

## **Issues and Challenges of National Civil Aviation Policy Implementation in Nigeria**

**Popoola O. Olufemi Phd And Olorode Damilola B.**

*Department of Public Administration Obafemi Awolowo University, Ile-Ife, Nigeria*

*Corresponding Author: Popoola O. Olufemi*

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**ABSTRACT:** *The study determined the effects of the implementation of the national civil aviation policy on the country's economic development and examined factors militating against its effective implementation in Southwestern Nigeria. The study utilized primary and secondary sources of data. The study administered 193 copies of questionnaire to the staff of Nigerian Civil Aviation Authority (NCAA); Federal Airports Authority of Nigeria (FAAN); Nigerian Airspace Management Agency (NAMA) and Accident Investigation Bureau (AIB) in the three selected States (Lagos, Oyo and Ondo) of Southwestern Nigeria. Eight Directors were interviewed in the four aviation agencies. Books, official publications, academic journals, newspapers, magazines and internet materials were also consulted. Data generated were analyzed using simple percentages, frequency counts, mean values, rank, Pearson and Kruskal Wallis. Findings revealed that the summation of the activities that constituted NCAP and those that measured economic development indicated that the efficient implementation of NCAP would have a positive effect on economic development ( $r = 0.1562, p < 0.05$ ). The study also revealed that misappropriation and diversion of funds ( $H=6.686, p < 0.05$ ) and lack of policy continuity ( $H=7.540, p < 0.05$ ), among others, were the foremost factors that hindered the effective implementation of government policy on civil aviation in Southwestern Nigeria. The study concluded that government policy on civil aviation in Southwestern Nigeria had been poorly implemented and consequently, did not have significant effect on the country's economic development.*

**Key Words:** *Economic Development, Implementation, Government, Policy, Civil Aviation*

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### **I. INTRODUCTION**

Globally, air transportation has become pivotal to sustainable economic development. This can be measured by way of its contributions to socio-economic development through job creation, trade and investment, tourism, alleviation of poverty, improvement in living standards and increase in revenue generation. Even in the face of airline mishaps that are associated with the industry, aviation is recognized globally for its significant impact in terms of development. The recent Malaysia twin airline mishaps which occurred within a space of five months are vivid examples of disaster that are common in the industry. However, over two thousand (2,000) airlines operate more than twenty-three thousand (23,000) aircrafts that serve about three thousand seven hundred (3,700) airplane terminals around the globe (Aerospace Global Report, 2011).

The International Civil Aviation Organization (ICAO) was established on 7<sup>th</sup> of December 1944 with the signing of the Convention on International Civil Aviation - better known as the Chicago Convention. The Convention has since enabled the global civil aviation system to develop safely and systematically by setting global civil aviation regulatory policies, procedures and guidelines. As a United Nations Specialized Agency, ICAO is the apex international policy making body on civil aviation which presently boasts of 191 contracting States. ICAO issues Standard and Recommended Practices (SARPs) for the regulation and control of the industry which all contracting states are obliged to implement. (Africa Civil Aviation Policy, 2011:2).

The Chicago Convention is respected globally as the fundamental and basic international air law which regulates the operation of international civil aviation. However, every contracting state of ICAO is obliged to enact and align its aviation laws to suit the conduct and oversight of civil aviation activities within its territory without deviating from ICAO standards.

Nigeria as a signatory to the Chicago Convention has the responsibility to put in place measures that conform to international safety standards in its safety oversight obligations. The basic features of the national safety oversight are the laws that established and empowers the Nigerian Civil Aviation Authority (NCAA), and also the promulgation of specific operative laws for civil aviation. The function of safety oversight remains the exclusive preserve of NCAA which cannot and may not be shared with any other parastatal, agency or body. The Minister through the Ministry of Aviation shall be responsible for the formulation of policies, procedures, programmes and strategies for the promotion and encouragement of a safe and secure aviation sector that drives economic growth and delivers the dividends of economic development to Nigerians while the implementation of

civil aviation policy would be vested in all aviation sector stakeholders particularly aviation agencies under the ministry of aviation.

It should however be stated that inadequacy of safety oversight mechanism and lack of clarity in the roles of aviation regulators which are some of the factors that account for underdevelopment in the industry. If unchecked, it has the potential of creating unsafe acts that could hinder identification and resolution of safety deficiencies, socio-economic development and the attainment of enhanced safety, efficiency and continuity of aviation operations. The nation's economic development has suffered serious setback from these inadequacies. This study therefore interrogated the effects of civil aviation policy implementation as well as the attendant challenges militating against effective implementation.

