EVALUATION OF THE NATIONAL DIRECTORATE OF EMPLOYMENT AS AN INSTRUMENT OF JOB CREATION IN ENUGU STATE (2000-2010)

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EVALUATION OF THE NATIONAL DIRECTORATE OF EMPLOYMENT AS AN INSTRUMENT OF JOB CREATION IN ENUGU STATE (2000-2010)
DEDICATION

This research work is dedicated to God Almighty for his infinite mercy, grace, favour and love upon me, to my beloved parents, Mr. and Mrs. I. I. Ezeanya, and entire members of the family.
This project has been approved for the Department of Political Science, Faculty of the Social Sciences, University of Nigeria, Nsukka, in partial fulfillment of the Requirements for the award of Masters of Science (M. Sc.) in Political Science.

BY

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ACKNOWLEDGMENTS

Goodness is its own reward and yet need to be complemented with appreciation. This is a fact and I hereby wish to thank and appreciate the king of kings, the Lord of Lords, and Supreme Being... The Elshaddai (THE ALMIGHTY GOD) for his unwavering love, kindness and manifold blessings, particularly for granting me life, strength and wisdom with which this work was accomplished.

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My special thanks also go to my amiable friends and colleagues for their special devotion and academic support. May God bless and reward all of you abundantly in Jesus name, Amen.

Ezeanya Emeka Charles
April, 2011.
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<td>VSD</td>
<td>Vocational skills Development</td>
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<td>National Open Apprenticeship Scheme</td>
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CHAPTER ONE

1.1 INTRODUCTION

Since the beginning of the 1980s, unemployment is one of the developmental problems that face every developing economy in the 21st century. Unemployment in Nigeria, as in other developing countries of the world, has been one of the most menacing social and economic problems Nigeria has to contend with. Hardly can one find a family in which nobody is either unemployed or threatened by unemployment. Its effect on social and political stability cannot be over emphasized.

Unemployment is partly responsible for such social problems, e.g. armed robbery, destitution, prostitution and other social vices. Indeed, today governments all over the world are spending substantial amount of resources to reduce unemployment. The Nigeria economy since the attainment of political independence in 1960 has undergone fundamental structural changes. The domestic structural shifts have however not resulted in any significant and sustainable economic growth and development in order to tackle unemployment.

The latest figure of unemployment in Nigeria according to National Bureau for statistics (NBS) is 13.2% which translated into labour, means over 13 million able bodied Nigerians are unemployed. In order to reduce unemployment, poverty and hunger in Nigeria, the Federal Government of Nigeria, adopted a multi-sectoral approach as a current initiative through the implementation of the Nigeria Economic Empowerment Development Strategy (NEEDS) as well as Millennium Development Goals (MDGs) targeted at reducing extreme hunger and poverty by 50 percent by the year 2015 NEEDS (2005:89).

The average rates of unemployment in Nigeria for the decades of the 60s and 70s were about 2% and 4.5% respectively. These rates were considered both physically and
economically sustainable and characteristics of full employment. However, with the onset of global recession and consequent economic difficulties in the 1980s, the magnitude and structure of unemployment changed fundamentally in Nigeria. In 1985, for instance the national employment rate was 8.5% a situation which raised alarming signal.

This development was extremely disturbing for the government, considering the socio-political implication as well as economic wastage that would result. Consequently, in March 1986, the Federal Government constituted a committee headed by Mrs. S.O. Chukwuma to work out strategies for dealing with the problem of unemployment especially among youths. The acceptance of the committee’s report by the Federal Government led to the establishment of the National Directorate of Employment (NDE) and based on it, the NDE was inaugurated in November 1986. Then, it initial core programmes were formally lunched in January 1987.

In line with the discussion above, this study shall critically examine or evaluate the National Directorate of Employment as an instrument of job creation in Enugu State.

1.2 STATEMENT OF PROBLEM

The NDE has undertaken various employment promotion and poverty reduction activities in Nigeria for about two decades now. This is in line with her mission statement, goals and objectives of creating jobs, developing training programmes, and the acquisition of vocational skills. One of the major aspects of development is provision of employment opportunities for the masses (Igbinovia, 1988), which has social, political, and economic implications for a state. In view of this, the government implemented programmes designed to combat mass unemployment through the NDE.
Since its inception, the NDE has continued to reform and amend its programmes in order to meet its challenges. In consideration of the rate of unemployment in Nigeria, particularly in Enugu State, this study is being carried out to evaluate the National Directorate of Employment as an instrument of job creation in Enugu State, from 2000 to 2010. This study is guided by the following research questions:

(i) Has the National Directorate of Employment reduced the growing rate of unemployment in Enugu State through job creation?
(ii) Has the National Directorate of Employment been able to obtain and maintain the data bank on unemployment and vacancies in Enugu State?
(iii) Does poor funding by the government constrain the NDE from achieving its objectives in Enugu State?

1.3 OBJECTIVE OF STUDY

The broad objective this study sets out to achieve is to evaluate the National Directorate of Employment as an instrument of job creation in Enugu State from 2000 to 2010. However, the specific objectives of the study include:

(i) To ascertain the extent to which the National Directorate of Employment has reduced the growing rate of unemployment in Enugu State through job creation.
(ii) To ascertain the extent to which the National Directorate of Employment has been able to obtain and maintain the data bank on employment and vacancies in Enugu State.
(iii) To determine whether poor funding from the government affect the programme of the NDE in achieving its objectives in Enugu State.
1.4 SIGNIFICANCE OF STUDY

The study has both practical and theoretical significance.

On the practical dimension, this study is poised to provide a systematic coherent and holistic view on the evaluation of the National Directorate of Employment as an instrument for job creation in Enugu State. It will also furnish the Nigeria policy makers with insight and an in-depth policy directive at all levels of government, especially in urban and rural government areas where these programmes are targeted most. This knowledge will empower them towards adopting practical alternatives that will lead to meaningful development and job creation that is indigenously originated. It will also be a source of data for the nationalists and the social critics who fight for the course of Nigeria’s development.

Theoretically, this study has the potentials of contributing immensely to the existing body of literature on the subject matter. Also, it would provide information on the effectiveness of NDE in the reduction of the growing rate of unemployment, as well as its ability to maintain the data bank on unemployment and job vacancies. It would also contribute to the available data on the degree to which the government hinders the full attainment of NDE’s set objectives. In addition, it would suggest ways of improving NDE’s efficiency if and when the need arises.

The finding of this study will make sundry contribution to the provision of research information on management of public programmes in Nigeria, which is at present not enough in the literature. In other words, there is a dearth of research information on the effectiveness of NDE, as well as its constrains, and the findings of the present study would boost the empirical data on NDE, and its attainment of set goals.
Finally, to the general readers and researchers, this study will make useful contributions to any study on the same topic or any related topics on evaluation of the National Directorate of Employment as an institution for job creation in Nigeria.

1.5 LITERATURE REVIEW

The issue of National Directorate of Employment as an instrument of job creation has been generating a lot of attentions and debates. In this section therefore, we review the related literature to know what scholars have done and what they have not done or what they have not satisfactorily done in relation to our subject matter.

NATIONAL DIRECTORATE OF EMPLOYMENT AND JOB CREATION

According to Adepegba (2010), the NDE has registered a good number of unemployed youths who applied for its skill acquisition and job training scheme. It was proposed that the beneficiaries will be attached to master craftsmen in various vocations for the duration of their training. This training was geared toward empowering the beneficiaries to become self-reliant, and employed.

The NDE which was established to empower the unskilled youths and other members of the public to acquire marketable skills that would help them set up their own businesses has only recorded limited success because the infrastructure that will aid successful business are not yet there. That is why government at all should work together to make necessary changes in policy formulation and implementation that will reduce unemployment. All tiers of government must see unemployment as a serious danger to the overall wellbeing of the country and work hard to reduce the high unemployment rate. Unless there is employment, there is no way Nigeria can effectively tackle the problems of poverty and crime which are obstacles to attaining the MDGs (www.ndeonline.net).
Usiwoma & Mgbor (2005) found that master craftsmen and women operate both the traditional apprenticeship system and the NDE scheme using the same training methods. These vocational skills acquired through training are geared toward solving unemployment problems in Nigeria.

The recent report of NDE (2009) discloses that the number of Nigerian graduates who completed the compulsory National Youth Service Corps (NYSC) within the last five years but have remained unemployed were over 200,000 in number. Considering that this figure does not include those who did not enjoy tertiary education during the period but are equally unemployed, the situation demands immediate action by governments at all levels. This is because unemployment retards human development and breeds poverty, which in turn leads to low levels of consumption and income. The unrelenting social upheavals in the forms of increasing crime wave and insecurity in the country are the unfortunate consequences of high unemployment rate.

Usiwoma & Mgbor (2005) identified skill acquisition and job training programmes as panacea for the high rate of unemployment, poverty and hunger in Nigeria. She observed that statistics indicated that 70 percent of the unemployed population of the country is unskilled, but added that this would be bridged by the training programmes of the directorate. According to her, the establishment of skills acquisition job training programmes and outlets would lead to the creation of a new generation of self-employed individuals who on their own would become employers of labour.

The National Directorate of Employment has successfully implemented capacity building programmes in collaboration with the ILO (International Labour Organization), particularly in the areas of labour-based infrastructural works and activities. This involved engaging young school leavers and graduates in organized work gangs for the
development of various infrastructural projects. Over 150,000 graduates and school leavers as well as artisans have benefitted so far.

Over the years, the NDE has planned, designed and developed well tested employment promotion programmes in the areas of vocational skills acquisition, training for rural development, business and entrepreneurial training and labour-based work programmes. The implementation strategies of these programmes have very strong grassroots impact and have been continuously refined over the years. It is pertinent to emphasize that the NDE has continued to define the learning path in employment promotion and has evolved a sustainable employment promotion strategy whose salient features include training, counseling, and collaboration with relevant agencies (www.ndeonline.net).

Through the activities of the NDE, the lives of about 2,625,069 hitherto unemployed Nigerians have been positively transformed. Evidence abound nationwide of beneficiaries of NDE programmes who have received training and necessary support, and are now employers of labour, with some of them having annual turnover of ₦500,000.00 (www.ndeonline.net).

However, the National Economic Empowerment and Development Strategies (NEEDS) document 2004 claimed that many of the responses to poverty reduction appeared to be ad-hoc, uncoordinated and more or less fire-brigade (NEEDS document, 2004). A chronicle of about 28 projects and programmes with poverty reduction thrust has been undertaken from 1975-2001. Programes such as Community Bank, DFRRI, National Directorate of Employment (NDE), People’s bank, Better Life for Rural Women, Family Support Programme were some of such projects aimed at addressing
various manifestations of poverty. The NEEDS document concluded that “while none of these programmes were completely without merits, the truth is that they did not have a significant, lasting and sustainable positive effect”.

The Nigerian living Standard Survey (NLSS, 2004) also buttressed the arguments on the NEEDS document from its data on poverty incidence in Nigeria. “NLSS estimates poverty incidence in Nigeria at around 54%. This means that about 75 million Nigerians live in poverty. Of these, 22 million or so are though to be ‘core poor’. A recent Risk and Vulnerability Analysis in Nigeria (RVA, 2003) estimated the vulnerability headcount at almost 90%. In addition to these broad indications of the extreme poverty and vulnerability challenge in Nigeria, the health and education Millennium Development Goals indicators, specifically, are very poor.”

Reflecting on the failure of these past weak government policies on employment creation, Okoli and Onah (2002: 176) emphasized that various factors militated against the successful implementation of the objectives of these programmes. According to them, shortage of qualified and experienced personnel that could help translate the government objectives into action was a serious problem, also corruption, inadequate involvement of rural people in the programme, poor funding among others were problems that led to their failures.

Furthermore, (Onah 2006: 104) stressed that poor feasibility studies and lack of political will led to the problem of programme sustainability as well as weak implementation guidelines. Okigbo (1991) also points out the problem arising from the concept of labour force. In most countries, particularly Nigeria, people below the age 15 years and those above the age of 55 who are actively engaged in economic activities are usually excluded from labour statistical surveys. All these factors have the tendency to result in underestimation of unemployment thereby making international comparison
very difficult. Factors such as the preponderance of full housewives (but who are willing to be engaged in paid job) and unpaid family workers also contribute significantly to the underestimation of unemployment. World Bank (1998: 63) posits that although there seems to be convergence on this concept, its applications have been bedeviled with series of problems across countries. First most published unemployment rates are recorded open unemployment and people’s attitude on this varies from country to country. While this may be high in developed countries and where government is committed to resolving unemployment problems. It is likely to be very low in countries with the opposite attributes.

According to Heckman et al (1987) labour force surveys have shown that the rate of unemployment is significantly higher in urban areas. This is because rural areas usually have more self-employed worker whether in family farms or non agricultural enterprises. This situation of rural areas is known as disguised unemployment. The large-scale unemployment among youths is encouraging the development of street youths in Nigeria. The street youths, derived of legitimate means of livelihood, grow up in a culture that encourages criminal behaviour. (Chigunta 2002) The unemployed youths survive by encourage in various activities such petty trading casual work, borrowing, stealing, pick-pocketing, prostitution, touting and other illegal activities. Some have become drunkards others are on drugs such as marijuana and Mandrax. Bennel (2000) argued that urban society is becoming increasingly criminalized especially with the proliferation of youth gangs. Several studies have shown that majority of prison inmates are youth aged 30 years and below. Also, delinquency, crime and drug abuse are on the increase among youths.

