

Original Research

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Poverty Implications of COVID-19 and Government Social Protection Programs in Nigeria

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Abstract

The sole objective of this paper was to investigate the poverty implications of COVID-19 on Nigerians, relative to the effectiveness of the government's social protection programs in mitigating the socioeconomic strain caused by the pandemic. The paper used documentary analysis to assess the impact of COVID-19 on Nigerians' socioeconomic lives and the government's policy response to the situation. The review found that COVID-19 exacerbated the existing poverty in Nigeria, and most of the government policy programs were not effective in mitigating the effects. We concluded that government policy responses to the socioeconomic strain caused by the pandemic were ineffective due to the pre-existing poor performance of social protection programs in Nigeria before the onset of COVID-19. As the world prepares for future pandemics, we recommend that the Nigerian government overhaul the existing social protection programs on poverty alleviation in Nigeria by addressing all gaps and looking for effective and strategic ways such programs can achieve desirable results.

Keywords: COVID-19, government, poverty, social protection, socioeconomic

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Introduction

Severe acute respiratory syndrome coronavirus 2 (SARS-CoV-2), also called COVID-19, is a global disease burden that gripped the entire human race in the year 2019 (Amzat et al., 2020). COVID-19 is a highly

contagious disease that spreads through body secretions, such as sweat, blood, urine, saliva, and surfaces touched by infected persons (World Health Organization [WHO], 2020). The disease originated from Wuhan, China, in December 2019 and became widespread throughout the globe through human migration and sociocultural lifestyle (Amzat et al., 2020). WHO declared the novel coronavirus disease a Public Health Emergency in January 2020 (WHO, 2020). Upon the declaration, Nigeria was identified as one of the high-risk countries in Africa that could experience the spread of COVID-19 (Marbot, 2020).

In response to this prediction, Nigeria set up a preparedness group on January 31, 2020, to prepare healthcare professionals, healthcare systems, and policy response to contain the disease if it eventually arrived (Amzat et al., 2020). The detection of the COVID-19 index case in the country prompted the government, through the Presidential Task Force on COVID-19, to introduce policies aimed at averting community transmission of the disease (Muanya et al., 2020). These policies were targeted at social structures that could aid community transmission, such as schools, markets, religious institutions, business organizations, and government establishments. The policies included full and partial lockdown of public places, social distancing, compulsory use of face masks, and regular handwashing (Muanya et al., 2020). Nigeria declared a total lockdown in March 2020 in Lagos, Ogun, and the Federal Capital Territory (Abuja) in line with the global practice to curb the spread of the disease (Mbah, 2020). However, partial lockdown was declared in other states.

Poverty Implications of COVID-19 in Nigeria

There is no doubt that the COVID-19 pandemic threatened the existence and socioeconomic life of humans. The sudden onset of the pandemic in Nigeria prompted policy response, which hindered regional, national, and local socioeconomic activities (World Bank, 2020) and contributed to the significant decline in the Nigerian economy. The oil sector, which provides 60% of Nigeria's revenue, also experienced low global demand due to the pandemic, which shutdown global transportation systems and industries that are the major users of fuel (Akanni & Gabriel, 2020). As a result, Nigeria slipped into economic recession in the year 2020, resulting in inflation of prices of goods and services, as well as loss of jobs, while some state governments were also unable to pay the salaries of workers with negative effects on family income (Akanni & Gabriel, 2020). The government-imposed domestic lockdown measures reduced household income for those who were unable to work and earn income during the lockdown. For instance, those who work with private organizations and within informal sectors were greatly affected (Andam et al., 2020).

World Bank (2018) also identified Nigeria as the largest recipient of foreign remittances in Sub-Saharan Africa, which contributes to 5% of Nigeria's gross domestic product (GDP). Reports have also shown that Nigeria relies on remittances from Britain, France, Italy, Spain, and the United States for 54% of its remittance income (Akanni & Gabriel, 2020); families relying on remittances from the aforementioned nations experienced significant decline in household income. These countries also had to impose lockdown measures, which impeded the socioeconomic activities of their residents (Andam et al., 2020).

