

Appraisal of Development Administration Strategies for Sustainable Agriculture and Food Security in Nigeria's Challenging Times

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Abstract

The outbreak of COVID-19 pandemic; intense insecurity like farmers/herders' conflicts, kidnapping and banditry; and climate change among others factors have posed very serious threat to sustainable agriculture and food security in Nigeria more than ever before. While there are past and existing policies and programmes for sustainable agriculture and food security in the midst of these challenges; there is concern about the strategies available and the level at which such strategies are effective in the sustenance of agriculture and food security owing to continuous decline in agricultural production due to the factors already stated. This paper, therefore, interrogated the development administration strategies in place for sustainable agriculture and food security in Nigeria amidst these challenging times. To achieve that, evidential documented secondary materials related to the subject were used to gather the data valid enough to address the research puzzle raised in this paper. Qualitative method was adopted, upon which thematic, analytical and explanatory techniques were used for the analysis of the data collected. It was found that achieving sustainable food security means ensuring continuous access to food both quantity and quality for the present generation as well as the future generations. Nigeria is food insecure just like most sub-Saharan African countries because food production falls below the demand for food even though the government tries to supplement through importation of food. Development Administration has played a very important role for the socio-economic development of developing and underdeveloped nations since the Second World War. It can play a very significant role in the sustainability of agriculture and food security today if it can overcome the above challenges. Consequently, effective application of development administration strategies such as action and goal orientation; socio-economic change; client orientation; commitment orientation; time orientation; ecological orientation; participation oriented; responsiveness; innovativeness in the formation and implementation of sustainable agriculture and food security programmes can help to prevent the impending food crisis in the country.

Keywords: *Appraisal, Development Administration, Strategies, Sustainable Agriculture, Food Security, Challenging Times*

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Background to the Study

The outbreak of COVID-19, insecurity and climate change has posed serious threat to agriculture and food security and sustainability in Nigeria such that pragmatic approach is required to avert the impending danger. Sustainable food security is an access by all people at all times to enough food for an active healthy life at present plus the ability to provide enough for future generation. It is the ability to provide enough food to the entire population of a particular state or country at all times. Issues on food security was brought to lime light in 1974 during the world food conference when it downed on the governments that nations all over the world needs to strategize on how best to improve agricultural production so as to match the per capita needs of the population. Ban Ki Moon, the UN Secretary-General at a World food summit in Rome in 2009, warned that six million children die of hunger every year; 17,000 die of starvation every day and by 2050 the world will need to feed two million more mouths. This has rekindled the idea of achieving sustainable food security in all countries of the world including Nigeria (Amaechi, 2018; Amaka, Kenechukwu and Olisa, 2016).

Despite various measures taken to alleviate the world hunger problem, food insecurity and undernutrition remain serious problems in many countries (Pawlak and Kołodziejczak, 2020; Sibhatu and Qaim, 2017). Although achieving food security is desirable irrespective of the political system and socioeconomic conditions (Jerzak and Smiglak-Krajewska, 2020), it is an extremely high priority in the developing regions of the world, where population growth coupled with the increased intensity of such environmental events as floods, droughts, extreme variability in temperature or rainfall often pose a threat to food security (Ahmed, Ying, Bashir, Abid and Zulfigar, 2017; WDI, 2015). Furthermore, due to greater food demand and reduced crop productivity, higher food prices along with income inequalities may negatively affect food access and availability for poor households (Pawlak and Kołodziejczak, 2020).

It should be noted here that poverty, war and conflict, natural disasters and climate change, as well as population growth are considered to be the main causes of hunger and malnutrition (Prosekov and Ivanova, 2018; Smith, El Obeid and Jensen, 2000). According Food and Agriculture Organization of the United Nations (FAO, 2020) data, around 13% of the population living in developing countries is suffering from undernourishment, while Porkka, Kummu, Siebert and Varis (2013) indicated that feeding the world's population is a challenge that is likely to become even more serious in the future. The global population exceeded 7.6 billion people in 2018 (FAO, 2020) and is predicted to reach 9.2 billion by 2050 (Silva, 2018), with a projected increased food demand of 59%–102% (Elferink and Schierhorn, 2016; Fukase, and Martin, 2017). In view of the above it seems necessary to increase agricultural production by about 60%–70% to provide food for the global population in 2050 (Silva, 2018). According to Foley et al. (2011) and Tilman, Balzer, Hill and Befort (2011), food production needs to as much as double by 2050 to meet the increasing demand.