Ilo publication, (2005) Youth development and empowerment are vital stages in life for building the human capital that allows young people to avoid poverty and lead
better, and possibly have a more fulfilling life. The human capital formed in youth is thus an important determinant of long term growth that a nation can invest on. Hence, making sure that youths are well prepared for their future in enormously important to the course of poverty reduction and growth. Africa is a continent with a massive population of young people. More than half of Africa’s population is aged less than 21 years and two-thirds less than 30 years. In all African countries, the median age of the population is 20 years or less, that is, half or more of the population are under 21 years of age and up to one fifth between 15 and 24. Countries vary considerably in their definition of youth and childhood. The UN considers individuals under the age group of 15 -24 as youths. In Uganda, for example, youth is from 12 to 30 years, while in Nigeria, it is between 18 and 35 years.

According to the ILO (ILO publication, 2007), the increase in the number of youths in secondary and tertiary education is a positive development; however, labour markets in many countries are presently unable to accommodate the expanding pool of the skilled young graduates. It is estimated that about 400 million new jobs would be needed to absorb today’s youths. Due to this decline in jobs and the rise in the number of those unemployed, young people are forced in the informal sector. Factors which readily come to mind when analyzing the worsened unemployment crises in Nigeria are usually traced to the long period of instability in the socio-economic and political dimensions that led to the problems imposed on the economy, the nation and the workers.

THE NDE MAINTENANCE OF DATA BANK ON EMPLOYMENT AND VACANCIES

The NDE in the quest for timely reliable and policy-relevant statistics that could enhance employment programme planning embarked on the registration of unemployed
persons in all the 774 Local Government Areas of the federation in April, 2002. The exercise was carried out to provide information and data for the NDE and other stakeholders for employment programme planning, implementation, monitoring, and evaluation (www.ndeonline.net).

Unemployment has become endemic in Nigeria with almost 70% of the population below the poverty line, it is therefore certain that unemployment rate will also grow higher in Enugu State, Economic Empowerment and Development Strategy (SEEDS: 2004;1). On the other hand Oladijo, (2002: 205) notes that the issue of unemployment has become a global phenomenon but its rising profile and attendant consequences are something to be worried about.

The average rate of unemployment in the Sub-Saharan Africa is higher than most developing regions of the world. The reports of the National Economic Empowerment and Development Strategy (NEEDS 2000: 86) and the International Labour Organization (ILO, 2006: 32) show that the unemployment rate in Sub-Saharan Africa is about 80% of the total population. For instance a survey carried out by centre for Investment Sustainable Development, Management and Environment in 1988 gave the features as follows: Over 70% of the unemployment are relatively primary and secondary school between ages 13-25 years. Graduate unemployment which hitherto was unnoticed, started to emerge in mid 80s, following influences in the rising graduate unemployment.

According to (FOS 1996-1999) the unemployment situation was further worsened by the primary schools and secondary schools and colleges dropouts and retrenched workers due to the closure of many industries. Although there are no reliable data for all unemployed, it has roughly been estimated to be over 5.0 million unemployment Nigerians.
Adebayo (1999:41) Unemployment could be caused by factors that are related to supply or demand in the labour market. The supply factors include growth in urban force arising from rural-urban migration, rapid population growth rate, inadequate school curriculum, and lack of employable skills. On the demand side, the most important factor is the low level of aggregate demand arising from low income, low investment, and low productivity. Since the demand for labour is a derived demand, a decrease in the demand for the goods and services produced by labour will definitely result into unemployment. A published report from Punch editorial of June 10, 2003 referred to a report by the National Poverty Eradication Programme (NAPEP) in 2001 saying that the universities and other tertiary institutions in the country produce an average of 120,000 graduates each year while another 500,000 school leavers or college graduates are turned out each year, without the hope of any job. Although NAPEP admitted that the figures were not available on the actual number of the unemployed, the agency said that 50% of the unemployed is assumed to be youths (The Punch Newspaper, 2003).

According to Igbinovia (1988), one of the major aspects of development is provision of employment opportunities for the masses. It was in recognition of this and the social political and economic implications of youth unemployment that President Ibrahim Babangida appointed a committee to deliberate on strategies for dealing with mass unemployment in January 1986. Government to design and implement programmes to combat mass unemployment to articulate policies aimed at developing work programmes with labour intensive potentials, and to obtain and maintain a data bank on employment with a view to acting as a clearing house to link job seekers with employers of labour.

UNOWA, (2005) Human capital meaning practical lie skills in the form of unattainable social, political and economic status that defines them as adult. Human
capital is proportional to the amount of time an individual has worked. It declines when an individual is unemployed. Perhaps, the greatest challenge on youth unemployment s their use for political and military ends. Deprived of employment opportunity and livelihood, youths are actively mobilized by politicians and armed groups alike. Youth unemployment also has security implications for almost every country in Africa, since desperation often leads young people to fall prey to warlords, criminal gangs, or illegal migration syndicates.

Douglason et al (2006) opines that the Nigeria economy since the attainment of political independence in 1960 has undergone fundamental structural changes. The domestic structural shifts have however not resulted in any significant and sustainable economic growth and development. Available data show that the Nigeria economy grew relatively in the greater parts of the 1970s the outrageous profits from the oil boom encouraged wasteful expenditures in the public sector dislocation of the employment factor and also distorted the revenue bases for policy planning. This among many other crises resulted in the introduction of the structural adjustment programme (SAP) in 1986 and the current economic reforms. The core objective of the economic structural reform is a total restructuring of the Nigeria economy in the face of population explosion.

Aigbokhan (2000) graduate unemployment accounted for less than 1 percent of the unemployed, in 1974, by 1984, the proportion rose to 4 percent for urban areas and 2.2 percent in the rural areas. Graduate unemployment (Dabalen et al, 2000) accounted about 32% of the unemployed labour force between 1992 and 1997. It is impressive to note here that, in 2003, Nigerian’s unemployment rate declined substantially to 2.3 percent. This decline was attributed to the various government efforts aimed at addressing the problem through poverty alleviation programmes. The decline also pointed to an increased number of people who got engaged in the informal sector
activities. A couple of recent studies have attempted to examine the contributions of informal sector to employment creation.

Moreover, empirical funding are challenging the truth of the statement of NDE basically from the available figures of unemployment in Nigeria. For instance, Adebayo (2004: 85) believed that the offensive massive purge of the public service in 1975, in which it was estimated that about 10,000 public officers were dismissed increased the unemployment rate till the present day.

Obadan and Odusola (2006:19) noted that the problem of unemployment has posed a great challenge to many countries (both developed and developing) in recent times the incident of unemployment in Nigeria has been deep and widespread, cutting across all facets of age groups, educational status and geographical entities. One peculiar feature of unemployment problem in Nigeria is that it was more endemic in early 1980s than any other period. For instance, the unemployment rose from 4.3 percent in 1976 to 6.4 percent in 1980. Then, according to (Onah 2006:84) unemployment in economic perspective is the number of people in a given population who are willing and able to find work either there no job opportunity or that the applicants are deprived of the job.

According to World Bank, (2001), the level of unemployment is a mirror image of the state of a nation’s economy. Suffice to also say, youth unemployment is highly dependent on the overall status of the economy. Economic activity, measured by GDP growth, is probably the single factor that most influences the chances of young people finding a job. Low or negative GDP growth, economic recession and low investment are direct causes in the shrinking demand for labour. A direct illustration to this linkage is witnessed in the Nigerian economy in the 1970s, when the country had a per capita income growth rate of over 4%. The government of the day had a boisterous civil service brought about by the growth. When global economic recession set in from 1981 a
negative growth was experienced for most of the 1980s and 1990s, with a per capita income growth rate of 2% in 1998.

Unemployment arises wherever the supply of labour exceeds the demand for it at the prevailing wage rate (Adebayo, 1999). Causes of unemployment can therefore be analyzed from both the supply and the demand sides of the labour market in Nigeria. Unemployment in Nigeria could be broadly divided into two main headings

(1) Open unemployment and

(2) Under employment or disguised unemployment.

According to Lambo (1987), Open unemployment is mainly associated with the urban areas of the country, while disguised unemployment applies to the rural agricultural zone.

Todaro (1992) described open unemployment to involve people who are able and often eager to work but for whom no suitable jobs are available, whereas under-employment or disguised unemployment is mainly for people who are normally working full time but whose productivity is so low that a reduction in hours of work would have a negligible impact on total output.

In other words, (World Bank 1988:144) The development of infrastructural facilities in Nigeria is indeed very poor, unreliable and fall short of expectations, considering the rich human and material resources available. The Report eloquently expressed this fact when it said that:

“Nigeria manufacturers face frequent interruptions of public provided services such as water, electricity, telecommunications, transport and waste disposal.”

In line with what Soludo (2004:4) stated, that

All aspect of Nigeria’s basic infrastructure had been in a state of crisis, with barely 1700mw of electricity being
generated for a country that needed at least 40,000mw. The dilapidated transportation infrastructure and the ascent, albeit fragile financial system that was ill suited to the demands of socio-economic transformation compounded the situation. Unemployment and poverty had become the ugly twin faces of the Nigerian economy.

Illustratively, most of the Nigerian roads are not motorable, public hospitals are mere dispensaries, electricity which is among the most important services is very epileptic, where available, a lot of places still do not have access to electricity, water is even worse, the taps run dry over the years. Consequently, a great majority of Nigerians lack access to portable drinking water. This constitutes a very big problem for the nation as unemployment is becoming endemic.

In Nigeria, corruption has contributed immensely to poverty and misery of a large segment of the population (Dike, 2000:2). Also Umez (1999:49) contended that corruption is a detrimental force that hinders democracy and represses individuals. It is upon the above that Umez stated that the crude assault of corruption on Nigerians can be quantified by harsh poverty deprivation as exemplified on Nigerians horrifying faces of despair.

**FUNDING OF NATIONAL DIRECTORATE OF EMPLOYMENT**

Due to the high cost of materials and equipment needed for the training and pilot resettlement of some trained persons, the NDE requires adequate funds to effectively implement its programmes. It is however worrisome to note that annual budgetary allocations for the execution of employment programmes have dwindled in recent years. Generally, the amount approved for the execution of employment-creation programmes, which includes vocational/business training, enterprises creation, etc. falls below 20% of actual requirement (www.ndeonline.net).
Furthermore, the allocations have hardly taken cognizance of the inflationary trend in the economy. For example, as at 1986-1988, it cost a conservative amount of N25,000.00 to train and assist a graduate to establish an enterprise. Today, it would coat the Directorate about N400,000.00 to do same. If one takes into account that about 130,000 graduates come out of tertiary institutions and about 3 million from secondary and other schools annually (in recent years), it becomes obvious that the budgetary requirements to make reasonable impact have not been attained. The poor funding situation has therefore not permitted the Directorate to create maximum impact in the labour market. The NDE can do more, and would definitely do better if given sufficient funds.

Despite government’s efforts to generate employment through the activities of the NDE, the labour market still shows that unemployment in Nigeria is still far from abating reasonably due to the unfavourable macro-economic environment. For a country like Nigeria, with a population of about 120 million, the rate of GDP growth that would provide reasonable employment opportunities for all should be about 8%. Unfortunately, the GDP has averaged 2.5% for more than a decade. The unemployment problem in Nigeria remains persistent and even growing by the day with a labour force of approximately 3 million persons (mostly youths) annually moving into the job market. To meet this challenge, an annual target to create one million direct jobs and at least 2 million indirect jobs through multiplier effect would be desirable over a long period in order to bring the problem to socially and politically acceptable levels. ([www.ndeonline.net](http://www.ndeonline.net)).

Unemployment is the most difficult challenge facing Nigeria and its people and the greatest obstacle to the pursuit of sustainable socio-economic growth (NEEDS, 2006:28). However, according to the NEEDS document (2006), the following are the
causes of unemployment in Nigeria. Inadequate growth is the main cause of unemployment in Nigeria. The lack of growth is compounded by the volatility of the economy. High and growing unemployment increases the number of poor people. Other factors that have contributed to the level and evolution of unemployment in Nigeria include problems in the production sector, weak governance, poor infrastructural development widening income inequality, poor funding from the government and gender issues.

**Gap in the existing literature**

Explicitly, the study has unveiled some salient literatures on dominant issues on National Directorate of Employment as regards to job creation in Nigeria. However, these literatures have concentrated only on general assessment of NDE programmes and the rate of unemployment in Nigeria and this tend to put some difficulties in using such works by policy makers in Enugu State. None has reviewed the situation of job creation and unemployment in Enugu State. In recognition of this fact, the study intends to cover this gap by holistically reviewing series of issues on NDE and its problems in Enugu State.

**1.6 THEORETICAL FRAMEWORK**

Like systems analysis, structural-function analysis is also based on the concept of political system. This model of political analysis has been more widely used in the sphere of comparative politics because it provides for standard categories for different types of political systems. It originated in the sphere of social anthropology in the writings of Radcliffe-Brown and B. Malinowski. Then it was developed in the field of sociology by Talcott Parsons, Robert Merton and Marion Levy. Gabriel Almond and his associates developed it into a tool of political analysis.
Gabriel Almond and J.S. Coleman (The Politics of the Developing Area; 1960) identified four characteristics of the political system:

(a) All political systems have political structures;

(b) The same functions are performed in all political system with different frequencies and by different kinds of structures;

(c) All political structures are multi-functional; and

(d) All political systems are ‘mixed’ mixture of the modern and the traditional.

This approach was further developed by Gabriel Almond and G.B. Powell in Comparative Politics: A Developmental Approach (1966). Almond and his associates argued that all political systems, regardless of their type, must perform a specific set of tasks if they are to remain in existence as systems in working order, or in equilibrium, i.e. as ‘ongoing systems’. These are the functional requirements of the system. With this assumption they sought to modify David Easton’s model of the political system, suggestion that ‘inputs’ and ‘outputs’ recognized by Easton can best be understood as ‘functions’ or ‘functional requisites’ of political system. They sought to redefine these inputs and outputs with a deeper understanding of political process and proceeded to identify various structures corresponding to these functions, in order to evolve a ‘structural-functional’ framework. They concluded that in various political systems, these functions may be performed by different kinds of political structures and, sometimes, even by structures which are not overtly recognized as being, primarily, ‘political’.