## **II. LITERATURE REVIEW**

Policy has been variably defined. As defined by The Longman's Dictionary of Contemporary English, policy is "a plan or course of action in directing affairs, as chosen by a political party, government and business company". The Webster Dictionary offers one of the most precise definitions of policy in these words "a definite course or method of action selected from among alternatives and in lights of given conditions to guide and determine present and future decisions".

Policy connotes a course or principle of action or intention proposed or adopted by an individual, organization or government. Scholars have differing views of the term 'policy' depending on the background of the one defining the concept. While some scholars view policy as an action, others see it as a choice, yet some perceive it in connection with scope of action (Ikelegbe, 2006). This depicts that the concept of policy can best be described based on the perception of the one defining it. In other words, the background of a given scholar goes a long way to determine how the concept is defined and this explains the varied definitions of the concept of policy.

A policy choice made by an individual or private organization is regarded as a private policy while the one made by any of the institutions of government is called public policy. Since this study is concerned with government (public) policy, emphasis will thus be placed on what public policy is. Individuals, organizations and the society at large are often faced with myriads of problems ranging from educational, socio-economic to political problems. In the face of such problems, decisions are taken to find solutions to the problems, so that they will not degenerate into uncontrollable stages which will make them difficult to solve. Public policies are made in order to solve a given problem or set of problems affecting the masses in the society. A policy is therefore a set of interrelated decisions as to what shall be done and how, where and when it shall be done.

Viewed from the perspective of its level of formulation, policy can be categorized into macro policies and micro policies as stated by Ocheocha (1998). He affirmed that macro policies are made at the apex level for societal or group guidance, while micro policies are those made at the level of the component units and often in furtherance of the macro policy and for ease of implementation (Ocheocha, 1998). With respect to its scope or coverage, policy can also be classified as mega policy used at the top echelon which is then subdivided into district policies at the intermediate level and sub policies at the lower level. The term "mega policy" was popularized by Yehezkel Dror (1971). But Harry Green prefers to use the term "societal guidance policy", for the same concept. Mega policy is defined as a master or super-ordinate policy which provides guides for a set of discrete policies. According to Dror, mega policies deal with overall goals, assumption on futures, risk evaluations, and degree of innovation. This we can conceptualize in the policy system as a hierarchy policy, discreet policies and a complex of sub-policies (Harry Green, 1976). Examples of the mega policies are the national development goals as stated in the fourth national development plan of Nigeria, and the fundamental objective, and directive principles of state policy as entrenched in Chapter II of the Constitution of the Federal Republic of Nigeria, 1999.

Other aspects of policy include domestic and foreign policies. Domestic policies are those which have local, national and domestic application and which affect the lives of people within the confines of a given state or country (Olisaemeka, 1989). Olisaemeka averred that such policies can be made and changed easily at the federal, state and local government levels by Acts of the Legislature, rules and regulations by government departments and bye laws by local government councils. Foreign policy, on the other hand, is made in course of the relationship between independent countries within the international community (Olisaemeka, 1989).

Policy implementation however, is popularly considered as an important component in the policy process. Another definition of policy implementation put forward by Petrus A. Brynard (2005) as the "accomplishment of policy objectives through the planning and programming of operations and projects so that agreed upon outcomes and desired impacts are achieved". This definition brings an added importance to planning and programming of a policy which are aimed for target achievement. Put together, it is understood that there are three important elements of policy implementation that need attention. First, policy implementation is nothing but achieving the goals of a policy which are designed at the beginning of the policy. Second, policy implementation entails involvement of various actors such as government, civil society

organisations, business groups and individuals. Third, planning and programming of a policy are also considered to be critical in the process of implementation.

Policy implementation in Nigeria is a paradox considering the fact that despite the lofty public policies formation and implementation over the years in the country, much is yet to be achieved. Nigeria is besieged by many problems, some of which could be found in different sectors of the economy like: politics, commerce, education, agriculture, communication, housing, transportation, health and other contemporary issues such as terrorism, unemployment, kidnapping etc and governments formulate policies to help eradicate these problems. Nigeria has often formulated good policies but these get bungled at the implementation stage (Eminue, cited by Effiong, 2013). It very clear from records that Nigeria over the years has initiated well-articulated developmental, economic and social policies, intended to launch the nation on the path of meaningful development. A list of such programs abound; Operation Feed the Nation, Vision 2010, 2020, 7-point Agenda and many others, many of which did not yield any result due to poor implementation or non-implementation.

