

CHAPTER 1 INTRODUCTION

Tourism affects almost all aspects of a country's economy and its significance in the development of social, economic and other arms of the economy can only be neglected at a country's peril. It is about the fastest growing industry in the world and for some countries, the main foreign exchange earner. According to the World Tourism Organisation (WTO),

“Tourism is the world's largest growth industry with no sign of slowing down in the 21st century. Receipts from international tourism have increased by an average of 9 per cent annually for the past 16 years to reach US\$423 billion in 1996. During the same period international arrivals rose by a yearly average of 4.6 per cent to reach 594 million in 1996. WTO forecasts that international arrivals will top 700 million by the year 2000 and one billion by 2010. Likewise, earnings are predicted to grow to US\$621 billion by the year 2000 and US\$1,550 billion by 2010” (WTO, 1998.)

A well-developed and administered tourism industry will benefit the Nigerian economy to a good extent. Up to now, this has not been the case. In terms of the tourism potentials of Nigeria, the contribution of tourism to the economy, compared with other African countries, is still very low. As stated by Senas John Ukpanah, former Minister of Trade and Tourism,

“ A recent survey by the World Tourism Organisation (WTO) on receipts from international tourism, 1977-1981, showed the contribution of tourism to the economic well-being of some African states including Nigeria. In 1981 the revenue accruing to Kenya was US\$240 million, Morocco US\$440 million, Tunisia

US\$581 million and Nigeria US\$55 million, representing 20.2 per cent, 17.9 per cent, 26.5 per cent and 0.3 per cent of total exports respectively”[Ukapanah, 1991 : 22)

Development of tourism industry also entails the development of other sectors of the economy such as transport, aviation and hotel facilities, which play complimentary roles to tourism. The contribution of tourism to the economy should not be confined to the amount spent by tourists at tourist attractions but should include expenditure on transportation, aviation and hotels. Due to their importance in tourism, these sub-sectors have to be developed and administered well.

Development of necessary infrastructure and their administration has been the bane of tourism in Nigeria. As important as transport and aviation are to tourism, in Nigeria these sectors have been neglected. The railway lines existing in Nigeria were the ones built by the colonial masters, consisting of two parallel lines, one from the north to the west (seaport) and the other from the north to the east (seaport). They served them for the main purpose of evacuation of primary agricultural products exported from the country to Europe. Since independence in 1960, no new rail lines have been constructed and modern coaches were not bought for the existing system. Lack of effective and efficient railway system left the roads as the major means of mass movement and even communication between people because of the low density of telephone in the country. Currently the number of the people per telephone in Nigeria was put at 257.8 (Asiaweek, Dec.15, 2000: 56)

1.2 WHAT CONSTITUTES TOURISM AND TYPES OF TOURISM.

Tourism can be characterised by the availability of natural and man-made facilities and the travel to those places by people who spend time and money to enjoy the sites and facilities without receiving financial returns. This idea may not be the best form of expressing the full meaning of tourism as it has many diverse interpretations, as there are diverse interests. One area of agreement is that tourism has a very wide impact on any economy. The reverse is also the case. Without prejudice to any other stratification that may be applied, tourism may be classified, for simplification and better understanding, into the following:- eco-tourism, sex-tourism, knowledge tourism, religious tourism, international tourism and domestic tourism.

1.2.1 Eco-Tourism

Eco- tourism relates to the environments and the impacts of tourism in them. Sir Crispin Tickell of the International Institute for Environment and Development put it this way,

“Eco-tourism means many things to many people. In my view it should mean travel to enjoy the world’s amazing diversity of natural life and human culture without causing damage to either.” (Cater and Lowman, 1994 : ix)

Eco-tourism is being promoted all over the world as preservation of the environment gains more prominence. Where it is effectively practised, eco-tourism will be good as it shows sensitivity to the people and the environment.

