Petroleum Local Content Policy and Employment Generation in the Niger Delta Region of Nigeria

Etim Asuquo Elensi Email: elensietim0@gmail.com

Enefiok Etim Ibok

Ofonmbuk Etido Atakpa Email: ofonmbukatakpa@aksu.edu.ng ORCID: 0000-0002-4886-6984 Department of Public Administration Faculty of Management Sciences Akwa Ibom State University Obio Akpa Campus

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Abstract

The neglect of oil-bearing communities by government and oil multinational companies which has caused serious environmental degradation has also affected the livelihood of the communities, leading to insecurity, protests and disruption of oil operations in the Niger Delta. The government's insincerity towards genuine local wealth creation and local workforce employment generation in the region has become a matter of great concern. It was for this reason that the Nigerian government enacted the local content (act) policy that was signed into law by former president Goodluck Jonathan in April 2010. The research highlighted the extent to which local content policy on the petroleum sector influences employment generation in the Niger Delta zone of Nigeria. To achieve this objective, one hypothesis was formulated. The survey research design was adopted and data were analyzed using the simple regressions at 0.05 level of significance. The study discovered that local content policy on the petroleum sector has greatly influenced the employment of local workforce in the Niger Delta region of Nigeria. It was recommended, among others, that the government should ensure the appropriate implementation of local content policy to ensure that employment quota is strictly followed in the oil and gas sector. Also, through the Nigerian content development and monitoring board (NCDMB), the government should ensure that oil companies operating in the Niger Delta region strictly adhere to the policy of contract award to Nigerian independent operators with the view to reducing unemployment and enhancing socio-economic development in the Niger Delta region.

Keywords: Local content policy, Local Workforce, employment generation, Niger Delta region.

Introduction

Successive governments in Nigeria formulated several economic development policies to enhance the livelihood of their citizens, but unfortunately, the economic benefit appears significantly low. Similarly, if the local content policies of the Nigerian government are not well implemented, it may fail to tackle the under-development of the nation's economy (Elensi et al., 2024). The Nigerian Government commenced efforts to establish policies and legal measures to promote the development of local content in the oil and gas industry around the late 1950s before the country's independence in 1960. Thus, between 1959 and 1999, the government established several policies and legal measures to promote local content in the industry. To a large extent, such measures were not considered to be comprehensive enough and failed to achieve the desired objectives of indigenizing the industry and facilitating the diversification of Nigeria's economy. However, in 1999, the Nigerian Government

commenced new initiatives to establish a comprehensive policy regime for promoting the development of local content in the industry. This led to the establishment of several government committees to explore the means of increasing local content levels in the industry to increase the contribution of the industry to Nigeria's gross domestic product (GDP).

Since 1957 when crude oil was discovered in commercial quantity in the ancient town of Oloibiri in the present-day Bayelsa State in the Niger Delta region of Nigeria, the petroleum (oil and gas) industry has continued to play a key role in the country's economic development. The petroleum sector generates about 95 per cent of the total revenue and 80 per cent of national income for Nigeria. To service the operations in the oil and gas industry, Nigeria makes huge investments; spending over 86 billion annually, (Gbegi & Adebisi 2013). Despite these investments in the petroleum sector, it is presumable that some important macro variables have not fared well in terms of economic growth, such as manpower/capacity development, transfer of technology; employment/local wealth creation; adequate care for the environment, inflation etc. It is equally argued that over 80 per cent of government investment in the petroleum sector is dominated by foreign firms and that they service and maintain their operations from abroad, the home of the multinational oil companies. The oil and gas sector was designed to be capital-intensive and dependent upon foreign operators.

Sadly, despite the immense contribution of the oil and gas industry to the growth of the Nigerian economy, the host communities in the Niger Delta region have had very little to show in terms of physical infrastructure and socio-economic development. According to Heum et al. (2003), the Niger Delta region cannot be compared to other regions of the world that are oil-producing in terms of infrastructural development, job creation, local wealth creation, human capacity building etc.

Before the local content policy (law), a significant proportion of government revenue in the oil and gas industry was paid to foreign contractors for services and procurement, resulting in capital flight and leaving very little for the country's industrial base and general economic development. The consequences are - a dearth of jobs, skill development, capacity building/utilization and lack of sustained national economic development. It was noted that in the hydrocarbon industry, certain engineering services such as fabrication, engineering, procurement, construction, front-end and engineering design, were often carried out abroad where most of the equipment is manufactured thereby employing citizens of other countries at the detriment of Nigerians.