It is clear that Nigeria is not lacking good policies but the will and readiness on the part of leaders to implement the numerous public policies are what have been found wanting. Political leaders must possess and exhibit political will in the implementation of public policies. Addendum to the above, Part 10 of the 2013 NCAP recognized that the implementation of the policy is a complex, multi sector activity. All stakeholders, relevant ministries, departments and agencies of government, the private sector and non-governmental organizations should be actively involved in the task of implementation. To achieve the objective of the NCAP, there should be a distinct institutional management for coordination on the one hand and implementation on the other.

### **III. THEORETICAL FRAMEWORK**

This paper is hinged on the Institutional Theory of Public Policy. Dye (1972) postulated the Institutional Approach. The major thrust of institutional theory in the study of public policy is that, there exist a strong relationship between institutional arrangement and the content of public policy. Gumede (2008) argues that public institutions are fundamental to the public policy process. They naturally influence the making and implementation of public policy. In the view of Fox et al (2006), the institutional theory is based on the assumption that public policy is an offshoot of governmental institutions which are strategically constituted to also be charged with public policy implementation This therefore spotlights the dependency element of public policy on institutionalism. In that regard, the institutional model/approach remains a pivot around which the public policy process revolves.

The connection between public policy and government institutions can be explained in terms of the role of government institutions in the public policy process – a public policy is not yet a public policy until it is opted, implemented and enforced by government institutions. It is actually the power wielded by the government and its institutions to command citizens' loyalty and obedience, to make policies that regulate the society as a whole and to control the lawful exercise of force that drives individual and groups to agitate for the integration of their interests and preferences into public policy.

### **IV. METHODOLOGY**

The research considered a study population of 3,858 respondents in the aviation industry. These were: Nigerian Civil Aviation Authority (939), Federal Airports Authority of Nigeria (1,792), Nigerian Airspace Management Agency (1,055) and Accident Investigation Bureau (72) in Lagos, Oyo and Ondo States. Respondents, as sample size, were selected using purposive sampling technique. This was because the respondents were actively involved in the implementation of civil aviation policy. Four aviation agencies (NCAA, FAAN, NAMA and AIB) that are situated and are headquartered in Southwestern Nigeria (Lagos State) were selected as sample size.

1. In all, one hundred and ninety-three (193) copies of questionnaire were administered to the respondents in the following aviation agencies: NCAA, Lagos – 47 copies; FAAN, Lagos – 82 copies; FAAN, Ibadan - 4 copies; FAAN, Akure – 3 copies; NAMA, Lagos – 49 copies; NAMA, Ibadan – 2 copies; NAMA, Akure – 2 copies; and AIB, Lagos – 4 copies
2. In all, eight (8) directors in the selected aviation agencies were interviewed. They were: Consumer Protection at NCAA; Operations and Training at NCAA; MD of FAAN; Airport Operation at FAAN; GM Security and Dangerous Foods at AIB; Head, Human Resources and Administration at AIB; Engineering Services at NAMA; and GM procurement at NAMA. For secondary data, books, academic journals, thesis publications, newspapers, magazines and internet materials were consulted. Data generated were analyzed using simple percentages, frequency counts, mean and rank. Pearson correlation and Kruskal Wallis test were also utilized. The qualitative data obtained from the interview were analyzed using content analysis.

## V. RESULTS

### Objective 1: The Effects of the Implementation of NCAP on Economic Development.

**Table 1: Distribution of Activities that Constitute Implementation of NCAP**

ITEMS	SA (5)	A (4)	U (3)	D (2)	SD (1)	Total
	f (%)	f (%)	f (%)	f (%)	f (%)	f (%)
There is increase in the number of airways built at the airports	8 (5.5)	45 (30.8)	42 (28.8)	43 (29.4)	8 (5.5)	146 (100)
Facilities such as terminal building, power supply system and airfield lighting have been upgraded	17 (11.6)	82 (56.2)	27 (18.5)	18 (12.3)	2 (1.4)	146 (100)
There is improvement in the level of compliance to safety recommendations made from accidents investigated	26 (17.8)	87 (59.6)	24 (16.4)	8 (5.5)	1 (0.7)	146 (100)
For a safe and secure aviation system, it is ensured that every aircraft operating into, within and out of the Nigeria airspace is airworthy	77 (52.7)	54 (37.0)	11 (7.5)	2 (1.4)	2 (1.4)	146 (100)
Due to the increasing importance of air cargo services in economic development and world trade, more cargo terminals have been developed to maximise the economic potentials of the country.	22 (15.1)	54 (37.0)	31 (21.2)	32 (21.9)	7 (4.8)	146 (100)

