ECOLOGICAL VARIABLES AND PUBLIC POLICY IMPLEMENTATION IN NIGERIA: EVIDENCE AND REALITY

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ABSTRACT

A policy, however, carefully formulated is worthless if it is not implemented in an appropriate way to ensure maximum impact is achieved to address that particular policy purpose. The critical elements in both the internal and external environments and in the implementation processes in Nigeria account for the gap between goals and achievements. Nigeria is a good example in the formulation of policies, but poor at implementation. Acknowledging this wide gap between policy formulation and implementation, this study examined ecological variables influencing public policy implementation in Nigeria. The study adopted a descriptive method of enquiry, while David Easton system approach was used as a theoretical guide. Data were obtained from secondary sources like textbooks, journal articles, government publications and the internet. They were content analyzed. The study found that public policy formulation and implementation cannot be done in a vacuum, but in an environment, hence, environmental variables exert significant influence on policy success or failure in Nigeria. It was also discovered that the high culture of non-implementation of public policy in Nigeria can be attributed to lack of understanding of the policy environment/cycle by policy actors and the ego of politicians. The study concluded that, to bring about national development, policy makers must study and understand variables inherent in the environment and the impact such variables would have in any given policy. Also, public office holders must incorporate in their blue print, the policies/programmes of their predecessors because government is a continuum. The current practice to jettisoned every policy of the previous administration is counterproductive, a drain on the nation resources and a precursor to policy failure in Nigeria.

Key Words: Ecology, Public Policy Formulation, Policy Implementation, Policy Actors.

1. INTRODUCTION

Public policy is as old as the politically organized state. It is driving instrument of governance systems that expresses institutional response to situational challenges in a variety of sphere of public interest and domains. Whenever state power is captured either by military, hereditary or by electoral process, the bulk of the politics within the state system devolve on ways and means of influencing what the government of the day thinks, says and does. That is to say, whose interest does governments thinking, statements and actions serve well, better or best (Onyishi, 2010)?

Public policy consists of a course of action and measures deliberately taken to direct the affairs of society towards the realization of predetermined goals or objectives. It is the sum of

government activities, whether it acts directly or through agents, as it has an influence on the life of citizens. The essence of government is to prohibit, restrain, regulate, compel and coerce. It has the power to pass law and enforce them even with physical force because it is a compelling organization from which there is no escape. The above expressions fit government because its primary function is that of making and executing policies. Indeed, implementing policies that affect the generality of citizens differentiate government from any other institution. Public policy implementation is a major stage in the public policy process. A well designed and developed policy and procedure document will remain dormant if it is not implemented in an appropriate way to ensure that maximum impact is achieved to address the particular policy purpose, issue or need.

Globally, government be it national, regional or local at least pretend to be sensitive and responsive to the social, economic, political, physical and other conditions that affect it citizens. They do this mainly through authoritative decisions and coordinated course of actions. When governments make statements intended to address these needs and develop programmes as a course of actions to meet public needs, we perceive public policies in action. This is why it can be asserted that much of the pressures, negotiations, compromises, payoffs, maneuvers and even intrigues that attend the normal run of governmental processes are directed principally at informing and shaping public policies.

However, all these pressures, negotiations, compromises, payoff, intrigues, maneuvering and implementation occur within the environment. The environment which policies are made and under which policy maker function determines, to a large extent, the context and content of public policy. Public policy cannot be adequately considered outside the environment in which it takes place. This is because; the demand for policy actions are generated in the environment, transmitted within it while it also places constraints on what can be done by policy makers. There is therefore no doubt that environmental variables are strong determinants of public policy formulation and implementation in Nigeria as well as in any other political system.

In view of the fact that public policy formulation and implementation occur within an environmental settings and the environment can also contribute to the success or failure of any public policy, it is necessary for policy actors to have a proper knowledge of the convolution of the environmental variables that impact public policy implementation in the country. Thus, the crux of this study is to evaluate ecological variables that influence public policy formulation and implementation with emphasis on the evidence and reality in Nigeria.