World Bank (2012) estimates the population of Nigerian to above 160 million people, the largest in Africa almost accounting for 47% of West Africa's total population. As the population increases, the country's demand for food increases, while the ability to produce food diminishes because pressures from the growing population in form of desertification, climate change and erosion are also impacting on the already diminishing resources and further threatening food production.

Food security involves access and availability of food stuff, stability of supplies and the quality of the diet (Honfoga and Van den Boon, 2003). According to FAO, International Fund for Agricultural Development (IFAD) and World Food Programme (WFP) (2013), Nigeria have an energy intake of 1730Kcal and an average protein supply of 64g capita per day far below the 2500 – 3400Kcal minimum recommended daily intake per day. This shows that Nigeria is facing the challenge of unbalanced diet leading to various deficiency symptoms. Also among the 109 countries assessed by Global Food Security Index (GFSI) (2015), Nigeria is 91st with 37.1 score based on indices of affordability, availability, quality and safety. Nigeria, as revealed by Okolo (2006):

Has a huge agricultural resource endowment and yet the population is facing hunger and poverty. Seventy percent of the population live on less than N100 per day (US\$0.7 per day), and youth unemployment is close to 90 percent. The poverty stricken smallholder farmers constitute 80 percent of all farm holdings in the country, and are further impoverished by the aftermath of the annual commercial food import practice. The paradox of Nigeria's food situation also lies in the fact that the nation which is the sixth world highest producer of crude oil and earns upwards of US\$ 15 billion annually cannot adequately feed her population (p. ix).

One of the goals of Nigerian's agricultural development policy is to ensure that there is enough food reserve at household, state and federal government levels to forestall any threat to the level of food security. Since domestic agricultural production has failed to meet up with the increasing demand for food, the government had to spend on importation to feed her teeming population. For instance, food import increased from 19.9% in 2000 to 30.6% and 22.7% in 2011 and 2012 respectively while food export is barely 5.3% of merchandise (World Development Indicator, 2016).

The second sustainable development goal of zero hunger incorporates the need to achieve food security and improved nutrition, promote sustainable agriculture, ending rural hunger, empowering small scale farmers especially women, ensuring healthy lifestyle by 2030. The Nigerian government is working assiduously to achieve these goals (Amaka, Kenechukwu and Olisa, 2016). Therefore, since development administration is all about ensuring the realization of development initiative or programme, this paper is aimed at an examination of the development administration strategies in place for sustainable agriculture and food security in Nigeria, particularly in these challenging times.

Development Administration

Development Administration emerged as a response to challenges of development characterized with Third World countries. It emphasized the adoption of multifaceted approach to the conundrum of development in a number of ways. Avijit (2020), states that after World War II, most of the countries in Asia and Africa gained independence from colonial rule. As a result of the long period of colonial rule, the newly independent states faced many problems. Economic problems cover a large part of their miscellaneous problems. Poverty, malnutrition, starvation, lack of housing was the burning problems of these states, other social problems were associated with it.

According to Gant (2006), the term “development administration” came into use in the 1950s to represent those aspects of public administration and those changes in public administration, which are needed to carry out policies, projects, and programs to improve social and economic conditions. During a period of 15 years following the end of World War II, in 1945, colony after colony threw off the imperial yoke. Country after country achieved independence and political autonomy. This new status gave promise of freedom and liberty and self-determination in political systems of representative democracy. It gave hope of greater individual freedom and equality of treatment in the society. And independence created hopes of higher national and per capita income, a rapid rise in standards of living, and an increase in individual opportunity. Even in countries which had not been colonies but had been administered by some other form of authoritarian government, this was a generation of rising and insistent expectations pressing for rapid political, social, and economic change. New governments and their bureaucracies, their administrative agencies and processes, were expected to give reality to these anticipated fruits of independence and liberty. These new functions, these demands upon the administration system, were not only enormous in size and weight, they were novel and complex in character.

Development Administration departs from the hitherto view that development should be in terms of economic end alone (Bamigbose, 2020). Obikeze and Anthony (2004), argued that the idea of development administration is the most appropriate ways of passing from one administration which is essentially traditional in its functions to an administration which is able and especially geared towards development. Development administration therefore needs structure (public administration) and each country should provide itself with such structure and make it work, often using advanced technique or advanced management methods which should correspond with the environment (Bamigbose, 2020).

