



BENUE VALLEY JOURNAL OF HUMANITIES

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INDUSTRIAL INCENTIVES IN NIGERIA: THE KWARA STATE EXPERIENCE 1967-1999

B.O. Ibrahim

Department of History,
University of Ilorin.

Abstract

Since the colonialist throughout their tenure in Africa albeit Nigeria deliberately ignored meaningful industrialization, governments in various African countries therefore decided to evolve policies that would raise industrial establishments. In Nigeria for example and Kwara State in particular, various administrations since 1967 when it was created introduce incentives to attract industrial investors into the state. These incentives made its impact because of the upsurge of industries witnessed in the State. Three decades after, it is discovered that it is either these incentive had outlived their services or they could no longer perform the functions they were establish to do. The appraisal of these incentives constitutes the main thrust of this paper.

Introduction

The regimes of incentives vary from those that serve as rewards and those that serve as attractions. In whatever forms, incentives are offered to persuade (not order) people and resources to an organization or government's bidding. The uses of incentives are well pronounced in a private sector or *liaises fare* economic system. The market process which allows absolute freedom implies that peoples' activities will be in those locations where profit is maximized and people are free to buy whatever they want. Thus, it becomes highly necessary under the market process that incentives and rewards are used to direct peoples' activities including production and consumption.

Kwara state is basically an agrarian society but with some traditional cottage industries and artisanship adorning both the urban and local areas. Commercial activities also abound, but most of her successful businessmen were based outside the state. Against this background, various administrations in the state from its creation in 1967 have evolved some varied packages of incentives to attract people to set up industries in Kwara state to tap the abundant resources.

Our focus therefore is to analyse incentives directed towards the industrial development of Kwara state. Does the state possess potentials on which the incentives were to be directed? How effective were the incentives and reasons for the success or failure of these incentives in Kwara State? To answer to these questions and many more, the paper has been divided into five sections. Section one which is the introduction examine in brief the importance of incentives. In section two, the paper discusses the industrial potentials of Kwara state. The third section of the paper looks at various incentives introduced in Kwara state to tap the available potentials. While section four analyses the effectiveness of the incentives and section five concludes our discussion.

Industrial Potential of Kwara State

The major factors that can influence industrial growth and development of any area are availability of raw materials, human entrepreneurship, government policies, industrial climate (both natural and artificially created) capital and market among others. While some of these necessities are peculiar to some economic communities, others are general. We shall highlight those that were readily available in Kwara State within the period which begged for exploitation.

Raw Materials:- Kwara state has been very rich in fertile agricultural lands. Therefore, various crops can be produced with minimum efforts and investments. Some seeds like sheanut and locust beans even grow wild and abound in different part of the state. The serious programmes for developing the state agriculture

should therefore result in increased raw material base of the state to attract industrialists. The forest resources existing in the state should be able to attract lumbering and other wood processing for local consumption and export. Water resources have also been very much available (Niger and River Asa) to warrant relevant industrial venture. Geological surveys revealed the existence of such mineral like marble, dolomite, clay, talc, quartz among others in Kwara State. The resources are tabulated in Tables I and II below:

Table One: Some Agro-Based Industries Who's Raw Materials Can Be Sourced within the State