APPLICATION OF THE THEORY

In the Nigerian political system, the structure created and charged with the responsibility of performing the function of creating employment is the National Directorate of Employment (NDE). Although, all political structures are multi-functional,
yet some structures are especially suited for specific functions. The NDE as a structure in the Nigerian Political System is specifically designed to perform that function of creating jobs for her employable citizens.

However, a principal aspect of the development of the political system is role differentiation, or structural differentiation. That is, the processes whereby roles change and become more specialized or more autonomous or whereby new types of roles are established or new structures and sub-systems emerge or are created. It is in this light that we can understand the challenges that are being encountered by NDE in Enugu State. There is little or no role differentiation in terms of employment generation which will make NDE the only specialized agency in charge of this function. There is an overlap of this function as other structures of the Nigerian Political System such as Ministry of Youth Development and Sports etc. This limits the role and resources accrued to NDE for this function.

Also, since all political systems are ‘mixed system’ in cultural sense, that is, they are based in a culture which is always a mixture of the traditional and modern, the uniformed pattern of operation of NDE across the country is also implicated in the poor performance of NDE in Enugu State. Therefore, the theory will help us ascertain whether the NDE has lived up to its mandate of job creation, unemployment reduction, and vocational skills training.

1.7 HYPOTHESES

Deriving from our research questions and in the pursuit of the broach and specific objective, we have formulated the under listed hypotheses;

(i) National Directorate of Employment has not reduced the growing rate of unemployment in the period under study.
(ii) National Directorate of Employment has not been able to obtain and maintain the data bank on unemployment and vacancies in Enugu State.

(iii) Poor funding by the government constrain the NDE from achieving its primary objective of employment creation in Enugu State.

1.8 METHOD OF DATA COLLECTION

For this research work we made use of the observation method in gathering already existing data on the subject matter such as government publications, textbooks, articles and magazines, annual report files and journals, while we adopted survey techniques in gathering raw and fresh data on the subject matter by carefully sourcing for information from the people involved in systematic and objective way. Hence, we used questionnaire for gathering information on the issue under study from the participants themselves.

Our survey techniques which according to (Obasi 1999:132) is a process of eliciting data from a target population through either questionnaire or interview instruments, also involves subjecting such data to statistical analysis for the purpose of drawing conclusions. Survey remains a major breakthrough in the field of political science research and has continued to remain a hallmark of behavioural revolution in the field of political science.

METHOD OF DATA ANALYSIS

For the analysis of the data, we relied on quantitative descriptive analysis and simple percentage. Asika (1991:118) defines quantitative descriptive analysis to mean summarizing a mass of information generated in the research, so that appropriate analytical method could be used to discover the relationship among variables, while we make use of simple percentage for the survey techniques. The simple percentage means
the rate, number or amount in each hundred. The adoption of the foregoing analytical methods becomes necessary since the study relied principally on observation and survey techniques.

**POPULATION AND SAMPLE OF STUDY**

Population can be described as the entire number of the people, objects, events and things that all have one or more characteristics of interest of the study. Obasi (1999:134) defined population as the large aggregate that one is interested in studying or describing, while sampling is the process of selecting a part (called a sample) from the whole (called a population or universe) in order to make inferences about the whole. A sample is then a subset of the population.

The National Directorate of Employment (NDE) in Enugu State is made up of 5 (five) Departments, which are; Human Resources Department, Financial and Supplies Department, Inspectorate Department, Planning Research and Statistic Department, and Internal Audit Department. There were 46 (forty-six) members of staff of the NDE in Enugu State. Out of the 46 staff members, 25 respondents were randomly selected depending on the number of staff members that constituted each Department.

There were 10 (ten) members of staff in the Human Resources Department, and 5 (five) respondents were selected. Eight (8) respondents were also randomly selected out of the thirteen (13) members of staff constituting the Financial and Supplies Department. The Inspectorate Department and the Planning Research and Statistic Department had 10 (ten) and 7 (seven) staff members respectively, but 5 (five) respondents were randomly selected from each of the Departments, while, 2 (two) respondents were randomly selected from the 5 (five) staff members that made up the Internal Audit Department.
On the other hand, the NDE in Enugu State also has four (4) Programme Departments which are; Vocational Skills Development Programme, Small Scale Enterprises Programme, Rural Employment Promotion Programme, and Special Public Works Programme; with 1774 (one thousand, seven hundred and seventy-four) beneficiaries. Out of these beneficiaries, 75 (seventy-five) respondents were randomly selected from all the Programme Departments. Thirty-five (35) respondents were randomly selected from the 1329 (one thousand, three hundred and twenty-nine) beneficiaries in the Vocational Skills Development Programme, while fifteen (15) respondents were selected from the 250 (two hundred and fifty) beneficiaries in the Small Scale Enterprises Programme. Out of the 120 (one hundred and twenty) beneficiaries in the Rural Employment Promotion Programme, fifteen (15) respondents were selected, while ten (10) respondents were randomly selected from the 75 (seventy-five) beneficiaries in the Special Public Works Programme.

These staff members and beneficiaries made up the 100 respondents that completed the 100 questionnaires used in carrying out this study.
CHAPTER TWO

2.1 HISTORY AND ORGANISATIONAL STRUCTURE OF NDE

The world wide economic depression of the early 80’s caused a rapid deterioration in Nigeria’s economy. Industrial output shrank to an all-time low and commercial activities were consequently reduced, leading to the loss of employment opportunity for millions of Nigerians. By the end of 1985, the unemployment situation in Nigeria had reached desperate and alarming proportions.

In the urban areas, where the educated tend to congregate, the unemployment rate was especially high, running to over 10%. In the rural areas, it was no less severe. The youths and graduates were the hardest hit. Of all unemployed Nigerians (ranging upwards of 3 million) three quarters were under 25 years of age. With growing joblessness there was growing despondency among youths and their parents.

On 26th March 1986, the President appointed a committee to deliberate on strategies for dealing with mass unemployment under the auspices of the Federal Ministry of Employment, Labour and Productivity. The report of the Chukwuma Committee, as it became popularly known, was approved by the Federal Government in October, 1986. Based on its recommendations, the National Directorate of Employment (NDE) was established on November 22, 1986 and its initial core programmes were formally launched on 30th January, 1987, by the Chief of General Staff, Vice Admiral Augustus Aikhomu, on behalf of the President and Commander-in-Chief of the Armed Forces, General Ibrahim Badamasi Babangida.

The NDE is the nation’s apex agency for employment creation through programmes of direct intervention among school leavers and graduates. The directorate, a scheduled organization with a well-established pension’s scheme, was established by Act
CAP 250 of the laws of the Federal Government of Nigeria. The Act was published in the Federal Government (Extra-ordinary) Gazette No. 61 of 20th October, 1989. The President in his 1987 budget speech had directed the new body to “concentrate its efforts on the re-activation of public works, promotion of direct labour, promotion of self-employment, organization of artisans into co-operatives, and encouragement of a culture of maintenance and repairs.”

To ensure effective implantation of the President’s directive, a Board of Directors representing a cross section of all interest groups from industry, commerce, agriculture, finance, employers, labour and government was set-up to define policy and supervise operations.

2.1.1 PATTERN OF HISTORICAL DEVELOPMENT

As stated earlier, the NDE was formally launched in January 1987 but actual training under the Small-Scale Industries and Graduate Employment Programme started in May 1987 when the Honourable Minister of Employment, Labour and Productivity invited all the Vice Chancellors and Rectors of the nation's universities and polytechnics to Lagos to discuss the institutionalization of EDP training in tertiary institutions. From that time on, NDE training has been recognized as prerequisite for participation in credit facilities extended by the government through selected banks. Very significantly, many young graduates now consider self-employment as a viable option and determine to work towards that goal soon after graduation.

There have not been significant changes in terms of targeting, scope and coverage since the programme started in 1987. But one development has been a minor expansion of the target group in 1988 to include mature people and young school leavers.
2.2 THE OBJECTIVES AND MANDATE OF THE NDE

The law establishing the National Directorate of Employment presents its mandate as follows:-

- To design and implement programmes to combat mass unemployment
- To articulate policies aimed at developing work programmes with labour intensive potential
- To obtain and maintain a data bank on employment and vacancies in the country with a view to acting as a clearing house to link job seekers with vacancies in collaboration with other government agencies; and
- To implement any other policies as may be laid down from time to time by the Board established under section 3 of its enabling act.

The NDE therefore derives its routine functions from this mandate. The main function is to combat mass unemployment through skills acquisition, self-employment and labour-intensive work scheme.

2.3 NATIONAL DIRECTORATE OF EMPLOYMENT PROGRAMMES

This Board articulated four practical programmes nationwide, each operating as a separate department.

These are:-

- National Youth Employment and Vocational Skills Development Programme
- Small Scale Industries and Graduate Employment Programme
- Agricultural Sector Employment Programme
• Special Public Works Programme.

These programmes are backed by the necessary administrative, monitoring and support personnel, thus enabling optimum use of resources and prompt response to the requirements of the public we serve.

2.3.1 VOCATIONAL SKILLS DEVELOPMENT PROGRAMME DEPARTMENT

This programme emanated from the realization that the majority of the unemployed are youths who possess productive and marketable skills. Hence, the three main schemes of this programme are concerned with skills acquisition.

National Open Apprenticeship Scheme

This is aimed at providing unemployed youths with basic skills that are needed in the economy. This is achieved by attaching them as apprentices to companies, ministries, parastatals and professional craftsmen and women. Some of them are given admission into vocational training institutions or centres to learn a trade.

All participants in this scheme are required to register with the Federal Ministry of Employment, Labour and Productivity’s local labour exchanges prior to being accepted as trainees. This formal registration enables accurate tracking of employment trends and labour statistics which is required for realistic national planning.

Upon completion of their apprenticeships these participants will possess the necessary skills that are considered valuable by potential employers or enable those with entrepreneurial skills go into self-employment.

Approved training organizations and individual craftsmen are paid a fee for imparting their skills to the beneficiaries of this scheme. Each participant is paid a monthly stipend towards his or her maintenance whilst in training.
Furthermore, under this programme, the various artisans in our cities and villages are being organized into Co-operative Societies to facilitate the provision of financial and other assistance from the Government and the organized private sector. Over 70,000 previously unemployed youths were benefiting from this scheme by December, 1987.

There is an Expanding Array of Skills Being Learned

Some examples are:

- Auto-mechanics
- Electrical/Electronic maintenance
- Welding/Foundry/Metal fabrication
- Plumbing works
- Carpentry and Joinery
- Leather works
- Photography
- Interior design
- Architectural draughtsmanship
- Printing
- Computer operation
- Catering/Bakery/Confectionery
- Hair-dressing/Barbing
- Auxiliary nursing
- Typing and Shorthand
- Tailoring/Fashion designing
- Modelling

Some Examples of Trainer Organizations

- SCOA (Nigeria) Limited (auto-mechanics)
- Leventis Technical Limited (general maintenance skills)
- Lexmay Technical (air-condition repair and maintenance)
- Federal Ministry of Works (general technical services)
- Nigerian Telecommunications Limited (electrical/electronics)
- UTC Technical (general technical services)
- Continental Merchant Bank Limited (Banking operations)
- Vicy Tailoring, Lagos (sewing and Fashion design)
- Julius Berger
- Lagos State transport Corporation

The NDE is currently in partnership with over 500 trainers nationwide and is continuously scouting for more organizations to join the team.

**Waste to Wealth Scheme**

This scheme is created to encourage the conversion of thitherto neglected raw materials and other scrap and waste materials into useful, marketable products. For example, by sheer inventiveness, it is possible to use snail shells, corals, cane materials, coconut shells and other scrap materials to make furniture items, house décor objects, ashtrays, apparels, containers, toys, and other functional items.

Apart from crating employment opportunities for those concerned, this scheme will help in developing a culture of inventiveness and self-reliance in resource use, thereby curtailing wastefulness and importation of items that can be produced locally. The period of orientation is two weeks. After training, the participants are given small loans o set-up on their own. Participants can establish on individual basis or operate together as cooperatives.
**Schools on Wheels Scheme**

The Directorate has recognized that there are few companies in the rural areas capable of offering apprenticeships, and therefore the danger of encouraging urban migration via the Open Apprenticeship Scheme.

To avert this and give equal opportunity to the rural youths, the Directorate developed the “Schools on Wheels” Scheme. This involves taking fully equipped mobile vocational training facilities to the rural areas. This scheme will create a pool of artisans who will become a cornerstone of rural employment and development.

**Disabled Work Scheme**

The Directorate has initiated schemes to bring the disabled into the main stream of the gainfully employed by providing them with special facilities. This is to enable them acquire appropriate skills and training which will lead to self employment or gainful employment.

Many disabled people lack only ambulatory capability but usually possess full mental and manual dexterity. They can therefore be trained in high technology and information management skills such as assembly of electronic equipment and computer operations.

**2.3.2 SMALL SCALE ENTERPRISES PROGRAMME DEPARTMENT**

This enterprise support services programme is designed to encourage and aid unemployed Nigerians to set up and run their own businesses. To help the participants translate their business ideas into viable commercial ventures the NDE conducts courses in entrepreneurship prior to making loans available to them through its Job Creation Loan Guarantee Scheme.
The enterprise support services described in this study are provided by the Small-Scale Industries and Graduate Employment Programme (SSI&GE). Some aspects of the programme were based on pre-existing schemes in the country even though such schemes had not been systematically implemented and followed through. For example, both Federal and State Governments had established a Small-Scale Industries Credit Scheme in the early 1970s for financing small-scale industries, and some States were still operating the scheme by the time the NDE was created. In addition, the Federal Government had since the early 1970s opened Industrial Development Centres in the States to provide extension services to small-scale industries not able to pay for the services of private consultants. The State Ministries of Commerce and Industries had also been providing advisory services to small-scale industries through their Small-Scale Industries Divisions. All these services are still being provided across the country today.