Source: Field Survey, 2018

Note: SA= Strongly agree, A= Agree, U= Undecided, D= Disagree and SD= Strongly disagree

The results presented in Table 1 above show that 45 (30.8%) of the respondents agreed with the statement that “there is increase in the number of airways built at the airports”. Also, more than half 82 (56.2%) of the respondents agreed that “facilities such as terminal building, power supply system and airfield lighting have been upgraded”. Similarly, 87 (59.6%) of the respondents agreed with the statement that “there is improvement in the level of compliance to safety recommendations made from accidents investigated”. About 77 (52.7%) of the respondents strongly agreed with the statement that “for a safe and secure aviation system, it is ensured that every aircraft operating into, within and out of the Nigeria airspace is airworthy”. Lastly, the results showed that 54 (37.0%) of the respondents agreed with the statement that “due to the increasing importance of air cargo services in economic development and world trade, more cargo terminals have been developed to maximise the economic potentials of the country”.

Summary of descriptive statistics of the activities of National Civil Aviation Policy is shown in Table 2 below:

**Table 2: Descriptive Statistics of the Activities of National Civil Aviation Policy**

ITEMS	Weight	Mean	SD	Rank
There is increase in the number of airways built at the airports	440	3.359	0.958	5
Facilities such as terminal building, power supply system and airfield lighting have been upgraded	532	3.861	0.775	3
There is improvement in the level of compliance to safety recommendations made from accidents investigated	567	4.041	0.698	2
For a safe and secure aviation system, it is ensured that every aircraft operating into, within and out of the Nigeria airspace is airworthy	640	4.528	0.656	1
Due to the increasing importance of air cargo services in economic development and world trade, more cargo terminals have been developed to maximise the economic potentials of the country.	490	3.731	0.999	4

Source: Field Survey, 2018

The results indicated that respondents agreed with all the 5 constructs. This implies that respondents have positive views about activities that constitute the implementation of National Civil Aviation Policy. The

item with the highest mean score was the statement that “For a safe and secure aviation system, it is ensured that every aircraft operating into, within and out of the Nigeria airspace is airworthy” with mean value of 4.528. Also, the least ranked item was the statement that “There is increase in the number of airways built at the airports” was the least ranked item with the mean score of 3.359.

### Identification of Activities that Measure Economic Development

This part identifies the activities that measure economic development with the aim of determining the effects of the implementation of NCAP on such activities. To achieve this, statements were set out on the expected effects of the implementation of NCAP on the country’s economic development for respondents to either agree or disagree. Table 3 below shows the distribution of the activities that measure economic development.

**Table 3: Distribution of the Activities that Measure Economic Development**

ITEMS	SA	A	U	D	SD	Total
	f (%)	f (%)	f (%)	f (%)	f (%)	f (%)
A safe, secure and efficient aviation industry is critical for the support of business, trade, tourism social activities which significantly contribute to the country’s economic growth and prosperity.	100 (68.5)	39 (26.7)	5 (3.4)	2 (1.4)	-	146 (100)
The involvement of private sector in aviation is generating more revenue for government through taxes payable by aviation service providers (corporate tax) and taxes generated from their employees (income tax).	36 (24.7)	66 (45.2)	20 (13.7)	18 (12.3)	6 (4.1)	146 (100)
The privatisation concept in aviation has increased market access and healthy competition among investors, thereby enhancing economic growth and development in the country.	33 (22.6)	50 (34.3)	37 (25.3)	13 (8.9)	13 (8.9)	146 (100)
Regulating aviation tariff will minimise misuse of market power by fostering fair commercial environment where the interests of aviation service providers, airline operators and passengers are taken into consideration.	36 (24.7)	79 (54.1)	25 (17.1)	6 (4.1)	-	146 (100)
Liberalisation of air cargo operations will enhance trade and encourage growth of local industries.	38 (26.0)	80 (54.8)	25 (17.1)	3 (2.1)	-	146 (100)
Airport development has the potential to attract investors to the forefront of new development in airport operations.	59 (40.4)	68 (46.6)	18 (12.3)	1 (0.7)	-	146 (100)
The establishment of a private sector driven national carrier will not only support job creation but equally increase aviation’s contribution to the country’s GDP.	63 (43.1)	60 (41.1)	16 (11.0)	4 (2.7)	3 (2.1)	146 (100)
The Bilateral and Multilateral Air Services Agreement with other countries will provide opportunities for Nigerian airlines to grow and compete successfully in a global environment, thereby, generating more revenue into government purse.	69 (47.2)	67 (45.9)	9 (6.2)	1 (0.7)	-	146 (100)

