The 1999 – 2007 National Industrial Policy: Challenges of its Implementation

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Abstract

The paper examines the implementation of the 1999–2007 Nigerian industrial policy with the aim of identifying the factors that militated against its implementation. Industrialization contributes directly to economic growth, effective use of available resources, employment generation and reduction of dependence on imports. It is as a result of this that Nigerian governments, over the years have embarked on series of industrial development programmes derived from various formulated policies. Failure of past industrial policies has inspired this work. The implementation strategies of the 1999–2007 industrial policy were examined. Among its strategies are provision of adequate incentives to local and foreign entrepreneurs for the establishment and sustainability of industries, promotion of capacity building for the industrial sector and maintaining liaison with all government agencies that provide infrastructure facilities. However, it was observed that the indigenization Act incentives that were packaged were not suitable as a result of the stage of economic development in Nigeria. Also, credit facility to individuals and private sector in Nigeria is low and increase sluggishly. Poor electricity generation and supply has contributed to poor performance of industrial sector. Poor growth of small and medium scale industries has contributed to unemployment among youths. It is believed that however novel an industrial policy may be, without adequate solution to the challenges of its implementation, the country may not achieve the objective of industrial development.

Introduction

Policy implementation contains those actions by the public and private individuals that are directed at the achievement of goals, set forth in prior policy decision. It refers to the process of converting inputs in the form of technical, human, financial material demands, support and even information into output in form of goods and services which support behaviour changes in beneficial groups. (Egonmwan 1991:212).

In recent times, attention is being directed to policy implementation since it has become evidently clear that without adequate attention to implementation stage, the formulated policy will not be effective. This means that while a policy is being formulated, its implementation strategies must also be taken into consideration so that policy objectives are realized through proper implementation.

Policy implementation has been seen as a major problem confronting not only the developing countries, but also the developed ones. There is always a widening gap between intentions and results during policy implementation. There is this concern which stems from government seeming inability to deliver, even in the case of programmes with strong public backing, which have been legitimately enacted into law. This holds for programmes as diverse as industrial growth for national development, health care for the masses, jobs and job training for the unemployed. This is the problem which policy implementation faces all over the world.

Over the years, Nigerian governments have packaged series of industrial policies. This was a result of the belief that industrialization contributes directly to economic growth, effective use of available resources, employment generation and reduction of dependence on imports (Federal Republic of Nigeria 2006:6). The industrial policies of the past stretch from first National Development Plan through to the 1988 industrial policy an update of 1980 industrial policy whose one of the objectives is to increase local content of industrial output.

However, the promises of industrial development in Nigeria will continue to be elusive if certain issues are not properly addressed. Some of these issues are promotion of capacity building and utilization provision of functional infrastructure facilities, adequate incentives for the establishment of industries, establishment of small and medium scale enterprise for employment creation. These and that factors have to be critically examined in order to overcome the obstacles for the attainment of industrial development in Nigeria.

The paper is divided into six sections. The first section presents a broad introduction to the focus of the paper and its mission. In the second section, we examine the historical overview of incentives, industrial policies in Nigeria. Section three highlights the 1999 – 2007 industrial policy its mission and implementation strategies while section four assesses the challenges of the implementation of the policy. Section six of the paper is the conclusion and recommendations.

A Historical Overview of Incentives and Industrial Policies in Nigeria

Over the years, Nigeria's industrial policies have been fashioned along the line of what the colonial masters bequeathed to her. The policies have been that of pursuing an industrialization strategy based on import substitution. For instance, the First National Development Plan (1962-1968) and the Second National Development Plan (1970 – 1974) contain sections on industrial development. Among the objectives of the industrial development as contained in both plans is the continuation of the programme of import substitution as well as raising the level of intermediate and capital good production. Import substitution strategy is the situation where a country decides on the development of industries which will produce imported consumable substitutes (The World Bank, 1985). The strategy was geared towards the satisfaction of the local or the country's internal market. This strategy led to the establishment of industries like textile, sawmill, cement, paints, tobacco, beer and spirit. These goods produced can substitute for imported ones.