In like manner, training in the form of an Entrepreneurship Development Programme (EDP) was first suggested to the NDE upon its inauguration by the Centre for Management Development (CMD), which had designed and organized a similar programme under the auspices of the Bendele State Government between November 1985 and December 1986. The CMD had adapted its own EDP model from the Entrepreneurship Development Institute of India.

The primary motivation for establishing the new enterprise support services under the auspices of the NDE was the existence, as noted, of desperate and alarming levels of unemployment among young people, which posed a serious threat to national security and peace. It was a major policy decision by the government to create the NDE as a parastatal agent of the Federal Ministry of Employment, Labour and Productivity. The aim of the Small-Scale Industries and Graduate Employment Programme under the Directorate was to train and assist young graduates to set up small-scale enterprises and
to generate employment for others. The idea of incorporating training packages in the form of Entrepreneurship Development Programmes into the programme, as suggested by the CMD, was warmly welcomed by many vocational and tertiary institutions.

Almost all the young graduates who were unemployed needed training programme to re-orientate and inspire them into self-employment and self-reliance. But they also needed financial assistance (under "soft" and concessionary conditions) to set up enterprises, and having done so, they would need management support services to sustain the effects of the training and financial assistance.

**Government Assists with Loans:**

**The Job Creation Loan Guarantee Scheme**

The NDE has a working relationship with over twenty banks in the country. It has deposited funds with these banks to serve as guarantees for loans made by these Banks to successful applicants. An applicant is required to submit to the NDE a comprehensive feasibility report of the intended business, the amount of loan needed, names and addresses of two guarantors, and his or her own curriculum vitae. The applicants’ feasibility studies are submitted to these banks for their scrutiny and approval.

Successful applicants are given bank loans of value ranging between ₦5,000.00 and ₦35,000.00. Participants are required to submit the originals of their certificates and testimonials as collateral. For loans of ₦35,000.00, the banks also require a personal guarantor. The programme is particularly attractive to unemployed graduates, whose only possible loan collaterals are usually their degree certificates. The loan is repaid over a 5-year period at 13% interest rate and varying periods of moratorium.
For projects requiring more capital than that guaranteed by the NDE, the applicant must negotiate the balance with his or her bank, based on normal bank lending practices and conditions.

The Beneficiaries/Recipients of the Services

Three distinct target groups are involved in the programme. These are:

- Young graduates (mostly from polytechnics and universities);
- Mature People’s Scheme: The scheme is targeted at those who are either retired or are preparing to retire from paid employment and willing to maintain an economically productive life. The loan amount available to selected participants who successfully go through the Mature People’s EDP and present bankable projects could be up to ₦150,000.00 depending on the quality of the project. Each beneficiary is expected to employ two tertiary institution graduates for every ₦25,000.00. The beneficiary is expected to deposit security for up to 50% of the total loan package. The loan, which attracts 9% interest, is repayable in five years.
- Skilled youths who have gone through NDE’s skills acquisition programme. The programme is, however, primarily for young graduates from universities and polytechnics. Women are included in all the three target groups. The unemployed graduates are young men and women ranging in age from 22 to 30 years. Most of them have Ordinary National Diplomas, Higher National Diplomas, National Certificate of Education Diplomas, Bachelor of Science, Bachelor of Arts, or Bachelor of Pharmacy. A few have Masters and Doctorate degrees in various disciplines. It is interesting to note that many of the beneficiaries engage in enterprises that have no connection with their major fields of studies in the tertiary institutions.
Programme participants come from all parts of the country, but most of them are from the Southern States, where rates of unemployment are generally higher. The mature people are retirees or those planning to retire from paid employment in public or private sector organizations. Most of them are above 50 years of age. They too come from all States in the Federation. Their academic qualifications range from First School Leaving Certificate to doctorate degrees. Many of them have administrative experience or business management experience. Skilled Youths are those whose education is not beyond secondary or technical school level. They are generally below 25 years of age and come from all parts of the country but the focus has been on those States where youth unemployment is significantly higher than among graduates.

How the Services are Made Available to the Target Groups

A combination of proactive and reactive approaches has been adopted in providing the services, which are made known to potential beneficiaries in all States of the Federation through advertisements in the print and electronic media. Some potential beneficiaries take the initiative to apply for the programme after seeing such advertisements.

The programme's management support services, in particular, are proactive in nature in that the participating consultants (PCs) take their services straight to individual enterprises which may not even expect to be provided with such services. The PCs have to locate the beneficiaries and then determine the specific services to be provided.

Financial assistance services are reactive because each potential beneficiary applies for the loan when the opportunity to do so has been announced by the NDE.
What is Provided

The main components of SSI+GE Programme's enterprise support services are (in order of delivery):

- Training programmes (EDPs)
- Loans to beneficiaries
- Management Support services including marketing assistance.

The entire package which the NDE is providing under the SSI&GE Programme is unique in the country in that this is the first time such a mixture has been systematically planned and implemented in the order shown above; and it is more effective and result-oriented than the piecemeal approaches used in the past in the country.

Training Programmes

All the unemployed graduates who are to benefit from the programme must take part in a two-week EDP training component designed to give them the necessary orientation, taking into account their deficiencies in work experience, entrepreneurial and managerial skills. A total of 98,561 trainees participated in Entrepreneurship Development Training Programmes organised under the auspices of the NDE for Nigeria's National Youth Service Corp (NYSC) and unemployed graduates between 1987 and 1989. Mature people must also go through a special NDE training programme designed for them. The programme is similar in many respects to the training programme for unemployed graduates but not as detailed since most of the mature people already have some background in administration and business management. The scheme trained a total of 2,500 of them by the end of 1989. In summary the training curriculum is shown in Illustration 1.
Illustration 1: Content of the Training for Mature People


Day 6: Accounting, cash planning and control in the small business. Adapting foreign technology to the local environment. Forms and types of small business. Businesses you can start with N5,000 and below.


Day 8: Investment opportunities in the food industry. Investment opportunities in agriculture.

Day 9: Industrial visits


Day 11: Closing ceremonies
The skilled youths are not expected to set up sophisticated and highly technical enterprises. Hence they are only required to complete the NDE skills acquisition training which they need to set up and run simple enterprises which they can carry out without any formal factory or plant layout. They do not participate in the full range of EDP training.

**Loans to Beneficiaries**

Under the Programme, loans are provided to beneficiaries in the three target groups as described below.

**A. The Job Creation Loan Guarantee Scheme**

This is the scheme for unemployed graduates of tertiary institutions. The finance available to them ranges from N10,000 to N35,000 (only very few have received loans ranging from N35,000 to N50,000).

To qualify for loans, unemployed graduates who have successfully gone through the two-week training in entrepreneurship organised by NDE, and who want to benefit from the particular concessional loans, must submit:

- A comprehensive business plan or feasibility report of the intended enterprise;
- A statement of the amount of loan needed;
- Names and addresses of two guarantors;
- Curriculum Vitae.

The NDE forwards the business plans to the participating bank (PBs) for scrutiny and approval. Applicants who have satisfied the above requirements and whose business plans have been approved by the PBs are further required to submit to the PBs the originals of their degree, diplomas or certificates and testimonials as collateral. This type
of collateral is good for loans ranging from N5,000 to N35,000. For loans of N35,000 to N50,000 the banks also require a persona guarantor. From available records, the majority of actual loan approval have been between N25,000 and N35,000. As the enterprises expanded additional financing can be provided as loans to enable the beneficiaries to continue successfully, particularly in creating employment for others.

The loan is expected to be repaid within a five-year period with varying periods of moratorium, ranging mostly from six to twelve months. A concessionary rate of interest of 13 per cent is charged. Participants in the scheme whose projects require larger loans than those guaranteed by the NDE have to negotiate the balance with the banks based on normal bank lending practices and conditions, which may involve higher interest rates and more concrete or valuable collateral.

Between 1987 and 1989 2,335 loans totalling N65,805,075 in value were made.

B. Mature People's Scheme

This is the scheme for those retired or those preparing to retire from paid employment in the public or private sectors of the economy. The NDE maintains that these beneficiaries have the capability and experience of handling relatively large sums of money and managing larger enterprises than the unemployed young graduates. Accordingly, they may be given loans of up to N150,000.

To benefit from the scheme, participants must successfully complete the Mature People’s EDP training organized by the NDE. They must submit bankable projects, which must be scrutinized and approved by the PBs. Loans for this category of beneficiaries may be up to N150,000 maximum and attract 9 per cent interest. Complete records on loans to the mature people were not readily available for this study; however, scanty data from an NDE publication in May 1990 show that 36 of them from 15 States received total
loans of ₦2,777,984 in 1989. The same publication states that 220 mature people benefited from the loan scheme.

The repayment period is five years and beneficiaries are required to deposit security for up to 50 per cent of the total loan package. In addition, each beneficiary is expected to employ two tertiary institution graduates for every N25, 000 of loan received.

C. Skilled Youth Job Creation Loan Scheme

This scheme is designed for young people who are not graduates of polytechnics or universities or equivalent institutions but must have attended primary or secondary schools or technical, vocational or trade institutions.

The beneficiaries must graduate from the NDE skills acquisition programme. They apply for the loans by submitting bankable business plans. The amount of loan varies from ₦5,000 to ₦10,000 and is repayable in five years at an interest rate of 11 per cent.

As can be observed, the Skilled Youth Job Creation Loan Scheme is designed to provide young people with financial and technical assistance to start mini-or cottage-enterprises with the hope that these would grow into small, medium and even large enterprises. In all the three categories of beneficiaries described above, direct loans are provided by the participating banks (PBs) most of which have head offices in Lagos but with branches in almost all States of the Federation. The NDE had, early in the establishment of the Job Creation Loan Guarantee Scheme, deposited ₦35 millions with 20 PBs as guarantee for the loans, subject to the maximum amount of loans as specified for each category. Each PB was directed to disburse up to 150 per cent of the amount it received as a guarantee for the loans from NDE. In other words, all the PBs were expected to grants loans amounting to ₦52.5 millions for the ₦35 millions which NDE
deposited with them at the initial stage. So far, they have disbursed more than that because of additional funds which the government has made available for the scheme.

To an extent, it is a revolving loan scheme, in that the beneficiaries are urged to repay the loans promptly after the moratorium period so that the banks can grant loans to other potential beneficiaries. The beneficiaries of the training programme are also encouraged to utilize other sources of financing outside the scheme.

**Management Support Services**

These services (MSS) form the third main component of support provided under the programme. MSS have been designed to provide the young entrepreneurs with information, counselling and consulting services.

The NDE started to provide MSS to the entrepreneurs in 1988 by employing participating consultants (PCs) and a coordinating consultant (CC) to serve in all the States of the Federation. Presently, there are 45 PCs: about two PCs in each of the 21 States and the Federal Capital Territory. The Centre for Management Development (CMD) is the CC and involves 25 of its senior staff in this assignment, to analyse reports from the PCs and submit quarterly reports to NDE.

Since the problems of small-scale enterprises tend to emanate from both the internal and external business environments, the MSS involve analysis of the problems, risks and opportunities within both environments.

As part of the MSS, the consultants provide information to beneficiaries on where and how to sell their products and services profitably. In addition, each year since 1988, the NDE has participated actively in all the international and state trade fairs organised in the country. The NDE pays for and obtains enough spaces at each trade fair for the beneficiaries of the programme to exhibit and sell their products. This participation has
always enhanced their sales as well as promoting the enterprises: many of them have received orders from large organizations and institutions at the fairs.

The NDE also sees it as a special duty to talk and convince Federal and State government agencies and institutions, as well as non-government establishments, to patronize the sales of the beneficiaries. Some products have been sent to different Nigerian missions abroad for display to promote sales.

A Comprehensive Package

The services provided by the programme are comprehensive and embrace an effective model for development of entrepreneurship. They provide three main inputs: stimulating, supporting and sustaining new enterprises:

- Stimulating: EDP Training
- Supporting: Loans guaranteed by the NDE
- Sustaining: Management Support Services

The package has been systematically designed and implemented to ensure successful start-ups, survival and growth. The experiences of piecemeal assistance programmes in the past point to the fact that considerable waste of valuable resources and frustration could have been avoided (or at least reduced) if a comprehensive programme of assistance had been properly packaged. This is the first time in the country that this type of package has been offered to small-scale enterprises. Results achieved from past assistance programmes (especially between 1975 and 1983) were generally disappointing when finance in the forms of loans and/or grants was offered to small-scale industrialists, without proper identification, selection and training of the potential beneficiaries.

The "core" service in this programme is that of finance, with the other components (training, provision of premises in some cases, marketing assistance and
management support services) built around it. Without finance, it would be very difficult to implement the programme as most of the beneficiaries were unemployed with no financial base of their own.

When the Services are Provided

Almost all the beneficiaries of the programme are at the pre-start up stage. As stated earlier, the main target group consists of young unemployed graduates with no business background. For this group training, information on premises, purchase of machinery and loans are all provided at pre-start up stage. Training, in particular, is provided to create entrepreneurial awareness in these young unemployed people who, perhaps, had not even given serious thought to the idea of being self-employed. Apart from giving them the exposure to functional areas of management, training in EDP provides the orientation they need to decide for themselves whether or not they should go into self-employment. In the case of the Mature People's Programme, it can be said that only a negligible number of the beneficiaries had started their enterprises before they were brought into the scheme. Skills acquisition training and loans are provided to young school leavers at prestart up stage.