A report by Human Rights Watch (2021) indicated that the economic impact of COVID-19 worsened the living condition of families in Lagos, Nigeria. The organization reported that many families struggled to afford food and meet other basic needs as the lockdown, food price inflation, and prolonged economic downturn had a devastating effect on informal workers, slum dwellers, and poor urban families. World Bank (2020) also reported that the poverty rate in Nigeria may increase from 40% in 2020 to 42% by 2022, as defined by people living below the poverty line of \$1 per day. Due to the pandemic and the ensuing lockdown, people who were barely above the poverty line were pushed below, and those below were forced farther down. Between 2019 and 2020, about 12.6 million Nigerians became extremely poor, with a significant proportion of the new extreme poor resulting from COVID-19 (World Data Lab, n.d.).

The lockdown measures affected economic activities across industries and sectors of Nigerian economy. For instance, the unemployment rate increased from 23% to 27% in the second quarter of 2020. Youth, female,

and male unemployment increased by 5.2%, 5%, and 2.6% respectively (National Bureau of Statistics, 2020). The lockdown pushed people in the informal sectors and lowest-earning individuals into poverty due to loss of jobs and income (Obiakor et al., 2021). A survey conducted by the National Bureau of Statistics around August 2020 also revealed that 11% of Nigerians were already out of jobs, family income dropped drastically, and individuals employed in the agricultural sector (such as, fishing, poultry, food service, construction, and domestic work) reported that they had not received any income since March. A high number of respondents (totaling 90%) reported a drastic drop in household income (National Bureau of Statistics, 2020).

Social Protection Programs in Nigeria

The Asian Development Bank (2003) defined social protection programs as sets of interventions or policies with the main purpose of reducing poverty, economic shocks, and vulnerability. The Food and Agriculture Organization of the United Nations (2015) averred that social protection may include publicly provided social assistance (such as, conditional or unconditional cash transfers or public works programs) and social insurance programs, such as contributory programs, which cover designated contingencies affecting the welfare or income of households. The organization also states that social protection programs involve labor market protection, unemployment benefits, skills, and training programs.

In Nigeria, various successive governments have introduced different social protection programs starting from the military era to the current democratic system. These programs include the Family Economic Advancement Program, Better Life for Rural Women, Directorate for Food, Roads and Rural Infrastructure, National Directorate of Employment, Family Support Program, Family Economic Advancement Program, homegrown school feeding, conditional cash transfers, a micro-credit program, Teach Nigeria, and youth employment and empowerment (Awojobi, 2017). However, these programs have not been making tangible impacts on the populace due to a number of factors (Holmes et al., 2012; Shadare, 2022). These factors include:

Lack of Data Indicating the Poor. The 2004 National Empowerment and Development strategy marked the beginning of social protection programs since the inception of the fourth republic in Nigeria with a focus on employment opportunities and poverty reduction. However, the program failed to achieve its set objectives due to inadequate statistics of the poor in Nigeria. The country lacks data to indicate those who are vulnerable.

Political Instability. Successive governments in Nigeria often come with their own manifestos, which they transform into policies. For instance, the Yar'Adua administration introduced a number of social protection programs, such as universal primary education, reducing child mortality, and improving maternal healthcare. These social programs were to run concurrently with the then Millennium Development Goals. However, these programs were disrupted due to the demise of President Yar'Adua.

Upon the assumption of President Goodluck Jonathan, the focus was on human capital. This led to the introduction of programs like community service programs, which employed 32,000 youths in public works, during their Graduate Internship and aimed to train 50,000 graduates in firms to improve their skills and development towards employment.

The administration of President Muhammadu Buhari has also neglected social protection programs introduced by President Goodluck Jonathan. He replaced them with his own programs, which include homegrown school feeding and a micro-credit program, which provides soft loans to artisans and agricultural workers nationwide.

