

Food Management Control and Field Bureaucrats Policy Implementation in Kwara State, Nigeria National Agency for Food and Drugs Administration and Control



Dr.Yahuza Danjuma Izom¹, Ibrahim Salihu Kombo², Mustapha Babarani³

^{1,2,3} Department of political science, IBB University Lapai, Niger state-Nigeria

ABSTRACT: This study titled food management control and field bureaucrats policy implementation in Kwara state Nigeria national agency for food and drugs administration and control. The aim of this study is to analyse the activities of field level bureaucrats to describe how they act to overcome barriers that affect policy implementations on food management control in Kwara state Nigeria. While most policies rely on field level bureaucrats for their implementation, there is still a lack of empirical studies maximally that provide an adequate understanding of how field bureaucrats can overcome the barriers, delays, and disincentives associated with implementing policies on food management control. For this reason the study decided to examine how field level bureaucrats are influenced by barriers and how the influences from the barriers affect their work – policy implementation on food management. Documentary research was used in this study, of which qualitative approach was used in sources of data. The study adopted elite theory. Data were analysed using documentary records. The findings of the study indicated that there were no significant relationships between food management control and field bureaucrats’ policy implementation in Kwara state, Nigeria national agency for food and drugs administration and control. Furthermore, rank effects of the results were barriers that provide most issues that influence the work of field bureaucrats in policy implementation of food management in Kwara state. The results of the research shows that field bureaucrats are more respond to barriers by adopting a flexible role, which means, simplification of the policy implementation process, and this were influenced by time pressure than other forms of barriers. The study thereby recommends that attention should be paid to the behaviour of field bureaucrats on duties, in such a way as to ensure that policy behaviour are well implemented for food management control care, so as to ensure more positive outcomes of its kind.

KEYWORDS: policy, Bureaucrats, food management, Barriers, Government

INTRODUCTION

The effectiveness of governance depends on proper policy formulation and implementation which accounts for why government spends so much money to develop policies world wide. Over the years the Nigerian Government has invested huge funds, of about an average of N2trillion annually (Nwosu and Okafor, 2014) to develop public policies to address many public issues, such as, the need to have a safe supply of herbal medicine, and that processed foods are safe for public consumption, in the society. Generally, the expected outcome of the public policies formulated by Government is to, in the long-run, make positive changes to identified public problems. Such changes could either be to eliminate such problem, or to manage it or to restructure its appearance to a more desirable one. Foreexample, the Federal Government in 2005 created the Herbal Medicines and Related Product (Advertisement) Regulation, domiciled with the National Agency for Food and Drugs Administration and Control (NAFDAC) to bring to stop a situation of uncontrolled advertisement of herbal medicines, some of which are harmful for public consumption. Concerns remain, however, about how quickly and effective policies in Nigerian are transformed into their desired outcomes. This is because policy implementation is a vital aspect of the policy process. It is at this point that intended outcomes which a policy was created to achieve can either be achieved or not achieved. Basically, terms such as “complete failure”, “White Elephant project”, and “graveyard of policies” have been used to describe the situation of policy implementation in Nigeria (Makinde 2005, Egonmwan, 1984), which of course, expresses the concern about the efficacy of public policies implementation in Nigeria. However, studies in public policy implementation have indicated that policy implementation cannot occur without some form of disincentives or obstacles (Alesch and Petak, 2001, Olaoye, 2010, Sutton, 1999). These obstacles basically mean that some form of distortion to the policy intent may occur when implementing a policy or that the policy outcome may take longer time

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before they are achieved (Sutton, 1999). The nature of effect a challenge might have on a policy outcome, be it distortion or delay in outcome provision, depends on a number of complex factors such as the type and source of the challenges in question, the extent to which such a challenge is allowed to persist, and the method through which the policy is to be implemented (Alesch and Petak, 2001, Sutton, 1999).