Loans are granted to those who have been selected during the training programmes and have shown they have entrepreneurial abilities and qualities. Management support services are generally offered to all beneficiaries after they have started enterprises and the services continue to be available to them thereafter. In a few instances, the PCs providing MSS have assisted beneficiaries at pre-start up stage in the choice of machinery and location for their enterprises. Similarly, marketing assistance is provided to those who have started operating their businesses and is also offered on a continuous basis.
The training component of EDP given at the pre-start up stage is expected to have long-term impact on the development of enterprises. Some of the financial institutions are now more willing to be involved in financing small- and medium-scale enterprises because they maintain that with the type of training offered to the beneficiaries, the level of managerial skills required for successful management of enterprises will improve.

**The Agencies Involved in Providing the Services**

The agencies involved in the programme are as follows:

The Vocational and technical institutions offer training in skills acquisition particularly to the young school leavers who have been admitted into such training by the NDE. They work with the beneficiaries in all the local government areas in the country.

Universities and polytechnics offer the training component (EDP) under the auspices of the NDE as well as when the students are under their direct supervision on the campuses. A number of development institutions also offer the training component; they also provide guidance and counselling to beneficiaries before and after they set up their enterprises. These development institutions include:

- The Centre for Management Development (CMD), a Federal Government management development institution located in Lagos. It organized the EDP training component for the first batch of 29,000 National Youth Service Corps members who were exposed to the programme. CMD also vetted business plans submitted by beneficiaries of the programme and forwarded them to NDE. Currently, CMD is the Coordinating Consultant (CC) supervising the work of 45 participating consultants who provide the MSS.
The Administrative Staff College of Nigeria (ASCON), a Federal Government institution for training staff in the civil service (located at Topo, Badagry in Lagos State) organizes the EDP training component for potential entrepreneurs during the orientation programme of the NYSC.

The Centre for Industrial Research and Development (CIRD), a Federal Government institution (located at Ile Ife in Oyo State) organizes the EDP training component for potential entrepreneurs and provides MSS to those who have set up enterprises.

The Participating Consultants (PCs) are non-government organizations (NGOs) that provide MSS to the beneficiaries in all States of the Federation.

The Participating Banks (PBs) scrutinize business plans submitted by potential beneficiaries, and approve and disburse loans to those with bankable business plans.

The Directorate of the NYSC is involved, especially during the orientation programmes when EDPs are run for many thousands of Youth Corpers. It expects all the corpers to participate in the training. It co-sponsors the training programme with the NDE by providing facilities and supervisory personnel.

The Small-and Medium-Scale Industries Department of the Federal Ministry of Industries proposes policies and incentive schemes for small and medium scale enterprises in the country.

Industrial Development Centres (IDCs) provide some aspects of MSS to the beneficiaries in all the States of the Federation.

Specifically, the IDCs assist the entrepreneurs in record keeping, plant layout, and selection and installation of machinery and equipment. They provide on-the-spot assistance as well as assistance with the preparation of business plans.
Finally, a number of the Federal Government research institutes provide prototype machines and equipment as well as new production processes and technologies. There is good coordination among the principal agencies involved in the programme (NDE, the participating banks, the participating consultants, the coordinating consultant and Administrative Staff College of Nigeria). This is because the NDE, the "core" agency, guarantees the loans granted by the PBs and it pays consultancy fees to PCs, CC and ASCON for their services.

The NDE does not however have direct control over the other agencies, even though they render services to the beneficiaries of the programme. It is the "core" agency around which the other agencies operate as far as the programme is concerned.

2.3.3 EVALUATION AND MONITORING OF THE SERVICES

Internal Evaluation and Monitoring

Within the NDE, two departments are involved in the provision of the services:

- The Small-Scale Industries and Graduate Employment Department (SSI&GE) is responsible for arranging the training, financing and marketing assistance components of the programme.

- The Planning, Research and Statistics Department is responsible for coordinating the Management Support Services (MSS). This is the Department that evaluates and monitors the programme and provides feedback to the NDE. As a result of this monitoring changes have been made from time to time in the training content, staffing of the two departments involved, as well as in the appointment of the participating and coordinating consultants.
NDE has field/project officers in each State to monitor and evaluate performance of the entrepreneurs, PCs and PBs. Periodic reports are submitted to the headquarters in Lagos for analysis and appropriate action.

**External Evaluation and Monitoring**

The 20 participating banks, 45 participating consultants and the coordinating consultant are all involved in the evaluation of the programme. Indirectly, the banks evaluate the impact of training programmes and the viability of the projects chosen by the entrepreneurs, since business plans must be approved by the banks before loan approval and disbursement. While in the field, the PCs evaluate the progress made by the enterprises. They assess the financial needs of the enterprises and, accordingly, evaluate the adequacy or otherwise of the financial assistance given. Each PC submits monthly reports to the coordinating consultant.

The CC submits quarterly reports to NDE and in addition, undertakes periodic meetings with PCs and NDE Project Officers; field visits to enterprises to assess progress and diagnose problems; meetings with participating banks; and training and orientation programmes for PCs. The coordinating consultant also evaluates and monitors the performance of the beneficiaries, the PCs, PBs and NDE project officers. Feedback from these exercises have been used to improve the various services provided and efforts have been made to eliminate abuses and other shortcomings.

**2.3.4 RURAL EMPLOYMENT PROMOTION PROGRAMME DEPARTMENT**

This programme is designed to provide self-employment in agriculture for school leavers and graduates with Degrees, HND, NCE and OND in agriculture or related
disciplines. Those who are interested in farming are given the relevant training an orientation and provided with land and loans to start farming ventures.

The NDE implements its agricultural programmes at the State level in collaboration with State Governments. Each state has an NDE Agricultural Programme Committee which sees to the organization and implementation of the programme. The state government recruits the participants and also provides the land needed for farming. Rural communities also provide the land through the appropriate local governments. In each case, land allocation certificates are issued to the NDE for land acquired. The cost of land clearing is borne equally between the NDE and the state government.

The state provides about 500 hectares of farmland for the programme each year. After the necessary screening of applicant, the NDE places 100 or more graduate candidates as participants in the scheme. Each participant is given 5 hectares of cleared farmland and a loan package of ₦11, 500 for those going into crop farming. Out of this loan, the sum of ₦7, 325 is paid out in kind through the supply of seeds, farm implements, pesticides, fertilizers, storage cribs and prepared land. The remaining ₦4, 175 cash goes into the wages of the farm hands and the participant’s monthly stipend of ₦150 for one year. For those going into livestock, poultry or fish farming, the loan package is ₦13, 500. This loan is paid out in two installments. The first one covers the costs of erecting simple buildings, sinking a well/water borehole, and fencing.

The second installment covers the cost of purchasing feeds, foundation stocks, labour costs and the stipend payable to the participant. Both the livestock and crop loans are payable in 5 years with one year grace period and 9% interest rate. The loans are disbursed either by the State Agric Credit Corporation or the state owned banks. The participants’ educational certificates are their only collaterals.
During its first year of operation, the programme created self-employment for 2,000 graduates in the country and each new farmer employed about 5 other people as farm help. This led to additional 10,000 jobs created on the farms in one year.

Within 1987 the Agricultural Programme was launched in all states of the federation. The various kinds of agricultural ventures already started include crop farming, poultry, sheep and goat rearing, piggery, fishery, and rabbitry.

School Leavers’ Agricultural Scheme

There are two options open to school leavers within this scheme. For those untrained in agricultural methods the NDE has arranged that each State provides two fully-staffed training farms of 250 hectares each. These farms can train up to 500 young farmers per annum each, the NDE paying trainees a monthly stipend during their 12 months training period.

Those successfully passing out of the NDE training programme in farm institutes and farm schools will undergo only a 2-week orientation period, after which suitable candidates will be allocated 2.5 hectares of land each within a farming co-operative of 375 hectares. Each allottee will then be provided with a farm loan package.

Reactivation of Dormant Farm Projects and other Activities

The NDE’s agricultural department is also involved in joint reactivation of neglected state farm settlements and similar agricultural projects in the states to generate employment. States wishing to reactivate such farm projects can obtain a loan at 9% interest rate from the NDE.
The Agricultural Department also promotes employment in the rural areas in farm and non-farm activities. It promotes the use of improved technologies in food processing and preservation among small farmers in selected pilot project areas.

2.3.5 SPECIAL PUBLIC WORKS PROGRAMME

This programme is designed to provide immediate temporary employment to a large number of the unemployed. The objective is to utilize this valuable manpower resource in carrying out necessary public works using labour intensive techniques, and enable the participants obtain short term employment whilst acquiring new skills and trade experience. The programme encourages the development of a maintenance culture nationwide. The State Government identifies the projects to which participants are deployed, usually with the active involvement of its Local Government Authorities. Examples of the kinds of public works projects being executed are:

- Construction and maintenance of roads, buildings, and other infrastructure
- Tree planting
- Environmental sanitation
- Land clearing and other farm support services

The programme is meant for both graduates and non-graduates.

The initial participants in each state totalled 1,000. These were 200 graduates and 800 non-graduates. The non-graduates, among whom are secondary and trade school leavers, are given a monthly wage of ₦150, while the graduates receive ₦200 per month. The NDE pays the wages while the State Government provides the tools and materials used by the participants, as well as general supervision of the works. The target of employing 20,000 persons in 1987 under this programme, 1,000 persons from each state
and Abuja (Federal Capital Territory), has been met. Efforts are currently being made to increase the number of participants in each state from 1,000 to 2,000.

2.3.6 SUPPORT SERVICES

The operational departments of the NDE are fully backed by the necessary professional services to ensure the success of the programmes. These programmes are constantly monitored to ensure that their objectives are met, and that adequate response is made to the changing trends in the nation’s employment pattern.

Finance and Administration

This Department has the responsibility for providing full support to all other departments in terms of personnel, materials, buildings, communications, finance, internal audit and budgetary control. It is the logistics arm of the NDE.

Information Division

The duty of this unit is to inform the general public about the activities of the directorate. It plays a crucial role for the directorate through the collection and dissemination of information on all the activities of the NDE; it informs the public on the goals and objectives of the directorate and helps to stimulate employment and productivity consciousness.

The feed-back of how the public is receiving and reacting to NDE activities is also obtained through the information unit which also serves as the directorate’s image-maker. In order to ensure an effective performance of its functions, the Information Division develops audio-visual aids in the form of slides, film strips, and video/television documentaries for use in training and publicity.
Research and Development

The Directorate fully accepts the need to follow up short term job creation programmes with long term viable, permanent employment. To do this, detailed and extensive research is necessary to properly utilize the large labor pool which the Directorate regards as a potential national asset.

The Research and Development Department identifies and defines new programmes for the various operational Departments to implement. Thereafter it closely monitors operational programmes to ensure that objectives and policies are properly adhered to. This Department is also responsible for liaising and cooperating with international and other employment agencies.

2.3.7 NATIONAL DIRECTORATE OF EMPLOYMENT BOARD

The NDE is supervised by a Board whose chairman is the Minister of Employment, Labour and Productivity. The executive head of the Directorate is the Director-General.

2.4 THE ESTABLISHMENT AND THE ORGANIZATIONAL SET UP OF NATIONAL DIRECTORATE OF EMPLOYMENT (NDE) IN ENUGU STATE

As we have highlighted earlier, the establishment and organizational setup of NDE in Enugu State followed guidelines of 26th March, 1986 that ushered in the Federal Government enactment of the Decree No. 29 of 1989 to implement, coordinate, monitor and review the agency’s programmes for job creation. NDE has a structure which cut
across its link at the top policy and decision makers. It links to the beneficiaries of the services and activities at the grassroots in Enugu State.

There is at very top the National Directorate of Employment Council (NDEC). This is NDEC’s apex policy formulation, coordination, monitoring and review body. Mr. President himself as the Vice chairman, the Secretary to the Government of the Federation is the secretary to the council while the honourable ministers drawn from 13 core poverty reduction ministries are members of the council.

The permanent secretary of NDE and members of the National Coordination Committee (NCC). Next to NCC is the State Coordination Committee (SCC). The SCC replicates the NCC at the state level and the state secretary is the secretary to the SCC. Membership of the SCC comprises a Chairman and State Coordinator (who is a politician), heads of units from the relevant federal ministries in the State traditional rulers, religious leaders, party leaders, educational institutions etc.

Below the State Coordination Committee (SCC), is the Local Government Monitoring Committee (LGMC). Members of this comprise the Vice Chairman of the Local Government Area; all supervisory councilors, representatives of traditional rulers, representatives of NDE state agency, etc.

While NDEC formulates and reviews the policies at the national level, although the NDEC is assisted in policy formulation by National Economic Empowerment Development Strategy (NEEDS), Small and Medium Enterprise Development Agency in Nigeria (SMEDAN) Small and Medium Enterprise Investment Equity Scheme (SMEIES) formulates and review all policies and strategies for job creation/employment creation in each state in Nigeria including Enugu State.

NEEDS sets annual target for institutions, and agencies mandated to undertake such programmes, monitor the attainment of such targets coordinate and harmonizes all
activities of federal, States and Local and International Agencies operating within the state with a view to complementing one another and makes quarterly reports to the NDEC and NCC for input into NDE reports. This formal structure reveals the basic objectives of the formulators of the NDE policy to ensure community participation as well as individual participation in implementation of NDE policy and its formulation. Unfortunately, this service structure has not been in practice. Most states coordinating committees were neither organized nor inaugurated. Even those that were inaugurated for one reason or the other could not hold coordination meetings as prescribed. Some of the reason is virtual inactivity of NDE as we observed in Enugu State.