2. CONCEPTUAL AND THEORETICAL ISSUES

Public Policy Ecology

Ecology (though a biological concept) has been found to be very useful in policy studies. Ecology is concerned with the interplay of living organism and their physical environment and social environment and how organisms and environments are kept in balance for survival and other important objectives. Thus in simple terms, ecology is about the surroundings or environments in which an object is situated or embedded. The term ecology and environment are often used interchangeably and there are synonymous. In public policy studies ecology represents the environment under which a public policy is taken. Ecology encompasses

environmental factors influencing public policy formulation and implementation. It could be physical (geographical), historical, legal or political. Policy ecology is a broad range of factors that exert either direct or indirect effect on policy decisions. It includes the land and its people, natural resources, religious beliefs, historical development, and so on. The factors that have great effect and influence on the processes of public policy can be seen as the ecology of such policy.

According to Kakaki (2016), ecological factors influence policy makers when putting up or prescribing policy option to solving identified problems. The purpose of focusing on the environment is to identify elements within which policy is made, determine how to promote change in each element, and focus on strategies for better or sustainable utilization of the factors (Okonjo, 2017).The concept of public policy environment is also the aggregate of things or conditions under which something functions. Put differently, the policy environment is not only the complex interrelating reality under which policy makers functions, but continued interaction within a specific area with varying degree of directness and intensity (Eneanya, 2010). This is why policy environment can be regarded as complex whole which is characterized by varying degree of different phenomenon. This implies that every course of action pursued by government in tackling certain identified public problems or meeting public needs is conditioned by surrounding influences. Policy environment is the distinct enclave under which government policy actions are considered with bearing surrounding influences (Allen, 2011).

In the view of Marume, (2016), the environment is both the source and recipient of any developed public policy. Thus, the environment is a forceful phenomenon through which public policies are shaped, structured and birthed. It is the driving force by which the political system and its processes are shaped. It is also the congruence through which political actions and interests are pursued. Therefore, public policies are products of technological factor, cultural affiliation, public opinion, economic interest, demographic and geographical setting (Sunkanmi, 2016). The environment produces and also receives the outcome and consequences of all public policies. Summarily, public policy environment is the initiator and influencer of every government planed course of action.

Public Policy Implementation
Implementation has to do with carrying out, accomplishing, fulfilling, producing or completing a given task. There is a broad agreement that implementation is a complex process, whether it pertains to the implementation of policy or services, as those implementing a policy must manage challenges across multiple levels such as system transformation, changing service provider behaviour, restructuring organizational settings etc.

In the view of Pressman and Wildavsky (2002) policy Implementation is a process of interaction between the setting of goals and actions geared toward achieving them. It encompasses those actions by public and private individuals or groups that are directed at the achievement of objectives set forth in policy decisions. It includes both one-time efforts to transform decision into operational terms and continuing effort to achieve the large and small changes mandated by policy decisions. Implementation is the linkage between a formulated policy objective and a concrete and tangible executed policy. It is therefore the major explanation for the failures or successes of public policies (Paudell, 2009).

While the founding fathers of implementation seemed to look at policy implementation in a general sense, Mazmanian and Sabatier (1983) narrow their definition to public policy implementation. They conceive policy implementation as the carrying out of a basic policy decision, usually incorporated in a statute, but which can also take the form of important executive orders or court decisions. The starting point is the authoritative decision, which implies centrally located actors, such as politicians, top-level bureaucrats and others who are seen as most relevant to producing the desired effects. In their definition, the authors categorize three types of variables affecting the achievement of legal objectives throughout this entire process. These variables are broadly categorized as: tractability of the problem(s) being addressed, the ability of the statute to favourably structure the implementation process, and the net effect of a variety of political variables on the balance of support for statutory objectives.

O'Toole (2003) conceptualizes policy implementation as what develops between the establishment of an apparent intention on the part of government to do something or stop doing something and the ultimate impact of world of actions. More concisely, he remarks that policy implementation refers to the connection between the expression of governmental intention and actual result. As part of the policy cycle, policy implementation concerns how governments put policies into effect. From the foregoing, it is easy to deduce that public policy implementation is the process where governmental agencies translate policy mandates into action, prescriptions into results and goals into reality. It is the processes and activities involved in the application, execution and administration of a policy. It is, in total, the actions taken to carry out, accomplish and fulfill the intents, objectives and expected outcomes of a public policy. It involves the act and process of converting a policy into reality and enforcing it (Tom, 2015).