Development administration is the utilization of public administration as a parameter in effecting change in the society reflecting the socio-cultural conditions, including a sustained effort to initiate and further training for managerial and other staff, and to introduce specialized education. Obiajulu et al (2004) therefore submits that development administration conjures the notion that public administration can be used to initiate and execute such projects as schools, roads, wells, electricity, health centres, hospitals and

improvement of the general welfare and well-being of the people. It is making administration to be development-oriented instead of being rigid to rules and obedience to status quo (Bamigbose, 2020).

Development administration is, therefore, the systematic and organized use of a well-designed, articulate and deliberate administrative strategy (public administrative system) to effect positive changes to the poor state of man, holistic transformation of the developing society or states and possible advancement of the economic condition of individual (Bamigbose, 2020). Stones (1966) in Bamigbose (2020) give a holistic explanation of development administration. To him, development administration is concerned with achieving national development which also includes sustainable agriculture and food security. The goals, values, and strategies of change may vary but there are always generic processes through which agreement on goals is reached and plans, policies, programmes and projects are formulated and implemented.

Chakrabarty and Chand in Avijit (2020), have mentioned three major factors for the emergence and growth of development administration, which are:

- i. The emergence of newly decolonized nations after the Second World War.
- ii. The emergence of international and the US economic and technical plans for assistance to developing nations.
- iii. The establishment of the Comparative Administrative Group and the interest was shown by its members in developing nations and their administrative systems.

Bhattacharya (1979), cited in Bamigbose (2020), identifies the following as the attributes of development administration:

Change Orientation: The distinctive feature of development administration is its central concern with socio-economic change. It is this special orientation which distinguishes it from regulatory or traditional administration which is basically concern with maintenance of status quo.

Result Orientation: Development administration has to do with result or outcome since changes have to be brought rapidly and within a definite time schedule. Its performance is directly related to productivity e.g. increase in per capita income etc.

Commitment: In development administration, the organizational role is committed to socio-economic change and concern for completing time bound programmes.

Client Orientation: It has to be positive oriented towards satisfying the needs of the people in specific target groups.

Temporal Dimension: Since socio-economic changes have to be brought as quickly as possible, time assumes considerable importance in development administration. All development programmes are prepared for a certain time frame and must be completed within that.

Sustainable Food Security and its Determinants

Sustainable food security has been defined in various ways by different scholars. According to WHO (1995) and FAO, et al. (2013), food security is access to the food needed by all people to enable them live a healthy life at all times. A country is said to be food secured when there is access to food of acceptable quantity and quality consistent with decent existence at all times for the majority of the population (Reutlinger, 1985; Idachaba, 2004). This means that food must be available to the people so as to meet the basic nutritional standard needed by the body. But it should be noted that availability of food does not mean accessibility to food. Availability depends on production, consumer prices, information flows and the market dynamics.

World Bank (1986), defined sustainable food security as an access to enough food for an active, healthy life at present as well as ability to provide enough in the future. Abudullahi (2008), defined sustainable food security as when people have physical and economic access to sufficient food to meet their dietary needs for a productive healthy life at present as well as in the future. This definition outlines some indices for measuring the extent or degree of food security to be achieved by any country and the indices are adequate national food supply, nutritional content, accessibility, affordability and environmental protection.

Absence of food security is food insecurity; food insecurity on the other hand represents lack of access to enough food and can either be chronic or temporary. Adeoti (1989) opine that chronic food insecurity arises from lack of resources to acquire and produce food thereby leading to persistent inadequate diet. FAO (2010) refers to food insecurity as the consequences of inadequate consumption of nutritious food bearing in mind that the physiological use of food is within the domain of nutrition and health. When individuals cannot provide enough food for their families, it leads to hunger and poor health. Poor health reduces one's ability to work and live a productive healthy life. Poor human development destabilizes a country's potential for economic development for generations to come (Otaha, 2013). The core determinants of food security according to FAO, et al. (2013) and Amaka, Kenekwuwu and Olisa (2016), are availability, accessibility, utilization and stability.

Food Availability: Availability of food plays a conspicuous role in food security. Having enough food in a nation is necessary but not adequate to ensure that people have satisfactory access to food. Over the years, population has increased faster than the supply of food thus resulting in food unavailability per person.