**ORGANIZATIONAL STRUCTURE OF NDE**

```
National Directorate of Employment Council (NDEC)

National Coordination Committee (NCC)

Corroborating Agencies Needs MEDAN, SMEIES, etc

State Coordination Committee (SCC)

NDE Programmes VSD, SSE, REP SPW, NOA’S SOW, etc.

Local Government Monitoring Committee (LGMC)

Source: Planning, Research and Statistics Development Unit of NDE```
CHAPTER THREE

3.1 PRESENTATION AND ANALYSIS OF DATA

The aim of this chapter is to present and analyze data collected in order to empirically evaluate the stated hypotheses, that:

(i) The National Directorate of Employment has not reduced the growing rate of unemployment in the period under study,

(ii) The NDE has not been able to obtain and maintain the data bank on unemployment and vacancies in Enugu State,

(iii) Poor funding by the government constrains the NDE from achieving its primary objectives of employment creation in Enugu State.

The data collected was extensively and quantitatively analyzed using tables and simple percentages.

SECTION A

Table 3.1:
GENDER DISTRIBUTION OF RESPONDENTS

<table>
<thead>
<tr>
<th>Gender</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>68</td>
<td>68%</td>
</tr>
<tr>
<td>Female</td>
<td>32</td>
<td>32%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

The table above shows the gender distribution of 100 respondents. It is obvious that 68 percent were male, while 32 percent were female.

Table 3.2:
MARITAL STATUS OF RESPONDENTS

<table>
<thead>
<tr>
<th>Marital status</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>70</td>
<td>70%</td>
</tr>
<tr>
<td>Female</td>
<td>30</td>
<td>30%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research
From the above table, one can conclusively say that out of 100 respondents, 70 respondents were single while 30 respondents were married.

**Table 3.3: AGE DISTRIBUTION OF RESPONDENTS**

<table>
<thead>
<tr>
<th>Age</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>18-25</td>
<td>13</td>
<td>13%</td>
</tr>
<tr>
<td>26-35</td>
<td>73</td>
<td>73%</td>
</tr>
<tr>
<td>36-50</td>
<td>12</td>
<td>12%</td>
</tr>
<tr>
<td>51 and above</td>
<td>2</td>
<td>2%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

The age range of the respondents as shown above reveals that some of the respondents were between the age ranges of 18 to 25 years who were 13 percent, most of the respondents were between 26 to 35 years which represents 73 percent, while those who were between 36-50 years represents 12 percent. The age group between 50 years and above represents 2 percent.

**Table 3.4: RELIGION DISTRIBUTION OF RESPONDENTS**

<table>
<thead>
<tr>
<th>Religion</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Christian</td>
<td>90</td>
<td>90%</td>
</tr>
<tr>
<td>Muslim</td>
<td>9</td>
<td>9%</td>
</tr>
<tr>
<td>Others</td>
<td>1</td>
<td>1%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

The table above shows the religion distribution of respondents. It is obvious that 90 percent were Christians, 9 percent were Muslim and 1 percent was others.

**Table 3.5: EDUCATIONAL QUALIFICATION OF RESPONDENTS**

<table>
<thead>
<tr>
<th>Edu. Qualification</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>FLSC</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>SSC</td>
<td>9</td>
<td>9%</td>
</tr>
<tr>
<td>OND/NCE</td>
<td>7</td>
<td>7%</td>
</tr>
<tr>
<td>HND</td>
<td>5</td>
<td>5%</td>
</tr>
<tr>
<td>B.Sc. and above</td>
<td>79</td>
<td>79%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research
The table above depicts that 0 percent were respondents with First School Leaving Certificate, 9 percent were with Senior School Certificate, 7 percent were with OND/NCE, 5 percent were with Higher National Diploma, while 79 percent were with Bachelor of Science and above (graduates).

**Section B**

(iv) **Hypothesis I: National Directorate of Employment has not reduced the growing rate of unemployment in the period under study.**

This hypothesis is accepted based on the empirical verification gathered, which shows that the number of individuals employed by the NDE within the period under study is 34,864 persons. These were employed through the schemes in the various departments of the NDE in Enugu State. Also, information on the diverse opinions of respondents on the research questions were collected, analyzed and presented below.
# Table 1A

## REGISTERED EMPLOYED PERSONS IN ENUGU STATE BY THE NDE

### FROM 2000 TO 2010

**ENUGU STATE SUMMARY SHEET**

<table>
<thead>
<tr>
<th>Programme Departments</th>
<th>Schemes</th>
<th>Employed Male</th>
<th>Employed Female</th>
<th>Total</th>
<th>Total number of Employed persons</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>V S D</td>
<td>NOAS</td>
<td>1200</td>
<td>1134</td>
<td>2534</td>
<td>9134</td>
<td></td>
</tr>
<tr>
<td></td>
<td>WTWS</td>
<td>1433</td>
<td>800</td>
<td>2283</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>SOWS</td>
<td>1600</td>
<td>633</td>
<td>2233</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>DWS</td>
<td>1888</td>
<td>196</td>
<td>2084</td>
<td></td>
<td></td>
</tr>
<tr>
<td>SSE</td>
<td>JCLGS</td>
<td>1800</td>
<td>1500</td>
<td>3300</td>
<td>10117</td>
<td></td>
</tr>
<tr>
<td></td>
<td>MPS</td>
<td>1790</td>
<td>1610</td>
<td>3400</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>SYJCLS</td>
<td>1920</td>
<td>1497</td>
<td>3417</td>
<td></td>
<td></td>
</tr>
<tr>
<td>REP</td>
<td>SLAS</td>
<td>5020</td>
<td>2580</td>
<td>7600</td>
<td>7600</td>
<td></td>
</tr>
<tr>
<td>SPW</td>
<td></td>
<td>4600</td>
<td>3017</td>
<td>7617</td>
<td>7617</td>
<td></td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td><strong>34,864</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: NDE Annual Report, 2000-2010

Programm departments and its Schemes

VSD = Vocational Skills Development Schemes under the department

- NOAS = National Open Apprenticeship Scheme.
- WTWS = Waste to Wealth Scheme
- SOWS = School on Wheels Scheme
- DWS = Disabled work Scheme.

SSE = Small Scale Enterprises Department.

Schemes under the Department

- JCLGS = Job Creation Loan Guarantee Scheme
- MPS = Mature People’s Scheme.
REP = Rural Employment Promotion Department

Schemes under the Department.

SLAS = School Leavers Agricultural Scheme

SPW = Special Public Works Department.

From the above table 1A, the NDE in Enugu State has employed 34,864 persons within the period under study, through its different programme departments which is made of schemes. The Vocational Skills Development (VSD) Department, made up of four schemes has employed a total number of 9134 persons, with 2534 persons in NOAS; 2283 persons in WTWS; 2233 persons in SOWS; and 2084 persons in DWS.

On the other hand, the Small Scale Enterprises (SSE) Department made up of three schemes has employed a total number of 10117 persons, with 3300 persons in JCLGS; 3400 persons in MPS; and 3417 persons in SYJCLS.

Also, the Rural Employment Promotion (REP) Department which consists of one scheme, SLAS, has employed 7600 persons, while the Special Public Works (SPW), which has no scheme, has employed 7617 persons.

Therefore, one can deduce that within the period under study (2000-2010) the NDE in Enugu State had employed 34,864 persons out of the 84,046 registered unemployed individuals from the various local governments, with 49,182 persons unemployed.

Furthermore, an analysis of the data thus conducted is presented below as part of the evidence to show that the NDE has not reduced the growing rate of unemployment in Enugu State.
Table 3.6:
OPINIONS OF THE RESPONDENTS ON WHETHER THE INTRODUCTION OF NDE HAS HELPED IN REDUCING THE LEVEL OF UNEMPLOYMENT IN ENUGU STATE

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>37</td>
<td>37%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>14</td>
<td>14%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>33</td>
<td>33%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>16</td>
<td>16%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

From the table above, we can see that out of 100 respondents, 37 percent agreed that the introduction of NCE has helped in reducing the level of unemployment in Enugu State, while 14 percent of our respondents strongly agreed. However, 33 percent disagreed with the view and 16 percent strongly disagreed.

Table 3.7:
OPINIONS OF THE RESPONDENTS ON WHETHER THE NDE PROGRAMMES IN ENUGU STATE HAS ENCOURAGED THE CREATION OF JOBS WITH HIGH OPPORTUNITY FOR EMPLOYMENT

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>32</td>
<td>32%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>13</td>
<td>13%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>43</td>
<td>43%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>12</td>
<td>12%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

Table 3.7 depicts that out of the 100 respondents, 32 percent agreed that the NDE programmes in Enugu State has encouraged the creation of jobs with high opportunity for employment, 13 percent strongly agreed, while 43 percent of the respondents disagreed and 12 percent strongly disagreed.
Table 3.8:
RESPONDENTS’ OPINIONS ON WHICH EDUCATIONAL LEVEL HAS BEEN THE HIGHEST BENEFICIARY OF THE NDE PROGRAMMES IN ENUGU STATE (FOR STAFF ONLY)

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>FSLC</td>
<td>1</td>
<td>4%</td>
</tr>
<tr>
<td>SSCE</td>
<td>10</td>
<td>40%</td>
</tr>
<tr>
<td>OND/HND</td>
<td>10</td>
<td>40%</td>
</tr>
<tr>
<td>B.Sc. and Above</td>
<td>4</td>
<td>16%</td>
</tr>
<tr>
<td>Total</td>
<td>25</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

From the questionnaires, this particular question three (3) is meant for 25 staff of the NDE. The table depicts that 4 percent out of the 25 staff that responded to the questionnaires agreed that people with First School Leaving Certificate benefits more from the NDE in Enugu State, while 40 percent believes that it is people with Senior School Certificate Examination. Moreover, 40 percent also agreed that it is people with OND/HND, while 16 percent believed and welcome that it is graduates and above who benefits more from the NDE in Enugu State.

Table 3.9:
OPINIONS OF THE RESPONDENTS ON WHETHER THE NDE PROGRAMMES SO FAR HAVE ENCOURAGED BENEFICIARIES IN CREATING THEIR OWN JOBS IN ENUGU STATE

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>35</td>
<td>35%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>17</td>
<td>17%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>40</td>
<td>40%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>8</td>
<td>8%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

Table 3.9 shows that 35 percent of 100 respondents agreed that the NDE programmes so far have encouraged beneficiaries in creating their own jobs in Enugu
State, while 17 percent strongly agreed. Moreover, 40 percent disagreed with the view, while 8 percent strongly disagreed.

Table 3.10:
OPINIONS OF THE RESPONDENTS ON WHAT FACTOR IS CONSIDERED TO BE MILITATING AGAINST THE PERFORMANCE OF THE NDE IN ENUGU STATE IN THE AREA OF JOB CREATION

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corruption</td>
<td>48</td>
<td>48%</td>
</tr>
<tr>
<td>Admin Inefficiency</td>
<td>24</td>
<td>24%</td>
</tr>
<tr>
<td>Poor funding</td>
<td>17</td>
<td>17%</td>
</tr>
<tr>
<td>Poor policies</td>
<td>9</td>
<td>9%</td>
</tr>
<tr>
<td>Others</td>
<td>2</td>
<td>2%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

From the above Table 3.10, 48 percent of the total number of the respondents agreed that corruption is the main factor to be considered to be militating against the performance of NDE in Enugu State in the area of job creation. 24 percent said it is as a result of administrative inefficiency. However, 17 percent said it is poor funding from the government, while 9 percent said it is poor policies that militate against the performance of the NDE in Enugu State. Finally, 2 percent of the respondents suggested that it is as a result of lack of information and selfishness.

Table 3.11:
RESPONDENTS’ OPINION ON WHETHER THE POOR PUBLICITY OF THE NDE PROGRAMMES IN ENUGU STATE AFFECTS ITS ROLE AS CLEARING HOUSE TO LINK JOB SEEKERS WITH JOB VACANCIES

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>39</td>
<td>39%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>41</td>
<td>41%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>15</td>
<td>15%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>5</td>
<td>5%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

Table 3.11 reflects that 39 percent out of 100 respondents agreed that poor publicity of the NDE programmes in Enugu state affects its role as clearing house to link
job seekers with job vacancies, while 41 percent strongly agreed. However, 15 percent disagreed, while 5 percent strongly disagreed with the view.

From the empirical verification table presented above, which shows that 34,468 persons got jobs through the NDE out of 82,046 persons that are unemployed. It is obvious that the NDE has not been effectual enough in the creation of job opportunities in Enugu State. In addition to the information given, Table 3.6, shows that only 14% had a strong conviction that NDE has helped in reducing the level of unemployment in Enugu State contrary to 16 percent who held a strong conviction that the NDE has not helped in reducing the level of unemployment. However, more respondents (37 percent) agreed than disagreed (33 percent). Further tables will help validate our hypothesis which states that the NDE has not reduced the growing rate of unemployment in the period under study. For instance, Table 3.7 shows 55 percent of our respondents either disagreed or strongly disagreed with the notion that the NDE programmes in Enugu State has encouraged the creation of jobs with high opportunity for employment. This argument is also backed up by Table 3.8 which shows that only 16% of the beneficiaries have B.Sc. and above. This scenario is worrisome when you consider the fact that it is this category of beneficiaries that have the professional and managerial skills to not only create their jobs, but also to employ others.

Also, Table 3.11 validates the hypothesis by showing that 80% of our respondents either agreed or strongly agreed that the NDE is not doing enough in terms of publicity of her programmes in Enugu State and this affects her role as clearing house to link job seekers with job vacancies.
(ii) **Hypothesis II:** The National Directorate of Employment has not been able to obtain and maintain the data bank on unemployment and vacancies in Enugu State.

In this part of the research work, the information acquired in the course of interview conducted with Mr. Eugene Agu who is the head of Planning Research and Statistics Department of the NDE, supports the notion that the NDE has been unable to obtain and maintain the data bank on unemployment and vacancies in Enugu State. The NDE has been unable to act as a clearing house by linking job seekers to available vacancies as a result of various militating factors which include inadequate of human resources, untrained and unqualified personnel, unavailability of facilities and absence of a monitoring team needed to guard against the excesses of staff members.

It was also found that the NDE staff in Enugu State lack the necessary facilities such as computers and accessories that are imperative for its efficient and effective execution of goals. Also, some of the staff members lack the appropriate skills and techniques for record keeping and maintenance, thereby increasing the need for skill acquisition training of staff members.