TYPE OF INDUSTRY	RAW MATERIALS	SOURCES OF RAW MATERIALS (LGAS)
Flour Mills	i. Maize, Sorghum, Cassava, Rice	i. All L.G. Areas ii. Edu, Patigi, Moro, Lafiagi, Patigi, Edu,
Malted sorghum for the brewery industry	Sorghum	Patigi, Moro, Kaiama, Baruteen, Ifelodun, Ilorin
Livestock Feed	i. Maize, Soya Beans, ii. Groundnuts iii. Sugarcane Processing By-Products.	i. All L.G. Areas ii. Edu, Patigi, Kaiama, Baruteen, Ilorin South. iii. Lafiagi, Patogo, Moro Edu
Starch and Glucose, Ethanol, Yeast, Syrup, Sucrose Vegetable oil processing	i. Maize, Cassava ii. By -Product Of Sugarcane iii. Cassava iv. Groundnuts v. Soyan Beans vi. Shenuts	i. All L.G. Areas ii. Lafiagi, Patigi, Moro, Edu. iii. All L.G. Areas iv. Moro, Edu, Patigi, Baruteen, Kaiama, Ifelodun Ilorin South. v. All L.G. Areas vi. Moro, Ifelodun, Kaiama, Isin, Patigi, Edu, Ilorin South, Ilorin East.
Cashew processing, fruits Processing/canning, sugar	i. Palm Oil ii. Cashew fruit/nuts iii. Oranges, Mangoes iv. Sugarcane	i. All L.G. Areas ii. All L.G. Areas iii. All L.G. Areas i. Lafiagi, Patigi, Moro, Edu. i Baruten ii. Lafiagi, Patigi, Edu iii. Kaiama
Cotton, Yam, Fish processing Cattle ranching and fathering Goat and sheep rearing, Poultry Kenaf Board	i. Cotton ii. Fish iii. Cattle iv. Goats/Sheep v. Poultry Birds, Rice husk, by-product of sugarcane processing, plants; grasses	iv. Lafiagi, Patigi, Moro, Edu v. All L.G. Areas Edu, Patigi, Moro
Sawmilling and wood processing Dairy products	i. Tropical hard wood, timber ii. Cattle, Goats, and Sheep, Soya beans. iii. Maize	i. Irepodun, Ifelodun, Patigi, ii. Moro, Ekiti, OkeEro, Isin iii. All L.G. Areas
Maize Grits		

Source: Kwara State *Investor's Guide to Kwara State* (Ministry of Commerce, Industry and Cooperatives, Ilorin 1990).

Table Two: Kwara State Mineral Resources and Their Locations

INDUSTRY	LOCATION	
	TOWN	L.G.A
1. Talc	i. Agbamu	Irepodun
	ii. Koro	Patigi
	iii. Jebba	Moro
2. Gypsum	i. Tsonga	Edu
3. Granite	i. All L.G. Areas	All L.G. Areas
4. Colombite, Taulalite, Cassiterite, Tinstones	i. Iponrin	Ilorin South
	ii. Koro	Patigi
	iii. Malete, Ipaiye	Moro
5. Feldspar	i. Omu-Aran	Irepodun
6. Limestone	i. Oreke	Ifelodun
	i. Oreke/Ifelodun	Kaiama
7. Marble/Dolomite	ii. Kaiama	Ilorin South
	iii. Isale Osin	Moro
8. Foundry/Silican Sand	iv. Lanwa	Moro
	v. Elebu	Edu
	i. Bacita	Moro
9. Mica	ii. Jebba	Moro
	iii. Patigi	Patigi
	Omu-Aran	Irepodun
10. Clay/Kaolin	i. Ilorin	Ilorin E/W
11. Gold	ii. Dagnalodo	Patigi
	iii. Echiwada	Patigi
	iv. Tsaragi	Edu
	v. Otte	Asa
	vi. Isanlu-Isin	Isin
12. Quartz	i. Egboro	Patigi
	ii. Koro	Patigi
13. Oolitic Iron Ore	i. Omu-Aran	Irepodun
	ii. Koro	Patigi
	iii. Igbaja	Ifelodun
	i. Tsonga	Edu
14. Tourmaline	ii. Sokingi	Patigi
	i. Iwo, Odo-Ore	Isin

Source: Kwara State *Investor Guide to Kwara State* (Ministry of Commerce, Industry and Cooperatives, Ilorin, 1990).

Human Resources:- Kwara state is rich in general manpower, based on its projected populating of over 4 million people. In addition,

skilled manpower for rapid industrialization can be attracted from within the country or even outside, depending on the nature of industry. Generally, the manpower available in the state is trainable and there is no problem envisage about this aspect. Indeed, the managerial expertise of Kwara state indigenes is renowned outside the state as is shown by the number of establishments headed by sons and daughters of Kwara State outside the state. Therefore, it is obvious that Kwara state has the required manpower for industrial development.

Capital:- Financial states of the state can be assessed from two areas; Abilities of the indigenes and incentives from the government. A lot of indigenes of Kwara state were blessed. This has been demonstrated in their activities in various industries located outside the state. As indicated below, the state government also set up financial institution to finance investments in the state.

