi" legislature superimposed over the existing regional administration.

The Richards' Constitution of 1946-47 gave birth to the structural arrangement upon which the political roots of federalism in Nigeria in subsequent years was built on. This stage of attempt to divide Nigerians into natural boundaries should also be seen as one of the starting point of creating strong ethnic awareness especially among post-war Nigerian Nationalist elite. Second, this arrangement made it also possible to demarcate between well developed regions and less developed ones due to British politics of unequal development.

#### Political Roots of Federalism:

In our fresh memories, it will be recalled that the first available opportunity for Nigerians to express themselves in the process of uniting the country was during the first session of the Legislative Council set up under Richards' Constitution. There was for the first time, members representing the Northern Provinces. Before this time, two Nigerian Nationalists, Dr. Azikiwe and Chief Awolowo, had expressed their distaste for the ways Nigeria was being governed by the British. Dr. Azikiwe in his book "Political Blueprint for Nigeria", had suggested the division of the country into eight nationalities, which would then be federated into a commonwealth.

Chief Awolowo in his publication, "The Path to Nigerian Federalism", suggested that

federalism might be the best approach to Nigeria's political advancement. The system of Native Administration was being criticized by both men because it excluded the educated African from participation in the government. However, the actual moment that federalism became an issue of constructive discussion was during the criticism and discussions surrounding the Richards' Constitution.

During this first session as mentioned earlier, issues relating to the structure of the country dominated the agenda. In the words of late Sir Alhaji Tafawa Balewa, presenting the Northern position, he said "I am beginning to think, Sir, that Nigeria's political future may only lie in a federalism, because so far as the rate of regional progress is concerned some of the regions appear to be more developed than others and I think that no region should be denied self government because the others are not ready for it. I have real fears for the Northern Provinces and I am afraid that we may be too much hurried up in our development" (Eleazu, 86).

Another representative from the South, Sir Adeleke Adedoyin, moved the following resolution "Be it resolved that this Honourable House approves of the Unity of Nigeria by Federalism of various regions which should become autonomous in due course and that the whole country be developed towards self-government on this federal basis" (idib.).

While the discussion and demand for federalism did not get approval from the Government because it was perceived to be contrary to what Sir Richards' Constitution proposed (a unitary system), the chance to amend that constitution came when Richards departed Nigeria and a new governor. Sir John Macpherson immediately introduced a new constitution, the Macpherson Constitution of 1951, to meet the criticism laid against Richards' Constitution. This constitution came into being as a result of elaborate process of discussions, consultations and meetings from the village level through the regional levels and finally culminated into a general conference held in Ibadan in January 1951.

It is very crucial to know the positions of both the British Government in Nigeria and those of the representatives of the Provinces during this Ibadan conference, in order for us to know how we arrived at the regional structures which lasted until the military intervention in 1966.

To guide the discussion at the conferences, the Chief Secretary, Lord Caradon presented a range of questions, amongst them are these two important ones: "Do we wish to see a fully centralized system with all legislative and executive power concentrated at the center or do we wish to develop a federal system under which each different region of the country would exercise a measure of internal autonomy?. If we favour a federal system, should we retain the existing regional boundaries or should we form regions on some new basis such as the many linguistic groups which exist in Nigeria?. (Eleazu, 87)

Answers to these questions were presented as Northern, Eastern and Western positions on each issue. To appreciate how the federal structure was confirmed, one has to look at the various responses from the regions.

The Northern Region recommended the following:

1. That there should be a federal system of government in Nigeria.
2. That all proposed legislation should be considered first by Regional legislatures.
3. That any Northern Nigerian male adult of twenty-five years of age or more and resident in the Region for 3 years prior to any election should qualify to vote.

4. That the Regional boundaries should remain as they are at present, except that Lagos should be merged with the Western Region.

The Western Region was committed to federalism but of a different structure from that of the North. The official position of the Western Region was for a federation of states whose boundaries were adjusted such that as far as possible each state should be ethnically or linguistically homogenous. This position agreed to what had earlier been mentioned about Chief Awolowo's demand for federalism in his book. This position, like that of the Northern position, was that federalism would be a means of protecting cultural patterns of each state and allowing differing rates of development.