Source: Field Survey, 2018

Note: SA= Strongly agree, A= Agree, U= Undecided, D= Disagree and SD= Strongly disagree

Table 3 above summarised the percentage distribution of the activities that measure economic development. The results showed that more than two third 100 (68.5%) of the respondents strongly agreed with the statement that “A safe, secure and efficient aviation industry is critical for the support of business, trade, tourism, social activities which significantly contribute to the country’s economic growth and prosperity”. This indicates that a secure aviation industry will generate more revenue through business, trade and other social activities thereby enhancing economic growth of the country. About 66 (45.2%) of the respondents agreed with the statement “The involvement of private sector in aviation is generating more revenue for government through taxes payable by aviation service providers (corporate tax) and taxes generated from their employees (income tax)”. In addition, 50 (34.3%) of the respondents agreed that “The privatisation concept in aviation has increased

market access and healthy competition among investors, thereby enhancing economic growth and development in the country”. Also, more than half 79 (54.1%) of the respondents agreed that “Regulating aviation tariff will minimise misuse of market power by fostering fair commercial environment where the interests of aviation service providers, airline operators and passengers are taken into consideration”. Similarly, 80 (54.8%) of the respondents agreed that “Liberalisation of air cargo operations will enhance trade and encourage growth of local industries”. Also, 68 (46.6%) of the respondents agreed that “Airport development has the potential to attract investors to the forefront of new development in airport operations”. The results also indicated that 63 (43.1%) strongly agreed with the statement “The establishment of a private sector driven national carrier will not only support job creation but equally increase aviation’s contribution to the country’s GDP”. About 69 (47.3%) of the respondents strongly agreed with the statement “the Bilateral and Multilateral Air Services Agreement with other countries will provide opportunities for Nigerian airlines to grow and compete successfully in a global environment, thereby, generating more revenue into government purse”.

The results of the descriptive statistics of the activities that measure economic development is further presented in Table 4 below.

**Table 4: Descriptive Statistics of the Activities that Measure Economic Development**

ITEMS	Weight	Mean	SD	Rank
A safe, secure and efficient aviation industry is critical for the support of business, trade, tourism social activities which significantly contribute to the country’s economic growth and prosperity.	675	4.623	0.538	1
The involvement of private sector in aviation is generating more revenue for government through taxes payable by aviation service providers (corporate tax) and taxes generated from their employees (income tax).	546	3.740	0.897	7
The privatisation concept in aviation has increased market access and healthy competition among investors, thereby enhancing economic growth and development in the country.	515	3.527	0.983	8
Regulating aviation tariff will minimise misuse of market power by fostering fair commercial environment where the interests of aviation service providers, airline operators and passengers are taken into consideration.	583	3.993	0.710	6
Liberalisation of air cargo operations will enhance trade and encourage growth of local industries.	591	4.048	0.680	5
Airport development has the potential to attract investors to the forefront of new development in airport operations.	623	4.267	0.657	3
The establishment of a private sector driven national carrier will not only support job creation but equally increase aviation’s contribution to the country’s GDP.	614	4.205	0.732	4
The Bilateral and Multilateral Air Services Agreement with other countries will provide opportunities for Nigerian airlines to grow and compete successfully in a global environment, thereby, generating more revenue into government purse.	642	4.397	0.596	2

Source: Field Survey, 2018

It is evident from the results shown in the Table 4 above that respondents agreed with all the 8 constructs. This indicated that respondents have positive view about activities that measure economic development. The statement “A safe, secure and efficient aviation industry is critical for the support of business, trade, tourism social activities which significantly contribute to the country’s economic growth and prosperity” has the highest mean value of 4.623. Also, the least ranked item was the statement “The privatisation concept in aviation has increased market access and healthy competition among investors, thereby enhancing economic growth and development in the country” was the least ranked item with the mean score of 3.527

**Table 5: Effect of NCAP on Economic Development**

Variables	Correlation coefficient	p-value
NCAP	1.000	
ECON	0.1562	0.0598

Source: Field Survey, 2018

The relationship between NCAP and economic development is shown in Table 5. The summation of the scale attached to each statement under NCAP and economic development showed a positive effect of the implementation of NCAP on economic development. The result showed a significant effect at probability value of 0.0598 ( $r=0.1562$ ,  $p\text{-value}=0.0598$ ). This implied that the effective implementation of NCAP would impact positively on the country's economic development particularly through GDP.