Given the above, the Nigerian government formulated a local content policy which was assented into law by the former president of the Federal Republic of Nigeria, Dr. Goodluck Jonathan in April 2010. The policy sets a framework for higher participation of indigenous Nigerian operators in the oil and gas sector (petroleum industry) and adds value to the nation's economy. The policy also includes the stimulating growth of indigenous capacities and encourages small and medium-scale businesses in the oil and gas industry to take an active part in its operations.

Statement of the Problem

In terms of its policy formulation, the petroleum local content policy seems to have created a genuine framework for higher participation of indigenous people in the petroleum industry but failed to be explicit on indigenous locals or direct host communities' participation given the minority nature of the people of the Niger Delta. Also, given the state of the inadequate capital base of the people, the petroleum local content policy may have failed to incorporate the major problems of the Niger Delta region such as environmental and ecological degradation, constant pollution of the air, effluent discharges from oil industry operations in the policy framework to deliver optimal benefits to the people.

The government's intention in the local content policy such as the employment of local workforce, local workforce development, local technology transfer, expansion of the upstream and downstream sectors of the oil and gas industry, investment into different sectors that would attract funds from local sources, enhancement of indigenous involvement and the encouragement of skills and technological transfer was good and appropriate, but it was not manifested (Nigerian Oil and Gas

Industry Content Development Act, 2010). It is presumed that some of the objectives of the local content policy were not fully implemented in the Niger Delta Region of Nigeria, hence this study.

Objective of the Study

The main objective of this study is to examine the extent to which the local content policy influences the employment of local workforce in the Niger Delta Region of Nigeria.

Research Hypothesis

Ho1: There is no significant influence of local content policy on the employment of local workforce in the Nigeria Delta Region of Nigeria.

Conceptual Explanation

Local Content Policy

Petroleum local content policy often termed "Nigerian content" has been defined as a set of intentional approaches and actions to establish domestic ability relevant for service and product delivery as may be compared within that industry, as well as an opportunity to locally build an enduring culture of service quality and abilities far exceed the expectations of customers and compared only to internationally acceptable standards via key local personnel and management (Obuaya, 2005).

In a similar vein, Warner (2011) views petroleum local content policy from an angle of "community content", postulating that the greatest satisfaction of the community is to discover high opportunity for the development of the petroleum industry to protect both the indigenous people and economic policy of the country. According to Abdulkabir et al. (2012), the aim of formulating a Local Content Policy is actually to make sure that the indigenous people (Nigerians) are involved in the implementation of jobs where they have the required knowledge and ability (The Nigerian Oil and Gas Industry Content Development Act, 2010). The policy plans to create the ability of the indigenous companies and to give them chances to participate in trade and commerce. Therefore, it is important to ensure that indigenous companies are actively participating so that most investments are retained by local businesses. The adoption of the local content policy is therefore viewed as a plan to enhance the participation of indigenous firms to create more chances for employing the domestic labour force.

Local content is the additional quality that renders something desirable to a nation as a result of the oil and gas operations in the country. In other parts of the world, the concept is applied even to non-oil sectors of their economy. It will be recalled that the indigenization policy was enacted in 1976, besides the nationalization policy and the fact that Nigeria had attained independence as a sovereign nation. All these policy issues were to grant greater opportunities to Nigerians to adequately manage their economy.

The Petroleum Act of 1969 was an attempt to ensure greater participation of the indigenes in the operations of the oil industry. While Nigerian Oil and Gas Development Law (2010) defines local content as a large component of desirable quality rendered to Nigeria through the use of industry to bring about the development of indigenous ability, the 1969 petroleum and drilling Act regulates that the license of an oil prospecting company shall within twelve months of grant, submit for ministerial approval a detailed programmed for the recruitment and training of Nigerians (Akeen et.al., 2017). Though this petroleum act of 1969 was a viable policy by the Nigerian government, it failed to address the core issues of local content as it was purely nationalistic and not creating room for the local oil-producing communities whose source of livelihood was distorted and vandalized by seismic operations, exploration, and exploitation of the Niger Delta region.

