



**FOOD SECURITY AND POLICY IMPLEMENTATION IN ANAMBRA STATE: A
STUDY OF OGBARU LOCAL GOVERNMENT AREA, 2006-2014.**

Uzor, Obiora Anthony
Department of Public Administration,
Chukwuemeka Odumegwu Ojukwu University. Anambra State, Nigeria
Mail: obiorauzor2@gmail.com

Chukwurah, Daniel Chi Junior
Department of Public Administration,
Chukwuemeka Odumegwu Ojukwu University. Anambra State, Nigeria
dc.chukwurah.coou.edu.ng

&

Esieme, Chinasa Ann
Department of Public Administration,
Chukwuemeka Odumegwu Ojukwu University. Anambra State, Nigeria
chinasaesieme@gmail.com

Abstract

Food Security has been a major global issue as international organizations and governments have continuously developed and modified methods for reducing food insecurity. General Consensus among authors, scholars, NGOs etc is that developing nations (such as Nigeria) lack the ability to adequately feed its populace. However, the paper examines the impact of poor policy implementation on food security in Ogbaru local government area, Anambra State. The population of the area based on the 2016 projection figure is 295,500. A sample of 400 emerged which was determined using Taro Yamane's formula for large population. Two research questions were formulated to guide the study; as well as two objectives. Simple percentages and frequency tables were adopted. Chi-square was used to test the hypotheses. The findings of the study show that: poor policy implementation has negatively affected food security among others in Ogbaru local government area. Hence, the study recommends that there should be proper planning, close monitoring and evaluation of policies, programmes and projects to entrench implementation discipline.

Keywords: Food Security, Policy, Implementation

Introduction

Food insecurity continues to be a major policy challenge in developing countries. Achievement of food security is typically an insurance against hunger and malnutrition, both of which hinders economic development (Davies, 2009). This is why all developed and some developing countries make considerable efforts to increase their food productivity capacity. Approximately one billion people in the world are undernourished, many more suffer from macronutrient deficiencies, and the absolute numbers tend to increase further, especially in the Sub-Saharan Africa (FAO, 2008).

Since the attainment of food security in any country is usually a way of insuring against hunger and malnutrition, both of which slow down economic development (Davies, 2009), every nation must provide policies and strategies to increase their food production capacity. Generally, a country is food-secure when a majority of its population has access to food in sufficient quantity and quality consistent with decent existence at all times (Reutlinger 1985; Idachaba 2004).

Nigeria's food security situation is highly precarious even in spite of many policies that have been adopted in the past to address this problem and bring the nation to a stable level of food security. This is owing to the fact that these policies were not effective as result of their poor implementations. Some of the policies are: Operation Feed the Nation (OFN) in 1975 by Murtala Mohammed/ Obasanjo's regime, Green Revolution (GR) in 1979 by Alhaji Shehu Shagari, Directorate of Food, Roads, and Rural Infrastructure (DFRRI) in 1985 by General Ibrahim Babangida to mention, but a few. According to Idachaba (2009), Nigeria is a country blessed with abundant agro-ecological and diversified resources, yet she has become one of the largest food importers in Sub-Saharan Africa.

Despite pretensions to the contrary, the country is far from being completely food secure (Ojo & Adebayo, 2012). The nation is one of the food deficient countries in the continent and no longer able to feed her citizens adequately. In fact, no country can truly be sovereign if she is not capable of ensuring food security for its citizens. It is no wonder administrations in all the countries of the world, through various programmes and policies, try to address food security challenges. This indeed has won the concern of many researchers as they study the nation's food problems and policies that could solve such problems. It is in such wise that this research aims at investigating the impact of poor policy implementation on food security in Ogbaru local government area.

Statement of Problem

Ogbaru local government is a riverine area where farming thrives, yet, many of the individuals in that area suffer food insecurity. This is evident in the high cost of food items supplied by the farmers in the area which are affordable by only a few. Their farms are usually flooded between July and August, and there are no mechanized farming system, good storage facilities or preservation system, the farmers complain about lack of fertilizers, the cost of acquiring herbicides and insecticides is very high. Given this situation, food output is very poor and in short supply.