Furthermore, the Empirical data obtained and the data analysis conducted in the course of the study are presented below. From the table 1B, one can deduced that the number of unemployed persons in Enugu State with reference to 17 local government areas is 82,046 persons. Data analysis also showed the opinions of the respondents on the second hypothesis (the NDE has not been able to obtain and maintain data bank on unemployment and vacancies in Enugu State).

The respondents’ opinion indicated a support for the hypothesis which seems to account for the increasing number of unemployed persons. This is shown by the inability of the NDE to obtain and maintain data bank on unemployment and job vacancies in the
state. A comparison of the number of employed persons (34,468 persons from Table 1A) with the unemployed (82,046 persons from table 1A) shows that the NDE has been unable to meet up with its set goal of linking job seekers with available job vacancies in the state.

Table 1B

REGISTRATION OF UNEMPLOYED PERSONS

<table>
<thead>
<tr>
<th>S/N</th>
<th>LGA</th>
<th>HEADQUARTERS</th>
<th>NO. OFWARDS</th>
<th>NO. OF FEMALES</th>
<th>NO. OF MALES</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Aninri</td>
<td>Ndeabor</td>
<td>10</td>
<td>1,076</td>
<td>1,416</td>
<td>2,492</td>
</tr>
<tr>
<td>2</td>
<td>Awgu</td>
<td>Awgu</td>
<td>11</td>
<td>1,858</td>
<td>2,053</td>
<td>3,911</td>
</tr>
<tr>
<td>3</td>
<td>Enugu East</td>
<td>Nkwo Nike</td>
<td>12</td>
<td>3,128</td>
<td>2,839</td>
<td>5,967</td>
</tr>
<tr>
<td>4</td>
<td>Enugu North</td>
<td>Enugu</td>
<td>13</td>
<td>3,960</td>
<td>2,829</td>
<td>6,789</td>
</tr>
<tr>
<td>5</td>
<td>Enugu South</td>
<td>Uwani</td>
<td>13</td>
<td>1,701</td>
<td>1,151</td>
<td>2,852</td>
</tr>
<tr>
<td>6</td>
<td>Ezeagu</td>
<td>Aguobu Owa</td>
<td>20</td>
<td>3,050</td>
<td>2,337</td>
<td>5,387</td>
</tr>
<tr>
<td>7</td>
<td>Igbo Etiti</td>
<td>Ogbede</td>
<td>20</td>
<td>2,363</td>
<td>2,882</td>
<td>5,245</td>
</tr>
<tr>
<td>8</td>
<td>Igbo Eze North</td>
<td>Ogrute</td>
<td>20</td>
<td>6,037</td>
<td>6,131</td>
<td>12,168</td>
</tr>
<tr>
<td>9</td>
<td>Igbo Eze South</td>
<td>Ibagwa Aka</td>
<td>16</td>
<td>2,068</td>
<td>1,420</td>
<td>3,488</td>
</tr>
<tr>
<td>10</td>
<td>Isi-Uzo</td>
<td>Ikem</td>
<td>11</td>
<td>1,858</td>
<td>1,807</td>
<td>3,665</td>
</tr>
<tr>
<td>11</td>
<td>Nkanu East</td>
<td>Amagunze</td>
<td>14</td>
<td>1,519</td>
<td>1,826</td>
<td>3,345</td>
</tr>
<tr>
<td>12</td>
<td>Nkanu West</td>
<td>Agbani</td>
<td>14</td>
<td>1,517</td>
<td>1,373</td>
<td>2,890</td>
</tr>
<tr>
<td>13</td>
<td>Nsukka</td>
<td>Nsukka</td>
<td>20</td>
<td>3,329</td>
<td>2,531</td>
<td>5,860</td>
</tr>
<tr>
<td>14</td>
<td>Oji River</td>
<td>Oji River</td>
<td>20</td>
<td>2,408</td>
<td>2,051</td>
<td>4,459</td>
</tr>
<tr>
<td>15</td>
<td>Udenu</td>
<td>Obollo Afor</td>
<td>10</td>
<td>1,058</td>
<td>955</td>
<td>2,013</td>
</tr>
<tr>
<td>16</td>
<td>Udi</td>
<td>Udi</td>
<td>20</td>
<td>5,804</td>
<td>3,922</td>
<td>9,726</td>
</tr>
<tr>
<td>17</td>
<td>Uzo-Uwani</td>
<td>Umulokpa</td>
<td>16</td>
<td>731</td>
<td>1,058</td>
<td>1,789</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td></td>
<td><strong>260</strong></td>
<td><strong>43,465</strong></td>
<td><strong>38,581</strong></td>
<td><strong>82,046</strong></td>
</tr>
</tbody>
</table>

%  

|          | 52.98 | 47.02 | 100.00 |

Source: NDE Annual Report 2007

From the above table 1B, it could be deduced that Igbo-Eze North LGA seems to have the highest number of unemployed persons, while Udi LGA appears to be the least
in the list. However, prior to drawing conclusions from the information above, the population of the various local governments should be taken into consideration. This would aid accuracy of drawing inferences based on the representativeness of the unemployed sample to the population of people in the different local governments.

The table portrays that the inability of the NDE to obtain and maintain data bank on employment and vacancies accounts for the increased number of unemployed persons. This confirms their failure to link job seekers with vacancies, thereby adding credence to the second hypothesis.

**Table 3.12:**
OPINIONS OF THE RESPONDENTS ON WHETHER THE NDE HAS BEEN ABLE TO OBTAIN AND MAINTAIN ADEQUATE DATA BANK ON EMPLOYMENT AND VACANCIES IN ENUGU STATE

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>23</td>
<td>23%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>7</td>
<td>7%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>46</td>
<td>46%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>24</td>
<td>24%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

The above Table indicates that 23 percent agreed that the NDE has been able to obtain and maintain adequate data bank on employment and vacancies in Enugu State. 7 percent strongly agreed. On the other hand, 46 percent disagreed that the NDE has been able to obtain and maintain adequate data bank on employment and vacancies in Enugu State, while 24 percent strongly disagreed with the opinion.
Table 3.13:
OPINIONS OF THE RESPONDENTS ON WHETHER THE ACTIVITIES OF THE NDE ON JOB CREATION IN ENUGU STATE DO NOT REFLECT THE EMPLOYMENT CHALLENGES AS CONTAINED IN THE DATA BANK RECORDS

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>51</td>
<td>51%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>26</td>
<td>26%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>18</td>
<td>18%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>5</td>
<td>5%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

Table 3.13 shows that 51 percent agreed, while 26 percent strongly agreed that the activities of the NDE on job creation in Enugu State do not reflect the employment challenges as contained in the data bank records. Moreover, 18 percent disagreed while 5 percent strongly disagreed with this.

Table 3.14:
OPINIONS OF THE RESPONDENTS ON WHETHER THE NDE, THROUGH HER DATA BANK HAVE NOT DONE ENOUGH TO LINK JOB SEEKERS TO ALREADY EXISTING JOB OPPORTUNITIES IN ENUGU STATE

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>46</td>
<td>46%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>35</td>
<td>35%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>11</td>
<td>11%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>8</td>
<td>8%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

From Table 3.14 above, we can see that 40 percent out of the 100 respondents agreed that the NDE, through her data bank, have not done enough to link job seekers to already existing job opportunities in Enugu State, and 35 percent strongly agreed with the view. On the other hand, 11 percent of the whole respondents disagreed, while 8 percent strongly disagreed.
Table 3.15:
OPINIONS OF THE RESPONDENTS ON WHETHER THE INADEQUATE STAFFING OF THE NDE IN ENUGU STATE NEGATIVELY AFFECTS THE QUALITY OF ITS DATA BANK ON EMPLOYMENT AND VACANCIES

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>44</td>
<td>44%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>27</td>
<td>27%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>20</td>
<td>20%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>9</td>
<td>9%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

Table 3.15 above indicates that respondents have different views. 44 percent agreed that the adequate staffing of the NDE in Enugu State negatively affects the quality of its data bank on unemployment and vacancies, and 27 percent strongly agreed. Meanwhile, 20 percent disagreed, while 9 percent strongly disagreed with the opinion.

Table 3.16:
OPINIONS OF THE RESPONDENTS ON WHETHER THE POOR MANAGEMENT AND ORGANIZATION OF THE NDE DATA BANK IMPACT NEGATIVELY ON ITS JOB CREATION FUNCTION IN ENUGU STATE

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>50</td>
<td>50%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>36</td>
<td>36%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>10</td>
<td>10%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>4</td>
<td>4%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

From the above mentioned Table 3.16, we can understand that 50 percent of the 100 respondents agreed that the poor arrangement and organization of the NDE data bank impact negatively on its job creation function in Enugu state. Then, 36 percent out of the total respondents strongly agreed. However, 10 percent disagreed, while 4 percent strongly disagreed with the view.

In order to validate hypothesis II based on the table of registered unemployed persons presented above, it could be deduced that 82,046 persons in Enugu State were unemployed within the period under study. Therefore, one can rightfully say that the
NDE has been unable to act as a clearing house to link job seekers with job vacancies, which is as a result of its inability to obtain as well as maintain the data bank on unemployment and vacancies in Enugu State. This has negatively affected the effective attainment of their primary objectives.

However, from the Table 3.12 it is obvious that 70 percent of the total respondents either disagreed or strongly disagreed that the NDE has been able to maintain adequate data bank on employment and vacancies in Enugu state and 77 percent either agreed or strongly agreed that the activities of the NDE in job creation in Enugu State do not reflect the employment and challenges as contained in the data bank records from Table 3.13. Also 81 percent of the total respondents from Table 3.4 either agreed or strongly agreed that the NDE through her data bank have not done enough to link job seekers to already existing job opportunities in Enugu State. Table 3.15 also validates the hypothesis by showing 71 percent of the respondents either agreed or strongly agreed that inadequate staffing of the NDE in Enugu State negatively affects the quality of its data bank on unemployment and vacancies. Furthermore, Table 3.16 also contributed in validation of our hypothesis, which shows that 86 percent of the respondents either agreed or strongly agreed that poor arrangement and organization of the NDE data bank impact negatively on its job creation function in Enugu State. This means that our hypothesis II still holds, which states that the National Directorate of Employment has not been able to obtain and maintain the data bank on unemployment and vacancies in Enugu State.

(iii) **Hypothesis III:** Poor funding by the government constrains the NDE from achieving its primary objective of employment creation in Enugu State.

The researcher predicted that poor funding by the government could be a constraint to the attainment of NDE’s set objectives. The hypothesis was accepted based
on the data obtained from the NDE in Enugu State showing the allocation expected from the government, the allocation from the government, the expenditure by the NDE, and its shortfalls. Also, the sampled opinions of respondents were analysed, and presented below.

Table 1C

**NATIONAL DIRECTORATE OF EMPLOYMENT’S ALLOCATION AND EXPENDITURE 2000 TO 2010**

<table>
<thead>
<tr>
<th>YEARS</th>
<th>EXPECTED ALLOCATION ([₦])</th>
<th>ALLOCATION ([₦])</th>
<th>EXPENDITURE ([₦])</th>
<th>SHORTFALLS ([₦])</th>
<th>REMARKS</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>32,370,600.00</td>
<td>21,580,400.00</td>
<td>21,580,400.00</td>
<td>10,790,200.00</td>
<td></td>
</tr>
<tr>
<td>2001</td>
<td>31,500,000.00</td>
<td>21,000,000.00</td>
<td>21,000,000.00</td>
<td>10,500,000.00</td>
<td></td>
</tr>
<tr>
<td>2002</td>
<td>35,295,300.00</td>
<td>23,530,200.00</td>
<td>23,530,200.00</td>
<td>11,765,100.00</td>
<td></td>
</tr>
<tr>
<td>2003</td>
<td>34,275,000.00</td>
<td>22,850,000.00</td>
<td>22,850,000.00</td>
<td>11,425,000.00</td>
<td></td>
</tr>
<tr>
<td>2004</td>
<td>38,400,960.00</td>
<td>24,000,600.00</td>
<td>24,000,600.00</td>
<td>14,400,360.00</td>
<td></td>
</tr>
<tr>
<td>2005</td>
<td>42,720,800.00</td>
<td>26,700,500.00</td>
<td>26,700,500.00</td>
<td>16,020,300.00</td>
<td></td>
</tr>
<tr>
<td>2006</td>
<td>47,760,960.00</td>
<td>29,850,600.00</td>
<td>29,850,600.00</td>
<td>17,910,360.00</td>
<td></td>
</tr>
<tr>
<td>2007</td>
<td>48,800,000.00</td>
<td>30,500,000.00</td>
<td>30,500,000.00</td>
<td>18,300,000.00</td>
<td></td>
</tr>
<tr>
<td>2008</td>
<td>49,056,000.00</td>
<td>30,660,000.00</td>
<td>30,660,000.00</td>
<td>18,396,000.00</td>
<td></td>
</tr>
<tr>
<td>2009</td>
<td>67,035,373.28</td>
<td>41,897,108.30</td>
<td>41,897,108.30</td>
<td>25,138,264.98</td>
<td></td>
</tr>
<tr>
<td>2010</td>
<td>50,827,816.80</td>
<td>31,767,385.50</td>
<td>31,767,385.50</td>
<td>19,060,431.30</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>478,042,810.08</td>
<td>304,336,793.80</td>
<td>304,336,793.80</td>
<td>173,706,016.28</td>
<td></td>
</tr>
</tbody>
</table>

Source: NDE Annual Report 2000 to 2010

The above table 1C, shows the expected allocation from the government, allocation to the NDE from the government, its expenditure, and the shortfalls of the allocation. The expected allocation from the government within the period under study was ₦478,042,810.08 (four hundred and seventy-eight million, forty-two thousand, eight hundred and ten naira, eight kobo) only, while the total allocation received is ₦304,336,793.80 (three hundred and four million, three hundred and thirty-six thousand, seven hundred and ninety-three naira, eighty kobo) only, for the running of the NDE
Programmes in Enugu State. The expenditure corresponds with the allocated amount, while the total shortfalls of the allocation within the period under study is ₦173,706,016.28 (one hundred and seventy-three million, seven hundred and six thousand, sixteen naira, twenty-eight kobo) only.

A comparison of the unemployed in Enugu State with the total allocation received from the government by the NDE seems inadequate for the effective creation of job opportunities for the people. If the government within the period under study were only able to allocate the paltry sum of ₦304,336,793.80 to the NDE for the execution of her primary objectives, it could be deduced that the allocation would not be enough for the efficient creation of job opportunities for the people in the State.

Table 3.17:
OPINIONS OF THE RESPONDENTS ON WHETHER INADEQUATE FUNDING BY THE GOVERNMENT UNDERMINES JOB CREATION BY THE NDE IN ENUGU STATE

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>47</td>
<td>47%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>32</td>
<td>32%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>15</td>
<td>15%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>6</td>
<td>6%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

Table 3.17 depicts that 47 percent of the 100 respondents agreed that the inadequate funding by the government undermines job creation by the NDE in Enugu State, while 32 percent from the total population of the respondents strongly agreed. Furthermore, 15 percent disagreed while 6 percent of the respondents strongly disagreed with the opinion.
Table 3.18:
OPINIONS OF THE RESPONDENTS ON WHETHER INADEQUATE FUNDING BY THE GOVERNMENT IMPACT NEGATIVELY ON ADMINISTRATIVE EFFICIENCY OF THE NDE STAFF IN ENUGU STATE

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>52</td>
<td>52%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>22</td>
<td>22%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>20</td>