Local Workforce

According to James (2014), local workforce is referred to as a combination of national, indigenous and multinational company workers, production, transient, remote and contingent workforce connected through a global networking system. Given the prevalence of industrialization and the deprivation of

cultures and traditional practices concerning work and labour in the world, employers are of different views, thoughts and ways of utilizing their labour (Gbegi & Adebisi, 2012). According to Frese & De Kruif (2000), over the years, the number of local labour supplied by petrol-chemical firms is twice the number between the 1990s and early 2000s, with half of the increase coming from oil-producing states. At the same time, the newly employed workers in the petrol-chemical firms began to decrease given the wrong implementation of the local content policy. The means of increasing local workforce by employers in more advanced economies are through various methods, including off-shoring of production, onshore production, fabrication and drilling (Heum et a., 2003). Aguesto (2004) argue that while most of the absolute increase in this local workforce supply consisted of those workers with low qualifications (less-educated workers), the relative supply of workers with higher qualifications (higher-educated workers) increased by about 50 per cent during the same period. An estimated 620 million people participated in the workforce. These people are out of poverty and contribute to the economic development of developing nations.

The terms "local workforce" and "indigenous workforce" are alternately used to describe employees who are working within a local environment. As companies' operations are growing in many countries and regions, so also are the workforce increasing everywhere. Globalization provides many opportunities for businesses to penetrate a wider customer base, a means of achieving talent, and resources worldwide, and greater efficiencies through economies of scale. Centrally, a local workforce is a group of workers who work in cooperation and mutual communication within the countries, regions, and cultures, always with the assistance of technology-enabled operational tools. Irrespective of position, be it a sales staff, customer service agents working within a zone, or a remote staff sharing process, a local workforce is a different group of people coming together to work in a combined effort to achieve the success of the enterprise. It's also important to note that acquiring a local workforce enhances a strong connection between customers and employees. Moreover, trust and enhancement of mutual commitment between workers, customers, and business leadership could be achieved by having native speakers which can help businesses better communicate with their customers (Leisyte & Westerheijden, 2014).

Local Content Policy and Local Employment Generation

The adoption of local content (LC) policy and local workforce employment within the domestic oil and gas industry has been a continuous discussion in many developing oil-rich countries. The prevalent view on the regulatory role of local content policy is that the policy is a process through which the benefits of a country's gifted resources on economic development could be increased and also increase the wealth generated by the country's people. The adoption of local content policy in the petroleum industry is also seen as an intended plan to increase the participation of indigenous oil firms in the supply chain of the sector, increase means of procurement of locally produced inputs and services, improve backward linkage development, as well as creating more employment opportunities for the local workforce. Local value creation is viewed to be an important contribution of the extractive sector than its direct contribution to economic development. For example, countries such as Norway, Venezuela and Malaysia have greatly gained much from their oil and gas wealth. Transformation of their economies in terms of increased indigenous participation, human capital development, job creation and backward linkage development has been transformed through the use of these resources (Tordo, 2013).

Local workforce employment from the oil sector in the Niger Delta Region ranges from 45% to 75% (NLNG, 2018). Since the discovery of the resource in late 1960, oil-based wealth has contributed to the employment workforce in Nigeria. Total income generated from the oil industry through job creation in the year approximately ranges at about US\$718 million (Abdulka et al., 2015). The income increased to US\$47.9 billion in 2005 and US\$94.6 billion in 2012 when crude oil was selling approximately US \$90 per barrel (OPEC, 2013). Recent records indicate that the oil industry accounted for approximately 74.4% of Nigeria's exports in the first quarter of 2015, giving earnings of

approximately US\$14.2 billion. However, there is no significant economic impact of the country's oil resources on the majority of the population given that a large proportion of activities in the sector, particularly service contracts, are handled by foreign oil companies (Ihua, 2011). Supporting the view, Oyinlola (2015) stressed that it is often argued that the activities of the oil sector, which are technical and capital-intensive, do not benefit the economies of emerging oil-rich countries,

Fubara (2011) stated that evidence from research shows that oil and gas could play a significant role in local workforce development of the host countries through massive employment with sound regulatory policies and good resource management, while a Delta Environmental Survey (NDES) report 200) notes that the oil sector could generate jobs through increased participation of local service firms. The report also emphasizes that such effects can revamp the local economy. Lack of capacity to compete and the inability to meet industry requirements in services such as fabrication and construction is often attributed to the low participation of local firms in the industry (Ayodele & Frimpong, 2003).