Food policies implemented in Nigeria and in individual states have been on noticeably little effect in the community. The problem of food insecurity and causative factors still persist despite these policies. There is a consensus of opinions that these problems remain where they are because of poor food policy implementation. Hence, this study intends to ascertain the extent of poor policy implementation on food security in Ogbaru local government area of Anambra State.

Objectives of the Study

The broad objective of the study is to assess the impact of policy implementation on food security in in Ogbaru local government area of Anambra State. Specifically, the study intends:

1. To determine to what extent poor policy implementation has negatively affected food security in Ogbaru local government area.
2. To ascertain whether corruption is a major factor contributing to poor policy implementation in Ogbaru local government area.

Research Questions

The following research questions were raised to guide the study:

1. To what extent has poor policy implementation negatively affected food security in Ogbaru local government area?
2. Is corruption a major factor contributing to poor policy implementation in Ogbaru local government area?

Hypotheses

These tentative statements were formulated for the purpose of the study:

1. Ho: Poor policy implementation has not negatively affected food security in Ogbaru local government area.

Hi: Poor policy implementation has negatively affected food security in Ogbaru local government area.

2. Ho: Corruption is not a major factor contributing to poor policy implementation in Ogbaru local government area.

Hi: Corruption is a major factor contributing to poor policy implementation in Ogbaru local government area.

Significance of the Study

Basically, the study will help to ascertain the extent of poor policy implementation on food security in Nigeria. At the end of the study, one would have been able to know the problems of food security, the causes of food insecurity and solutions to the problems.

The work will also help in understanding the contributory factors to poor policy implementation in Nigeria, particularly in Ogbaru local government of Anambra State. The government, individual farmers, corporate farmers and the society at large, stand to learn a lot as their knowledge from the study will of no doubt help to improve food security generally.

Scope of the Study

The paper focuses on the impact of policy implementation on food security in Ogbaru local government area, Anambra State in spite of the fact that it is a global subject. The choice period of the study is 2006-2014. This era was chosen to ascertain the level of food security in the local government within the stipulated time.

Conceptual Explanations

Food Security

Having presented the general purpose of ... a study, (literature review) brings the reader to date in the previous research in the area, pointing to general agreements and

disagreements among the previous researchers ... Carefully review the studies that led to the acceptance of those ideas ... (Babbie, 1998).

This section of the paper takes off with the above premise as postulated by Babbie (1998). Without necessarily being definitional, we intend to conceptualize food security. This becomes imperative in the sense that it has assumed the status of an “essentially contested concept” (see, Gallie, 1962). Simply because the concept of food security has been used in various ways. Whereas, food security in its most basic form is defined as the access to all people to the food needed for a healthy life at all times (FAO and WHO, 1992 cited in Eide, 1999:3). Though, in a simple language, a country is food-secure when majority of its population have access to food of adequate quantity and quality consistent with decent existence at all times (Reutlinger, 1985:7; Idachaba, 2004). What is implied in this definition is that food must be available to the people to an extent that will meet some acceptable level of nutritional standards in terms of a calorie, protein and minerals which the body needs; the possession of the means by the people to acquire (i.e. access) and reasonable continuity and consistency in its supply (Davies, 2009). In other words, food security can be taken to mean access by all people at all times to sufficient food for an active, health life (Reutlinger, 1985). Its central elements are: (a) the availability of food and (b) the possession of the ability for its acquisition (Adeoti, 1989). Food insecurity on the other hand represents lack of access to enough food and can be either chronic or temporary. In chronic food insecurity, which arises from a lack of resources to produce or acquire food, the diet is persistently inadequate (Adeoti, 1989).

