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Implementation of Public Policy and the Role of Bureaucracy and Political Leaders in Nigeria

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Abstract:

The need for effective policy implementation that will enhance development process is very paramount and it should be a matter of concern and urgency to the political leadership and bureaucrats in Nigeria. Ability of the political class and the desire of the bureaucrats to respectively formulate and implement appropriate policies will determine the pace of development. It is unfortunate that political leaders and the bureaucrats have not lived to the expectation of the populace. A policy that ought to shape the lives of the citizens positively is yet to do so, as many citizens are still wallowing in abject poverty. In Nigeria, decision makers pay little attention to policy implementation; hence Nigeria has been experiencing a lot of failure since Nigeria attained nationhood. In spite of huge amount of resources expended on policies, yet the dividends of effective implementation is lacking and this resulted in negative national development. Little or no attention is paid to the problems of actually getting things done. Large amounts of money and energy are also spent preparing plans of all kinds with little or no thought given to the complex chains of reciprocal interaction required to implement public policy. The objective of this paper was to examine the role of political leaders and bureaucracy in policy formulation and implementation in Nigeria.

Keywords: Bureaucrats, policy, policy implementation, political leaders

1. Introduction

Globally, public policy and implementation is a function of public administration, it reflects a complex change, where government decisions are transformed into programmes, procedures, regulations or practices aimed at social betterment (DeGroff & Cargo, 2009). Policies are operating rules that can be referred to as a way of maintaining order, security, consistency that further a goal or mission (Irani, Noruzi, & Hernandez, 2011,p.288). Implicitly, policy made in good faith can lead to the maintenance of orderliness and peace in the society or in an organisation. Policy making and implementation is a phenomenon that cut across all organizations, institutions and governmental institutions, nations of the world developed or developing nations and wherever politics exist. Policy formulation and implementation is the sole responsibilities of the political leaders and the bureaucrats, who ensure that policies implemented are meant to satisfy the notion of common good. Common good is what a man cannot achieve by himself but rely on the state to make the provision.

Ikelegbe (2006) stated that fundamentally, a public policy is a government action or proposed action directed at achieving certain desired goals or objectives. Public policy is determined to ensure the present and future problems of the society either private, business or individual is solved.

Political leaders all over the world have assigned responsibilities to make policies for the citizens and bureaucrats are responsible for policy implementation. Leadership is the main problem with Nigeria. The type of leader needed in Nigeria is such that have political will to implement her numerous policies because political will should be the factor to government policy formulation strategies. Nigeria needs a willing effective leader and bureaucrats that will implement policies that were hitherto formulated. According to Nnaji & Ifeakor (2014) the need for enhancing development process in Nigeria is ever becoming more crucial and urgent. The pace at this which can be realized is hinged on the ability of the governmental leaders and bureaucrats to formulate policies and very importantly on the capability of leaders and bureaucrats to effectively implement the formulated policies. In other word, mere formulation of policies should not become the major issue in Nigeria rather their effective implementation.

2. Conceptual Clarifications

A policy is a principle or rule to guide decisions and achieve rational outcome. A policy may be referred to as the process of making relevant institutional and organisation's decisions which include the identification of different

alternatives such as programmes or priorities on expenditures, and making choices among them based on the impact they will have.

Policy is defined functionally as an explicit or implicit single decision or group of decisions which may set out directive for guiding future decisions, initiate or retard action or guide implementation of previous decisions. Policy can also be regarded as a method of action chosen from different alternatives, based on some conditions to guide and usually determine present and future decisions. Policy making is the first step in any planning cycle and planners must appreciate the dynamics of policy formulation before they can design implementation and evaluation procedures effectively.

Policies however differ in scope, decision, environment, range of choices and decision criteria. The broader the scope of policy the more problematic it becomes. A study of the theoretical and empirical work of social scientists reveals the two essential dimensions of policy making: who does it (the actors) and how (process). Historically, the actors in policy making have been considered unitary and rational; more recently policy analysts have introduced the organizational (public interest) model and the personalistic (self-interest) model. This implies that the pattern of policy enunciation and implementation in Nigeria can be characterized as the combination of elite and group model. According to Sanchawa (2015) elite model sees the elite group, usually government, as solely responsible for policy making and implementation and policy enunciated by the elite do not arise from mass demand while group model is based on the interest of the group.

