Implementation as a Determinant of the Effectiveness of Public Policy: A Case Study of Enugu State Agricultural Development Programme (ENADEP), 2010 – 2018

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Abstract: In the Nigeria public service, evidence abound that most policies failed to realize their purpose due to inappropriate implementation practices. In Enugu State Agricultural Development Programme (ENADEP), the story is the same. These policy implementation failures have been attributed to corruption, poor funding of projects, unwillingness of some political office holders to implement certain policies, political instability, etc. These policy failures have led to the frustration and disappointment of the citizens, especially the youths who resorted to self-help for survival. These self-help activities of these youths include ritual killings, robberies, youths' restiveness and other vices that destroy society. Various efforts of governments to stem these negative trends have failed, hence this research effort. We applied the institutional approach to the study to find out the procedures, rules, structures and relationships that informed policy making and policy implementation. We applied the documentary research as well as interview research design. Research revealed that some ENADEP officials and farmers devised strategies of diverting project funds, etc. The ENADP officials who were supposed to assist farmers to access loans denied some of them their services leading to project failures. We recommend insurance cover for farmers. The ENADEP officials should be held responsible for any policy failure. A professional should replace the Governor as Chairman of Agricultural Development Executive Council to make for Professionalism and success.

Keywords: Policy, Public Policy, Implementation, ENADEP, Enugu State

1. INTRODUCTION

Public policy has been defined variously by different authorities yet, consensus as to a particular preferred definition has not been achieved. A public policy has been defined "as whatever government chooses to do or not to do (Dye, 1998). This definition brings in the idea of policy as a decision or statement of intents. Public policy has also been defined as hard patterns of resources allocation represented by projects and programmes designed to respond to perceived public problems or challenges requiring government action for their solution (Abdulsalam, 1998).

Gordon (1986), posits that public policy can also be seen as the organizing framework of purposes and rationale for government programmes that deal with specific societal problems. We define public policy as the decisions, intentions and articulated prepositions of the government aimed at solving the educational, political, economic, security, health, agricultural, communication, etc problems of the society. The underlining principle running through all the definitions of public policy is that public policy is the business of government.

Well-designed public policy is expected to realize the purpose of the policy. However, implementation of policy may make or mar a policy, in that a good policy could be defaced by the way the executors of the policy managed its implementation. We are not saying that only bad implementation strategy can make policy to fail to achieve

its purpose. We are saying that even if every other aspect of policy was well taken care of, the policy can still be made unproductive by poor execution techniques.

> Implementation problem, especially in the developing nations have been adjudged to be the problem of a widening gap between intentions and results, because many policy designers assume that once a policy is adopted by government, it must be implemented and the designed goals achieved accordingly (Grindle,1980).

Evidences abound that many policies have been known to fail due to the implementation practices. In some cases, the failure of some public institution to implement policies effectively derived from the organizational structures of such institutions. A situation where the policy makers in certain public institutions like the Enugu State Agricultural Development Programme (ENADEP) are direct political appointees of the state or federal chief executives to who they are loyal is not healthy (Honadle & Klause, 1970).

Major causes of these policy failures include corruption, poor implementation strategies, poorly designed policies, inadequate funding of projects, political instability resulting to/from frequent reshufflement of public officials, unwillingness of some political office holders to implement certain policies, etc. These failed policies often left the citizens who expected the governments to solve their political, educational, economic, etc, problems, frustrated and disappointed. Consequent upon this, some of them,

especially the youths, resorted to self-help in order to solve their problems. These self-help strategies include armed robberies, kidnapping, ritual killings, prostitution, etc. that destroy society.

The consequences of this are the destruction of the economy leading to poor living conditions for the citizens, destruction of the youths who are the leaders of tomorrow, etc. Efforts by various governments to solve/stop these problems of policy failures have not yielded the desired result, hence this work. The purpose of this work therefore, is to find lasting solution to these problems and their causes.