Food Accessibility: The ability to have access to food depends on two major conditions: - Economic access and physical access. Economic access depends on one's income, the price of food and the purchasing power of the people. Physical access depends on the availability and quality of infrastructure needed for the production and distribution of food. Lack of economic access to food is as a result of the increase in the rate of poverty.

Food Utilization: Food utilization is measured by two outcomes indicators which reflect the impact of inadequate food intake and utilization. The first outcome is measured by under-five years of age nutrition level while second measurement is quality of food, health and hygiene. According to FAO measuring the nutritional status of under-five years of age is an effective approximation for the entire population. The indicators for the measurement of under-five years of age are wasting (too thin for height); underweight (too thin for age) and stunting (too short for age). Most times, progress in terms of having accessing to food is not always accompanied by progress in the utilization of the food. A more direct indicator of food utilization is underweight because it shows improvement more promptly than stunting and wasting whose improvement can take a longer time to be noticeable. Since 1990, the prevalence rates of under-five stunting and underweight have declined in some developing countries, while some countries still report a prevalence rate of 30% or more and WHO categorizes this as being high (WHOUNICEF, 2011).

Stability: Stability has to do with exposure to short-term risks which have a way of endangering long-term progress. Key indicators for exposure to risk include climate shocks such as droughts, erosion and volatility in the prices of inputs for food production. The world price shocks leads to domestic price instability which is a threat to domestic food producers as they stand the chance of losing invested capital. Nigerian farmers are mainly smallholders farming mainly for subsistence, this makes it difficult for them to cope with changes in the prices of inputs, and it also lowers their ability to adopt new technologies thereby resulting in reduced overall production. Changing weather patterns as a result of climate change have played a part in reducing food supply, for instance flood in the southern parts of the country and drought in the northern parts leads to substantial losses in production and income. The interplay of all these variables determines whether an individual, household, state or nation is food secured or not. This is because sustainable food security at the household level does not guarantee sustainable food security at the state or national level.

Need for Food Security and Sustainable Agriculture in Nigeria

Agriculture is broadly divided into four sectors in Nigeria—crop production, fishing, livestock and forestry. Crop production remains the largest segment and it accounts for about 87.6% of the sector's total output. This is followed by livestock, fishing and forestry at 8.1%, 3.2% and 1.1% respectively. Agriculture remains the largest sector in Nigeria contributing an average of 24% to the nation's GDP over the past seven years (2013–2019). In addition, the sector employs more than 36% of the country's labour-force, a feat which ranks the sector as the largest employer of labour in the country. A country with abundant food tends to live a happier way of life. Improves the living standard of people, reduces social ills and improves health condition of people especially the children and vulnerable ones in the society. It projects the image of people and community favourable to the international community. It helps to create a conducive atmosphere for healthy governance. It arrests youth restiveness because a hungry man is an angry man. A sustainable agricultural development gives hope for a better living for the future

generation and creates enabling environment for good governance. It gives room for consumers to make choice of the type of food to consume. Food security reduces spread of diseases and problems in the society and increase cooperation, love and understanding among people. The sustainable agriculture helps to boost the morale of the leaders, creates opportunities for employment and gives room for rural development especially, in the area of social amenities and infrastructural development in agricultural centered environment. It increases a country's foreign exchange and provides avenue for the supply of raw materials to the local industries. It gives opportunity to countries to increase their production capacity to the goods they have a comparative advantage over other nation. It sustains livelihood of many in any living nation, improves people mental faculty and makes a way for free and fair election in a democratic system. It makes a nation to be self reliance and depend less on importation of foreign products (Amaechi, 2018).

Sustainable Agriculture and Food Security Policies and Programmes in Nigeria

Shortly after independence in Nigeria, Nigeria was still engaged fully in the production and exportation of agriculture products which employed both the illiterate, semi-illiterate and literate citizens of the country. The Federal government in order to sustain the agricultural tempo established a board called the agricultural marketing board which was charged with the function of the control of marketing the agricultural products. Later crude oil was discovered and there was a little shift of attention from agricultural economy to the oil economy which later affected the agric sector of the country's economy (Amaechi, 2018).

The little neglect in agricultural economy generated poverty, hunger, increase in unemployment, social insecurity, and other associated problems. This called for the federal government's attention to sustain agricultural economy through the enactment of some policies to revive the sector. Since agriculture provides raw materials that can feed our local industries and arrest hunger in the society, some agricultural policies such as; Green Revolution, operation feed the nation (OFN) (Amaechi, 2018).