To address these challenges, Oyinlola (2015) postulated that the local content policy was implemented in Nigeria as early as 2001 and passed into law a decade later. The regulatory act known as the Nigerian Oil and Gas Industry Content Development Act was introduced in 2010. The policy is designed to create the capacity of indigenous firms as well as more opportunities for participation in business. The targets for local content policy in increasing local content development were set progressively at 45% local content in 2007, 70% in 2010, and more than 80% by 2020 (Ariweriokuma, 2009). There is no doubt that such a measure was geared towards not only a complete take-over of management and administration of the sector but also to promote the socio-economic development of the Niger Delta Region. In assessing the workability of realizing the objectives of the Act, some of the achievements, include intellectual and mental development of Nigerians, skills acquisition, and training.

State	Abia	Akwa Ibom	Bayelsa	Cross River	Delta	Rivers	Total
Period							
2010	47	286	80	25	352	398	1,188
2011	48	162	85	42	359	422	1,118
2012	62	95	99	59	598	452	1,513
2013	75	273	110	77	685	559	1,779
2014	78	295	112	80	698	559	1,822
2015	76	208	123	83	798	538	1,817
2016	80	311	145	105	875	542	2,058
2017	85	322	208	136	895	552	2,198
2018	99	598	314	355	1,234	966	3,566
2019	110	859	653	595	1,142	1,332	4,691
2020	112	998	723	633	1,253	2,002	6,721
2021	141	1,538	981	722	1,345	2,223	7,950
2022	140	1,688	2,234	839	1,234	2,666	10,801
2023	228	2,663	3,123	1,964	1,234	5,289	17,501
Total	1,381	7,896	8,990	5,715	12,702	18,500	55,184

Table 1: Local Workforce Employment in the six (6) selected States in the Niger Delta Region	
(2010-2023)	

Source: local content monitoring board 2024

Table 1 shows the numbers of Local workforce employment in the six selected states in the Niger Delta Region from 2010 to 2023. From the Table, it is revealed that out of 55,184 local workforce employed by the oil companies in the six selected states, 1,409 are from Abia State, 7,966 are from Akwa Ibom State, 9,066 are from Bayelsa State, 5,737 are from Cross River State, 1,3024 from Delta State and 18,773 from Rivers State. Based on the above, it is indicated that Rivers State had the highest local work force employed between 2010 and 2023.

Theoretical Framework

This study is anchored on the Dependency Theory of International Relations. Dependency is a word used to describe external influences on a country's economic development through certain factors such as political, economic and cultural on national development policies (Prebish, 2009).

The theory states that resource substitute usage should be chosen rather than resource usage enforced by the developed economies. The proponents of the theory advocated that dependent (developing) countries should embark on policies of self-reliance which is viewed as an intended plan to restrain from exchange with the world financial system. Therefore, dependency theory is employed for the study because it supports a willful relationship with other countries. The Nigerian government adopted Local Content Acts as an international factor from industrial economies and Multinational Companies having their industries in different parts of the world. Moreover, the theory advocates a voluntary relationship with other countries. The Local Content Act adopted by the Nigerian government is a voluntary measure to get economic freedom and advancement from the advanced industrial economies and their dominant multinational corporations having their firms in different parts of the country.

Empirical Review

Ukaegbu (2021) examined the intended plans for enhancing local content development in Nigeria's oil and gas industry. He was of the view that Local content development is an urgent intended plan of management for multinational extractive companies in Africa with significant efficiency and profitability implications. As a priority in the local content development framework and mediated impact model of supplier development, this qualitative multiple case study aimed to seek the intended plans of supply chain managers in the multinational oil and gas companies used in Nigeria to increase the process and products of local content.

James (2014) examined the effect of local content policy on human capital development and sustainable business performance in the Nigerian oil and gas industry, following the enactment of enabling law. Primary data employed were obtained through the administration of a structured questionnaire to purposively selected oil servicing companies in the Niger Delta, the host region of more than eighty per cent of the indigenous oil companies in Nigeria. The results showed that Local Content Policy had a significant effect on the development of human capital in the Oil and Gas Industry

Abdulkabir et al. (2017) studied the validity of observed indicators of local content policy in Nigeria seeking evidence from the Four-factor Measurement Model. The article focused on the test validity property of indicators that measured local content policy in Nigeria's oil sector. The confirmatory analysis method was used to obtain survey data for the study. The findings derived from the four-factor measurement model affirmed that local content policy indicators are valid. This shows that the policy can acquire its target of development on local value creation with particular reference to the enhancement of involvement of local firms' backward linkages and job creation in Nigeria's oil sector.