Poor Policy Implementation/Low Coverage. Low financial investment and politics are limitations to wide coverage of various social protection systems in Nigeria. A tiny fraction of the poor benefit from various

social protection programs due to inadequate funds, lack of professionals who possess the technical knowledge of how such programs can be successfully implemented, and political factors where packages meant to be distributed to the poor are given only to political loyalists.

Corruption. Diversion of funds meant to improve the living conditions of the poor for private use is a major challenge to the effectiveness of social protection programs in Nigeria.

The World Bank (2019), in its report titled *Advancing Social Protection in a Dynamic Nigeria* (released in August 2019), mentioned that although the recent administration of President Muhammadu Buhari has introduced some important policies and programs aimed at improving the welfare of the people. These policies and programs focus on social safety nets and social investments (such as the National Cash Transfer Program, Youth Employment Program and Social Support Organisation, Community Social Development Project, Government Enterprise and Empowerment Programs, Job Creation Program, and National Home Grown Feeding Program), but these programs have made low impacts due to fragmentation and limited coordination among tiers of government, limited resources devoted to the programs, and low coverage and adequacy of the social safety net programs (World Bank, 2019). The body also explained that Nigeria lacks adequate social insurance programs that can reduce vulnerability and data and information for effective policy planning and implementation.

Social protection programs play a crucial role in mitigating health insecurity, poverty, and vulnerability (de Freitas & Martin, 2015), as poverty and health insecurity result from weak social protection systems (United Nations, 2013). It is important to also note that weak social protection systems will hinder the socioeconomic development of a country, resulting in reduced life expectancy, higher infant mortality, and the spread of infectious diseases (World Bank, 2013). And weak social protection systems will result in poor health with implications on a nation's productivity (Wagstaff et al., 2011). All of these statements taken together imply that the lack of adequate social protection systems, which provide resilience for people (especially the poor), may endanger them, as those who are deprived may lack decent living conditions, which is critical to their well-being (such as, access to healthcare institutions when the need arises).

The poor performance of social protection programs in Nigeria prevents the poor from accessing healthcare services due to the high costs. Studies have shown that over 90% of the Nigerian population is without healthcare insurance coverage (Chukwudozie et al., 2015). Adewuyi et al. (2019) revealed that 78.9% of pregnant women in rural areas and 43.9% in urban centers deliver their babies at home due to poverty and lack of access to medical services. A recent report by the National Bureau of Statistics (2020) revealed that 40% of Nigerians live below the poverty line. This suggests that 40% of Nigerians may lack access to basic healthcare facilities, as the country does not have any provision for social protection programs that enhance access of the poor to healthcare systems. And even in the so-called government facilities, healthcare services are not totally free. Patients may be required to purchase drugs and vaccines in some instances (Aregbeshola & Khan, 2018).

Roles of Social Protection Programs During COVID-19

According to United Nations Children Education Fund (2020), COVID-19 is a public health emergency of global concern with immediate and long-term social and economic consequences. The organization averred that the role of social protection is to mitigate the socioeconomic strains of COVID-19 on the most vulnerable individuals and families. The organization corroborated that "social protection serves as a pillar of counter-cyclical economic policy by delivering rapid financial support to those that need it as crisis hits, providing resources to those who will use them to both directly protect themselves and support the economy" (UNICEF, 2020, p. 2). The organization advocates for urgent scale-up of cash transfer programs; facilitating access to healthcare; supporting and expanding family-friendly policies; and strengthening public finance for social response. Holmes and Hunt (2021) opined that the role of social protection is to ensure social inclusion across

all aspects of development, which encompasses gender equality—even as the world battles COVID-19 and its resulting gaps in the social welfare of the people.

The Food and Agriculture Agency of United Nations (2021) corroborated that the essence of social protection is to build the resilience of the poor and vulnerable by providing alternative income and maximizing risk management throughout their lifecycle as COVID-19 ravages the world. The organization also averred that the role of social protection programs is to ensure sustainability of occupations that might have been affected by COVID-19. The International Labour Organization (2020) also opined that the role of social protection programs is to fill the significant gaps that COVID-19 has created in the social welfare of the people to prevent future crises. The International Policy Centre for Inclusive Growth (n.d.) suggested that one of the roles of social protection programs as the global world is burdened with COVID-19 is to ensure access of children to good nutrition, health, and education. The organization added that social protection programs should also mitigate the socioeconomic burden of COVID-19 on women whose socioeconomic status was already a global subject of discussion before the onset of COVID-19.