Implementation problems occur when the desired result on the target beneficiaries is not achieved. Such problem is not restricted to developing nations. Wherever and whenever the basic critical factors that are crucial to implementing public policy are missing, whether in developing or developed nations, there are bound to be implementation problems. It is however, held that policies fail more often than succeed in developing countries than in advanced industrialized countries.

The Theoretical Significance of the Environment to Public Policy

The imperative of the environment to the formulation and implementation of public policy is so crucial that it can only be properly explored through a theoretical prism. This feat can be achieved by adopting the system theory propounded by David Easton (1965) cited in (Aliyu, A., Alabi., A & Adeowu, A. 2018). The system theory holds that a political system operates within a given environment. The environment, according to the theorists, consists of all phenomena such as social, political, economic, cultural or religious systems and so on. There are also boundaries to the environment as well as inputs. Inputs into the political system from the environment consist of demands and support. Demands are the claims for action that individuals and groups make on the political system to satisfy their interests. Support, on the other hand, is typify by citizens and groups loyalty to the political system through obedience to laws, payment of taxes, and accepting decisions undertaken by the political system in response to their demands.

The amount of support for a political system shows the extent to which it is regarded as legitimate, or as authoritative and binding on its citizen. The demands are converted into outputs within the political system. Outputs of the political system include laws, rules, decisions, bye-

laws and resolutions. There is also a feedback process which indicates that public policies made at a given time may alter the environment and the demands arising from it, as well as the character of the political system itself. In the process, policy outputs may produce new demands and subsequently new outputs in a never ending flow of public policy.

Ecological Variables that Influence Public Policy in Nigeria
Public policy is the driving instrument of governance system which expresses institutional responses to situational challenges in a wide variety of spheres of public interest and domain. All these institutional responses and interest are articulated within the environment. There are two environmental variables that shape and influence public policy formulation and implementation. These are the internal or domestic environment and external environment.

By internal or domestic environment, we are referring to factors within a country which influence the formulation and implementation of a public policy. Largely, these factors are peculiar to the country and are shaped by internal pressing issues that require government's attention. Included in these features that characterized the domestic environment of public policy are; Geographical factors, Demographic factors, social factors, Economic factors and Political Culture (Eminue, 2009, Okereke, 2003).

The geographical factors are variables that describe the natural and physical components of a state. In Nigeria, the size of the country, its natural resources, climate and topography constitute the geographical factors *Size of the country/ territory:* This has a great implication for policy formulation and implementation in a state. For instance; a large territory booming with fertility can define how self-sufficient a people can be or how dependent on other people they can be. Secondly, size of territory is often use as one of the criteria for revenue sharing in a federal state. Example, Nigeria federal revenue shared among the different levels of government include land mass as a criteria. *Natural resources:* Like oil, gold and agricultural products which can easily be translated into wealth, enhance policy formulation and implementation. In Nigeria it is as a result of the natural resources (crude oil) obtainable in the Niger Delta area of the country that make the Niger –Delta states to get a special thirteen per cent (13%) derivation from the federation account unlike other states. In terms of *climate;* whether the area is a Sahel region affected by desertification or a rain forest area that support all year agricultural productivity – is of concern to policy makers, because it can affect or limit agricultural productivity. *Topography;* the topographic makeup of a state also has a policy implication. Whether the location or area is a plain, peninsula, an Island, a mountainous area or a land-lock state etc. each has a policy impact.

Another variable under the domestic environment is the demographic factors. This factor includes the following variables, population size, age distribution, population density and the rate of population growth. All these have public policy implications (polium, 1998). *Population Size* is considered in the determination of various programme in the state. Example, for delineating the state into different constituencies for election purposes and representation in the National Assembly; Population is also consider in the allocation of federal revenue implying that a state with higher population will receive more revenue than a state with lower population. This explains why Kano state with a higher population gets more federal allocation from the federation account than Cross River state. The provision of social amenities such as hospital, water supply, schools, electricity, etc are also often based on the size of population. *Age Distribution* shows us how many people are working and capable of supporting themselves;

(implying that the policy maker would ordinarily expect higher revenue from personal income tax) or whether the population is determined by children and old people (implying a high dependency ratio) which means that money has to be spent to provide the things which children and the aged need – school, water, light, social security scheme, old-age pension, gratuity, old people home etc (Eminue, 2009; 118); In Nigeria, where a greater percentage (60%) of the population are youth, the government is grapple with the problem of providing job opportunities for the teeming youth who are willing to work but hardly get the opportunities. This scenario has created challenges for the government including the recent upsurge in insecurity in the country.