Market: When the state was created in 1967 it has a population of about 4 million with a sizeable proportion of it in gainful employments. The purchasing power was therefore available. In any case production in Nigeria, except for some specific products that has short life span), does not necessarily need to be market based. This is because, the network of road, air and railway transportation system were all available within the state that can facilitate the transportation of finished products to any market in the country and beyond.

Government Policies and Industrial Climate

The government of Kwara state demonstrated readiness through its policy formulation and implementation to create a conducive environment for industrial growth. The attitudes, culture and land tenure system in the state were accommodating and government through polices, improved what could have been inhibitive in these societal values. Also of interest to industrialists is the climatic condition which is intermediate between the extreme dryness, coolness and hotness in the few northern states and the southern wet, warm and humid weather, and the location advantage of the

state within the middle belt of the country. It is some kind of mid-way between major towns and cities like Ibadan, Oyo, Minna, Lokoja Kaduna including Abuja. Its location also combines the good aspect of the climates of the extreme north and extreme south of the country. The vegetation as indicated is a mixture of forest and savannah wood land.

Industrial Incentives in Kwara State

We now look at the incentives put in place to tap the resources. The incentives that existed in Kwara state to induced industrialization varied from direct government industrial investment to suasion, financial relief, establishment of industrial investment agencies and programmes to small scale industrialists. Among the incentive was the adoption of the Federal Government fiscal incentives to investors. The incentives were Relief of Income Tax: Tax holiday relief: Infrastructural incentives which provided industrial estates with all amenities. Also was the level of initial capital allowances which industries were allowed to claim under the company tax law.

Lending incentives to investor was also put in place to accelerate industrialization in the country. It started with the Development Bank and Loans Boards of the colonial era. After independence, it was still held that shortage of funds remained a major problem militating against industrial take off of the country. Therefore, general lending outfits, such as the Federal Loans Board, the Nigeria Industrial Development Bank (NIDB) and the Nigeria Bank for Commerce and Industry (NBCI) were set up across the country. These incentives accelerated industrial development in the region that later became Kwara State. For example, International Tobacco Company Limited; Tate and Lyle Nigeria Limited; United Match Company Limited; The Nigeria Paper Mill Limited and Nigerian Sugar Company Limited were set up between 1962 and 1966 before the state creation exercise of 1967. In the state also, the Kwara state Small scale Industries Credit Scheme Fund (SIC) was set up by the Kwara State Public Finance (Control Act and Management) Law cap 108 as amended by the public finance and (Control Management) Amendment No 8 of 1968. It was a revolving loan scheme run by the Kwara State Government at the Ministry of

Commerce Industry and Cooperatives". The Scheme granted loans not exceeding ₦500.000 in machinery, equipment and working capital to individuals or company. The Scheme also identified viable Small Scale Industries and provided information on investment opportunities. It equally liaised with other industrial and financial institutions on behalf of industrialists in the state to secure necessary financial assistance". Below is the table of SIC assistances to industrial projects in the state from 1976-1991. As indicated in table three below, the scheme provided funds to assist investors who utilized the funds to set up industrial establishments in the state. Some of the industries are listed in table six.

Table Three
Sic Assisted Projects in Kwara State 1976-1991

S/NO	YEAR	NO. OF PROJECTS	AMOUNT
1.	1976	35	565,035
2.	1977	33	742,100
3.	1978	2	64,000
4.	1979	Not Available	Not Available
5.	1980	Not Available	Not Available
6.	1981	36	687,050
7.	1982	1	12,000
8.	1983	2	36,400
9.	1984	Not Available	Not Available
10.	1985	Not Available	Not Available
11.	1986	Not Available	Not Available
12.	1987	Not Available	Not Available
13.	1988	41	1,286,200
14.	1989	Not Available	Not Available
15.	1990	3	130,000
16.	1991	29	1,205,000
	TOTAL	182	₦4,727,785

Source: Ministry of information *Socio-Economic Development in Kwara State 1985-1991*. (Woye Press 1992)

The state government equally instituted an Industrial Development Fund. The Kwara State Industrial Trust Fund was launched in 1985, by January 1991, the amount realized from all the local government areas in the state was about ₦27 million. The break

down is contained in table four below. The were also other donours from well meaning individuals and cooperate bodies across the country. The fund was lunched in Lagos, Kaduna, Kano, Jos and Ilorin between 1985-1987.