Social Policy Response to COVID-19 in Nigeria

Due to the socioeconomic hardship COVID-19 brought on Nigerians, the federal government introduced a number of social protection programs and policies to mitigate the effect on Nigerians. These programs and policies include:

Economic Stimulus Bill. The bill was proposed on March 24, 2020, to provide socioeconomic relief to Nigerian citizens and businesses due to the negative impact of COVID-19 on businesses and livelihoods. The bill was aimed at reducing taxes by 50% for businesses registered under the Companies and Allied Matters Act to enable them to sustain their businesses and prevent staff layoffs.

National Conditional Cash Transfer. The federal government announced the plan to transfer 20,000 Naira to poor and vulnerable households on the National Social Register (NSR). The NSR has about 2.6 million households, which the federal government promised to increase to 3.6 million during COVID-19 lockdown (Dixit et al., 2020).

Food Assistance. The Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development announced the decision to provide food to vulnerable households due to the lockdown that hindered socioeconomic activities and incapacitated finances of families. However, the food did not reach all the vulnerable families. The distribution was also marred by lack of transparency and corruption. (Dixit et al., 2020).

School Feeding Program. The school feeding program has been in existence before the onset of COVID-19 in Nigeria. Students in Nigerian public schools were given free daily meals provided by federal school-funded school feeding programs. The program was introduced in the year 2016 as part of the social intervention programs of President Muhammadu Buhari, which targeted over 24 million Nigerian school students. The initiative also provided children with essential nutrition, which is imperative for growth. To ensure that the vulnerable children continued to have access to this feeding, the federal government continued the program during the lockdown.

Issues in Social Policy Response to COVID-19 in Nigeria

There is no doubt that COVID-19 has exposed critical gaps in the social protection programs in Nigeria, as there was no effective structure that the government could leverage to mitigate the socioeconomic impact of COVID-19. Prior to the outbreak of the disease in Nigeria, the country was struggling to achieve one of the sustainable development goals, which is social inclusion through poverty alleviation. The government

introduced various social programs to achieve poverty alleviation but with no impressive results. The World Bank reported, 2019, that the coverage rate of various social assistance programs in Nigeria was alarmingly low, as only 4% of households out of 40% of poor households had access to social safety net programs. The International Monetary Fund (IMF, 2020) reported in December 2020 that the Nigerian social safety net suffered from limited coverage, poor targeting, and inadequate monitoring. Lack of government willingness to invest adequately in social protection programs has resulted in poor coverage and low impact of social protection programs in Nigeria.

Human Rights Watch (2021) argued that Nigeria's budgetary allocation for social protection programs is far less than what other low middle income countries and its regional peers spend on social protection programs. Human Rights Watch explained further that Nigeria spent 0.3% of its gross domestic product on social safety programs in 2016. South Africa, Africa's second largest economy behind Nigeria, spent 3.4% of GDP on social protection in 2016. Countries in Sub-Saharan Africa on average spend 1.5% of GDP on social safety nets. As a result of these existing gaps, there was low coverage of households in the various forms of economic relief provided by the government during the lockdown. For instance, between March 2020 and March 2021, only 4% of Nigeria's poor households received support in form of cash from federal, state, and local governments (Lain & Vishwanath, 2021) despite the upscaling of the National Social Register. This coverage was insignificant when compared to the widening effects of poverty that COVID-19 caused.

The outbreak of the disease exposed the gap in the data strength of the country as no intervention can be successful without reliable data. The approach to eradicating poverty starts from having data of all citizens in both rural and urban areas and analyzing such data to know the poorest of the poor and their location for necessary intervention. If such data existed, identifying the most vulnerable individuals and their location would not have been a challenge for the government during the lockdown. It would have also helped the government to identify other families whose earning power might have dropped during the lockdown.