In the 1980s, it was realized that the strategy ought to have advanced to the stage of import displacement– producing locally made goods which are different from or at least only similar to former inputs but which are based on locally available inputs and technology and on real needs (as distinct from imported consumption patterns) of the economy. (Federal Ministry of Industry and Technology 1992:28)

The strategy of import displacement was meant to significantly replace the erstwhile strategy of simple import substitution, which involved the importation of inputs for the local production of goods identical to the former export. An input displacement strategy was considered to be a more effective avenue for significantly enhancing local value added, stimulating the development of home grown and modified or adapted technology and minimizing the offshore cost of manufacturing. It was also seen as raising the level of intermediate and capital good production. The government also agreed that import substitution and displacement ought to be complemented by the stimulation of export oriented industrial enterprise.

There were also indigenization Decrees of 1972 and 1977 which were put in place with the hope to promote industrial development in the 1970s. The decrees encouraged transfer of ownership and control to Nigerians in respect of those enterprises formally wholly or mainly owned and controlled by foreigners.

- Fostering widespread ownership of enterprises among Nigerian citizens. The 1972 Act that results in the indigenization policy was amended, repealed and replaced by the Nigerian Enterprises Promotion

Act in 1977. This Act gave birth to the Indigenization Act of 1977. (Famade, 2009).

According to Federal Ministry of Industry and Technology (1992:28), under the 1977 Act, enterprises were classified into three schedules. Schedule I contained a list of 40 enterprises, exclusively reserved for Nigerians as against 28 under the 1972 Act. In schedule II, 57 businesses in which Nigerians must not have less than 60% equity participation. In schedule III, there was a further list of 36 businesses in which Nigerians must have at least 40% ownership.

The main idea behind indigenization was to give Nigerians greater opportunities to participate in the productive sectors of the economy. These decrees also sought to limit the operation of foreign companies. The overall aim was to push foreign capital into high technology areas, thereby creating opportunities for Nigerians in other areas. This policy was only partly successful in that it did not shift control to Nigerians. Rather, it reduced the extent of foreign Direct Investment (Dayo, 1999).

In 1986, the National Technology Policy came into existence to complement the industrial policy whose major strategy was import substitution. The technology policy relied on transfer of foreign technology as well as endogenous technology development as vehicles for achieving the nation's industrial goal. This policy gave rise to the promotion of large and medium scale (iron and steel); light consumer goal industries (food and drinks) through Foreign Direct Investment (FDI) and joint ventures; large scale public core projects in the area of steel (Ajaokuta steel industry), Cement (Ewekoro cement factory) and fertilizer industry (NAFCON).

There was the establishment of Bank of Industry (BOI) in 2000. The Bank was established as a development institution to accelerate industrial development through the provision of term loan, equity finances and technical assistance to industrial enterprises. The aims of the Bank, among others are to make a considerable impact in terms of long term loans to encourage industrial dispersal and promote indigenous entrepreneurship. (Federal Republic of Nigeria 2006:295).

In the area of industrial policy, the first national industrial development was enshrined in the First National Development Plan (1962–1968). Then the Second National Development Plan (1970-1974) which was designed to lay a solid foundation for a long-term steady growth and development of industrial sector. Among its objectives are: to promote even development and fair distribution of industries in all parts of the country; to continue the programme of import-substitution as well as raising the level of oil intermediate and capital goods production (Federal Government of Nigeria, 1970).

The Third National Development Plan (1976-1980) laid emphasis on liberalization of industrialization policy to encourage indigenous and foreign entrepreneurs in most of the industrial sector. Notable features of industrialization at this period were importance of raw material import, assembly plant, import substitution, export promotion industries. Then, there was also the Fourth National Development Plan (1980-1985) whose objectives among others are

- To increase the local resource content of manufacturing output, increase substitution of local raw materials and manpower for imports.
- To increase employment level of self-reliance with supply of industrial products.

Also, there is the 1988 industries policy of Federal Republic of Nigeria whose implementation coincided with the period when the economic reform programme – Structural Adjustment Programme (SAP) was being implemented. This has development of small and medium scale industries as one of its strategies (Federal Republic of Nigeria 1992:19). Emphasis was switched from the capital intensive, large scale industrial projects based on the philosophy of import

– substitution to small scale industries which have great potentials for developing domestic linkage for rapid, sustainable industrial growth. To achieve this strategy, government in 1988 established the National Committee on Industrial Development (NCID) or the Industrial Master Plan (IMP) and the institution collaborated with United Nation Industrial Development Organization (UNIDO) for effective implementation.

There are other developmental programmes and policies which reckon with industrial development in their missions. Among these are National Economic Empowerment and Development Strategies (NEEDS). One of the specific objectives of NEEDS programme, in the area of industrial development is to facilitate the development of an industrial sector that is internationally competitive (NEEDS, 2005:70-71).