The complexity of the policy implementation process has challenged researchers to develop theories or models that predict how and under what conditions policies are implemented (Sutton, 1999, Smith, Richards, Geddes, and Mathers, 2011). One of such models is the "Street Level Bureaucrats model" developed by Lipsky (1980), wherein he explains that actors who work in bureaucracies where work is done more on the field, have a role to play, they are not merely cogs in an automatic transfer of policy-making to outcome in practice. Due to constraints on their time, and bureaucratic procedures at the local level, Lipsky argues that workers may exercise considerable flexibility in implementing instructions. Winter (2002) provides technical insight into this approach, highlighting the agency of individual actors (their knowledge and power), which enables them to act autonomously and mould outcomes.

Bureaucracy according to Heywood (2017), is a giant mechanism operated by pygmies. It is the structure and set of regulations in place to control activity, usually in large organizations and government (Arowolo, 2018).

In Nigeria, this bureaucratic arrangement though present in letter and practice is largely unattainable due to the high enormity in the personalization of office and the non-adherence to the other bureaucratic values or ethos listed in the preceding sections in the system. This personalization makes many officials corrupt in the course of their duty as civil or public servants.

The discipline therefore needs to intensify its effort and salvage the country from the mess of misconceived values' influence on the heart and minds of many Nigerians. The teaching and learning of Social Studies needs to demonstrate its capability and readiness as societies only hope among the disciplines to cure its social ills by stemming the trend of misconceived values in Nigeria. The subject needs to take some decisive steps to tackle this malady that is spreading fast like cancer.

Therefore, to gain some level of understanding, the study analyses the activities of policy actors to describe how they act to overcome challenges that affect policy implementation, drawing experiences from the implementation of the Herbal Medicine and Related Product Advertisement Regulatory Policy and the Processed Food Regulatory Policy of NAFDAC in Kwara state, Nigeria.

AIM AND OBJECTIVES OF THE STUDY

The main objective of this study is to analyse food management control and field bureaucrats' policy implementation in Kwara state Nigeria national agency for food and drugs administration and control.

Specific objectives of this work are:

To ascertain the influence of field bureaucrats on policy implementation for effective decision making

1. To identify the type of influence which bureaucrats have on policy implementation on food management control by NAFDAC in Kwara state.

2. To analyse the challenges faced by field bureaucrats in improving policy implementation on food management control in Kwara state.

CONCEPTUAL CLARIFICATIONS

Bureaucracy

Bureaucracy as defined by customers and employees is an array of negative forces, attitudes or actions that are damaging to customer and employee satisfaction. Because bureaucracy is concerned with people in organization, it is damaging to organizational effectiveness. It weakens employee morale and commitment. It divides people within the organization against each other, and misdirects their energy into conflict or competition with each other instead of mission achievement. According to Max Weber cited in Johnston (2011) six major principles were noted about bureaucracy. These were as follows:

A formal hierarchical structure: In an organization, each level controls the level below and is controlled by the level above. A formal hierarchy is the basis of central planning and centralized decision making.

Management by rules: Controlling by rules allows decisions made at high levels to be executed consistently by all lower levels.

Organization by functional specialty: Work is to be done by specialists, and people are organized into units based on the type of work they do or skills they have.

An "up-focused" or "in-focused" mission: If the mission is described as "up-focused," then the organization's purpose is to serve the stockholders, the board, or whatever agency empowered it. If the mission is to serve the organization itself, and those within it, e.g., to produce high profits, to gain market share, or to produce a cash stream, then the mission is described as "in-focused."

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Purposely impersonal: The idea is to treat all employees equally and customers equally, and not be influenced by individual differences.

Policy

Policy is typically described as a principle or rule to guide decisions and achieve rational outcome(s). Policy can be considered as a "Statement of Intent" or a "Commitment". Policy may also refer to the process of making important organizational decisions, including the identification of different alternatives such as programs or spending priorities, and choosing among them on the basis of the impact they will have. Policies can be understood as political, management, financial, and administrative mechanisms arranged. The term may apply to government, private sector organizations and groups, and individuals. According to a report by Torjman (2005), there are different ways to look at policy.

THEORETICAL FRAMEWORK

This study adopted two major theories but considered one which is the elite theory for the study.