It should be noted that availability of food alone does not seem sufficient to explain the attainment of food security in a country. Food can be available in a country because of effective agricultural policy; good harvest in a particular year or massive importation of food; or food handout (aid). Massive food import, particularly by developing countries, usually has negative effect on foreign reserves and causes budgetary hemorrhage (Davies, 2009), while food and which is sometimes used as an economic instrument in the service of political goal of the donor countries (Ikoku, 1980:286), may even discourage food production activities in the recipient countries; any country that needs massive food input or food aid before its citizens could feed would have only a short term solution to its food crisis but would not be food-secure for all times because the feeding of the people in that country will be dependent on the willingness and sometimes the ability of the external suppliers to supply. This is not to suggest that every country that has reason(s) to import food lacks food supply.

On the contrary, some countries may and do import food to offset production shocks and cover the short-fall in domestic food supplies (Lavy, 1992), encourage consumption of some food items or even assist the export trade of a particular target state with which they have bilateral trade agreements. Import of food by such countries may not necessarily be undertaken to solve any severe food shortage problem. To that extent, these countries are not food-insecure. Food security should not be seen only from the perspective of availability as earlier mentioned either in quantitative or qualitative terms. Food hygiene and safety should also be given important consideration in order to protect the health of the people. Food, for instance, may be available but the source from which the food is produced or processed may be unhygienic or that the chemical substances used to produce or preserve the food may constitute a health hazard. Health and safety consideration therefore becomes important in food production. For instance, given the likely general misuse of chemicals due to illiteracy and crass ignorance, particularly in developing countries, some chemicals used for treating livestock diseases indiscriminate application of pesticides to treat crops diseases or control pest and other agricultural parasites, may be harmful to humans much later after the consumption of the agricultural products (Sinha, 1976). In essence, a country should be considered as food-secure when food is not only available in the quantity needed by the population consistent with decent living, but also when the consumption of the food should not pose any health hazard to the citizens (Davies, 2009).

Policy Implementation

The problem with past governments in Nigeria has always been achieving required results. However, results can only be achieved when the vision is clear to all, the goals are broken down into simple manageable success milestones and responsibility delegated on the basis of competence and result periodically reviewed (Onabule, 2009). The transformation Agenda is achievable only if we can break from the past and chart a new course in the implementation process. We must realize that the primary goal of governance is to ensure that the services of a state are properly harnessed towards achieving an optimal quality of life for the people of that state. The Transformation Agenda defines a framework for policy implementation to transform Nigeria by accelerating economic growth with the core objective of bequeathing a better living standard for the ordinary citizen (Onabule, 2009). This work is a review of some policy implementations in Nigeria. It also undertakes the analysis of implementation strategies with attendant challenges associated with policy implementation.

It has been observed that despite the lofty and painstaking policies usually formulated in Nigeria, little or no tangible outcomes have been achieved as they always tend to fall by the wayside. This is because the critical elements in both the internal and external environments and the implementation process account for the gap between goals and achievements. Nigeria has never lacked in planning, but the problem has always been achieving results. The Late Indian Prime Minister, Pandhit Nehru lamented on similar situation in India saying. We in the planning commission and others concerned have grown more experts in planning, but the real question is not planning but implementing the plans. That is the real questions before the country. I fear we are quite as expert at implementation as in planning (Eminue, 2005).

A lot of factors account for the implementation problems in Nigeria; they include:

Inadequate Data: The dearth of data or relevant information is responsible for most policy failures in Nigeria. Nigeria lacks the culture of record-keeping and information-gathering. Most planning ministries or agencies work without data: even when one is available, most of the time is unreliable and defective. Chief Ernest Shonekan, the Chairman of Vision 2020 observes this when he said that he could not guarantee the authenticity or veracity of the data from rural Nigeria for the “vision document”. His committee therefore had to contract the UNDP to handle the gathering of the data from rural areas (Eminue, 2005).

Over-Ambitious Policy Goals: Nigeria tends to over indulge in over ambitious policies either owing to the desire to establish support base and legitimacy for government to bring about economic development or to serve ideological ends. Such policies cannot work as they will lack adequate financial, manpower, technical resources, institutional and organizational capabilities and the necessary political will for implementing such fundamental policies (Eminue, 2005).