Social or Sociological factors are another internal environmental variable that influences public policy formulation and implementation (Anderson, 1979; Okereke, 2003, Eminue, 2009). Social Variables that impact on policy process include ethnicity, state of origin, the federal character principle, religion and zoning etc. For instance in order to ensure national integration in Nigeria, the state of origin and federal character principle are usually taken into account in making appointments into the public service, in the award of contracts, location of projects, giving scholarship to students, and in sitting or locating a development project equitably. Most times, Nigerians are asked to indicate their state of origin, local government areas, clans and or wards to ensure justice, fairness and equity. This is to avoid lopsidedness in appointments into public offices. Appointment into the civil service usually ensure "ethnic arithmetic" by reconciling factors of merit and factors of ethnicity such that all sections are represented, if need be, even at the expense of sacrificing standard (Eminue, 2009). Therefore, public policy usually takes social factors into consideration, rather than pursue merit to its logical conclusion.

Public policies often arise out of conflicts among groups of people, private and official with differing interest and desires. This origin especially applies to regulatory and redistributive policies. For instance, people with more education are likely to earn more than those with less education. Social problem such as inadequate public education, poverty, overcrowded prisons and congested traffic influence or constraint public policies in the state (Anderson, 1979). For instance, in order to decongest the port and ease traffic jam in Lagos state, Nigeria, the federal government has recently set up a presidential taskforce to ensure quick and easy clearance of goods from the Lagos port as well as established dry ports in Kaduna and Kano states.

Also within the internal environment is the economic factor which entails financial resources, nature of the economy, per capital income, and type of economic system. A strong economic base is required for effective policy formulation and implementation. ***Financial resources:*** Every government activities has financial implication, therefore, financial resources are usually needed to implement public policies. Financial resources are essential to effectively implement public policies and therefore its availability needed to be seriously considered when formulating public policies. When financial resources are unavailable, public policies are not likely to get to crucial implementation stage, no matter how brilliantly formulated. ***The type of economy*** such as monocultural economics (i.e economies which are essentially one-product-based) and which characterize third world countries, seriously affect public policies. For instance, Nigeria and Algeria are petroleum-based economies, Ghana and Cote d' Ivorie are cocoa-based economies; Gambia is groundnut-based. Such one-crop or one mineral dependency creates problems of instability in foreign exchange earnings, which in turn tends to disrupt development planning whenever there are price fluctuation for these products in the international market (Eminue, 2009). The recent slump in the global oil prices occasion by the corona virus

(COVID 19) pandemic has cause the Nigerian government to set up a committee to review it budget which was based on an oil benchmark of 54 dollar per barrel. The global pandemic and the oil war between Russia and Saudi Arabia has force the price downward to 30 dollar per barrel. As a result of this downward review in the international oil price, the Nigerian government has also reduced the price of premium motor spirit (PMS) consumed domestically by 20 naira from 145 to 125 naira. This downward trend has great implication for the Nigerian economy (channeltvnews, 2020). Whenever there is a crash in naira value or a sharp drop in the world market price of crude oil, federal, state and local governments have to adjust their respective budget downwards to lessen the effect of such stun. ***The Economic system*** The type of economic system a country operates is also a strong variable that influences public policy processes. While capitalist economic policies tends to emphasize policies which encourage individual ownership of wealth, socialist economic systems tend to formulate policies which more or less encourage state intervention and control which limit individual initiative. For example, the mixed economy Nigeria operates favours both capitalist and socialist policies in the country. The privatization policy of the Power Sector and the National Health Insurance Scheme by the federal government are both characterized by capitalist and socialist operations due to the mixed economy of Nigeria.

Added to the domestic environment is political culture which entails the pattern of individual political orientations, attitudes towards the political system, and its various parts. Every society has a culture that differentiates its members, values and lifestyles from those of other societies. Culture consist of all the humanly created physical objects and the pattern of thinking, feeling and behaving that are passed from generation to generation among members of a society. More concisely, culture is a society's total way of life (Shepard, 1981). Political culture is the widely held values, beliefs and attitudes concerning what governments should try to do and how they should operate and the relationship between the citizen and government (Anderson, 1979). In other word, political culture is concerned with the knowledge and belief of government held by citizens. Political culture is learned through the process of socialization and is transmitted from generation to generation. Socialization is a process in which the individual learn through experience with parents, friends, teachers, political leaders and others politically relevant values, beliefs and attitude.