The proposal from the Eastern Region looked like a demand for a unitary structure, although in a federal sense. According to their position, there was to be a federal structure, however, "the regional legislatures would exercise a measure of autonomy only on certain specific matters to be delegated to the regional legislatures by the central legislature. The central legislature shall have the power of disallowance in respect of any legislation passed by a regional legislature". (Eleazu, 90).

These were the arguments and theorizing that Nigerian Nationalist elite had engaged on for the political future of the country. One important observation in this connection is the strong emphasis on ethnical and cultural diversities and the protection of these within the regional boundaries. The other observation was references to differences in the levels of development between the regions as Sir Alhaji Tafawa Balewa once again repeated during the presentation of the Northern position. Here it says, "The Regions of Nigeria as you are aware have reached different stages in their development. Some of them seem to have advanced very much more than the others and they are therefore now naturally asking to be given the opportunity to make very rapid political advance. The North is very anxious, but because the North does not like to go at the speed which the other regions are asking to be allowed to go, but because, honestly speaking, ..... the North is afraid of making this rapid and if I may call it, artificial advance at this stage" (Eleazu, 88).

Notwithstanding the differences in the demands for federal structure, federalism was perceived as a mechanism to regulate ethnic and regional differences and less as a system of creating structural governing and government. This understanding and how it was operated since its official establishment in 1954 reflected what had been coined "Unity in diversity". As a scholar asked, was it unity of the land area or unity of the people? At any rate, Nigeria adopted a federal structure based on regional separation and cultural and ethnic identity, without resolving many other questions that are actually federal principles.

Among the basic issues in this sense were those that affect the creation of more states in order to take away fears of minorities of being dominated by bigger ethnic groups. As a matter of fact, Nigeria's political and social cleavages, as far as I want to understand it is out of this constant fear of domination and marginalisation. This phenomenon is present and felt not only by the minorities, but also within every social component, be it within the so called political class. Issues of revenue allocation were not decided upon, nor whether the police should be federal or regional? Should each region be granted self-government, etc. These were issues that the British could not care less which way they were solved, but issues that aroused so much controversy among the leaders and between the regions that their resolution, any decision taken were to determine the nature of the federal constitution and politics which characterized the period until the end of Nigeria's first republic.

This is the political history and understanding of federalism in Nigeria before the reforms that took place under military rule which I shall now turn to.



As one scholar pointed out “federalism is a rather delicate system of government which requires a great deal of will, conscious effort and learning on the part of the elite as well as creativity and adaptability in order for it to work and survive” (Osaghae, p.7).

In this connection, I want to draw attention to what I mentioned earlier concerning the quality of leadership. In any political set up, the quality of leadership matters and this could be measured first by its ability not to shy away from conflicts, but how it manages and resolves them in an accepted and peaceful manner, especially those conflicts that affect the exercising or sharing of power.

Second elite intra-class conflict, a constant phenomenon in elitist can serve as a measuring stick to judge the quality of leadership. How intelligent are the issues around which the conflicts or the struggle concentrate? Is the elite struggle for the benefit of allowing the people to participate in politics, that is, getting involved in issues that affect them most. Is the ruling class in position to negotiate within the existing federal structures of government without feeling threatened of giving or sharing with members of other classes? These are issues that are relevant to build a sound and sustainable federal system.

Federalism is not a natural structure, rather it is a product of the history, economic and society of individual countries. Achieving this goal depends on the elite who are the critical actors in the bargain that produces and sustains federalism. The first leadership in the first republic can not be totally disqualified of not having shown some qualities of good leadership but amongst the problems that led to the end of that are the coming of the military and the inability to resolve some basic political conflicts as well as the struggle for power in the central politics. This struggle for control of political and state power could not be resolved under constructive negotiation or by pronouncement of the constitution, nor could the existing federal structure regulate this struggle because, as we saw the arguments of 1950 at Ibadan, the structure was not perceived as authority regulative instrument. These and some other issues contributed to the military taking over in 1966.

When the military took over power in Nigeria in 1966, one of the main issues of controversy was the question of structure. One of the first actions of the first military leadership was to call for an end, of the regional structures and introduced a unitary form of system. This move created one of the greatest tensions in the country which led to further escalation of the political crisis of Nigeria. The reaction to this first military attempt to change the structure shows clearly that Nigerians appreciate and value the federal system but the problem was lying on how to transform that system from within to another perception of federalism which shall lead to good government and at the same time to guarantee the power privileges of each state, without losing influence in the center where power is supposed to be more concentrated.