Elite Theory

The elite theory, succinctly put, states that every typical society is divided into two groups (i) the few who have power and occupy by virtue of their power, top positions in the society; and (ii) the many who have no social influence or power, hence are at the bottom of the social ladder. The former who have power, though few in number, rule the people in the latter group. Consequent upon the above, public policy formulation and implementation is seen "as representing preferences and values of the governing or political elites. Thus, the suggestion that public policy is a reflection of the demands of the people is said to be a myth rather than reality" (Okereke, 1998). This theory which was popularized by scholars like Vilfredo Pareto, Gaetano Mosca and Wright Mills assumes that the masses are apathetic and ill-informed about public policy, hence, cannot be relied upon to drive policy matters. The burden is now left squarely at the feet of the elites to initiate policies and "push it downwards" to the masses.

In the Nigerian context, the influence of the elite in the policy formulation and implementation process is irrefutable. Most times they (the elites) are the ones who determine what policies are to be enacted in the country and who is to benefit from such policies; and since they share consensus on certain social values, they ensure that policies made without their input or perceived to be against their class interest is sabotaged. A good example of this scenario is the anti-graft policy of government which has not been able to effectively checkmate corruption among the elites in the country.

REVIEW OF RELATED EMPIRICAL STUDIES

Franklin (2011) in his research titled *Effects of Bureaucracy on Policy Implementation in the Public Sector „A Case Study of Ghana Audit Service, Ashanti Region* attempted to find out the bureaucratic effect of policy implementation within the Ghana Audit Service (GAS), Ashanti Region. In all, 76 structured questionnaires were administered to staff of different ranks in Ghana Audit Service, Kumasi Office. The results from the study show that there are various policies such as performance appraisal policy, Computer Assisted Audit Techniques and Risk based Audit approach policy etc. within the GAS. However, implementation is poor and affected by bureaucracy, dissemination of information and lack of logistical supports. Most of these policies are formulated from the GAS Headquarters in Accra and rolled to the regional and district offices. Though GAS has means of evaluating and monitoring policies, these structures are less effective resulting in poor implementation of policies. It is therefore recommended that there should be proper decentralization of policy issues to regional and district offices. Furthermore, frequent transfer of staff should also be reduced to enable staff fully benefit from policies implementation programmes rolled out to them. Training Programmes should also be adequately provided to help with appropriate orientation, skills and best practices of techniques to minimize bureaucratic tendencies. It is therefore recommended that further research on effectiveness of policy evaluation mechanism and how to remove bureaucratic bottlenecks within GAS should be carried out.

Ugwuanyi, and Emma (2013), carried out a study on the obstacles to effective policy implementation by the public bureaucracy in developing nations: the case of Nigeria. The study explored the importance of public policy in governance and public administration—generally, deeply discussed public bureaucracy and its role in policy implementation, critically examined and analyzed the key obstacles inhibiting the public bureaucracy in Nigeria from effectively implementing policies. In carrying out the study, the secondary sources of information or data gathering were mostly relied on and consequently, content analysis technique was adopted in the analysis. The basic finding is that there exists, indeed, some factors and circumstances that constitute serious obstacles to effective policy implementation by the public bureaucracy in Nigeria. These factors, among others, include the ineffective and corrupt political leadership under which the public bureaucracy in Nigeria thrives, the pervasive and deep rooted corruption within the public bureaucracy and the pressure and influence of primordial demands and values on the bureaucracy which negatively affect implementation activities and processes. Recommendations offered to overcome the obstacles and

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challenges and to reposition the Nigeria public bureaucracy for effective implementation of policies include, basically, that government should work towards ensuring the involvement of both purposeful and responsible political and bureaucratic leaderships as well as work towards further realization of politics and administration dichotomy in Nigeria in order to create room for the bureaucracy to operate and implement policies essentially on the basis of laid down ideal bureaucratic rules and principles. The bureaucrats need too to strongly de-emphasize primordial considerations and to resist primordial pressures and demands for special favours in policy implementation activities and processes while government also need to constantly develop appropriate programs for improving the working conditions, and other incentives for the public bureaucrats in order to build their morale and commitment to public service. This, too, could reasonably diminish the propensity among the bureaucrats to misappropriate funds allocated for implementing development policies.