Corroborating the result of reports generated through questionnaire, all interviewees asserted that the effective implementation of NCAP would increase the aviation sector's contribution to the country's socio-economic development through GDP adding that many other businesses flourish when aviation flourishes.

**Objective 2: Factors Militating Against Implementation of Government Policy on Civil Aviation in Southwestern Nigeria.**

This part addresses the second objective of this study. It examined possible factors that are considered to be hindering the effective implementation of the civil aviation policy with a view to making recommendations and suggestions on how the problems can be addressed. In order to achieve this objective, noted challenges by existing studies were listed for respondents to agree or disagree using Likert scale of measurement. The outcome of this investigative exercise serves as an empirical revelation to the challenges militating against effective implementation of government policy on civil aviation particularly in southwestern Nigeria. Table 6 below shows the distribution of factors militating against effective implementation of government policy on civil aviation in southwestern Nigeria.

**Table 6: Factors Militating Against Effective Implementation of Civil Aviation Policy in Nigeria**

ITEMS	SA	A	U	D	SD	Total
	f (%)	f (%)	f (%)	f (%)	f (%)	f (%)
The objective of government to ensure a high level safety in civil aviation operations has not been effectively implemented due to lack of clarity in the roles of implementers.	17 (11.6)	58 (39.7)	34 (23.3)	29 (19.9)	8 (5.5)	146 (100)
Successive governments do not continue the policies and programmes of their predecessors	42 (28.8)	65 (44.5)	22 (15.1)	12 (8.2)	5 (3.4)	146 (100)
Political interference is constantly threatening the autonomy of NCAA in the performance of its safety oversight functions.	70 (48.0)	50 (34.2)	15 (10.3)	8 (5.5)	3 (2.0)	146 (100)
Lack of skilled manpower and adequate technical guidance materials pose safety and security threat to civil aviation.	28 (19.2)	62 (42.5)	20 (13.7)	23 (15.7)	13 (8.9)	146 (100)
Misappropriation and diversion of fund are major impediments to the development of civil aviation in Nigeria.	56 (38.4)	57 (39.1)	17 (11.6)	11 (7.5)	5 (3.4)	146 (100)
Ineffective safety oversight mechanisms, deficiencies in airport and air navigation systems collectively constitute factors that increase accident rate in the industry	33 (22.6)	63 (43.2)	25 (17.1)	17 (11.6)	8 (5.5)	146 (100)
Poor legal, fiscal, regulatory and contractual frameworks appear challenging to the realisation of the objectives of civil aviation policy.	31 (21.3)	55 (37.7)	37 (25.3)	19 (13.0)	4 (2.7)	146 (100)
Government has not provided an enabling environment for private sector involvement in the aviation sector	27 (18.5)	65 (44.5)	24 (16.4)	22 (15.1)	8 (5.5)	146 (100)

Source: Field Survey, 2018

Note: SA= Strongly agree, A= Agree, U= Undecided, D= Disagree and SD= Strongly disagree

Distribution of the factors militating against effective implementation of civil aviation policy in Nigeria is as shown in Table 6 above. The results show that 58 (39.7%) of the respondents agreed with the statement "The objective of government to ensure a high level safety in civil aviation operations has not been effectively implemented due to lack of clarity in the roles of implementers". The results also reveal that 65 (44.5%) of the respondents agreed that "Successive governments do not continue the policies and programmes of their predecessors". This implies that there is no policy continuity when there is a change of government, even when a policy/programme is laudable, a new government discontinues the programmes of his predecessor and starts afresh resulting in waste of time and resources as well as non-implementation. In addition, 70 (48.0%) of the respondents strongly agreed that "Political interference is constantly threatening the autonomy of NCAA in the performance of its safety oversight functions". This indicates that NCAA autonomy only exists on paper, the operational autonomy to carry out regulatory and safety oversight of the aviation industry is constantly trampled upon by politicians and this has continued to hamper the expected policy outcome. Similarly, 62 (42.5%) of the