Oyeniyi (2022) studied local content requirements in Nigeria's extractive sector and the implications for sustainable development. The paper assessed the framework of Nigeria's laws and policies and their consequences for sustainable development. The article investigated the local content law in Nigeria and how the policies have formed the community-corporate connection. The paper uncovered the challenges confronting the administration of extractive resources in Nigeria and considered that adequately planned and implemented local content conditions are the stimulated factors for structural development. To acquire its extractive sector of sustainable development, Nigeria needs a state-led determination to encourage economic growth and development.

Materials and Method

This research adopted a descriptive and cross-sectional survey design. The study area was the Niger Delta region. Although the Niger Delta region is made up of nine states (Rivers, Delta, Akwa Ibom, Imo, Ondo, Edo, Cross River, Abia and Bayelsa), the study population was only six oil-producing states (Akwa Ibom, Bayelsa, Delta, Rivers, Cross River, and Abia States) within the Niger Delta region. Thus, the population of the study was 30,534,785. The sample size was 400, which was determined using the Taro Yamani formula. However, the main instrument used in collecting data for this study was a well-designed questionnaire. The data were analyzed using both descriptive and inferential statistics. The descriptive statistics were frequency count and percentage analysis while the inferential

statistics used the regressions analysis. The regression analysis was adopted to test the stated hypothesis at a 0.01 level of significance. This was to establish the influence of the independent variable on the dependent variable.

Testing of Hypothesis and Discussion

Regression analysis was used in testing the hypothesis.

Hypothesis One

Ho1: There is no significance influence of Local Content Policy on petroleum sector on employment of local workforce in the Nigeria Delta Region of Nigeria.

Table 2: Shows the numbers of questionnaires distributed to the respondents in the six (6) selected states in the Niger Delta Region.

S/N	States	Respondents						
		Staff L.C.M.B	of	Oil Comp. Workers	Govt. Workers	Entrepreneurs	Independent Operators	Total
1	Abia	14		13	13	13	14	67
2	Akwa Ibom	14		13	13	13	13	66
3	Bayelsa	14		13	13	13	13	66
4	Cross River	14		13	13	13	14	67
5	Delta	14		13	13	13	14	67
6	Rivers	14		13	13	13	14	67
	Total	84		78	78	78	80	400

Source: Field work (2023)

Table 3: Demographic Characteristics of Respondents						
Sex	Frequency	Percentage	Percentage			
Male	175	54.18				
Female	148	45.82				
Total	323	100				
Age Bracket						
Under 21 years	56	17.34				
21 – 34 years	47	14.55				

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35 – 44 years	69	21.35
45 – 54 years	81	25.1
55 and above years	70	21.66
Total	323	100
Marital Status		
Married	101	31.26
Single	84	26.01
Widow	75	23.23
Divorce	63	19.50
Total	323	100
Qualification		
WAEC/GCE	48	20.69
OND	54	24.58
HND/B.SC	83	35.78
Others	47	20.26
Total	323	100

Source: Field work

Out of 400 copies of questionnaire administered, 323 were correctly filled and returned while 81 were not returned, that is, 81 per cent return rate.

Variables	Frequency	Percentage (%)
Male	175	54.18%
Female	148	45.82%
Total	323	100%

Source: Field work (2023)

The analysis shows that 54.18% of the respondents were male while 45.82% were female. According to the analysis presented in Table1, the age of the respondents was distributed as follows: Under 21 (17.34%), 21 - 34 years (14.55%), 35 - 44 years (21.35%), 45 - 54 years (25.1%), and 55 and above years (21.66%). The result of the analysis shows that the majority of the respondents were 45 - 54 years. In the analysis of marital status of the respondent, it revealed that 31.26% of the respondents

were married, 26.01% were single, 23.23% were widow, while 19.50% were divorce. The educational qualification analysis shows that 48 (20.69%) were WACE/GCE holder, 54 (24.58%) were OND holder, 83 (35.78%) were B.SC/ HND, and 47 (20.26%) hold other qualifications.