Table Four: Status of Account of Kwara Industrial Trust Fund Limited: A Central Account

1. Amount collected as at Jan. 1989	-	₦11,888,845.22
2. Interest of Jan. 1991	-	₦ 9,261,744.00
3. Total as at Jan. 1991	-	₦21,150,589.22

B. Local Government Contributions Chapters

S/N	Local Government	Amount Collected as at Jan. 1987	Amount Plus Cumulative Int. as at 31/5/90	Remarks
1.	Asa	111,053.27	177,711.25	Fund released to local chapter
2.	Borgu	15,211.66	202,003.53	Fund not released
3.	Kaiama	Not available	186,464.80	Fund not released
4.	Irepodun	384,902.41	620,567.83	Fund released
5.	Ilorin	1,167,568.05	1,744,707.92	Fund released
6.	Ifelodun	107,524.79	481,139.16	Fund not released
7.	Edu	675,675.38	1,142,155.37	Fund released
8.	Kogi	263,640.04	396,445.98	Fund released
9.	Moro	43,972.30	224,831.57	Fund released
10.	Okehi	175,807.64	355,999.87	Fund released
11.	Okene	373,642.16	446,470.41	Fund not released
12.	Oyi	531,050.77	391,529.03	Fund released
13.	Yagba		424,156.46	Fund released
14.	Oyun	247,341.24	515,241.39	Fund released
		₦4,234,289.71	₦7,309,431.57	

Source: Kwara State of Nigeria, *Kwara Sport-light Vol. 1 No. 3* (Atoto Press. 1992).

The Kwara State Industrial Trust Fund Limited, a limited habit company, was established to direct and manage the central account of the Fund in 1991. This was aimed at the promotion of industries and development of industrial layout. The Company participated in the establishment of Trade Bank PLC which started operation in

1987. The Bank assisted many indigenes of the state to finance industrial and commercial activities. Some of the industries that sprang up with the assistance of from the fund included Union Steel Limited Ajase Ipo; Biomedical Services Company Limited Ilorin; Selia Industries (Nigeria) Limited; Kemtas Paper Converter Limited Offa; Adedoye Holding Limited Ijagbo among others. Equally, the company in conjunction with a firm of consultants in 1990 carried out a comprehensive survey of possible sites where the occurrence of rocks and minerals could be found in the state. The project cost ₦1,988,600.00 and the outcome was the highlights of the data in tables one and two above which indicated various minerals that can be found in the state and their locations. The Trust Fund's Complementary role in industrial development had some other positive impact. For example, the Fund made a net profit of over ₦700,000 from August 1991 to March, 1992. It extended facilities worth ₦6,841,914 or 33.7% of its resources to industries; ₦2,970,354 or 14.7% for equipment leasing; ₦167,000 or 83% to trade financing; ₦445,000 or 2.19% to export; ₦912,085 or 4.5% to commodity brokerage and ₦3,989,525 or 19.6% to LPO/contract financing.

Another important incentive outfit put in place by the state government to aid industrialization in Kwara state was the setting up of Kwara State Investment Company Limited (KINCO). It emanated from the defunct state-owned Kwara State Investment Company (KIC) as a Holding Company on March 26th 1985. KINCO was expected to be a catalyst for industrial development initiation, planning, development, implementation and realisation. The institutions were also to generate and attract capital within and outside the state. The clear objective of KINCO was therefore to foster the economic development of Kwara state through the promotion, establishment and operation of viable industrial and commercial projects. KINCO also had the mandate to grant short-term (1-2 years), medium-term (3-5 years) and long term (not more than 10 years) loans based on the nature of the business. KINCO invested a total of the ₦4,299,529.41 in 13 Federal Government Companies by 1999 as indicated in table five below. The table clearly indicates that the state invested in major companies across the country. The proceeds from these investments were no doubt put into use to further accelerate economic development in the state.