Vision 2010 (1997:62) in its mission reckons with the importance of industrialization in any economy. According to the programme, among the factors that encouraged government to aggressively seek to play a dominant role in the economy since independence, was the consideration that government was better positioned to rapid development and industrialize the economy in a planed and balanced manner in the absence of a viable private sector (Idah, I.M. 1997)

It is expected that the gains of the above incentives and policies would be consolidated to stimulate industrial growth and development and thereby speed up the process of industrialization in Nigeria. However, industrial growth and development in Nigeria are yet to achieve that optimum level expected of it. It is against this background that the Obasanjo administration embarked on a new phase of industrial policy.

1999-2007 Industrial Policy in Nigeria

According to the policy document, the overriding objective of the 1999-2007 industrial policy is to accelerate the pace of Industrial development by increasing value–added at every stage of the value-chain. It states further that Nigeria's resources will no longer be treated in their primary state. Government would lay emphasis on increase in Total Factor Productivity (TFP) by pursuing knowledge, skill and intensive production on the basis of available best practices.

The policy's specific objectives are:

a) To provide support service that could help manufacturers to take advantage of existing opportunities for accessing medium and long term funds.
b) To create new opportunities for the development of the small scale industries.
c)T o create more direct and indirect employment opportunities.
d) To create conditions to attract new investment in the medium and large industries (Federal Republic of Nigeria 2006:13-14).

The above policy objectives recognize the need to improve on the then state of manufacturing sector in Nigeria. The need to utilize the resources from within and embark on total factor productivity is a welcome idea. This is expected to save the country the cost of importing half-finished goods. Government also continues to recognize the importance of small–scale industries for sustainable industrial development and for employment opportunities.

Strategies for Implementing the 1999 - 2007 Industrial Policy.

The 1999–2007 industrial policy document recognizes that policy implementation and monitoring are crucial to the achievement of the set objectives and targets. Accordingly, the following implementation strategies were put in place.

i. Provision of adequate incentives to local and foreign entrepreneurs for the establishment of industries.

ii. Organization of awareness programmes for potential and existing entrepreneurs on the need to use local resources, promote exports of made–in-Nigeria goods, as well as the adoption of standard and quality assurance measurers in industrial production for efficiency and competitiveness.

iii. Evolving appropriate legal framework to ensure productivity and competitiveness of industrial products in the international market.

iv. Maintaining liaison and collaboration with all agencies that play key roles in the realization of the objectives of the industrial policy.

v. Promotion of capacity building for the industrial sector.

vi. Liaising with relevant agencies to ensure that appropriate technologies are employed in industrial production.

vii. Maintain liaison with all government agencies that provide infrastructure facilities to ensure their availability.

viii. Prepare annual reports on industrial development in Nigeria by the Federal Ministry of Industry (F.R.N 2006: 53-54)

Part of the reasons why previous industrial policies of the Federal Republic of Nigeria have failed to fully achieve their objective was due to poor implementation strategies. The 1999-2007 industrial policy, put in place strategies in the areas of provision of adequate incentives, awareness creation programmes for entrepreneurs on the need to source their resources locally, provision of infrastructure facilities and promotion of capacity building and utilization among others.

The above strategies were expected to lead to achieving the policy objectives and subsequently sustainable industrial development in Nigeria.

Challenges of Implementation of 1999 – 2007 Industrial Policy

The first implementation strategy towards achieving the 1999-2007 Nigerian industrial policy is–provision of adequate incentives to local and foreign entrepreneurs for the establishment of industries. Part of these incentives is the 1972 Nigerian Enterprises Promotion (NEP) Decree which was amended, repealed and replaced by the Nigerian Enterprises Promotion Act in 1977. This Act gave birth to the indigenization policy of 1977. The 1972 Act contained II schedules, while the 1977 Act contained III schedules. Schedule 1 of 1977 contained 40 enterprises. Schedule II contained 57 and schedule III contained 39. In 1981, the number of Enterprises in each schedule was revised. By this, schedule 1 had 36 enterprises, schedule II, 576 Enterprises and schedule III, 456 enterprises. (Famade 2009:4.)