The Structural Adjustment programme (SAP), Back to land agricultural scheme for graduates, River-basin Development authorities were part of the initiatives. Others agric policies include, the establishment of the Nigerian agricultural cooperative and rural development scheme, the peoples Bank to support Agric, Nigerian agricultural cooperative Bank, the family Economic Advancement programme which emerged in 2000 and later took off in 2001 with the ultimate aim of providing an easy access to credit facilities and agricultural input to encourage food security. The bank of industry, which was the integration of Nigerian development bank, the Nigerian bank for commerce and industry and the National economic reconstruction fund were established to encourage agric and other business enterprises. The directorate for food, road and rural infrastructure (DFRRI), the oil minerals producing area development communities/commission were established to improve in Agriculture and to provide cassava floor processing scheme among other establishments (Ayinde, 2008).

In recent time, among other programme of MDG was the food security which was mandated by UN for all developing world to start a programme that will enable their countries to achieve the MDG goals on food security. This made Nigeria to embark upon the FADAMA Agric project. The target year which was 2015 has come and gone, yet. Nigeria is yet to arrest food insecurity. Even with all their agricultural policies and programmes since independence, to achieve food security and maintain sustainable agricultural development failed in Nigeria. There must be close monitoring and evaluation of agric policies and programmes, this is because of diversion of the credit facilities and loan which is given to people without proper utilization, it was observed that this agric grants for agricultural development do not go to the real farmers who may utilize for its main purpose, It goes to the wrong hands and greedy officers who divert it for their selfish purpose for acquiring more flashy cars, buy more-buildings and marry more women (Amaechi, 2018).

Challenges of in Achieving Sustainable Agriculture and Food Security in Nigeria

Poverty is the major problem of food accessibility, availability and utilization. Poverty leads to insufficient income needed to meet household basic need. According to Amaechi (2018), and Amaka, Kenechukwu and Olisa (2016), there are also other political and socioeconomic problems leading to food insecurity and these are discussed below:

Government Policy: Nigeria depended so much on agricultural productivity for its revenue until the exploration of oil in 1970s. The oil boom led to the negligence of the non-oil sectors especially the agricultural sector which used to be the major source of revenue for the country. The attention given to agriculture reduced drastically, farming reduced drastically, farmers needs were not attended to and the worst of all was that research and development in the sector slowed down causing a stagnation in food production.

Public administration policies with regard to agricultural production were rapid with plans hastily put together and little or no participation from those who are engaged in agricultural productivity. Moreover, policy change that championed increased incentive for local farmers for improved local food productions were neglected. Urban and community farming and even home gardening were no longer encouraged as land agents made it too difficult for people to obtain land for building as well as for agricultural productivity.

Agricultural Practices: The type of farming system prevalent in Nigeria is the traditional subsistent farming. This system is characterized by use of simple farm tools, small farm holdings, restricted access to credit facilities and low agricultural inputs, inadequate storage facilities, insecure markets for post-harvest products and exploitation of farmers by the middlemen. In terms of technology, Nigeria is still lagging behind when compared to other nations in Europe and Asia. Due to poverty and illiteracy, farmers do not have access to modern communication system with which they can access information regarding new technologies. Also, there are few extension officers to transfer new technology to the farmers. Funding for agricultural research is still low in Nigeria. Also,

heavy importation of food crops affects productivity of local farmers because the small farmers cannot compete with the imported crops.

Population Increase: The demand for food exceeds the supply of food because the rate of growth of population is higher than the growth in agricultural productivity. Also, the large population continues to relocate to the urban areas in search of white-collar jobs which do not exist. This youth rural-urban drift makes it difficult for the country to be food secured.

Environmental Issues: Flood, drought, desertification are environmental issues affecting availability of food in Nigeria. Climate change affects food supply through loss of farmland, fluctuating food prices, increases in food borne illnesses and other food utilization issues (GCF, 2016). The recent environmental degradation through deforestation and flooding has wide negative implication for food production. For instance, in 2012 the country witnessed an unprecedented rainfall as a result of extreme weather. The rainfall resulted in severe flooding causing loss of agricultural crops, live stocks and human lives. According to Metu, Kalu and Ezenekwe (2015), the estimated loss of the country's GDP was worth N2.6 trillion. In the same period, share of agriculture value added to total GDP declined from 23.89% in 2010 to 22.05% in 2012 (WDI, 2014). Other environmental factors that may affect food security includes soil degradation, soil pollution and deforestation. /Also, air and water pollution from industrialization threaten both human and natural resources to an extent that food securities capabilities are damaged.