Oghenechuko, (2015) investigated the effect of public policy implementation barriers on field level bureaucrats: a study of selected policies of the national agency for food and drug administration and control. The study analysed the activities of field level bureaucrats and how they act to overcome barriers that affect policy implementation. The research was conducted using a case study model, as such two policies – processed food regulatory policy and herbal medicine and related product advertisement regulatory policy of the National Agency for Food and Drug Administration and Control was studied. Both primary and secondary data was sourced for the research. Questionnaires containing both closed and open ended questions was distributed to selected field bureaucrats responsible for implementing the regulatory policies. The field bureaucrats were asked to identify how they would respond in behaviour, to selected types of barrier that have been identified to influence policy implementation negatively. Further, they were asked to rank the barriers that provide the most influence on their work. The results of the research show that field bureaucrats are more likely to respond to barriers by adopting a flexible role, which means, simplification of the policy implementation process, and further, are more influenced by time pressure than other forms of barriers. The author recommends that attention should be paid to the behaviour of field bureaucrats on duties, in such a way as to ensure that the behaviour they depict are those that will not compromise the policy in their care, so as to ensure more positive outcomes.

Goddey W, and Alafuro, E (2018) conducted a study titled public policy formulation and implementation in contemporary Nigeria. This study attempts to study the actors and institutions involved in the country's public policy process, and the overt and covert factors which streamline their policy choice, within the period of 2000-2018. Suggestions were made on how to improve the machinery for public policy formulation and implementation in Nigeria. The study revealed that public officials are expected to structure public policies to achieve the twin goals of institution-building and socio-economic progress as this is the only way through which the welfare of the people can be improved. In a globalized world like ours, where events in one part of the globe is quickly relayed to the others parts it becomes even imperative that citizens of Nigeria are made not only to be part of the civilized world, but that the policy making process itself is made more efficient and more responsive to universal interest than to the elites primordial interest. Finally, it is our submission that when the study recommendations on the means to improve public policy formulation and implementation in Nigeria are applied, Nigeria will have a better policy formulation and implementation process.

THE GAPS IN THE LITERATURE

The literature reviews on policy implementation and bureaucrats influence on national agency for food drugs administration and control are based on areas of concern other than extend of bureaucratic interferences. Most scholars identified that policy implementation for control and management of drugs are relevant as it offered proper and practical of drugs hygiene skills, confidence of use and contribution to decision making which have impact directly on human consumption. On the other hands, literatures reviews on community perception towards public policy implementations by NAFDAC and revealed that the organisation (NAFDAC) can do better if the barriers such as traditional medicines are curtail, enhance the norms and culture of its policies implementations that has hinder its policy implementation. The NAFADAC policy implementation should be based on constant review within a given frame. Despite the fact that a lot of studies have been conducted to curb its policy implementation and bureaucrats influence of which has live unsolved over years. By this there were need to conduct study to know the degree of public policy implementation and bureaucrats influence on national agency for food administration and control in Nigeria.

METHODOLOGY

This study adopted documentary research specifically to analyse this study. This study was carried out in NAFDAC offices in Kwara State. The state is in north central Nigeria. Sharing boundary with Benin Republic to the West.

Effect of bureaucracy within an organization in relations to food management control and field bureaucrats' policy implementation in Kwara state Nigeria national agency for food and drugs administration and control.