respondents agreed that “Lack of skilled manpower and adequate technical guidance materials pose safety and security threat to civil aviation”. About 39.1% of the respondents agreed with the statement “Misappropriation and diversion of fund are major impediments to the development of civil aviation in Nigeria”. Also, 63 (43.2%) of the respondents agreed with the statement “Ineffective safety oversight mechanisms, deficiencies in airport and air navigation systems collectively constitute factors that increase accident rate in the industry”. About 55 (37.7%) of the respondents agreed that “Poor legal, fiscal, regulatory and contractual frameworks appear challenging to the realisation of the objectives of civil aviation policy”. The results further show that 65 (44.5%) of the respondents agreed with the statement “Government has not provided an enabling environment for private sector involvement in the aviation sector”.

The results of the descriptive statistics of the factors militating against effective implementation of civil aviation policy in Nigeria is further shown in Table 7 below.

**Table 7: Descriptive Statistics of Factors Militating Against Effective Implementation of Government Policy on Civil Aviation in Southwestern Nigeria**

ITEMS	Weight	Mean	SD	Rank	Kwallis	p-value
The objective of government to ensure a high level safety in civil aviation operations has not been effectively implemented due to lack of clarity in the roles of implementers.	485	3.676	0.956	8	5.578	0.062
Successive governments do not continue the policies and programmes of their predecessors	565	4.143	0.850	3	7.540	0.023
Political interference is constantly threatening the autonomy of NCAA in the performance of its safety oversight functions.	614	4.430	0.782	1	2.507	0.286
Lack of skilled manpower and adequate technical guidance materials pose safety and security threat to civil aviation.	507	3.899	0.992	7	11.675	0.003
Misappropriation and diversion of fund are major impediments to the development of civil aviation in Nigeria.	586	4.290	0.844	2	6.686	0.035
Ineffective safety oversight mechanisms, deficiencies in airport and air navigation systems collectively constitute factors that increase accident rate in the industry	534	3.996	0.919	4	19.516	0.001
Poor legal, fiscal, regulatory and contractual frameworks appear challenging to the realisation of the objectives of civil aviation policy.	528	3.917	0.927	5	25.409	0.001
Government has not provided an enabling environment for private sector involvement in the aviation sector	519	3.906	0.935	6	2.663	0.264

Source: Field Survey, 2018

The results indicated that respondents agreed with all the 8 constructs. All the constructs were rated high however statement “political interference is constantly threatening the autonomy of NCAA in the performance of its safety oversight functions” has the highest mean value of 4.430. Also, the least ranked item was the statement “The objective of government to ensure a high level safety in civil aviation operations has not been effectively implemented due to lack of clarity in the roles of implementers” was the least ranked item with the mean score of 3.676. Kruskal Wallis was further used to examine the significance of the factors. The results showed that five of the constructs were significant. These constructs are “Successive governments do not continue the policies and programmes of their predecessors” ( $\chi^2=7.540$ ,  $p<0.05$ ); “Lack of skilled manpower and adequate technical guidance materials pose safety and security threat to civil aviation” ( $\chi^2=11.675$ ,  $p<0.05$ ); “Misappropriation and diversion of fund are major impediments to the development of civil aviation in Nigeria” ( $\chi^2=6.686$ ,  $p<0.05$ ); “Ineffective safety oversight mechanisms, deficiencies in airport and air navigation systems collectively constitute factors that increase accident rate in the industry” ( $\chi^2=19.516$ ,



$p < 0.05$ ); “Poor legal, fiscal, regulatory and contractual frameworks appear challenging to the realisation of the objectives of civil aviation policy” ( $\chi^2 = 25.409$ ,  $p < 0.05$ ).

Qualitative responses from the interview conducted revealed that political interference, death of professionalism, policy discontinuity, human factor (attitude to work), insecurity, non-availability of Jet A-1 (aviation fuel) among others were some of the factors militating against effective implementation of government policy on civil aviation.

The Senate Committee on Aviation had in September 2019 responded to the National Association of Aircraft Pilots and Engineers in their plea for the Joint Committee to beam the search lights on problems bedevilling the sector for required solutions. In its response, the Committee said, the National Assembly had done its part in proffering solutions to the problems facing the aviation sector, while the implementation should be the responsibility of the executive. The Senate Committee on Aviation added that Nigeria has the most hostile aviation environment which is not conducive for private investors. Unless the National Civil Aviation Policy is effectively implemented, the growth of general aviation which will serve as a support to airlines and thereby a robust economic stimulant for movement of goods and services in Nigeria is not guaranteed.