With the second military administration under General Gowon began Nigeria with a real transformation process of the federal structure by the creation of more states. The intention of this step however, is arguable but the fact is that that process laid down the foundation for the further reforms that have taken place so far in as much as strengthening Nigeria’s federalism for the purpose of governance is concerned.

Let me now go to the period of reforms that actually gives Nigeria’s federal system the chances of good governance and stable government in the future, on the condition that the country returns to popular democratic rule.

#### The Reform of 1976:

The process of reforming federalism in Nigeria began when the local governments were reformed and declared as the third tier of government in 1976. This reform standardized local government structures and brought federal into local administration for the first time. Up till that period local government issues were the exclusive preserve of state governments and there were reports of misuse by politicians, inefficiency, undemocratic in nature and generally incapable of performing function of modern government. In many cases, especially in the states of the northern region, local government structures remained those of Native Administration established under colonial rule. But even in the southern states where attempts were made to democratise local government and increase efficiency through the introduction of models like the Council Manager system, undue interference by the state government and politicians, lack of funds, incompetent and unqualified staff and uncertainties about the roles and functions of local governments rendered that level of government inefficient.

The aim and objective of the 1976 reform therefore was to transform local authorities into efficient, viable, democratic authorities with well defined roles, functions and structures. Extant structures and boundaries were reorganized on the basis of population, administrative convenience, demands by communities and efficiency into 304 local government units. These units had uniform structures of administration and their councils were democratically elected. The functions and roles of local government were clearly outlined for the first time and these were later entrenched in schedule IV of the 1979 and 1989 Constitutions. The functions were mainly of local nature and included the formulation of economic planning and development schemes for the locality, establishment and maintenance of markets, motor parks, public conveniences, cemeteries and homes for destitute and infirm, collection of rates, radio and television licences, naming streets and roads and registration of births and deaths. For the first time local governments were included in the revenue allocation system, although their allocations, which constituted 10 per cent of the Federal Account, were paid through the state governments. These reforms were embodied in the 1979 Constitution which was operated in the second Civilian Republic.

The process of strengthening the local government suffered reversal in the Second Republic as state governments struggle to claim the powers which had been taken from them under military rule. Local government was one of the most important areas of this struggle as the circumstances of multiparty controls in the three tiers of government posed a serious threat to state governments not controlled by the party in power at the center.

The return of the military government not only rescued local governments from the state overlords but also saw an unprecedented attempt to transform the federation into three-tier federation under the administration of General Babangida. The introduction of SAP whose liberalisation component had decentralization and deconcentration of state power as one of its major pillars, as well as implementation of what was described as a grassroots-based democratization program proved an enabling environment for the strengthening of local government. The Report of the Political Bureau of 1986 emphasized the need to build strong, economically viable and autonomous local government structures as the mainstay of the democratic process. The Bureau invoked the subsidiarity principle and argued that local government presented the best way of bringing government closer to the people, involving them in the process of development, making government responsible and accountable to the people and increasing the efficiency of government in general. One thing that was also crucial in this decision was that building strong local governments and making them viable centers of development and relatively autonomous authorities helped to mitigate the

insistence on new states as the only solution to complaints of neglect, ethnic domination and sided development.

The unprecedented transformation of local governments into an effective tier of government involved the following:

- a. In 1985, following the recommendations of the Dasuki Committee on the Review of Local Government Administration, the federal government directed that allocations to local governments from the Federal Account should be paid directly to them rather than through the states and that the power of state governments to approve local government budgets should be reduced to simply noting them and or ensuring that they complied with financial guidelines.
- b. In 1988 ministries of local government through which state governments exercised control over local administration were abolished.
- c. Also in 1988 the Civil Service Reforms which had been introduced at the federal and state levels to enhance professionalisation were extended to the local level. With the professionalisation of services, local governments were able to attract highly qualified staff for the first time.
- d. The presidential system was introduced to the local level in 1991. The executive under the Chairman was now separated from the legislature whose members were elected separately. A system of checks and balances were introduced into the system.
- e. The proportion of the Federal Account allocated to local governments increased from 10 per cent in 1981 to 15 per cent in 1990 and 20 per cent in 1992.
- f. The number of local governments was increased to 453 in 1989 and 589 in 1991 and now we have 863 local governments.
- g. With the expanding financial resources and powers various bureaucratic and political controls were introduced. Among them was the “recall system”, which was recommended by the political bureau and entrenched in the 1989 Constitution. It provides that by a majority decision of voters in a locality, a councillor or chairman could be recalled if in the view of the people he or she no longer represents the interests of the constituency or has abused his or her office. This was in addition to the checks and balances between the executive and the legislative arms which were indicated earlier.