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In an organization, each department has its own agenda. Some departments do not cooperate to help other departments get the job done. This leads to delays in proceedings resulting in ineffective implementation of policies. In addition, heads of departments feels responsible first for protecting the department, its people and its budget, even before helping to achieve the organization's mission also another bureaucratic form (Johnston, 2011). Work environment also have a strong bureaucratic effect on organization's output. It includes large amounts of unhealthy stress on people which reduce their output. Internal communications to employees within the organization which is poor causing distortion to reflect what the organization would like to be, rather than what it really is. Furthermore, employee's mistakes and failures being denied and covered up or ignored have negative effect on the organization. Because of bureaucracy, responsibility for mistakes and failure tends to be denied, and where possible, blame is shifted to others (Johnston, 2011). Bureaucracy has effect on policies, practices and procedures within an organization. It tends to grow endlessly and to be followed more and more rigidly (Johnston, 2011). It retards policy implementation and hence growth of organizations. However, bureaucratic effects also arise from political influence. There is political in-fighting, with executives striving for personal advancement and power. Promotions are more likely to be made on the basis of politics, rather than actual achievements on the job. Thus have strong effect on organizations performance.

CHARACTERISTICS OF BUREAUCRATIC ORGANIZATIONS

These are some of the major characteristics of what is called the bureaucratic forms in organization. According to Johnston (2011), they are:

1. Most employees blame their organizations bureaucracy on senior management. They assume that management must want it, or it wouldn't be tolerated.
2. Senior managers do not want or like bureaucracy any more than the rest of the employees. The detestable effects of bureaucracy victimize everyone, regardless of level. Senior managers have not known what to do to get rid of it. Executives have tried many things to eliminate bureaucracy, but the program-of-the-year approach generally has not worked, because they have been fighting symptoms, not the root cause.
3. The root cause of bureaucracy is the organizing model. The bureaucratic form is so pervasive that its destructive nature is seldom questioned.
4. Management people in the organization must learn and use new ways of managing people and affairs. They will need to learn what they have been doing that adds to the bureaucracy in the organization. They will need to learn new ways of doing their jobs that diminish the amount of bureaucracy within the organization. Most importantly, they will need to provide empowerment for those who work for them, and protection and coaching to those who accept and act upon the offered empowerment.

Some Benefits of Bureaucracy in Organizations

A major benefit of bureaucracy in organizations is that top executives or management would have control over the entire organization. This enables clients of the organization to know who to hold responsible when they encounter problems. Therefore in an organization in which the senior people were educated and the workers were less, it seemed vital to concentrate on control. Organizations that are managed by rules and regulations there is control and consistency. Thus bureaucratic forms though hindering progress, allow management to exhibit full control on the organization. For instance, if the entire organization was managed by rules, then top management could be sure that the organization would be controlled by their decisions (Johnston, 2011). Most of the public sector offices are government agencies. Bureaucracy within these organizations theoretically results in people serving government but the head of agencies. In addition, because of specialization of different departments within the organization, bureaucratic forms promised accountability and expertise control of affairs in these departments

POLICY MONITORING AND EVALUATION.

Policies are implemented to achieve specific aim. There are several reasons why monitoring and evaluation of policies are necessary and carried out. They include:

1. Monitoring and evaluation enables a comprehensive assessment of effectiveness and impacts of the policy by implementers'.
2. Monitoring and evaluation is not only an instrument to measure progress in attaining benefits but also should be considered an intrinsic part of this progress.
3. Monitoring and evaluation ensures that accountability is a critically important issue based on transparent procedures, oversight, and data-based reporting

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Monitoring and evaluation helps the entire organization or enterprise to become progressively more cost-effective by building on the lessons of both successes and failures early enough for them to make a difference. To accomplish this, monitoring and evaluation ensures that what is being learned is effectively disseminated. (GEF, 2002).

Monitoring and Evaluation Criteria of Policies

In general, monitoring and evaluation practices explore five criteria for assessment of policies. These five specific monitoring and evaluation criteria are used in combination to provide the decision-maker with essential information in connection with present and future decisions concerning the policy.

Impact: Measure both the positive and negative, foreseen and unforeseen, changes to and effects on society caused by the policy (cies) under evaluation.

Effectiveness: Measures the extent to which the objective has been achieved or the likelihood that it will be achieved.

Efficiency: assesses the outputs in relation to inputs, looking at costs, implementing time and economic and financial results.

Relevance: gauges the degree to which the policy at a given time is justified within the organization's environment and development priorities.