1.2.2 Sex-Tourism

This occurs under a situation where tourists either arrange for their own sexual services or have it as a part of a package from their tour operators. Sex tourism may be defined as

tourism where the main purpose of motivation is to consummate commercial sexual relations.(Harrison, 1992 : 64) It seems that sex-tourism flourishes more in the Third World and over the years it has become a cause for concern, for example , “ in Thailand as well as Sri Lanka, the Philippines and Kenya, the massive prostitution associated, especially with Third World tourism has made the industry a concern to church, youth, women and health groups. While prostitution is not unknown in most societies, sex tours, paedophilia tours, and the transient nature of tourism prostitution generally, make its links with tourism especially dangerous to all the parties involved.(Ibid : 44). It may be stated that a vibrant social life creates conducive atmosphere for tourism to thrive. Such entertainments as music, festivals, nightclubs and park recreations are in a different class although they play complimentary roles.

1.2.3 Knowledge tourism

The quest for knowledge would be the main motive for this form of tourism. Students of history, geography, nature, archeology and other professionals travel for this purpose. Tourism generally is a means of satisfying human curiosity and is knowledge based.

1.2.4 Religious tourism

This covers travel for the purpose of fulfilling religious beliefs like pilgrimages and visits to holy sites. Religious adherents go on pilgrimage either in accordance with their religious injunctions or to strengthen their faith. This can be international or domestic as some countries have acknowledged religious sites within their borders. Mecca and Jerusalem receive international pilgrims yearly from Moslems and Christians respectively.

1.2.5 International Tourism

International tourism embodies all the aspects including the spending and earning of foreign exchange. It is the ultimate expectation of every country's tourism organisation. This has positive impacts on the general development of any country and stimulates and strengthens the growth of domestic tourism.

1.2.6 Domestic Tourism

With the exception of international tourism, domestic tourism could be undertaken as part of the forms of tourism enumerated above. Awareness and visits to local tourist attractions have ways of inculcating publicity tendency in the locals and by extension, lead to the growth of international tourism.

1.3 Background of tourism in Nigeria and its administration.

Administration of tourism in Nigeria has left much to be desired. Even with the government policy of diversification of the economy, tourism and tourist infrastructure have not been given the attention they deserve to show that the government and practitioners are determined to make a difference. The discovery of crude oil and its seemingly easy petro-dollars affected agricultural production in Nigeria especially primary cash products like palm produce, rubber, cocoa, groundnut etc. In neglecting these traditional primary products, crude petroleum oil has become the main stay of the economy and earns about 90% of Nigeria's foreign exchange. It amounts to economic suicide for a country to limit its source of income to only one industry (see table vi, the share of oil in Nigeria's total export). Of late, the authorities have started to emphasise economic diversification. The policy aims at re-orienting the people towards agriculture, solid

minerals and tourism. There have been publications, speeches, seminars, expressions of government intentions, development projects and investment incentives canvassed by government for general development with many of them having impact on tourism in particular. How far these have been carried out and their actual effects on tourism need to be studied. In a review of the administration and developments of the tourism industry in 2000 titled “still a lurch for tourism”, the Nigerian Guardian newspaper looked at some of the roles of the government (The Guardian Newspaper, Dec.31, 2000).

Opportunities for tourism development have been lost because priorities have been misplaced. The Nigerian system of administration, political instability, extended military rule and political expediency have been the bane of development in Nigeria, and in the context of this study, these have also been the fundamental problems with the development and administration of tourism in Nigeria. As at the year 2000, Nigeria has been independent for 40 years out of which the military ruled for 28 years while civilians ruled at wide intervals for the rest of 12 years (see table I). It is no wonder that while a fellow African country like Kenya can boast of tourism contributing greatly to her economy, the reverse is the case with Nigeria (Ukpanah: 1991). Nigeria’s image fell very low with accusation of the human rights violations between 1993 and 1998 during General Sani Abacha’s rule. The country and its citizens had it rough among the international community. It’s image and contacts with the outside world moved from bad to worse, taking its toll on the infant tourism industry. Tourism goes with image and expectations. A combination of military rule and violations of human rights was not the best environment needed for attraction of international tourists. Under the nascent democratic government which was elected in May 1999, international and even domestic tourism

continued to face problems especially with the abrogation of secular status and the introduction of *sharia* laws, the Islamic system of governance in its fundamental form in nine predominantly Moslem populated states in the northern part of the country.¹