The non-digitalization of the process of the National Conditional Cash Transfer Program also presented a challenge during the lockdown. For instance, Dixit et al. (2020) opined that the National Conditional Cash Transfer Program during the lockdown did not achieve the set objective due to the lack of transparency in the system. Dixit et al. noted that the country lacks an adequate information management system that makes electronic payment possible for poor households, which would have made the cash transfer transparent. The whole process was marred by corruption and politics as most of the intended individuals did not get the funds.

The outbreak of the disease also revealed a lack of formal protective systems for informal businesses in Nigeria. The informal sector of the economy, no doubt, employs a substantial number of Nigerians and contributes so much to the national economy with a 65% contribution to Nigeria's GDP (IMF, 2020). Over the years, the sector has been neglected with no considerable attention except in the year 2016 when the trader money program was initiated to help market women (Bank of Industry, 2018), but it was not strategically planned and had no significant impact. Having an existing structure and mechanism for helping the informal sector would have actually made distribution of socioeconomic relief for the people within the sector easier, thereby mitigating the socioeconomic strain of COVID-19 on families. The Economic Stimulus Bill was one sided as it was only favorable to formal sectors but did not take the peculiarities of the informal sector into consideration (Obiakor et al., 2021). The contents of the bill already suggest the exclusion of informal workers in urban and rural areas.

In the same vein, the Economic Sustainability Plan, which was later proposed to help micro, small, and medium enterprises and other informal sector workers, also excluded rural informal workers. The process stipulated that interested artisans should apply online without taking the unavailability of digital infrastructure in villages into consideration. Even in cities, stories abound about no clearcut guidelines for the registration process, criteria for selection, the deception and manipulations that marred the process, and how various artisans waited endlessly for this glimmer of hope, which never came, although the government had released huge statistics of beneficiaries (Agbor, 2021; Chijioke, 2021; Alimi, 2021). The EndSARS protest that occurred in October 2020 was attributed to the menace of police brutality in Nigeria but went beyond this obvious reason. Instead, Nigerians saw the campaign as an avenue to protest against the hunger and hardship, occasioned by COVID-19 containment measures, with no adequate palliatives to mitigate the effect (Ekpei 2020; Adediran, 2020). During the protests, government agricultural storage facilities, government food warehouses as well as grocery shops, were widely looted across the country.

Conclusion

COVID-19 has further revealed that the social security system in Nigeria is fragile. The few existing platforms cannot be used to provide proactive responses and reduce vulnerabilities during crises like epidemics, which affect the socioeconomic life of the people. As the world prepares for future pandemics, concerned policy stakeholders in Nigeria should reflect on the social protection programs. The following recommendations are suggested for the government:

Recommendations

- The government should overhaul the existing social protection programs on poverty eradication, in Nigeria, by looking for more effective and strategic ways that such programs can achieve desirable results especially through digitalization of disbursement of cash transfer programs. This can reduce corruption and politicization of the process.
- The government should invest more in social protection programs to ensure wider coverage.
- The Social Protection Programs must be sustained and should not be politicized. The implementation of these programs can be concentrated in a separate agency that continues to implement such programs even when there is a change of government. Appointment of people into this agency should not be based on political affiliation but by capacity and proven integrity.
- The duplication of social protection programs must stop while existing ones should be strengthened with adequate budgetary allocation.
- The socioeconomic aid provided by the government, such as the market trader program, can be restructured by—first of all—getting the data of all traders in the Nigerian market through their various associations. Then, provide economic relief for them, as a majority are yet to recover from the economic disruption occasioned by the pandemic.
- The government should address the high rising cost of food in the market, as many families (who have been made poor by the outbreak of COVID-19) may be confronted with the inability to afford food products. The government can also open palliative centers in urban slums and rural areas where the most vulnerable individuals can have access to food.
- The government needs to have the data of all Nigerians, and each individual should have a social security number. This can help in effective socioeconomic response to future pandemics.

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