Sustainability: measures the extent to which benefits are gained from the policies relative to the period without the policy (GEF, 2002).

Monitoring Program

A monitoring system is an essential tool for improved performance, planning, and portfolio and project or program management. One of the elements of this monitoring program is the monitoring of a policy progress in implementation and in achieving its overall goals. In addition, and on the basis of a minimum common format, each policy will build into its design a monitoring and evaluation component. This would include a baseline assessment, at a level appropriate to each project, to establish the conditions existing prior to policy implementation and a monitoring program carried out during implementation which may include, where appropriate, participatory modes of monitoring and evaluation. An important outcome of the monitoring program at the project level is the annual portfolio performance reports, which provide an analysis of the aggregated results of individual project monitoring (GEF, 2002).

Evaluation Program

The types of policy evaluations conducted by the various departments responsible for the policy implemented include mid-term reviews, implementation completion reports, performance audit reports, and independent terminal evaluations. These departments are responsible for the implementation of the policy evaluations together with the GAS. A distinction should be made between internal reviews performed by staff in the responsible operational division and evaluations carried out by persons who are independent of policy operations. The latter may be conducted by staff members of the evaluation departments or external evaluators on contract (GEF, 2002).

Strategic Management Capacities for Implementing Policy

Strategic management capacities are important to enable policy implementers to deal with the challenges of policy reform. Strategic implementation management can be thought of in terms of a conceptual capacity to look outward, look inward, and look forward CDG, (2001).

Looking outward; the tendency of managers to concentrate on the pursuit of day-to-day bureaucratic routines to the exclusion of being proactive or attentive to performance is well recognized. Policy implementers need to build capacity to extend their focus beyond the boundaries of their individual organizations. This means becoming more aware of who and what respond is appropriately. In essence, this calls for capacity in strategic planning and management. It includes the ability to identify key stakeholders; create opportunities for participation; forge partnerships among public, private, and voluntary sectors; set feasible objectives; build constituencies for change; and resolve conflicts. CDG, (2001).

Looking inward; efficient internal structures, systems, and procedures are important for achieving results. Critical to this kind of capacity are efficient and effective ways to design and implement programs; to set up and manage organizations; to hire, train, and motivate personnel; and to allocate, monitor, and account for financial and other resources. Without achieving some minimal level of operational efficiency, it is difficult to think or act strategically.

Looking forward; the third capacity relates to bringing together strategy, structure, and resources to achieve policy goals. It includes attention to sustainability, which implies the capacity to be anticipatory and proactive, not just responsive and reactive. Dealing with what is critical today is not enough. Policy implementers must be capable of identifying and preparing for what will be critical tomorrow and the next day as well. This includes operational capacity in evaluation and monitoring; but extends beyond to those more intangible capabilities, such as leadership, agenda-setting, and visioning. CDG, (2001).

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Addressing Challenges of Policy Implementation

The policymakers need to build genuine consensus among all stakeholders on the aims of policy implementation concerning a particular program. If all people are involved, then actual making of the progress of the policy would easily be attained. Roseveare, (2008). At the same time, all political players and stakeholders need to develop realistic expectations about the policy program being implemented. Stakeholders, especially grassroots staff who are the policy are concerned need to be fully involved in designing and formulating the policy changes. Policy makers are also sometimes tempted to transform indicators that can be measured into goals and targets for projects, because they can be used to show progress over time. However, this approach can crowd out other goals that may have important underlying merits and that society may consider important. Roeselare, (2008). Service Corporate Plan, 2003).