Public policy is social policies that deal with societal issues. Primarily it refers to guidelines and provision that bring changes for people's living conditions, maintenance or creation of living conditions conducive to the welfare of citizens such as policies on education, agriculture, health, housing, and employment. It is the responsibility of a group in the society to make policies for the benefit of the larger society. This group who has the onus of making policy that has to do with the society is known as government.

Public policy has a positive impact on social development mainly and more specifically it considers detailed issues in policy and administration of social services including policy for health, education, agriculture, housing, needs and issues affecting the user's service, including poverty, old age, disability and family policy and delivery of welfare (Irani, Noruzi & Hernandez, 2011, p.288). Simply put, public policy is a course of action or related actions in different field of human endeavor, formulated and implemented by public officials. According to Sule, Alinno & Ikwegbe (2013) public policy are those actions of government geared towards the fulfillment of the obligation of the government on the citizens, which are the maintenance of law and order, provision of social and economic facilities needed for an enhanced standard of living of people (p.27).

This views that public policy rarely tackle one problem, but deals with clusters of entangled and long term problems. Public policy provides guidance to government and accountability link to citizens. Policy comes from those who have legitimate authority to impose normative guidelines for action. It is made by elected officials acting in concert with advisors from the higher levels of the administration such ministers who were appointed by the elected political office holder at the helm of affairs. They have the right to articulate policy through programmes

Evidently, policy and policy making are one of the fundamental parts of any government and there are different types of policy making process in different countries, they are democratic and dictatorship policy making process. Apart from democratic and dictatorship policy making process, there are other factors responsible for policy formulation in nations such factors include, internal environment, external environment, ideology, political leadership and personalities, pressure group, bureaucracy etc.

Public policy is considered strong when it solves problems efficiently and effectively, serves justice, supports governmental institutions and policies, and encourages active citizenship (NUPA, 2014). Sule, Alinno and Ikwegbe (2013) averred that policy may take legal form of laws passed by the legislative decisions of a government cabinet or board of directors of public corporations or private companies or even institutions issued by departmental authorities (p. 28). Public policy therefore is a pattern of action, carried out by government officials, is binding legally and authoritatively may include the use of coercive measures and the citizens are in support when it has positive effects on their welfare.

Public policy is a concept that relates with governmental activities, it is all encompassing and a pillar upon which all the resolution of societal problems rests. Public policies have supremacy and legitimacy in solving societal problems. It is the avenue for even distribution of societal resources which include both human and material resources that exist in quality and in quantity. It is an instrument or tool of change and development and a pathway to change and improvement on the lives of the people in a particular territory where the policies are made (Obamiwonyi & Abieyi, 2014, p. 39)

According to Wilson and Piazza (2013) public policy can be characterized as a dynamic, complex and interactive system through which problems are identified and countered by creating new policy or by reforming existing public policy. The dynamism and complexity in public policy is rooted in public problems which originate in endless ways and require different policy responses (such as regulations, subsidies, quotas and laws) on the local, national and international levels.

Therefore, public policy agenda must welcome transparency, strengthening governance, improving security and creating jobs and a coherent package of policies to safeguard fiscal sustainability and reduce external imbalances, and advancing structure reforms to support inclusive growth (IMF Country Report, 2016, p.4). In that case, public policy should be seen from a global point of view as a global transnational force to avoid escalation of transnational problems.

Stone and Ladi (2015) asserted that global public policy refers to a set of overlapping but disjointed processes of public and private deliberation and cooperation among both official state based and international organisations and non-state actors around establishing common norms and policy agenda for securing the delivery of global public goods or ameliorating transnational problems (p.3). Implicitly, no nation can survive in isolation therefore a policy from either state

or non-state actors not in line with global policy agenda can create problem globally. To corroborate this assertion, Kauppinen(2015) and Tent (2014) stated that all states all over the world, operate beyond their jurisdictional boundaries and they all make reference to global bureaucracy and though the scales of local and global are not neatly bounded and nested spaces, they are articulated together in a complex pattern, which implies the need to study local, national, regional, transnational administrative bodies, policy groups, intergovernmental agencies, and or transnational epistemic communities affecting these linkages either by enabling or restricting them. This assertion implies that all the nations of the world are linked together and there is a need to study the linkage to know their effects or otherwise restrict linkage that may pose danger to the web of relationship.