Table 5: Regression Analysis Results on the influence of Local Content Policy on petroleum sector on employment of local workforce in the Nigeria Delta Region of Nigeria

Model Summary								
Model	R	R Square	Adjusted	d R Square	Std. Erro Estimate			
1	.613 ^a	.376	.338		4.16393			
Goodn	ess of Fit ^a							
		Sum of	2					
Model		Squares	Df	Mean Square	F	Sig.		
1	Regression	121.312	1	10361.117	116.233	.031 ^b		
	Residual	179.696	230	124.322				
	Total	301.008	231					
Coeffic	cients ^a							
		Unsta	andardized	Standardized				
		Coef	ficients	Coefficients				
Model		В	Std. Error	Beta	Т	Sig.		
1	(Constant)	1.623	3.309		3.012	.043		
	local conten	t policy .431	.261	.501	1.651	.052		

a. Dependent Variable: employment of local workforce

b. Predictors: (Constant), local content policy

Source: Researcher's Computation

Table 5 shows the result of regression analysis on the influence of Local Content policy on petroleum sector on employment of local workforce in the Niger Delta Region of Nigeria. The generalized model summary showed a R^2 of 0.376 which implies that 37.6% of Local Content policy on petroleum sector influences 37.6% the employment of local workforce. The model also showed a goodness of fit at 95 percent (p-value <0.05). The relationship between Local Content policy on petroleum sector and employment of local workforce in the Niger Delta Region of Nigeria was however, statistically significant at 95% (also p-value <0.05).

In view of this result, the null hypothesis which states that there is no significant influence of Local Content policy on petroleum sector on the employment of local workforce in the Niger Delta Region of Nigeria was rejected.

Consequently, it was concluded that there is significant influence of Local Content policy on petroleum sector on the employment of local workforce in the Niger Delta Region of Nigeria.

Discussion of the Findings

The main objective of this study was to examine the influence of Local Content policy on petroleum sector on the employment of local workforce in the Niger Delta Region of Nigeria. The null hypothesis which stated that there is no significance influence of Local Content Policy on petroleum sector on the employment of local workforce in the Nigeria Delta Region of Nigeria was rejected, meaning that there is a significant influence of Local Content policy on petroleum sector on employment of local workforce in the Nigeria Delta Region of Nigeria was rejected, meaning that there is a significant influence of Local Content policy on petroleum sector on employment of local workforce in the Nigeria. This agrees with the position of the Nigerian Oil and

Gas Industry Content Development Act (2010) that the aim of the Local Content Policy is to ensure that the indigenous people (Nigerians) are involved in implementation of jobs where they have the required knowledge and qualifications. The policy's plan is to create the ability of the indigenous companies and to give them chances for participating in trade and commerce. Therefore, it is important to make sure that indigenous companies participate actively to retain most of the investments within the region. The finding also tallies with that of Tordo (2013) that local content policy on petroleum sector is for the transformation of the economies, particularly in terms of indigenes increased participation, human capital development, job creation and backward linkage development.

However, the finding is in disagreement with the work of Ugwukak & Ohaja (2016) who established that the multinational companies in the region, (despite their claims of justification for improving the welfare of the people) have to a large extent undermined the yearnings of the people by not giving adequate compensation to the problems generated by environmental degradation in the aspect of employment local workforce.

Conclusion

The subject matter of local policy implementation is an important variable in employment generation. The study established that proper implementation of Local Content policy on petroleum sector in the Niger Delta Region of Nigeria influences the employment of local workforce. Thus, local workforce employment is a major index in socio-economic development.

The result of test of hypothesis showed that Local Content policy on petroleum sector has a positive and significant influence on employment local workforce in the Niger Delta Region of Nigeria.

Recommendations

Based on the findings of this study, the following recommendations were made:

- i. Government should ensure appropriate implementation of local content policy on petroleum sector to ensure that employment quota is strictly followed in the oil and gas sector.
- ii. Government should establish more monitoring agencies aside local content monitoring board (NCDMB) to ensure that Multinational companies comply and work with the relevant agencies to train and retain Nigerians in related field to attain executive positions.
- iii. Through the Nigerian content development and monitoring board (NCDMB), government should ensure that oil companies operating in the Niger Delta region strictly adhered to the policy of contract award to Nigerian independent operators with the view to reduce unemployment and enhance socio-economic development in the Niger Delta region.

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