Corruption: Corruption in Nigeria has been on the increase leading to money budgeted for public utilities being siphoned for private use. This leads to decay in infrastructure especially rural infrastructure where majority of the farmers live and operate from. For instance, we have seen situations where money meant for importation of fertilizers are siphoned by individuals, thereby, denying the real beneficiaries access to the inputs.

Another major challenge to agriculture and food sustainability is the COVID-19 and insecurity. According to Obayelu, Oluwakemi, Kamilu and Richard (2021), food demand and supply shocks caused by COVID-19 outbreak affect agriculture, food and dietary intake negatively through COVID-19 policies. It leads to a reduction in household income coupled with hike in food prices. Owing to the Nigeria's crude farming practice, there was a scarcity of hired labour required for production process during 2020 farming season. This implies a high likelihood of low output and further surge in food prices in the future. Food access was also compromised with the accumulation of unsold fresh produce by the smallholder farmers and the low salary earners during movement restrictions and of loss income as a result of international border closure. Food and dietary intake is affected as people are shifting diets to more affordable and low quality foods, while food stability is not guaranteed due to market insecurity, prompting an extraordinary level of indecision.

Most, if not all, agricultural activities in Nigeria are season-specific, weather-dependent and follow a fine-tuned timing. A delay in one activity such as land preparation, seeds supply, feeds, fertilizers, pesticides, required in production process affects yields and output. Maintaining a functioning input system in agriculture is therefore critical for a smooth functioning of the food supply chain (from “farm to fork”). A household is only food secure if everyone has unrestricted access to food that allows them to satisfy their basic needs (Rosales and Mercado, 2020).

Concerning the insecurity, Nwozor, Olanrewaju and Modupe (2021), are of the opinion that national insecurity has caused serious disruptions in Nigeria's agricultural activities. While millions of farmers have been uprooted and displaced from their ancestral farming communities, others are perpetually afraid for their lives and as such cannot optimally engage in farming activities. The direct implication is declining productivity with attendant shortfalls, both of which further deepen the contradictions surrounding agricultural production in Nigeria and the prospects of food security. What the Nigerian government must do to be track with its plans to reposition the agricultural sector is to urgently deal with the insecurity that characterizes the farming communities. There is a far-reaching implication on Nigeria's security architecture if food insecurity is not reversed and resolved. Under different scenarios, food insecurity can create national insecurity or be a consequence of national insecurity. In other words, national insecurity can deepen food insecurity as we are witnessing with the disruptive activities of the Boko Haram and Fulani herdsmen. On the other hand, food insecurity can trigger agitations, which could create security crisis that undermines national security.

Development Administration Strategies for Sustainable Agriculture and Food Security in Nigeria

The challenges threatening the sustainability of agriculture and food security means that pragmatic approach must be taken to avert the situation, hence, the need for application of these development administration strategies (Avijit, 2020) to address the challenges:

Action and Goal Orientation: Development administration is action as well as goal-oriented. This means that it is related to achieving certain programmatic results. Developing countries need to address socio-economic problems, and this is exactly why development goals are set and development administrations take-action towards those goals.

Socio-economic Change: Development administration also change-oriented. Here change means the socio-economic change of underdeveloped or developing countries. So, development administration is concerned with bringing socio-economic development.

Client Orientation: It has to do with satisfying the needs of its clients. The need for clients means the need of citizens. It is concerned with the uplift of the poorer section of the society. Almost every country announces various schemes for the betterment of the lower class or community in the society and all those schemes are managed by the public

administration and this kind of administration is called client-based development administration.

Commitment Orientation: The development administration is committed to its goals and responsibilities. It has high morale and motivation in working conditions to achieve developmental goals.

Time Orientation: It is time-oriented. The development administration has to perform all its developmental tasks within a time frame. All development projects have to be implemented within the time frame prescribed by the government.

Ecological Orientation: It is an open system. It continuously interacts with every element of its environment (Social, economic, and political system). It is influenced by every social, political, and economic environment and influences them as well. F.W Rigg's ecological perspective of public administration is a great example of this.