These policies that failed to achieve their objectives were definitely not effective. Effective policies are ones that realize the purposes for which they were designed largely. Since our attention is on the implementation practices that force the policies to fail we shall be dwelling more, henceforth, on implementation strategies and how they performed towards goals attainment. Being that our case study is the Enugu State Agricultural Development Programme (ENADEP) we shall be discussing the policy making strategies, implementation techniques, etc. to find out what and what make policies ineffective in the organization. In Enugu State, the main objectives of establishing the organization is to increase the agricultural productivity of the state and increase the income of the small scale farmers. In order to achieve these, ENADEP was divided into sub programmes all aimed at making realization of her objectives possible. These sub programmes are (a) The roads infrastructure, (b) The provision of pipe bone water (c) Provision of farm inputs e.g. improved seedlings, etc. and (d) Extension services.

The roads infrastructural sub-programme was put in place to provide access roads to farming communities so that necessary farm inputs could be easily conveyed to where they were needed. They also made it easy for farmers to transport their products to where they were to be processed and marketed. The pipe borne water sub-programme was designed to ensure that water was never a problem to the farmers. ENADEP was prepared to provide needed water in the farming communities to ensure continuous all year round production.

The sub-programme responsible for the procurement and circulation of improved farm seedlings and cassava planting materials was also a part of the ENADEP structure to ensure full realization of goals of ENADEP. Researchers usually brought in new awareness of certain new techniques of doing things. As new and improved farm inputs like seedlings, appear it is the responsibility of this sub-programme to make the new/improved seedlings available for farmers timely.
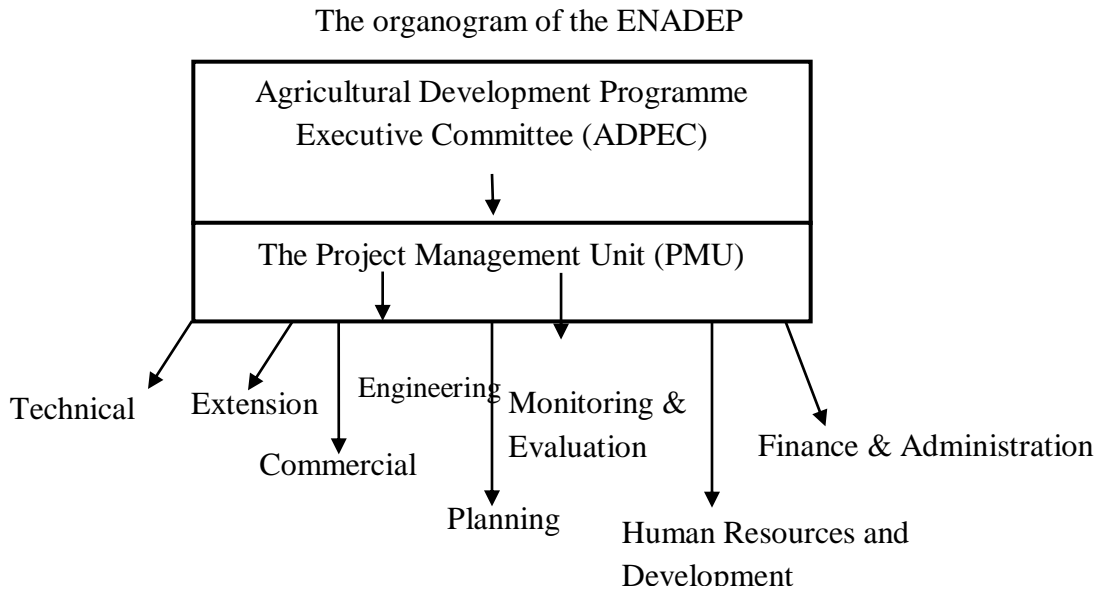
The extension services were the services provided by officers of ENADEP who were usually deployed to various communities where farming activities took place. Their roles included, passing new information from ENADEP to the farmers, assist farmers to grow their farms to ensure success of the programme. They also conveyed the feelings, experiences of the farmers back to the management of ENADEP for further necessary steps.