Moran (2013) also stated that the philanthropic actors such as Ford, Carnegie, and Rockefeller Foundations etc. have long been established in international development, as well as significant economic development and public policy. The foundations are interacting in a web of relationship with corporate donors, state actors, non-state actors and governments and their partnership are practically relevant in securing policy coordination and legitimacy. Moran's point stated above indicates that the aforementioned foundations contribute relatively to development nationally or internationally, directly or indirectly therefore a lack of concern for bad policies there have telling consequences in the global community. Since there are communicative prospects and deliberative potentials for democracy within a global public sphere therefore, transnational arena must be concerned with production of global public goods (Dryzek, 2014).

Virtually, all aspects of societal enterprise are now the object of policy, a dynamic and value laden process through which a political system handles a public problem (Bolaji, 2014, p.58). It means that public policy is a plan of action by a government, political party or any group that can influence and determine course of action for the public. This captured David Easton assertion that public policy is the authoritative allocation of resources for the whole society it conferred legitimacy on the government to make laws for all of us in the society. It is an empirical fact that the resources in the society are scarce and it is only the government who has the authority to allocate it to everybody without conflict or in a way that conflict will be reduced or minimized, no matter the status or belief system of individuals. Public policy can be regarded as a proposed course of action within a given environment by individual, group or government in an effort to reach a goal, or realize an objective, or a purpose. In other word public policy is not formulated for mere sake but there is an objective to attain. This explains that public policy is formulated for a purpose. The foregoing shows the imperative of the government to make policies on various issues such as agriculture, health, education, housing, transport, taxation, unemployment.

Public policy formulated and implemented should reflect overall socio - economic and political development. It entails given social issues adequate attention, provision of social infrastructure, development of human capital, poverty eradication/alleviation, industrial growth, growing an inclusive economy etc. The practical needs of the people socially and economically must be met in all ramifications, and must be sustainable.

3. Policy Formulation

Policy formulation according to Kabir and Mutiulla (2014) is the stage in which clear unambiguous definition is given to the problem in view and the policy is clearly stated and articulated in a well laid out content which must indicate the objectives of the policy, its plans, programmes, key activities involved, policy priorities and the strategies for implementation. Policy formulation is a stage where government and those involved in policy making otherwise known as policy actors take decisions on what is to be done and how it will be realized (Rosenbloom, Kravchuk&Clerkin, 2015, p.365).

The policy formulation stage refers to the development of relevant policy in relation to public problem and to the proposition, consideration and enactment of the policy. In the foregoing, policy formulation is seen as the final stage before implementation with precise lay out of what is to be done and the goals to be realized from the policy after the implementation stage. After policy formation stage, resources available will be identified and provided by relevant institutions. Also at this stage proper research is done in order to ensure that the various institutions realized the objectives.

The formulation of policy involves establishing the objectives to be attained and at least sketchily outlining the general means to be used in seeking to achieve the objectives (Rosenbloom, et al. 2015,p.365). Policy formulation is "an extremely complex analytical and political process to which there is no beginning or end and the boundaries of which are most uncertain" (Lindblom, 1968 cited in Sapru, 2012, p.147).

The policy formulation process begins with the ideas people have about the actions they want the government to take (Sapru, 2012,p.145). In other words, they are the demands of the people through their various interest groups which may be official or unofficial. It is a demand made upon the political system for action or inaction of any or so perceived problem(s).

4. Policy Implementation

Policy making and implementation is the essence and core of public oriented institutions and government in any country (Yusuf, et al., 2017). Governments should therefore give due consideration without compromise to policy planning and implementation. Policy implementation is the fourth phase of the policy cycle in which adopted policy is put into action. It is an important stage of the policy making process. It means the execution of the law in which various stakeholders, organisations, procedures, and techniques work together to put policies into effect with a view to attain policy goals (Khan, 2016). Therefore, it is about how a policy or programme is carried out, fulfilled, and completed.

Implementation of policies is carried out when all the laws and rules required to give effect to policies adopted have been put in place. Implementation refers to the process of converting inputs – financial information, materials, technical, human, demands, support, etc. into outputs – goods and services including symbolic values like titles and national awards which support behavior changes in beneficiary groups. Implementation can also mean the process of carrying out, accomplishing, fulfilling, producing or completing a given task. It is the stage where the earlier preparations and designs, plans and analysis are tested in the harsh light of reality and where policy content and the impact on people could be substantially altered or even negated by the political and administrative process.