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Ugwuanyi, B, I and Emma E.O. C (2013), carried out a study on the obstacles to effective policy implementation by the public bureaucracy in developing nations: the case of Nigeria. The study explored the importance of public policy in governance and public administration-generally, deeply discussed public bureaucracy and its role in policy implementation, critically examined and analyzed the key obstacles inhibiting the public bureaucracy in Nigeria from effectively implementing policies. In carrying out the study, the secondary sources of information or data gathering were mostly relied on and consequently, content analysis technique was adopted in the analysis. The basic finding is that there exists, indeed, some factors and circumstances that constitute serious obstacles to effective policy implementation by the public bureaucracy in Nigeria. These factors, among others, include the ineffective and corrupt political leadership under which the public bureaucracy in Nigeria thrives, the pervasive and deep rooted corruption within the public bureaucracy and the pressure and influence of primordial demands and values on the bureaucracy which negatively affect implementation activities and processes. Recommendations offered to overcome the obstacles and challenges and to reposition the Nigeria public bureaucracy for effective implementation of policies include, basically, that government should work towards ensuring the involvement of both purposeful and responsible political and bureaucratic leaderships as well as work towards further realization of politics and administration dichotomy in Nigeria in order to create room for the bureaucracy to operate and implement policies essentially on the basis of laid down ideal bureaucratic rules and principles. The bureaucrats need too to strongly de-emphasize primordial considerations and to resist primordial pressures and demands for special favours in policy implementation activities and processes while government also need to constantly develop appropriate programs for improving the working conditions, and other incentives for the public bureaucrats in order to build their morale and commitment to public service. This, too, could reasonably diminish the propensity among the bureaucrats to misappropriate funds allocated for implementing development policies. Oghenechuko, O (2015) investigated the effect of public policy implementation barriers on field level bureaucrats: a study of selected policies of the national agency for food and drug administration and control. The study analysed the activities of field level bureaucrats and how they act to overcome barriers that affect policy implementation. The research was conducted using a case study model, as such two policies – processed food regulatory policy and herbal medicine and related product advertisement regulatory policy of the National Agency for Food and Drug Administration and Control was studied. Both primary and secondary data was sourced for the research. Questionnaires containing both closed and open ended questions was distributed to selected field bureaucrats responsible for implementing the regulatory policies. The field bureaucrats were asked to identify how they would respond in behaviour, to selected types of barrier that have been identified to influence policy implementation negatively. Further, they were asked to rank the barriers that provide

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the most influence on their work. The results of the research show that field bureaucrats are more likely to respond to barriers by adopting a flexible role, which means, simplification of the policy implementation process, and further, are more influenced by time pressure than other forms of barriers. The author recommends that attention should be paid to the behaviour of field bureaucrats on duties, in such a way as to ensure that the behaviour they depict are those that will not compromise the policy in their care, so as to ensure more positive outcomes. Goddey W, and Alafuro, E (2018) conducted a study titled public policy formulation and implementation in contemporary Nigeria. This study attempts to study the actors and institutions involved in the country's public policy process, and the overt and covert factors which streamline their policy choice, within the period of 2000-2018. Suggestions were made on how to improve the machinery for public policy formulation and implementation in Nigeria. The study revealed that public officials are expected to structure public policies to achieve the twin goals of institution-building and socio-economic progress as this is the only way through which the welfare of the people can be improved. In a globalized world like ours, where events in one part of the globe is quickly relayed to the others parts it becomes even imperative that citizens of Nigeria are made not only to be part of the civilized world, but that the policy making process itself is made more efficient and more responsive to universal interest than to the elites primordial interest. Finally, it is our submission that when the study recommendations on the means to improve public policy formulation and implementation in Nigeria are applied, Nigeria will have a better policy formulation and implementation process.