Policy Instability: Regimes and policies change rapidly in Nigeria. Each regime usually comes with its own policy. Leaders tend to throw overboard the policy of their predecessors-in-office. Policy instability in Nigeria adversely affects policy implementation. It is observed that erratic policies are dysfunctional to growth while policy stability tends to promote and engender planning as well as proper and effective implementation. For example, SAP was implemented in Babangida’s tenure, but abandoned for Guided Deregulation in Abacha’s regime. There must be continuity for stability to take effect (Eminue, 2005).

Compromise and Conflict during Implementation: In Nigeria most of the times compromise that seek to altar basic policy goals are made during implementation which is detrimental to

successful execution of programmes. During the second Republic Shehu Shagari's low cost housing policy failed because of the conflict between the Federal Government and the other units as to who should execute the project at what level. Most of the times, policies are determined on the basis of political loyalty. In some cases they are used for political handshake. In Nigeria, no matter how sound a policy is, it cannot be implemented in a political vacuum. In the first republic, the establishment of a Steel Rolling Mill was shelved on political grounds. This led to a split for Aladja for the South and Ajaokuta for the North. This could not ensure the expected result (Eminue, 2005). It is most pathetic that in the Nigerian situation, policies that see the light of the day are policies that favour the insignificant few that govern. Any policy that is geared towards supporting the improved standard of living of the majority who are governed faces serious controversies and compromise.

Corruption: It must be noted that corruption goes with power and therefore, must be located first within the ranks of the powerful (Egonmwan, 1991). Since independence, corruption has been a major source of cost escalation of government projects. Government contracts in Nigeria have always been a conduit pipe for making fast and easy money by government officials and contractors through dubious means. Transparent processes are never followed in the award of (Multi-million naira) contracts. As Chief Olusegun Obasanjo comments on Aluminum Smelter Company of Nigeria (ALSCON) in Ikot Abasi in Akwa Ibom State in May 1999: ALSCON was a very good project that was very badly executed. Already, we have spent well over US \$2.3billion on the project before it got stopped (in May 1999). There was massive corruption and part of the money we have now got frozen (overseas) is about \$600 million which was discovered. I hope, one day, we will get that money back home (Eminue 2005 in the Guardian). This is most typical of corruption profile in most mega-projects in Nigeria.

Theoretical Framework

The Systems theory is suitable for the paper. This is because it is the theory that has to do with public policy implementation. The theory in political science owes its origin to David Easton, who is reputed to be the scholar that attempted to analyse politics from the perspective of systems, in his famous work, "political sytem" that appeared in 1953.

It is an integrative theory that attempts to present the society as a unified, purposeful system composed of interrelated parts. Systems theory assumes further that the society is like a system and that whatever affects a part of the society, will also affect the other segments of the society.

David Easton used human being in his analysis of the theory where he stipulates that every part of the human body is important in such a way that when the nose or the eyes are affected, the other parts will feel the impact.

Easton also sees a political system as that system of interaction in any society through which binding or authoritative allocations are made and implemented in the form of policies and decisions. The output flows back into the environment through a feedback mechanism giving rise to fresh demands. Demands are the raw materials from which the finished products (decisions) are manufactured. Supports are the energy in the forms of actions or orientations enabling the political system to convert the demands into authoritative decisions and policies.

Application of the Theory

Linking the system theory to the study, input is seen as emanating from the environment in form of demand and support. These demands and support could be the participation of the citizens or the farmers in the decision making processes that affect food security (food production), and payment of taxes to support the government in their policy implementation. This is owing to the fact that finance is the most important of all resources without which implementation may not be possible.

In terms of output, it is the decisions that have been taken by the government which goes back to the environment in form of feedback to the demands made by the people (the farmers). Therefore, it is through the demands and support of the people in form of participation in decision making processes and payment of taxes that policies can be easily implemented. This can be proven from the fact that when farmers are inculcated into the process of making agricultural policies affecting them, such policies will be easily accepted by them, and its implementation tends to be smooth too.