Now what were the consequences of these reforms? To begin with, attempts to strengthen local government autonomy were not without problems, especially in inter governmental relations.

Another important lesson is that local governments are not likely to perform well if they are made to conform to specified national standards and perform the same functions without the regard to differences in their contexts - rural/urban, locations, capital city, large city, small city, differences in population size and culture and level of development - and therefore, scope of responsibility.

Finally, local government autonomy can only be meaningful if localities are able to generate significant part of their revenues independently. With improved finances comes the need for better methods of accountability and checks and balances and here the audit alarm and the recall systems will be very useful.

Conclusion:

To conclude this paper, I should make the point that both theories examined here and other spheres, the overall lesson of the Nigerian federal experience is that the greatest threat to federal success, stability and ultimately, survival is the overbearing power of the central government. Prolonged military governance has made this a major problem in Nigeria, but one-party dominance which weakens legislative controls and other checks and balances can produce the same effects. Indeed, state and local autonomy are meant to be a counter force to the center and can only be meaningfully upheld if the central government cannot unilaterally alter the distribution of power in the federation. Central predominance increases the tensions and raises the stakes in a federation.

Thank you for listening and sorry for taking your time.

THE NIGERIAN EDUCATION SYSTEM AND VISION 2010 - WHICH WAY FORWARD?

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I note that a Committee for Science and Technology exists within the programme of Vision

2010. No doubt the points highlighted in this paper must have been discussed and brought to focus, but since this workshop is not privileged to read the full report; it is worthwhile to repeat some of these important points, therefore please pardon the repetition wherever it exists.

The importance and need for a very sound, high education system in the development of a nation is well documented and cannot be over-emphasized. Education is the root of all technological development, sound health care delivery, sustainable economic growth, political stability and democracy. Even societal behaviours is greatly affected by the level of education and awareness of the people. As a Senior Lecturer at the University of Ibadan and a parent of children at the primary and secondary schools, I have an insider view of the education system at the three tiers. This paper will address two issues: namely, it will summarize the present situation of the education system:

- (a) the present situation, and
- (b) where we should be by the year 2010?

The quality of education has continuously declined in the last two decades to the extent that the international community no longer wish to recognize the degrees awarded by Nigerian Universities or results of examinations conducted in Nigeria for that matter.

The reasons for the decline and deterioration are manifold, below is just a summary:

- Inadequate teaching and learning infrastructure (libraries, laboratories, equipment etc.);
- Inadequate number of qualified and experienced teachers, particularly at third levels (due mainly to “brain drain”);
- Poor quality teaching at all levels (not due to lack of good curricula but lack of dedication by teachers and inadequate training of teachers);
- Poor quality of pupils and students at all levels (due to lack of dedication, juvenile delinquency, poverty, etc.).

All of the above stem mainly from:

- Inadequate funding of the educational system because of low priority given to education;
- Inappropriate governmental policy on education leading to “brain drain”, lack of integrity, dishonesty and fraud by teachers and students;

Some of which are:

- \* proliferation of third institutions without the necessary availability of quality faculty (staff) and infrastructure;
- \* poor salary and remuneration for teachers;
- \* late payment of teachers’ salaries (especially at first and second levels);
- \* long closure of schools;
- \* cancellation of private schools;
- \* cancellation of high I.Q. schools;

- \* taking over of schools;
- \* cancellation of examinations/easy promotion for students.

(b) Where we should be by the year 2010?

Very high priority should be given to education, given that education will -supply the necessary manpower for all facets of our development (industry, medicine, technology and research). Not only that, education disciplines the mind and makes for better governance and management of society. The two most important actions would be to:

- provide adequate funding (can also be through private contribution);
- make good policies on education, for example:
  - \* stop proliferation of state/government universities,
  - \* merge/affiliate non-viable institutions to the better established ones,
  - \* allow establishment of private universities within some constraints and guidance from government,
  - \* create more technical colleges and polytechnics,
  - \* renew salaries and incentives for teachers.

Thank you for the opportunity to voice my opinion. Long live our country.