<td>20%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>6</td>
<td>6%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

Table 3.18 above indicates that 52 percent of the total respondents agreed that inadequate funding of the government impacts negatively on administrative efficiency of the NDE staff in Enugu State, and 22 percent of the respondents strongly agreed. However, 20 percent disagreed, while 6 percent strongly disagreed with the opinion.

Table 3.19:
OPINIONS OF THE RESPONDENTS ON WHETHER THE OVERLAPPING OF JOB CREATION FUNCTION OF THE NDE WITH OTHER AGENCIES OF GOVERNMENT AFFECT THE FUNDING OF THE NDE PROGRAMMES IN ENUGU STATE

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>36</td>
<td>36%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>15</td>
<td>15%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>37</td>
<td>37%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>12</td>
<td>12%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

From the above Table, we can understand that 36 percent of the 100 respondents agreed that the overlapping of job creation function of the NDE with other agencies of government affects the funding of the NDE programmes in Enugu State, and 15 percent of the total number of the respondents strongly agreed. Moreover, 37 percent disagreed while 12 percent strongly disagreed with the view.
Table 3.20:  
RESPONDENTS’ OPINION AS TO WHETHER THE NDE EXCESSIVE RELIANCE ON FUNDING FROM GOVERNMENT NEGATIVELY AFFECTS HER JOB CREATION OBJECTIVES IN ENUGU STATE

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>52</td>
<td>52%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>23</td>
<td>23%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>18</td>
<td>18%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>7</td>
<td>7%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

The above Table 3.20 indicates that 52 percent out of 100 respondents agreed that the NDE excessive reliance on funding from government negatively affects her job creation objectives in Enugu State and 23 percent strongly agreed with the statement. Meanwhile, 18 percent disagreed while 7 percent strongly disagreed with the statement.

Table 3.21:  
RESPONDENTS’ OPINION ON WHETHER THE POOR MANAGEMENT OF FUND BY THE NDE OFFICIALS IN ENUGU STATE RESULTS IN HER POOR PERFORMANCE IN JOB CREATION

<table>
<thead>
<tr>
<th>Responses</th>
<th>Frequency</th>
<th>Sample%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreed</td>
<td>43</td>
<td>43%</td>
</tr>
<tr>
<td>Strongly agreed</td>
<td>34</td>
<td>34%</td>
</tr>
<tr>
<td>Disagreed</td>
<td>20</td>
<td>20%</td>
</tr>
<tr>
<td>Strongly disagreed</td>
<td>3</td>
<td>3%</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Work Research

Table 3.21 reflects that 43 percent of the total number of respondents agreed that poor management of fund by the NDE officials in Enugu State results in her poor performance in job creation and 34 percent strongly agreed with the opinion. From the above table, it is easy to see that 20 percent of the respondents disagreed while 3 percent strongly disagreed with the notion that poor management of fund by NDE officials in Enugu State results in her poor performance in job creation.

The NDE Allocation and Expenditure Table above shows the expected monetary allocation from the government, the monetary allocation received from the government
and the shortfalls so far. If the monetary allocation received from the government is compared with the number of the unemployed in Enugu State, it is insufficient for the effective creation of jobs in the State, and a full attainment of the institution’s set goals. However, the government and NDE officials could be prone to misappropriation which might reduce the fund available for financing the proposed programmes and projects of the institution. This could contribute to the shortfalls noted in the allocated resources.

On the other hand, the tables above, particularly in Table 3.17, 77 percent of the respondents either agreed or strongly agreed that inadequate funding by the government undermines job creation by the NDE in Enugu State, that contributes in validation of hypothesis III, which states that poor funding by the government constrains the NDE from achieving its primary objective of employment creation in Enugu State. Table 3.18 shows that 74 percent of our respondents either agreed or strongly agreed that inadequate funding by the government impacts negatively on administrative efficiency of the NDE staff in Enugu State. This argument is also backed up by Table 3.19, which shows 51 percent out of the whole respondents either agreed or strongly agreed that overlapping of job creation function of the NDE with other agencies of government affect the funding of the NDE programmes in Enugu State. Also, Table 3.20 shows that 75 percent of the total number of respondents either agreed or strongly agreed that excessive reliance on funding from government negatively affects her job creation objectives in Enugu State.

In order to validate the hypothesis, Table 3.21 also indicates that 77 percent of the respondents either agreed or strongly agreed that poor management of fund by the NDE officials in Enugu State results in her poor performance in job creation. All these scenario show that the hypothesis III holds, that poor funding by the government constrains the NDE from delivering its primary objective of employment creation in Enugu State.
CHAPTER FOUR

SUMMARY, CONCLUSION AND RECOMMENDATIONS

4.1 SUMMARY

The study examined the impact and role of the NDE as an instrument of job creation in Nigeria with particular reference in Enugu State. From the foregoing, it is obvious that unemployment has been one of the major problems facing Nigeria as a nation, and efforts are being geared toward reducing its effects. This led to the establishment of the National Directorate of Employment (NDE) as an institution with the responsibility of curbing the impact of unemployment. Based on this, the study is aimed at evaluating the extent to which the NDE has fulfilled its mission statement in Enugu State from 2000 to 2010, its ability to obtain and maintain data bank, and the constraints that impede on the full attainment of its set goals.

This was done with the purpose of ascertaining the extent to which NDE has reduced the growing rate of unemployment specifically in Enugu State through job creation and skills acquisition training programmes. The study was also designed in a bid to obtain information on the degree to which NDE has been able to obtain and maintain data bank on unemployment and vacancies in Enugu State, and the extent to which the funding by the government has delayed the NDE from achieving its set objectives.

The NDE is a structure existing interdependently with other structures in the same political system. These structures tend to perform the same functions at different frequencies with the aim of attaining their unique and specific objectives. NDE as a political structure with a specific function has an overlap of roles or functions with other structures in the Nigerian political system. This makes it a multi-functional system involving a mixture of the modern and traditional structures. This overlap of functions
tends to reduce the resources available for the effective fulfillment of the NDE’s set goals and objectives.

Data on the operations of the NDE were collected using the observation and survey techniques. Questionnaires were administered to the respondents, and their opinions on the research questions were collated. The data gathered were analysed statistically using simple percentages, and results indicated variation in opinions toward the degree of fulfillment of NDE’s set objectives and goals. However, most respondents (more than 70%) agreed that NDE has been unable to effectively meet up to expectations.

Conclusively, it is imperative that the government and other structures within the political system invest sufficient resources toward the effective functioning of NDE as an institution with a specific function, in order to ensure efficiency and full attainment of set objectives.

4.2 CONCLUSION

From the findings, one can conclusively say that the National Directorate of Employment has not substantially reduced the growing rate of unemployment in Enugu State. The tasks of unemployment reduction, job creation and skills acquisition training programmes are in line with the set objectives and mandate of the NDE. The failure of the NDE in fulfilling its set objectives led to the acceptance of the first hypothesis.

Based on the analysed data, it can be deduced that the NDE has been unable to obtain and maintain accurate data bank on employment and vacancies in the state. This is in aberration of one of its set objective which is to maintain data bank on employment and vacancies in the state with a view to acting as a clearing house to link job seekers with vacancies in collaboration with other government agencies. This led to the acceptance of the second hypothesis, which implies that the NDE lacks information on
job vacancies, and the availability of employment opportunities in the state. Also, the findings indicated that the NDE has been financially constrained in their operations. This is as a result of the inability of the government to fund the institution.

The NDE as an institution is faced with challenges, and one major obstacle to the effective functioning of this structure is poor funding by the government. The NDE was instituted by the government, has an obligation and a mandate, which can only be attained through a combination of the officials’ devoted efforts and the government’s full support. Inadequate provision of fund could militate against the achievement of the institution’s objectives, and instead of the rate of unemployment being reduced, the reverse is the case.

Despite the problems and constraints faced by the NDE as an institution, it is noteworthy that the government is not solely to be blamed for inadequacies. Factors such as individual differences in attitudes and behaviours could trigger fraudulent acts and misappropriation of funds. Therefore, conclusions should be drawn cautiously, because these findings are based on available data which are not devoid of inconsistencies.

4.3 RECOMMENDATIONS

In the course of this study, it was found that various factors account for ineffectiveness of the NDE in job creation, deficiency of data bank on job vacancies and inadequate provision of fund by the government.

Based on the findings of the study and taking cognizance of the sensitive nature of the subject matter under review, the researcher made the following recommendations aimed at improving the effectiveness of job creation by the NDE, its ability to obtain and maintain data bank on job vacancies, as well as improved generation and provision of fund or resources. These include:
1. The NDE officials should be more creative, open to ideas, and less stereotypic in the process of programme development. This openness to ideas could be achieved by actively involving the target groups (the unemployed) in their suggestion and decision making processes. This would also minimize problems encountered as a result of leakage of benefits to the unintended groups.

2. The NDE programmes should be evaluated prior to implementation. An evaluation would ensure an identification of the operational problems inherent in a proposed programme and early resolution of such problems.

3. There is a need to improve on the publicity and awareness creation on the NDE programmes in Nigeria, particularly in Enugu State. This is based on the fact that the researcher found that some people were unaware of the existence and purpose of the institution. Awareness creation would enhance the participation of the unemployed and foster job creation in the State.

4. The NDE should work hand-in-hand with the government in order to establish more viable means of implementing the institution’s set goals and strategies of employment generation in Nigeria, particularly in Enugu State. This would minimize investing on programmes which do not produce positive results.

5. It is very vital to acquire and maintain data bank on employment and job vacancies by the institution. This would facilitate accessibility of data when needed. Proper documentation and record keeping would ensure that accurate and reliable information would be available, as well as updated when required.

6. To obtain and maintain accurate data bank on activities and achievements, the officials in the information section of the establishment should be trained in the acquisition of record keeping and document management skills. This would foster the validity and reliability of information in the data bank.
7. NDE as an institution should endeavour to maintain good relations and unabridged communication with various firms in the State. This would be a source of information to the institution on the availability of vacancies and employment opportunities. This would also improve its data bank, and increase the feasibility of set goals.

8. Government should increase the allocation of fund and resources to the National Directorate of Employment (NDE) to foster its effective execution of its primary objectives. The ability of the NDE to efficiently perform its functions depends on the available financial strength and resources.

9. On the other hand, the NDE officials should not fold their hands and wait solely for the government to finance their activities. They should put their heads together, be more creative in thinking, and establish outlets where individuals could be employed as well as generate revenue. This would provide an alternative source of income instead of a sole reliance on the government.

10. Government should also endeavour to increase the availability of micro-credit schemes on its implementation of NDE programmes. This measure will ensure that the entrepreneurial skills of these beneficiaries are developed into different business activities they have acquired through basic knowledge.

11. There is also a need for the establishment of a monitoring and an evaluation committee that would ensure the appropriate use of available fund and resources. This would curb the incidence of misappropriation of fund, and ensure appropriate investment.

12. The establishment of loan recovery committee will assist in reducing non-payment of loans borrowed by the trainees of the National Directorate of Employment who sometimes fail to utilize their loans in business, and yet deprive
some others the opportunity of being assisted. Sanctions on how to handle defaulters could be stipulated and adhered to without comprise. This would guard against dubious and fraudulent acts.

13. There is a need for some government and NDE officials to change their attitudes with regards to public funds. If they do not conceive resources for the implementation of job creation strategies as a way of embezzling public fund, much would be achieved in the attainment of NDE’s set objectives. However, there is a need to institutionalize anti-corrupt practices committee to improve the accountability of these officials in the operations of the National Directorate of Employment.

14. Nigerians should imbibe positive values of hard work, transparency, and high sense of justice, values that will facilitate self and national development.
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INTERNET MATERIALS