The basic argument in favour of NEP Decree of 1972 was the implicit end of imperialism in Nigeria's political and economic discourse (Uzor, 2010:7). Governments all over the world adopted nationalization as a strategy to support local control of their economy after attending political independence. The policy of indigenization should be seen as complement to political sovereignty. This means that Nigerians should then account for their own political and economic destiny.

However, series of the revisions made on these decrees did not improve the situation. Instead, it turned out to be a collossal failure. Ikpeze (1991:593) argues that the policy tried to use a single policy instrument simultaneously to achieve three distinctive objectives of indigenization, diversification and Nigerianization of management. The policy clearly exposed Nigerian weaknesses in terms of business environment. Such policy according to Aremu (2003:56), should not be a priority option in a country that was in serious need of Foreign Direct Investment (FDI).

Also, by Decree No. 4 of 1985 (Miscellaneous Taxation Provision), the income Tax Act of 1979 was amended. The effect of the amendment was to eliminate double taxation in investment income. By this provision, government made sure that all known cases of double taxation are effectively checked within the system so as to make the system industrialist friendly (FRN, 2006:40). Despite the existence of the above law, some state and local governments have continue to harras firms with unauthorized levies, taxes and charges. This creates a significant disincentive for the industrial sector.

In the area of finance, Bank of Industry (BOI), established in 2000, was introduced as a development institution to accelerate industrial development through the provision of long-term loans, equity finance and technical assistance to industrial enterprises (Uda 2010:11). The Bank has the combination of the following institutions – Nigerian Industrial Development Bank (NIDB), Nigerian Bank for Commerce and Industry (NBCI), Industrial and Insurance Brokers (IDIB), Leasing Company of Nigerian Limited (LECON). Also, in 2000, Small and Medium Industries Equity Investment Scheme (SMIEIS) s set up to complement the Bank of Industry. The objective was to assist in coordination of the scheme with a guideline that 60% of the SMIEIS fund should go to core real sector, 30 percent to service and 10% percent to micro enterprises through NGOs. Despite the above provision as a strategy, many firms especially the private sectors have very limited access to financial resources (Uzor, 2010:16). Table I below shows the credit flaw to firms expressed as a percentage of GDP in Nigeria.

Table I: Credit to Private Sector in Nigeria as % of GDP between 1999 – 2007.

Year	Country
1999	13.8
2000	13.9
2001	17.8

2002	17.8
2003	15.7
2004	15.6
2005	14.9
2006	15.0
2007	25.4

Source: The World Bank, World Development Indicators 1999, pp. 270 – 272; 2000, pp 260–262; 2001, pp. 270-272; 2002, pp. 280-282; 2003; pp. 258-260; 2004, pp. 255-256; 2005 pp.270-272; 2006, pp. 266-268, 2007, pp. 264 – 266.

As indicated in the above table, the credit facility to private sector in Nigeria is very low and also increases sluggishly: It increased by a percentage point increase of 16 between 1999 and 2007. The implication is that limited access to credit for firms could result to low aggregate production.

Promotion of capacity building and utilization for industrial sector is another strategy towards achieving the objective of 1999-2007 industrial policy. In the review of implementation of National Economic Empowerment and Development Strategy (NEEDS) (2004 – 2007), in the area of industrialization, it was observed that inspite of the appreciable increase in capacity building and utilization that rose from 49 percent in 2003 to 54 percent and 55 percent in 2004 and 2005 respectively, the contribution of manufacturing sector was less than 40 percent over the same period (National Planning Commission 2008:24).

Maintaining liason with all government agencies that provide infrastructure facilities to ensure their availability is another strategy towards achieving sustainable industrial growth in Nigeria. The infrastructure facility which is of interest to the paper is electricity. This is as a result of the necessity of electricity supply for industrial existence and growth. The survey by Manufacturing Association of Nigeria carried out in 2005 and in the first quarter of 2006 painted a gloomy picture of the Nigerian industrial sector. For instance, the survey showed that most of the industrial areas around the country suffered an average of 14.5 hours of power out age per day as against 9.5 hours of supply and the cost of generating power supply by firms for production, constitutes about 36 percent of total cost of production (Okafor, 2008; Adegbamigbe 2007 and Udeajah 2006).

The country's electricity market is dominated on the supply side by a state owned monopoly – Power Holding Company of Nigeria (PHCN) and has been incapable of providing minimum acceptable international standards of electricity service that is reliable, accessible and available for the past decades. Available statistics, indicating the percentage utilization of the installed capacity of electricity supply and index of industrial production lends further credence to the nature of the electricity crisis. For instance, in the decades of the 1970s, the installed capacity of electricity generation in megawatts average 1,097.79, while the average capacity utilization was 35.58 percent. Installed capacity improved marginally to about 3,318.83 and only an average of 33.43 percent was actually utilized in the 1980s.