GAPS IN POLICY IMPLEMENTATION IN DEVELOPING COUNTRIES

In developing countries, some peculiar problems are associated with policy implementation. These are usually problems that lead to implementation gap and which can be traced not only to the policy itself but also to the policy maker and the policy environment. Implementation gap can arise from the policy itself when such a policy emanates from government rather than from the target groups. By this, it means that planning is top-down. And, by implication, the target beneficiaries are not allowed to contribute to the formulation of the policies that affect their lives. This is usually what happens in most developing nations. Makinde, (2005). For policy to be successful they should involve target groups and they should allow for participatory system, whereby policy makers plan with the people rather than for the people in meeting their felt needs. Such participation will give the target groups a sense of belonging as well as get them committed to the successful implementation of the policy. Most of the time, the target beneficiaries were not involved at the planning stage. And this eventually resulted in implementation gap. Another cause of implementation gap is the failure of the policy makers to take into consideration the social, political, economic and administrative variables when analysing for policy formulation. A policy that runs contrary to the manifesto of the government in power may suffer at the implementation stage because it may lack support, both financial and administrative. Also, failure to take the economic variable into consideration may also spell doom to policy implementation. Lack of funds will only result in the inability of the policy implementers to function, as they should. Makinde, (2005). Other serious problems are that of bribery and corruption which have contributed greatly to the failure of policy implementation in developing countries. For example, implementation problem may arise in a situation where huge amounts are earmarked for a project but the officers in charge of implementation steal such amounts or a substantial part of the amounts. Makinde, (2005). In addition to the problems stated above, Egonmwan (2015) identified some other problems that affect policy implementation in developing countries. Among them are: inadequate definition of goals; over-ambitious policy goals; and choice of inappropriate organizational structure in implementation of policies. Inadequate definition of goals makes a policy to lack clarity, internal consistency and compatibility with other policy goals with the result that the successful implementation of such a policy becomes problematic. With regard to over-ambition in policy formulation, in developing countries like Nigeria, many policies tend to be over-ambitious, sweeping and fundamental in nature. This is as a result of some of those countries being influenced by special conditions that affect how programmes and policy goals are decided. Makinde, (2005). Regime reshuffling has is another factor which affect policy implementation. When a regime of administration is over, most of their policies are changed by the new management. This affects continuity of policies and hence performance of some projects. Furthermore, this also results in financial loss to the organization. In Africa there is also general regime instability.

FINDINGS

Based on the analysis of data study from literatures, the findings shows that the information gotten from this research study is seen as highly reliable because, the respondents are from keen into policy implementation and bureaucrats influence on national agency for food drugs administration and with reference time frame memorial has performed below expectations and has no much effects based on the study document. This is also based on the studied of results collected and analysed in this study. The findings from the analysis show that, the public policy implementation and bureaucrats influence on national agency for food

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drugs administration and control in Kwara state has not performed maximally substantially. The number of policies implemented is not applause to their performance. These supposed to transform the state Agencies maximally, enhanced the anti-corruption crusade and diversified the economy by creating a food business friendly environment for both local and foreign investors and brings about devidence of good governance by the field bureacrats. Most of the policies also ought to have triggered performance rate by the bureaucrats among the government. It also did not make government policy on NAFDAC more open and accountable. It has therefore not make bureaucrats influence performance recommendable and effective.

CONCLUSION AND RECOMMENDATIONS

This study was able to identify what can be considered as the natural behaviour that field level bureaucrats adopt when faced with various kinds of challenges when implementing a policy, and has been able to establish that one thing is not true: that information gap provides the most influence as a challenge on field bureaucrats in respect to policy implementation. What is true, therefore, is that time constraints provide the most influence as a barrier.

RECOMMENDATIONS

Following the conclusion made, from the finding of the study, the study make the following Recommendations:

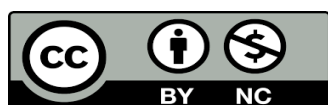
Attention should be paid to the behaviour of field bureaucrats on duties, in such a way as to ensure that the behaviour they depict are those that will not compromise the policy in their care, so as to ensure more positive outcomes. This may be done by paying more attention to organizational structure at the lower hierarchical level where field bureaucrats operate; strengthening the structure to ensure more productive behaviour. Policy executives can adopt a workable time management system that would ensure that field bureaucrats are not constrained as a result of time, which will help them manage other barriers that challenges them. Value policy implantation (including bureaucratic values and misconceived bureaucratic values) should be made a life-long learning by building it into every programme in the various levels of the community system from federal to local government level. Value policy making should be made a sound course in the organisation where values, bureaucratic values and misconceived bureaucratic values and how to unlearn them can be packaged as a programme for all drugs and foods irrespective of one's status. Orientation programmes should be organised for staff of the various institutions and agencies regularly to educate them on the ills of misconceived bureaucratic values in the society and its tendency to breed drugs and foods ills.

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