## **VI. MAJOR FINDINGS**

Previous works have been done particularly in the aspects of the impacts of aviation policy on economic development. Awa (2017) wrote on Nigeria’s aviation policy and its impacts on development to the end users of airports and the nation as set out by the four different regimes in Nigeria since the period 1999-2015. Awa who was of the opinion that, with policy consistency especially in implementation, improved funding, adequate infrastructure and efficient and effective leadership at all levels could turn the aviation industry into Nigeria’s new economy block based on its numerous impacts on development however failed to recognise that a safe and secure aviation sector is a prerequisite for development in the industry specifically and the country at large. The thrust of the 2013 NCAP to have a safe and secure aviation industry that is largely driven by the private sector will be a mere statement of intention if the environment is not safe and secure for private investors. Anfofum, Zakaree and Iluno (2015) also studied the influence of air transport sector development on economic growth and the study revealed that a positive relationship exists between the air transport sector and economic development. While the findings of this work agree with Anfofum et al and other scholars’ views to some extent, at least in the civil aviation industry discourse, particularly with regards to its impacts on economic development, it is rather inadequate. This work found that only a safe and secure air transport sector would impact positively on economic development. For the air transport sector to be safe and secure, a number of programmes were put in place to achieve that objective. One of such programmes is personnel training. Much attention was not given to personnel training which ensures professionalism for the achievement of high level of safety, security and efficiency in air transport operations all of which are critical for the support of activities that significantly contribute to the country’s economic growth and prosperity through GDP.

This study went further to examine the factors that could hamper the positive influence of civil aviation on economic development. Apart from ineffective leadership, lack of funding and inadequate infrastructure, findings of this work revealed that political interference, death of professionalism due to inadequate training, human attitude, insecurity and lack of policy awareness which manifests in form of ineffective communication of policy objectives to the implementers of civil aviation policy all constitute significant hindrance to the overall development of the civil aviation industry in Nigeria.

The institutional approach to the study of public policy which is based on the assumption that policy emanates from governmental institutions which are strategically constituted to also be charged with policy implementation might not consider that policies will only be effectively implemented when the objectives are well understood and properly communicated to the implementers. Findings of this study showed that implementers of civil aviation policy in Nigeria did not have sufficient knowledge of what the policy entailed, the consequence of which had led to poor and non-implementation of the policy. It is not adequate for policies to be formulated by a segment of governmental institutions and not properly communicated to the implementing segment. There should be a distinct institutional management for formulation on the one hand and implementation on the other.

## **VII. CONCLUSION AND RECOMMENDATIONS**

Based on the findings of this study, it can be concluded that the governments of Nigeria have over the years put in place series of policy measures for the development of the aviation sector in order to kick start the desired level of growth that will impact on the economy. Despite the laudable programmes in place, the implementation mirrors inefficiency, political interference, death of professionalism among others. Findings showed that if the programmes of the National Civil Aviation Policy were effectively implemented to the letter, the aviation sector would make more meaningful contribution to the country’s socio-economic development;

and results also revealed that there are underlying factors that hinder the effective implementation of government policy on civil aviation in Nigeria and consequently stunted the desired level of growth in the industry.

The following recommendations are made to ensure the effective and efficient implementation of government policy on civil aviation especially in Southwestern Nigeria.

The laws, policies and procedures in the aviation sector should be encouraging to attract private investors to the industry. There should be a deliberate effort of government to check and address the factors constituting hindrance to the effective implementation of NCAP. This of course, requires that government itself has to be credible and ruled by the values of integrity. Therefore, there should be a moral re-orientation and attitudinal change towards ensuring that personal interest is not placed above national or public interest. Politicians should steer clear of the implementation process and let career officers who have the technical and operational know-how of the industry do their jobs. Aviation agencies should have a level of autonomy that will enable implementers use their discretion when situation demands and not just being dictated to and controlled by politicians. At the background of all the identified lapses and constraints in the implementation processes of the National Civil Aviation Policy is corruption which manifests in various forms. The present government's war against corruption should be frontal holistic to touch the operators within the aviation sector. Implementers should be compelled to operate in line with the overall national or public interest of the country.

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