The period from 1990-2003, saw average installed electricity generating capacity of about 6000MW, whereas the utilization rate was on the average below 40 percent. In the 2007, installed electricity generation capacity was about 7, 011MW, while actual utilization rate was 37.4 percent (Okafor, 2008). The low and unstable capacity utilization, evidence in the average capacity utilization of less than 40 percent in more than three decades, shows the large gap between installed and actual operational capacity. This large gap clearly indicates the level of technical inefficiency in the power system. Oke (2006) attributes the non-competitiveness of Nigeria's export goods to poor infrastructure especially electricity supply, which drives the running cost of firms. Ndebbio (2006) argues that electricity supply drives industrialization process. He submits that one important indicator whether a country is industrialized or not is the megawatt of electricity consumed and that a country's electricity consumption per-capita in kilowatt hours (KWH) is proportional to the state of industrialization of that country. Nigeria's persistent electricity crises have weakened the industrialization process, resulting to production stoppages and high operational cost. This in turn undermines the efforts of government of Nigeria to achieve sustained industrial growth and development.

The National Economic Empowerment and Development Strategy (NEEDS) policy clearly recognises the importance of Small and Medium Scale Enterprises (SMES) in the economy interms of employment generation and wealth creation. Industrial clusters were regarded as key strategy in Nigeria industrial development in the document (NEED, 2004:7). The state owned industries were privatised coupled with massive campaign for foreign direct investment. The energy sector was partially deregulated in order to allow public and private partnership investment. Despite the above efforts, unemployment rate in Nigeria has risen from 13:1 percent in 2000 to 19.7 percent in 2009 (Alli, 2011). Also, 22 out of 26 states of Nigeria have unemployment rates of above 15 percent (Alli, ibid). This can be attributed to poor performances of the existing small and medium enterprises. Some of the existing ones do not last long as a result of unfavourable environmental factors.

Conclusion

Policy implementation has been seen as a major problem confronting not only the developing countries but also the developed ones. Over the years, Nigerian governments have put in place series of industrial policies. This was as a result of the belief that industrialisation contributes directly to economic growth, effective use of available resources, employment generation and reduced dependency on imports.

The work examines the incentives aspect of implementation strategies of the 1999 – 2007 Nigerian industrial policies with the aim of establishing the challenges they encountered. There are the National Economic Empowerment and Development Strategies (NEEDS), vision 2010 among others all containing sections that take care of industrial development. The work observed that for the incentive in the area of indigenization, government tried to use a single policy instrument simultaneously to achieve three distinctive objectives of indigenization, diversification and Nigerianization of management. Such policy should not be a priority option in a country that is in serious need of Foreign Direct Investment (FDI).

For the financial incentives, it was observed that credit facility to individuals and private sector is very low. This constitutes inadequate funding of the industries. In the area of capacity building and utilization, it was observed that despite the appreciable increase in capacity building and utilization, the contribution of industrial sector is less than 4 percent over the period under review.

Concerning the infrastructure provision with specific emphasis on electricity supply, it was observed that the low and unstable capacity utilization, evident in the average capacity utilization of less than 40 percent in more than three decades, show a large gap between installed and actual operational capacity. This large gap clearly indicates the level of technical inefficiency in the power system.

Efforts by series of governments to encourage the growth of small and medium scale enterprises mainly for employment creation have not been encouraging. This is attributed to poor infrastructure facilities available. The situation is discouraging in that unemployment rate in Nigeria has risen from 13.1 percent in 2000 to 19.7 percent in 2009.

Against the foregoing, government should make access to adequate finance possible for the small and medium scale industrialist. The Manufacturing Association of Nigeria (MAN) should build its Independent Power Plants (IPPS) in the major industrial cities of Nigeria – Lagos, Kano, Port-Harcourt, Enugu, etc. Also, the tariff will be lower than that of Power Holding Company of Nigeria.

Finally, Nigerian government must demonstrate the political will to achieve set goal by giving priority attention to the issues of capacity building. This is because however novel an industrial policy may be, without adequate solution to the challenges of its implementation, the country may not be able to achieve industrial development and sustainability.

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