Policy implementation is the connection between the expression of governmental intention and actual result and carrying out of a basic policy decision, usually incorporated in the statute, but which can also take the form of important executive orders or courts decisions (Aminu & Onimisi, 2015). Policy implementation involves putting adopted policies into successful implementation and is dependent upon three elements: policies must be passed down from the executive to the appropriate agency within the government bureaucracy, legislative intent must be transmitted into operating rules and guidelines, and the dedication of resources to implement policies under the first element must be joined with coordination of the policy with ongoing operations (Aminu & Onimisi, 2015,p.296). By implication, policy making is guided by rules and guidelines therefore; policy implementation is not done by a single governmental institution but all the institutions of government especially the three arms of government: the executive, the legislature and the judiciary. They play paramount roles in policy issues. Implementation of policy can therefore be defined as the process of carrying basic policy decisions, usually stated in a statute, but which can also take the form of important executive orders or court decisions (Chioma, 2014,p. 41).

Over the years in Nigeria, numerous brilliant policies have been formulated and implemented. Yet there is no apparent and significant development to show for that, as evidenced by the fact that Nigeria has continued to remain in the category of least developed countries of the world. Since Nigeria attained nationhood, many public policies have been formulated but, the paradox of public policies implementation has continued to militate cum mar the realization of public objectives in the country. Most government policies either end prematurely at the formulation stage or are purposely designed not to be judiciously implemented or simply mal implemented to benefit only a section of the societies.

Policy implementations are those actions by public and private individuals or groups that are directed to achieve the objectives set forth in policy decisions. Ajaegbu and Eze (2010) stated that policy implementation actually refers to the process and activities involve in the application, effectuation and administration of policy. A variety of activities are involved in policy implementation that may include issuing and enforcing directives, disbursing funds, signing contracts, collecting data, and analyzing problems, hiring and assigning personnel, setting committees and commissions assigning duties and responsibilities and also making interim decisions. The pattern and nature of policy implementation is the major explanation for the failure or success of any given policy. In this vein, Ikechukwu and Chukwuemeka (2013) observed that the implementation of a policy is the most vital phase in the policy process as it at this stage that the success or failure of a policy is determined (p.37).

Implementation of policies is dependent on different shapes, culture and institutional settings of the society.

5. Problems of Policy Implementation

Policy implementation is the bane confronting developing countries and relatively the successful implementation of public policy is difficult in third world countries. Continuation of policy often turns terminates and the intentions of policy designers are often undermined by a constellation of powerful forces of politics and administration in cooperation with the people. This has affected the effectiveness of implementation of policies making it impossible to achieve the results or objectives intended. Braimah, Rufai and Bonsu (2014) appraised the politics of public policy and problem of implementation with a case study of Ghana National Health Scheme in Ga East District. The study reveals that delay in the policy implementation of the scheme and discriminatory practices are banes that militate against the success of the scheme.

Policy implementation is given little attention by policy decision makers in less developed countries. Nigeria as a case study has experienced a lot of policy failure in this regard since independence. Little or no attention is paid to the problems of actually getting things done. Large amounts of money and energy are also spent preparing plans of all kinds with little or no thought given to the complex chains of reciprocal interaction required to implement public policy. Perhaps more serious is the common opinion that policy implementation is a separate activity which take place after a policy has been formulated. This view was held because there is little appreciation of the fact that building support for policies is an integral part of designing them. This widely held view on the separation of policy design from implementation has been attacked by Jeffrey, Aaron Wildavsky (1973) cited in Chioma(2014) as fatal to any sense of direction. According to them: The separation of policy from implementation without a sense of direction is fatal. It is not better than mindless implementation without a sense of direction. Though we can isolate policy and implementation for separate discussion, the purpose of our analysis is to bring them into close correspondence with one another (p.41).