There are two dates to which tourism in Nigeria could be traced depending on the criteria that are applied. Those who want to go as far back as possible and want to equate tourism with the first major contact with the outside world would agree with Senas Ukpanah that, “there is a school of thought that holds that the history of tourism in Nigeria should be traced to 1472 when the first Portuguese merchant landed in Lagos on a mercantile mission – trade tourism. Another believes that a better date to start would be 1962 when a group of Nigerians with interest in and commitment to the promotion of tourism set up a body then known as the Nigerian Tourist Association (NTA)” “(Ukpanah, 1999:1). In the absence of any other tourist organisation the Nigerian government gave both moral and financial support to the NTA. The Association in 1964 became a member of the International Union of Official Travel Organisations (IUOTO), the forerunner to the World Tourism Organisation (WTO).

The NTA may have suffered, like many projects in Nigeria, from the effects of the civil war that engulfed the country from 1967 to 1970. By 1971, soon after the war, the NTA was almost dead and the government had to pick up the gauntlet to revive tourism in Nigeria. This it did by appointing the African Development Bank (ADB) to carry out a feasibility study on Nigeria’s tourism potentials. On identifying the high tourism potentials of the country, the government decided and replaced the moribund NTA with a

¹ Nigeria has 36 states and Federal Capital Territory of Abuja all created during various military rulers

government body known as the Nigerian Tourist Board (NTB) in 1978. The military government's Nigerian Tourist Board Decree 54 of 1976, which established the Board also stated its functions as follows:-²

- (i) Encourage people living in Nigeria to take their holidays therein and people from abroad to visit Nigeria.
- (ii) Encourage the provision and improvement of tourist amenities and facilities in Nigeria, including ancillary facilities.
- (iii) Provide advisory information services. Promote and undertake research in the field of tourism.
- (iv) Grade and classify hotels in such a manner as may be prescribed.

1.4 EVOLUTION OF TOURISM BODIES IN NIGERIA

The formal administration of tourism in Nigeria started from the first organised body, the Nigerian Tourism Association (NTA). The NTA was later succeeded by The Nigerian Tourist Board (NTB), which over time was ineffective, hence the government appointed a Management Audit Panel for the Board in 1989. The performance of the NTB can be summed up by this remark made by the Director-General of the Federal Ministry of Trade and Tourism at the inauguration of the panel,

“ A close observation of the performance of NTB since 1976 has however left much to be desired. NTB has had a chequered history. It failed to create any meaningful impact on the country's tourism industry ...” (Ukpanah, 1999: 2)

² The military government ruled Nigeria (1966-1979) and (1984-1999). (see Ukpanah, 1999: 2)

Reorganisation of the tourism industry has led to various changes. The effects of the changes have been seen more in the nomenclature than in action. Presently the regulating body was renamed the Nigerian Tourism Development Corporation (NTDC) in 1991 as a result of the Management Audit. Similarly the supervising Ministry known formerly as Federal Ministry of Trade has since been renamed Federal Ministry of Trade and Tourism to reflect the recognition being given to tourism. It has metamorphosed once more to become the Federal Ministry of Culture and Tourism.

1.5 SIGNIFICANCE OF THE RESEARCH

Part of the reason for this study is to contribute, in its own small measure, as a critique of tourism in Nigeria. It intends to look at the potentials of tourism in Nigeria by ascertaining tourism's success and failure and reasons for its low contribution to the economy. The study intends to look into the political and socio-economic developments of the country as well as the government policies and administration of tourism in Nigeria and their impacts on administration of tourism. Nigeria has passed through a long political instability especially in the hands of its armed forces with their incursion into politics. This has affected all aspects of life and developments, tourism not being an exception. At the end of it all, efforts would be made to proffer possible suggestions to some of the identified problems.

Table 1. Civilian/Military rulers of Nigeria since independence in 1960 to 1999.