2. THEORETICAL FRAMEWORK

We applied the Institutional approach by Huntington (1966, Olisen & Peters, 1996) in this study as our theoretical framework. The institutional approach to policy analysis focuses on formal structures, comprising institutions, offices and procedures established under the law.

The institutional theory focuses on the various governmental institutions, describing their structures, organizations and expected functions, (Abdulsalam, 1998). The assumption here is that public policy is often initiated formed, decided and implemented by government institutions and that institutional analysis centered on arrangement, structure, procedures and relationships with other institutions can help in understanding policy formulation and implementation. Public institutions give public policy these distinctive characteristics usually, legitimacy, universality and coercion (Dye, 2004). It emphasizes the close relationship between public policy and governmental institutions and asserts that public policy is authoritatively determined, implemented and enforced by government institutions.

The institutional structure of the Enugu State Agricultural Development Programme (ENADEP) is our focus in this study to find out how implementation of the policies of the organization were facilitating or hampering her successful attainment of objectives.

The organogram of the ENADEP

Agricultural Development Programme Executive Committee (ADPEC)

The Project Management Unit (PMU)

Technical   Extension   Engineering   Monitoring & Evaluation   Finance & Administration

Commercial   Planning   Human Resources and Development

The Agricultural Development Programme Executive Committee (ADPEC) is the highest level of authority in ENADEP, made of twelve members and the state governor as its chairman. To enable this committee to tackle specific problems of agriculture in the state, section 7 (G-F) of the edict No. 1 of 1992 establishing ENADEP, specified the functions of the executive committee, which includes

(a) Formulates financial and administrative policy and co-ordinate other matters relating to the projects.
(b) Approves the annual target, work plan and procurement plan of the projects.
(c) Ensures adequate arrangement for funding the projects
(d) Approves the appointments, promotions and discipline of senior staff
(e) Approves the award of contracts estimated to cost an amount above US $25,000 or its equivalent in naira, provided that all such contracts estimated to an amount open to international competitive bidding shall be received and recommended by Enugu State ADP tenders committees.
(f) Authorizes the establishment in Agricultural Development Unit (ADPMU) of an internal tenders committee to be responsible for the review and approval of all contracts estimated to cost an amount equivalent to US $25,000 or less being contract awarded on the basis of local or international competitive bidding.

According to section 9 of the Edict No. 1, 1992, the Governor is empowered to give general and or specific directives to the committee as to the exercise and performance of its functions. The executive committee is bound to carry out the directives accordingly. Section 13 of the Edict empowered the governor to appoint the Project Manager (PM) after clearing by the Federal Agricultural Co-ordinating Unit (FACU) and the World Bank. Under the arrangement, the project manager is the chief executive of ENADEP. He is responsible for the day to day administration of the ADP. He is also responsible for carrying out the decisions and policies emanating from the executive committee.

The structure solely responsible for carrying out the decisions and policies of ENADEP is the agricultural development project management unit, made up of the project manager, who also doubles as the Chief Executive, Chief Technical Officer, Chief Extension Officer, Chief Engineer, Chief Commercial Officer, Financial Controller, Chief Planning, Monitoring and Evaluation Officer, Chief Management Development and Training Officer, Zonal Managers and Chief Administrative Officer.

Their major functions are contained in section II (ii) of the Edict. They include
(a) The implementation of agricultural development programmes and
(b) The preparation of work programmes and annual budgets for approval by the executive committee.

The specific roles of the units are listed below
(a) The technical services sub-programmes
(i) To develop technologies, carry out on-farm trial for purposes of adapting the relevant technologies that are technically efficient and of economic value to farmers' conditions and environment

(ii)   To multiply improved high quality seeds for distribution to farmers with the ultimate aim of increasing yield, farm output, farm income and standard of living.

(iii)   To develop small scale fishery aimed at improving the protein content of food for the rural households

(iv)   To develop technologies for livestock production system for small scale livestock holders aimed at improving the protein intake of rural households.