Implementation of policies is influenced by the interest affected by the programmes to the extent that policy implementation, seeks to introduce changes in social, political and economic relationships. Those whose interest is threatened by such public action are bound to oppose them and those who stand to gain are bound to press for such public actions. Policies and programmes in developing countries are usually ambitious, sweeping and often difficult to operationalize coupled with the availability of fewer resources. Policies tend to take more time to implement in these countries in comparison with execution of incremental policies in advanced countries. Where a policy can be quickly implemented, uncertainty can be considerably reduced by the policy maker. In the same vein, if the duration of sequential

steps involved in the implementation process is long, contingencies like the alteration of goals, turnover of regimes or leadership, introduction of new actors into the implementation scene and other unintended consequences may crop in to frustrate the implementation. These contingencies are hardly foreseen by policy makers who may not also be able to set up control for them in the original plan. Dahida and Maidoki (2013) asserted that there is a missing link between the government and the public and also the government and its agencies when it comes to policy formulation and implementation which explains why policy fails in Nigeria. Pressman and Wildavsky (1973) cited in Chioma (2014) in their documented challenges of policy implementation of an economic development agency policy in Oakland California illustrated the excessive inter agency interactions and political bargaining involved in policy implementation process. In the USA public health for example, the implicit assumption is that collaborative planning and priority setting among partners lead to more appropriate and integrated service and ultimately better health outcomes that would be produced independently (DeGroff & Cargo, 2009). Bottom-up model rather than top-down model suggest that successful implementation of policies occurs only when those affected are involved earlier in the policy process, that is, in stages such as issue definition and policy formulation as well as implementation stage (Berman, 1978). Based on the above view, policy implementation or any change process must involve inter organisations, all stakeholders; questions must be raised in respect of evaluation of the networks. For successful policy implementation, there must be interaction and participation of all stakeholders and it is pertinent to involve the public, government agencies and other stakeholders in the formulation.

6. Leadership and Policy Implementation

Leadership is the main problem with Nigeria. In line with Achebe's opinion the type of leader needed in Nigeria is such that has the will to implement her numerous policies because political will should be the key factor to government policy formulation strategies. According to Nnaji and Ifeakor (2014) the need for enhancing the development process in Nigeria is ever becoming more crucial and urgent. The pace at which this can be realized is hinged on the ability of the government to formulate appropriate policies and very importantly on the capability of the leaders to effectively implement the formulated policies (p.224). It means that mere formulation of policies should become not the major issue in Nigeria rather their effective implementation.

Ugwuanyi & Chukwuemeka (2013) revealed that corrupt political leadership and inefficient public servants in Nigeria has a negative effect on policy implementation activities and processes. When corruption penetrates the implementation process, policy becomes mutated and the desired goals may not be achieved. Therefore bribery and corruption constitute a serious roadblock to policy implementation in developing countries. Fraudulent practices also take their toll on implementation in terms of payment for jobs not done, forging of receipts, payments for ghost contracts etc. A good numbers of third world countries leaders have been found guilty of bribery and corruption and some have been jailed for such acts. In Ethiopia some years back, the military regime that toppled the late Haile Selassie found that he had amassed wealth corruptly. In Nigeria, many state governors and public officers in the second republic and the present fourth republic were accused of corrupt practices, some were jailed and others are still facing trials. In a situation where contracts are overpriced and kickbacks offered for awards of contracts, implementation cannot be efficient. There may be no performance at all as much of the money paid for the execution of projects would have been doled out in bribes as was the case during the second republic in Nigeria. When valued services are rendered, it means such services will go to the highest bidder.

7. Bureaucrats and Policy implementation in Nigeria

Policy implementation is a key factor in realizing the stated goals and objectives of any organization, whether it is private or public. Policy implementation is a critical and strategic phase in all efforts to achieve set targets of any private organization or governmental institutions (Sule, Alinno & Ikwegbe, 2013). It can be asserted here that implementation is paramount in policy process and should be given a due consideration even at the formulation stage for the policy to achieve desire result either in private organizations or government institutions.

Developing countries, especially Nigeria is confronted with various problems in terms of policy implementation. Bolaji (2014) cited a number of examples, such as Better Life Programme and Family Support Programme embarked on by Nigeria's successive governments since independence. Some implementation problems identified in his study include corruption, lack of continuity in government policies, and inadequate human and material resources, all of which often led to an implementation gap that is, a widening distance between the stated policy goals and the realization of such planned goals. The study concluded that it is apparent that policies are regularly created in developing nations; however, most of the time, they do not achieve the desired results (p.59).

It can be attested from the above position that the problem lies with implementing and translating policies into reality over the years, by successive governments in developing countries, Nigeria for example is known for creating relevant policies, programs and initiatives but has not been able to resolve the problem of implementation. The essence of policy formulation and implementation is to improve the quality and of welfare services to citizens. If the government sets up an effective monitoring and efficient management systems, it will go a long way to assess the progress in the sectors which supposed to be policy priority areas.