Table Five: Kinco's Investment in Companies Owned by the Federal Government

S/N	COMPANY	SHARES ALLOTTED	VALUE (N)
1.	African Petroleum Ltd	174,660	330,714.00
2.	National Oil & Chemical Marketing Co. Ltd.	163,139	326,278.00
3.	United Nig. Ins. Co. Ltd	416,500	499,800.00
4.	Ashaka Cement Co. Ltd	421,200	505,440.00
5.	British-American Ins. Co. Ltd	181,350	199,485.00
6.	Niger Insurance Co. Ltd	153,750	199,875.00
7.	Crusader Insurance Co. Ltd.	38,400	49,920.00
8.	NEM Insurance Co. Ltd.	43,400	49,910.00
9.	NIYAMCO PLC	758,520	530,960.00
10.	Additional Shares in Berger Paints PLC (Right Issue)	97,125	97,125.00
11.	Benue Cement Co. Ltd.	600,000	540,018.41
12.	Additional Shares in NIYAMVO (from NIDB)	385,000	550,018.41
13.	National Salt Co. of Nigeria	600,000	420,018.41
	Total subscription		N4,299,529.41

Source: Kwara State: KINCO *Bulletin* 1999 (Atoto Press Ltd Ilorin).

When the federal government decided to harvest all mineral resources in the country, a branch of the Raw Material Research and Development Council (RMRDC) was set up in the state as a facilitator for industrialization based on available resources. Industries based on local raw materials were considered to be more beneficial to the country because, people can be employed in the production of raw materials as well as its processing, thus providing job for more citizens of the country. An area office of the Council was opened in the state in 1978 and has assisted in the area of enlightenment tour and identification of local raw-materials available in Kwara state. The Council also published the available raw materials in the state and teamed up with other research institutes like University of Ilorin and other higher institutions to make result of researches available to investors.

Trade fairs and industrial fora were also used as vehicles for attracting investors to Kwara state. Governments of Kwara, Sokoto and Niger States rotated trade fair grounds on an annual basis between 1986 and 1990. The state hosted other states in 1989 after the completion of a permanent Trade Fair Complex at a cost of ₦7.5million. The intention was to expose the industrial potentials of the participating states, so as to entice industrialists to exploit them either singly or in joint partnership with the government¹⁴. The industrial fora took government functionaries to places like Lagos, Kaduna, Kano, and Port-Harcourt and even abroad to talk to business communities of Kwara origin and their friends to come and set up industries in the state. The State Government-organized a Trade Mission to India in 1991 to understudy the operation of small scale industries in that country¹⁵.

Before 1980, the application of some or all of the incentives mentioned above resulted in the establishment of such industries like Savannah precast Ilorin in; Jakura Marbles Itakpe; Prospect Textile Mills Ilorin; Kwara Paper Converters Erin-Ile; Kwara Hotels Ilorin; Kwara Furniture Company Ilorin; Kwara Breweries Ijagbo; Kwara Foam Industry Ilorin; Kwara Foods Limited Ilorin; and some other industries that were passed to Benue State when the Igala division of Kwara state was excised in 1976. The date of there establishment are contain in table six. These were some of the major industries that resulted from the use of incentives over the years since the creation of the state since 1967.

Table 6; List of Most Industrial Establishments in Kwara State Showing Their Year of Establishments and Number of Employees

	INDUSTRY	FINISHED PRODUCT	YEAR OF ESTABLISHMENT	NO OF EMPL OYEE
1.	Philip Morris (ITC) Nigeria Limited	Cigarette	1962	400
2.	Tate and Lyle Nigeria Ltd.	Industrial Syrup and Sugar	1962	400
3.	United Match Company Ltd.	Matches	1963	400
4.	Nigeria Sugar Company Ltd. Bacita	Product of Granulated Sugar	1968	2000
5.	Nigerian Paper Mill Limited	Paper and Paper Manufactures	1968	350
6.	Prospect Textile Mill Ltd	Textile	1970	40
7.	Kwara Livestock Feeds Ltd.	Animal Feeds	1978	550
8.	Kwara Breweries Ltd.	Beer	1978	176
9.	Adesoye Holdings Ltd.	Biscuit Foam and Beer	1978	400
10	Kwara Paper Converters Ltd.	Exercise Book	1980	300
11	Kemtas Paper Converted Ltd	Paper Product	1985	200
12	Abiola and sons Bottling Company	Soft Drinks	1980	N/A
13	Adal Industries Limited	Fruit Juice	1983	50
14	Selia Industries (Nig) Ltd.	Food Processing	1984	100
15	Biomedical Service Company Ltd.	Intravenous Infusion	1981	300
16	Union Steel Limited	Steel Products	1980	200