Participation Oriented: The Development administration adopts the policy of administrative collaborative and participatory systems for its purpose. Here, people are not just considered passive recipients of services. The active participation of the people in the formulation and implementation of developmental policies is given priority. The expansion of the decentralized administrative system is recognized in the development administration. Local self-government ensures people's participation in their grassroots administrative system.

Responsiveness: It is very responsive. That means it is responsive in terms of its service. The administration implements every public welfare project of the government. So the more responsive it is, the more development extends.

Innovativeness: Development administration is innovative as it relates to social change in achieving developmental objectives. It is dynamic and progressive in thought and action.

Challenges to Development Administration for Sustainable Agriculture and Food Security in Nigeria

Development administration is a state-centric and citizen-centric administration. This globalized world is transforming from a state-centric to a market-centric approach driven by the New Public Management. The question is why this transformation is happening. This is because the Development administration is facing challenges for a long time. These are (Avijit, 2020)

The inadequate concern with people-driven agricultural development policies/ programmes: Development administration has been developed keeping in view the objective of people-oriented development. In any country, people live in different communities. In such a situation, no general policy can bring about the overall development of the people. This requires community-oriented development policies.

Bureaucratic domination in agricultural development programmes: The role of bureaucracy as the main tool of development is also questioned. The bureaucracy is an efficient instrument with which administrative policies are implemented. But the bureaucracy proved to be a very powerful institution to the common backward people. In fact, bureaucratic power goes hand in hand with political power. In the case of development projects in such organizations, there are allegations of nepotism. Therefore, the general public has doubts about the importance of this institution in the overall development of the state.

Political capability and politicization of agriculture development programmes: The biggest problem of newly independent countries is the lack of adequate political capabilities and the politicization of development. Due to the weakness of both the political parties and the interest groups, the correct problem is not represented. Its effect can be seen in the policy. Fails to administer the proper implementation of that policy.

Low priority for quality assurance, monitoring, and evaluation: The policy is formulated in the interest of socio-economic development but there is a lack of proper assurance about its outcome. At the same time, it is not seen how effective those projects are, that is, they are not properly evaluated.

Administrative Corruption: The biggest challenge for the development administration is administrative corruption. The government allocates a lot of money for development projects and that money is spent through the administration. Corruption at the administrative level is often seen in developing countries. That means that money is not spent in the right place.

Excessive Political Control and Nepotism in Administration: We call people-oriented government and welfare states the maximum state. In such a state system, the state has a huge amount of power in its hands so that it can guide the development process in the right way. But in reality, this state cannot function properly without effective leadership. In almost every developing country, politically influential people abuse their political power to influence the administration. Political parties also in many cases appoint people of their choice in the administration. So the allegation of nepotism appears to be fatal.

Lack of Bureaucratic professionalism: Different departments are required for different types of work. In developing and underdeveloped countries, there is no separate division for each job. As a result, there is a lack of bureaucratic professionalism in the proper implementation of the policy.

Conclusion

The outbreak of COVID-19 pandemic; intense insecurity like farmers/herders conflicts, kidnapping and banditry; and climate change among others factors have posed very serious threat to sustainable agriculture and food security in Nigeria more than ever before. While there are past and existing policies and programmes for sustainable

agriculture and food security in the midst of these challenges; there is concern about the strategies available and the level at which such strategies are effective in the sustenance of agriculture and food security owing to continuous decline in agricultural production due to the factors already stated. This paper, therefore, interrogated the development administration strategies in place for sustainable agriculture and food security in Nigeria amidst these challenging times. It is resolved that achieving sustainable food security means ensuring continuous access to food both quantity and quality for the present generation as well as the future generations. Nigeria is food insecure just like most sub-Saharan African countries because food production falls below the demand for food even though the government tries to supplement through importation of food.

Development Administration has played a very important role for the socio-economic development of developing and underdeveloped nations since the Second World War. It can play a very significant role in the sustainability of agriculture and food security today if it can overcome the above challenges. Consequently, effective application of development administration strategies such as action and goal orientation; socio-economic change; client orientation; commitment orientation; time orientation; ecological orientation; participation oriented; responsiveness; innovativeness in the formation and implementation of sustainable agriculture and food security programmes can help to prevent the impending food crisis in the country.

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