On the other hand, if the citizens pay their taxes regularly, implementation of policies will also be made simple, as without finance, implementation becomes difficult. However, output can come in form of government's supply of fertilizers, tractors, improved species of seedlings and other needs which are part of the demands of the citizens aimed at improving food security. When these things are done, food security will be assured.

More so, if the citizens support the government by paying their taxes and other things required of them, policies can properly be implemented, and if the government supplies the needs of the

citizens such as fertilizers, improved species of seedlings, tractors and other implements, food security in Ogbaru improves. When food security situation of Ogbaru local government area improves in such manner that the prices of food stuff reduces in the area, other parts of the state are likely to be affected since Ogbaru is part of the entire system of Anambra State.

Methodology

This paper adopted the survey design. The population of the study is the total is the total number of Ogbaru inhabitants which is 295,500 according to 2016 projection. Both primary and secondary sources of data were employed in the course of the study. Chi-square was used in testing the hypotheses. The researcher used likert-type rating scale in questionnaire construction. The researcher also adopted judgmental sampling technique in the selection of sample of the study. Taro Yamane's formula was used in the determination of sample size to be 400.

Test of Hypotheses

The tool that is used here is Chi-square (χ^2). Chi-square is a method that measures the discrepancies existing between the observed and expected frequencies.

Hypotheses One

Ho: Poor policy implementation has not negatively affected food security in Ogbaru local government area.

Hi: Poor policy implementation has negatively affected food security in Ogbaru local government area.

Using the information gotten from question 1, and 2, the hypothesis were tested.

The level of significance used by the researcher is $5\% = 0.05$

The observed and expected frequency were combined and represented in a chi-square contingency table below

Chi-square contingency table 1

Options	O	E	O-E	$(O-E)^2$	$\frac{(O-E)^2}{E}$
Strongly Agree	100	14	86	7396	528.3
Agree	50	14	36	1296	92.6
Neutral	50	14	36	1296	92.6
Disagree	50	14	36	1296	92.6

Strongly Disagree	0	14	-14	-196	-14
Total	250			11088	820.1

Since the calculated chi-square (820.1) is more than the critical value (9.49), the alternate hypothesis is accepted and the null hypothesis is rejected. This means that Poor policy implementation has negatively affected food security in Ogbaru local government area.

Hypotheses Two

Ho: Corruption is not a major factor contributing to poor policy implementation in Ogbaru local government area.

Hi: Corruption is a major factor contributing to poor policy implementation in Ogbaru local government area.

Using the information gotten from question 3 and 4 in the questionnaire the hypotheses will be tested.

Chi-square contingency table 2

Options	O	E	O-E	$(O-E)^2$	$\frac{(O-E)^2}{E}$
Strongly Agree	75	14	61	661	47.2
Agree	100	14	86	886	63.3
Neutral	25	14	11	121	8.6
Disagree	30	14	16	116	8.3
Strongly Disagree	20	14	6	36	2.6
Total	250			1820	130

Since the calculated chi-square (130) is more than the critical value (9.49), the alternate hypothesis is accepted and the null hypothesis is rejected. This implies that Corruption is a major factor contributing to poor policy implementation in Ogbaru local government area.

Findings

1. Poor policy implementation has negatively affected food security in Ogbaru local government area.

2. Corruption is a major factor contributing to poor policy implementation in Ogbaru local government area.

Recommendations

1. Qualified personnel should be used by the government in running the affairs of Agricultural parastatals and ministries of agriculture. Competent extension officers should also be trained to help in capacity building, programmes and in training/educating the peasant farmers.

2. There should be proper planning, close monitoring and evaluation of policies, programmes and projects to entrench implementation discipline.

Conclusion

No doubt, one of the major objectives Nigerian state must pursue in this nascent democratic era is food security. A country that cannot formulate and effectively implement agricultural and food policies may find it difficult to use the citizens as catalyst for sustainable democracy.

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