(v)   Helps to tackle the problems of desertification, erosion and degradation facing some parts of the state, etc.

Other sub-programmes and roles abound but from the forgoing it has been shown that in ENADEP, their approach to policy making is the Top-Down approach in which case decisions and policies were made at the top without the involvement of the other categories of staff and farmers who should be the actual implementers of the ENADEP policies. If the lower categories of staff and farmers, who are the beneficiaries of the programme were involved in the decision making process, they would have developed the appropriate attitudes and dispositions necessary to carry the policies through.

Moreover, policies were made without taking into consideration the environment of implementation, etc. The position of the governor as the chairman of the highest authority structure in ENADEP is worrisome. This governor is in charge of the whole state, he is involved in travels around the state and outside of it to ensure that the needs of his people were taken care of. This governor is the chairman of ENADEP executive committee. The question is how does he combine all these successfully and achieve the various goals of society.

3.   RESEARCH DESIGN

For the purpose of this study we adopted the documentary and oral interview methods of research designs. We applied these two methods due to the nature of the research problems. The Enugu State Agricultural Development Programme (ENADEP) is an organization designed to provide opportunities for farmers and state government to excel in agricultural production. As such, the body is usually operated/managed through proper documentation. All ENADEP activities were usually put down in documents even before their projects commencement. It therefore, became necessary that we rely on such documents and records for our research. Key informant Interviews were also adopted for this research. An informed informant is key to information gathering to obtain the first hand information needed for the research.

In this research, we designated ten (10) out of the two hundred and two cooperative societies for interview out of these, only six made themselves available; seven out of the eighteen Agricultural Advisory Services and Input Consultants (Asics), were selected for the interviews out of which only three were available for interview and three ENADEP officials. We adopted the purposive sampling technique in selecting those we interviewed.

The ten cooperative societies selected were based on their location and their involvement in the agricultural process of ENADEP. We picked very old and some new cooperative societies so we could obtain information from both categories to assist in our study. The seven Asics were consultants in-charge of various agricultural zones of the state. They were in a position to give detailed information about how farmers implemented their agricultural programmes because they were the officials that give inputs to farmers as well as advices from nursery stages to harvest and marketing stages.

Moreover, in a qualitative research as this, the personal judgment of the researcher comes in. As such, a qualitative   researcher selects respondents based on personal judgment and he or she can rely on particular sub-groups or individuals whose special characteristics such as experience, exposure and knowledge of subject matter are utilized (Egboh & Akobundu, 2020). Meanwhile the sample size to be interviewed in qualitative research may be determined by resources availability, time allotted and study objective (Patton, 1990)

Key Informant Interviews (KII) was adopted for this study. This entails interviewing people who have informed opinions, knowledge and perspective on a given fact of the programme under appraisal. Key informant interviews refers to qualitative, in depth interviews of people selected for eyewitness knowledge about a topic of interest (Egboh & Akobundu, 2020).

The interview session was in the form of discussion where one information led to another freely. They were open ended interviews where interviewers framed questions spontaneously, search for information, take short notes which were elaborated later. So this interview technique enabled us to gather information from all the dimensions of our area of interest for balances. Our secondary sources of data included textbooks, journals, newspapers, government publication ENADEP Projects Completion Reports, and internet materials.

4. METHOD OF DATA ANALYSIS

We interpreted and analyzed the data we used in this study using the NVIVO software. This software is used for qualitative and mixed-method research. The use of the software extends to the analysis of audio, unstructured text, image data, video, focus group, interviews, surveys, social media and journal attitudes (Kent State University Librarians, 2019 cited in Egboh and Akobundu, 2020)