Dates	Name of President / Head of State	Civilian/ Military	Duration
1.10.60–15.01.66	Dr. Nnamdi Azikiwe and Hon.B.A.T.Balewa	Ceremonial President and Head of Govt. respectively	6 years
16.01.66—Aug.66	Maj.Gen.J.T.U.Aguiyi-Ironsi	Military	6 months
Aug.'66-July '75	Gen.Yakubu Gowon	Military	9 years
July '75-Feb.23,'76	Gen. Murtala Mohammed	Military	7 months
Feb.'76-Oct.1,'79	Gen.O.Obasanjo	Military	3years and 8months.
Oct.1,'79-Dec.31,'83	Alh.Shehu Shagari	Civilian	4years and 2 months
Jan.1,'83-Aug.'85	Gen. Muhammadu Buhari	Military	2years and 7months
27Aug.'85-27 Aug.'93	Gen. Ibrahim B. Babangida	Military	8 years
28Aug.-17 Nov.'93	Chief Ernest Shonekan	Civilian (Interim govt.)	3 months
Nov.18,'93- June 8, 1998	Gen. Sani Abacha	Military	4years and 6 months
9 June'98-29 May '99	Gen. Abdulsalami Abubakar	Military	1 year
29 May '99-date	Chief O.Obasanjo	Civilian	2 years

Source: Compiled from data collected.

The study will trace chronologically, the political evolution of Nigeria, the resultant developments and how these have impacted on the administration of tourism in Nigeria. It will try to identify some of the policies that may have hindered the development of tourism with the hope of creating awareness when formulating policies for the future. It will also try to explain why many seemingly good policies and efforts in the administration of tourism have failed. The effects of the gap between policy formulation and implementation, as actions do not match words, would be highlighted.

Nigeria with its population of about 120 million is the most populous African country and has the largest concentration of Black people in the world. With such population and placement, it could generate a lot of money from tourism. Domestic and international tourism is still in their infancy and people of African descent in diaspora are not attracted to the country at the number and rate they should. Nigeria may blame the limited tourists from abroad on the problems associated with development and administration of tourism by the practitioners and government regulators, but that may also explain the lack-lustre interest in domestic tourism shown by government. Aside from known factors arising from tourism administration, economic and social developments peculiar to Nigeria such as the discovery of oil, (Nigeria is currently the sixth largest producer of crude petroleum oil in the world), ethnicity and language, religion and beliefs etc have all contributed towards what domestic tourism is today and have their impacts on international tourism.

1.6 AIMS OF THE STUDY

This study aimed at verifying the validity of the assertion that tourism is one significant part of the Nigerian economy, which has been neglected. It is focused specifically to try to answer such questions as:

- (i) What are the tourist attractions and potential tourist attractions in Nigeria.
- (ii) How has administration of tourism affected their development?
- (iii) What were the effects of the military incursion into politics?
and their effects on tourism in Nigeria?
- (iv) What has been the role of tourism and its contribution to overall development of Nigeria?
- (iv) Can the current civil administration assist tourism in Nigeria i.e. is there still hope for tourism in Nigeria?

1.7 LIMITATIONS OF THE RESEARCH

There was a dearth of literature on tourism in Nigeria. What was available came mainly from the government sources. These were promotional pamphlets and collections of government officials' speeches and views on tourism. Many other government publications were mainly on investment promotion with a few pages on tourism. The scarcity of academic papers and literature on development and administration of tourism in Nigeria therefore limited the literature review of this study. Development and administration of tourism have been largely ignored and in-effective despite its early recognition soon after independence in 1960. Up till 1979, tourism was listed in the exclusive list of the Nigerian federal constitution, which hindered the participation of the States.³

Tourism is an industry with vast and varied linkages. The extent of the development of these complimentary sectors rubs off on the standard of tourism. This study tried to reflect

³ Nigerian constitution provide for 2 legislative lists, an exclusive list, reserved for the National Assembly and a concurrent list upon which both the National and State Assemblies may legislate. However, where both make laws on the same item, the law made by the National Assembly shall supercede and that of the state to the extent of its inconsistency shall be void.