Sources; Authors' Survey 2007

Effectiveness

Our first point of call will be Kwara Investment Company which served as government agency in the setting up of some of the aforementioned industries. It became a lame duck as funds and management became problematic. The civilian administration of 1979 was only interested in harvesting what had grown in terms of

industrial activity and no new industry was established.²⁶ Industrial policies received only lip services particularly when it came to implementation. This situation of utter depression and neglect to industrial development persisted until about late 1980s when the need for a turn around was dawned on the military administration.²⁷ So in 1988, Kwara Investment Company was organized into a Holding Company. The Company could not perform effectively because it was not capitalized. The mere conversion of government loans into equity did not actually inject funds into its operations. With the re-organization and the attraction of some management staff to the company, some projects were developed to feasibility stages but KINCO could not provide the counter part fund even where an ADB line of credits through the Nigerian Industrial Development Bank was approved. The management became ineffective and later the company filtered away.²⁸

Plans were also made during industrial fora discussed above, to set up industrial estates in all the Local Government Head quarters of Kwara state. It could have been appreciated if one or two were implemented to function properly with necessary facilities. Government could have gone further to take infrastructural loan to build such estates and industrial sheds and leased them out on commercial terms with title documents to clients for satisfying borrowing requirements. By this way, prospective industrialists would have spent minimally as an initial capital outlay. The effect of lack of this incentive is also that, it increased the initial cost of projects involving extra investment in electricity, water, communication, drainage and even road construction. The worst is that, the only industrial estate in Ilorin located at Elekoyangan was deficient in all these infrastructural facilities to attract new industrialists to invest in the state.²⁹

The industrial fora also took government functionaries to all sort of places as enunciated above was nothing of significance than mere rhetoric. There were no follow-ups in terms of task force and the like, to exploit or harness the gains from these activities. The incentive packages like tax relieves and generous depreciation allowances provided for, to take care of the economic disadvantages inherent for establishing in the state were not effectively coordinated. Also certificate of occupancy said to be possible within

a month of completion of necessary requirements could not work effectively because of lack of dedicated implementation arrangements.

The small scale industrial unit of the Ministry of Commerce and Industry charged to recover loans distributed by government, training of management and or entrepreneurship for bigger projects and monitoring of projects did not yield desired effects. Facilities were extended on the basis of political or non economic factors, and this did not help the objective of the unit. As stated before, appeals were made to Kwarans to contribute towards the Industrial Development Fund. And that government would give a matching grant for the fund to become meaningful enough for utilization. People responded as discussed, but the matching grant did not come. The fund was incorporated into a company; Kwara Industrial Trust Fund (KITF). Without the matching grant, the Company never ventured into any serious long term investment before it faded away in 1995.

Various administrations in the state did not fully utilize the various funding facilities available at the national level for its industrialization drive. KINCO and KITL were not used as vehicles to reach the funds of the National Economic and Reconstruction Fund (NERFUND), Small and Medium Enterprises Scheme (SME), Nigerian Export-Import Bank, International Bank for Reconstruction and Development (IBRD of the World Bank), International Finance Company (IFC), African Development Bank, American Oversea Private Investment Corporation (OPIC) and leasing facilities from reputable companies like Lease Company of Nigeria (NIDB Subsidiary). Conferences were never organized to create awareness in the area of capital sourcing and utilization.

The state government also did not appear to put much emphasis on the promotion of industries in the state this is because, there are some cost which government has to bear to make available relevant information or research results to serve as incentives to industrialists. If state Bureau for Industries had been set up, it would have been researching and disseminating information to investors. Such a bureau could have executed capital venture programmes by liaising with some finance houses identified above, as well as research

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institutions, polytechnics and even Universities to harness ideas and facilities for implementing industrial projects.

Conclusion

In this paper we have been able to highlight the various industrial potentials that abound in Kwara state and the incentives put in place to tap these resources. Initially, the incentives yielded results because many industries were set up in the state. However, this paper discovers that the incentives were not properly nurtured to sustain the industries not to talk of attracting new ones.

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