5. RESULTS AND DISCUSSION OF FINDINGS

The data reviewed revealed that the two main goals of ENADEP, which are (a) Increasing the agricultural productivity of Enugu State and (b) Increasing the income of rural farmers in the state, were both costrained by inappropriate or poor implementation strategies, thereby making their realization difficult. Between 2010-2013, when the World Bank was sponsoring Agricultural Development Programme (ADPs) on the ratio of 50:50 between the World Bank and the farmers of Nigeria successes in the agricultural programmes were minimal. This was because, either due to poverty or deliberate intentions, the farmers could not pay up their own side of the counterpart funds. We also discovered that the Inputs Consultants (IC) and the Agricultural Production Advisory Services Officers (APASOS) who were expected to serve as guarantors to the farmers seeking agricultural loan turned around to deny them this service. The reason being that the APASOS felt that some of the farmers could not be trusted with such huge amounts. They were scared of the farmer's integrity questions. But these officials, guaranteed similar loans to some of the farmers they felt could make good their promises to pay back the loans on schedule. These inconsistencies, promoted envy and hatred among the farmers because those who were denied access to loans understood that the officials assisted some of their colleagues. It affected their moral. However, between 2014 – 2017 when the World Bank decided to fund agricultural projects directly and completely, starting with the women and youth empowerment programmes, it became success stories all through. Under the new arrangement the farmers were no more required to pay any cash towards any farm activities. They were only made to form cooperative societies of between 10-12 persons, got registered with ministry of commerce and cooperative, choose any value chains of their interest, provide the land and approach the World Bank and ENADEP officials for advice. The farmers now became part of the decisions affecting themselves.

Worthy of note is that in places where there were lapses before the World Bank took full sponsoring of ENADEP Programmes, it was the (some) farmers, the Asics and APASOS who used bad implementation techniques to make some of the policies ineffective. We discovered during our interviews that in certain cases the facilitators would liaise with the farmers to give exaggerated information about the sizes of available land they had, their activities etc with the hope of securing higher grants which they subsequently shared among themselves leaving a little for the projects. To that extent the policy/objective was never realized. That confirmed our assertion that it was not the quality or beauty of a policy that determines the effectiveness of the policies but the way and manner the policies were executed.

6. RECOMMENDATION

(1) The farmers who lacked strong financial backing and who the facilitators and the advisers refused to assist to obtain loans should be provided with insurance cover. If this is done, the fear of possible failure or disappointment in paying back loans being the reason for the facilitators' denial of guarantorship, should be allayed.

(2) The facilitators and the advisory services and input consultants should be held accountable for any failure of policies to yield desired results. These officials start to assist the farmers from the point of building business plans through nursery, transplanting, weeding, fertilizing, harvest, processing, storage and marketing of agricultural produce. If they did their job honestly, the farmers should have succeeded, other things, weather, etc. being constant. If any collusion with farmers to divert money ever leads to failure of policy to yield the desired result, they should be held responsible and sanctioned appropriately to serve as deterrent to others.

(3) If proper education of how sound policies should be made had been done, decision/policy makers in ENADEP should have known that they needed to carry the farmers and other stakeholders along when policies they were to execute were being made. In line with the above, we recommend that the Institution of Policy and Strategic Studies should be established (at least two) in each geopolitical zone of the country to help educate public officers on the policy making, implementation, monitoring and evaluation techniques to ensure success of policies. The farmers should also be educated to align themselves to the practice of policy implementation.

(4) The institutional structure of the Enugu State agricultural development programme should be over hauled. The Governor of the state should not be the chairman of the execution committee of ENADEP. The Chairman should be a professional

and appointed from among the most senior staff of the organization to work on full time capacity. This would make the chairman to enjoy the civil service conditions of neutrality, fixed term of office, anonymity, impartiality, etc. This is necessary because the governor's chairmanship of the executive committee is a distraction to the ENADEP's policy implementation process. The Governor of Enugu State, for instance, did not remit the required ₦168m annually for the 2015/2016 financial years to ENADEP. The governor, who was also the person funding ENADEP, was owing workers' salaries for months. So these staff owed salaries and allowances, coupled with the paucity of fund necessitated by the refusal/failure to remit the annual subvention to the organization, made proper policy implementation difficult, if not impossible.

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