Bolaji and Campell (2015) reiterated that the Nigerian economic policy is at a critical juncture and there are many complicated challenges around which public debate is currently raging. These include questions about fiscal consolidation, the business environment, infrastructure development, budgeting and public spending, public subsidy and market deregulation, revenue allocation formula, minimum wage and education institutional reforms (p.59).

The hallmark to the realization of any public policy is to achieve the desired goals of public interest. It is widely claimed that achieving policy objectives lies in implementation, a determinant factor in assessing the effect of any public policy. Policy implementation embraces issuing and enforcing of directives, disbursing of funds, hiring of personnel, negotiating with private citizens of the society for full realization of set targets (Sule, Alinno&Ikwegbe, 2013,p.28).

Hence the structure of policy implementation put in place by the bureaucracy plays a paramount role in either positive or negative achievement of the desired outcome. Bureaucracies play a central role in implementing public policy by applying programme rules to individual cases. In so doing, they create the policy that the public actually enjoy. Therefore, an understanding of public policy requires an understanding of the determinants of bureaucratic behavior, while the dominant paradigm for understanding bureaucratic behavior focuses attention on how the incentive structures of elected officials create constrain of bureaucratic behavior (Bolaji, 2014,p.59).

Policy analysts should focus attention on the task of information processing of the public bureaucracies at the centre to know why they implement policy the way they do. Ikechukwu and Okechukwu(2012) asserted that in order to understand why bureaucracies shape public policy the way they do, there is a need to pay attention to how different units within the bureaucracy respond differently to information. This is because public bureaucracies are entrusted with public property, and charged with responsibilities for the specific method of allocating resources within a large organisation. (p.32).

Further, bureaucrats are also referred to as 'civil servants' that primarily operate to help formulate and implement government policies. In the Nigerian context, bureaucracy simply means the organisations that exist within the government circle to implement policy and deliver valuable and satisfactory welfare services to the citizens. It must therefore be noted here that the civil service and those public service are components of the public sector in Nigeria. Therefore, the civil service is one of the agents of development in any nation and any society's transformation, largely depends on the effectiveness and efficiency of civil service. The lack of these qualities is the bane of developing countries. This indicates why society requires the civil service not only to implement development goals and administer government policies on a daily basis, but also to play significant roles in formulating development strategies, policies and programmes that will stimulate accelerated social and economic change (Bolaji, 2015,p.59). These transformation desired and naturally expected by the citizens are education, employment, increment in social infrastructures, and equal income distribution among others. Yet the desired transformation remains a dream as many Nigerians are caught in unemployment web and on daily basis face challenges of poverty. Bolaji (2015) argued that civil servants' attitudes and behavior influences the direction of policy outcomes in Nigeria.

Federal bureaucracy coordinates federal ministries, plays the roles of advising political appointees, formulate and implement government policies, collect and make data available for policymakers, and ensure continuation of public relations services. All these roles are of great importance to the success of any administration. Therefore, it can be concluded that bureaucracy is indispensable in any policy formulation and implementation. One of the reasons for establishing bureaucratic structure in Nigeria is to keep track of the effective performance of all stakeholders, departments and agencies and ministries so that the outcomes of their performances align with government declared intentions and transformation initiatives.

All these bureaucratic structures perform one basic function, to implement the basic policy. Despite the important roles of civil servants in Nigeria in achieving many of the government's policies and programmes, few of these policies and programmes are fully or successfully implemented or achieved. In numerous instances, many have been marred by poor implementation strategies (that is, bureaucratic procedures and political influence). A convergent point of view in most literature is that policy failures has major impact on the general development of the country, but minimal attention to the causes of policy inconsistency and the solution to the problem. Series of policies enunciated by various governments in different sectors of the economy are laudable but implementation has been the major setback against national development.

8. Conclusion

The role of bureaucracy and political leaders is critical to policy formulation and implementation. It can mar or make a country in terms of positive development. Both political leaders and bureaucracy impact on policy process. In Nigeria and most of the African nations, bureaucracy and political class role is characterized with inefficiency, ineffectiveness, ineptitude, self-interest and corruption which have grievous consequences for effective public policy implementation in Nigeria. The major objective of any serious government is to ensure laudable policies that will improve the betterment and welfare of the citizens. Realizing these lofty objectives is consequent upon effective policy implementation and not just policy formulation.

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