on the benefits or otherwise of these linkages to tourism in Nigeria. Lack of current materials on these linkages further widen the gap already identified in the area of dearth of books on tourism. This study was not intended to fill the gap of the dearth of books on tourism in Nigeria as such a vast area of knowledge cannot be covered by a study of this nature alone. Statistical data were not always readily available in the Nigerian public service and when available were sometimes not current, maybe due to low computer installations and applications in relevant offices as at present. The study was further hampered by the scarcity of up to date and accurate records as only a few materials were sourced from Nigeria and the Nigeria High Commission in Malaysia. The daily newspaper at the Nigerian news website offered some supplement.

Notwithstanding the above limitations, the research referred copiously to recent developments especially newspaper articles and opinions that were sourced from the Internet and relevant websites. It also made due references to other countries tourism sector from which Nigeria can learn. The experiences of other countries some of which are in Africa and southeast Asia and their experiences with tourism from which Nigeria could learn.

1.8 METHODOLOGY

The research method for this project was qualitative. This was mainly because it was not possible to conduct field research on the impact of different aspects of administration on the development of tourism in Nigeria.

Sources of materials were textbooks, journals, magazines, newspaper articles, Internet websites of the World Tourism Organisation and tourism related bodies, Nigerian government publications, development plans and other write-ups on socio-economic conditions about Nigeria. The situations of some other developing countries in Africa and the South East Asia were explored to see how they have made progress in the administration of their tourism industry and how Nigeria may similarly benefit from those experiences.

1.9 ORGANISATION OF THE STUDY

The study is organised into five chapters as follows:-

Chapter one: Introduction

The chapter begins with a formal introduction. It proceeds to look into what constitutes tourism and some identified types of tourism. The chapter discusses the background of tourism in Nigeria and provides a brief account of the establishment of an organised tourism body in Nigeria. Other aspects that were covered include the significance of the research, the objectives, the limitations of the research, the methodology and the organisation of the study.

Chapter two: Literature review

This chapter deals with the concept of tourism and its various definitions, classifying types of tourists and the significance of tourism. Some of the advantages and disadvantages of tourism are reviewed in this chapter. It also looks into international tourism and its growth, with some figures for illustration. Tourism has experienced changes over the years and the

chapter appraises the process towards modernisation, development and administration of tourism in Nigeria. Finally, the chapter explored briefly tourism in the Third World vis-a-vis tourism expenditure and earnings.

Chapter three: Sustainable tourism.

Chapter three looks at the concept of sustainable tourism and attempts to define different forms of tourism. It deals with the requirement for sustainability in planning and management of tourism, such as public involvement, sectoral and intersectional conflict resolution, integrated resource management, ecotourism, rural tourism and sustainable rural tourism. The chapter examines what is urban tourism and some of the conditions that contribute to successful urban tourist development.

Chapter four: Tourism and Nigeria's development.

The chapter starts with the information on when tourism was recognised by the government and why. It traces the political development of Nigeria from independence to the military era and back to the civilian regime, its consequent administrative instability in the tourism ministry and the criticisms of the press. Some of the tourist attractions and potential ones awaiting further development are mentioned. The chapter also explains the role of the regulatory authorities for tourism at different levels of government. In brief, the chapter examines Nigeria's economic development, mismanagement, losses as a result of neglect of tourism, impacts of some ill-administered sectors of the economy on tourism and a few obstacles to development of tourism.

Chapter five: Conclusion and recommendations.

Chapter five presents a brief summary of the findings of the study and comes up with recommendations on how to improve the administration of tourism in Nigeria. Such suggestions as the development and maintenance of physical infrastructure, promotion of domestic tourism, countering the negative international image of the country and general tourism publicity are made. The chapter also recommends proper tourism education of the people, more participation of the private sector and less of the government in order to increase efficiency and minimise waste. In conclusion, it arrived at the idea that government still needs to firm up its regulatory roles.