Elazar (1966) identified three categories of political culture. These are moralistic, individualistic and traditionalistic cultures. The moralistic political culture sees government as the means for advancing the public interest. Here the interest in occupying public office is to offer public service. Under this culture, government is seen as a major provider of the needs of the population. As a result, the intervention of government in the economy is accepted and hence, there is high degree of interest about policy questions in such a culture.

The individualistic culture sees government as a utilization instrument for advancing private interests. Under this culture, politicians are interested in office for the rewards of public office. This is the case in Nigeria, where political position is seen as the easiest way to making wealth and not a call to service. This explained why Nigerian political office holders earned far more than their counterpart elsewhere in the world.

Traditionalistic political culture takes a paternalistic and elitist view of government and favours its use to maintain the existing social order. Real political power centres on a small segment of the population, while most citizens are expected to be relatively inactive in politics.

Patterns, procedures and processes of policy making differ among countries. These different political cultures have implication for public policy process.

On the other hand, the external environmental variables entail the outside pressures that influence public policy of a country that are not from within a country. Such external factors could be said to include issues from the international environment. The international environment has great implication for certain types of policies; example, defence policy, foreign policy, etc. Several issues in the international environment have far-reaching impact on policy formulation and implementation. These includes; external debt, world economic recession, international public opinion, unexpected/unanticipated development in the international system and dependence on big foreign power etc (Kech, 2014).

The external debt of a country has the propensity to influence it policy formulation and implementation. Debt burden often cripple meaningful and result oriented projects which would have stimulated economic growth of the country; thereby affecting policies aimed at improving the living conditions of the people. International debt crisis or what Mistry (1991) called "debt cancer" has implication for national planning and development efforts. For example, the #10.59 trillion, 2020 budget of the federal republic of Nigeria earmarked #2.45 trillion representing 23.2% of the total budget for debt servicing while #2.78 trillion, representing 26.2% of the entire budget is to be spent on capital projects (Adenekan, 2019). This implies that almost a quarter of the budget will be used for servicing debts. This is roughly close to the amount allocated for capital expenditure for the same fiscal period. This will lead to economic stagnation, poor infrastructure, social unrest and poverty. Debt cancer has the effect of mortgaging the resources available for investment, stunting the productive sector, hindering expansion of employment opportunities, constraining profitability, reducing tax revenue and income and thwarting the implementation of poverty alleviation/reduction programmes (Mistry, 1991). Deduction for external and internal debts reduces the financial resources available for policy execution (Eminue, 2009).

Furthermore, unexpected/ unanticipated development in the international system affects the entire world system because of the effect of globalization. The globalization influence implies that unexpected development in one part of the world directly affects the other. This obviously portends a strong implication on a nation's public policy. For example, the unexpected outbreak of the corona virus (COVID 19) pandemic in china has rapidly spread to other countries of the world causing businesses and countries lockdown, panic, economic devastation and death because the world is a global village. Also, the unexpected rise of global terrorism among Arab League of Nations within Asia, Europe, and Africa has made nations to pursue more defense-oriented policies. In Nigeria, for instance, the federal government has been compelled as a matter of global need to strengthen its military by earmarking huge funds as security votes in the national budget to tackle terrorism (Abubakar, 2013; Guardian Editorial, 2015).

Dependency/unequal exchange and exploitation is another external environmental variable that influence policy formulation and implementation. There is an unequal exchange relationship between the industrialized nations and third world countries; in the contemporary global economic system and this fact must be recognized by policy-makers in third world countries. While the developed market economy such as the USA, Canada, Japan, Western European countries are characterized by a strong commitment to liberal democratic political values, sustained economic growth and technological progress and a considerable amount of

international economic, financial and military power, the third world countries as exemplify by African, Asian, Latin American, the Middle-Eastern and the Caribbean countries are characterized by underdevelopment, dependent economic systems and a low standard of living for the majority of their people. Therefore, while the developed countries occupy the central position in the international capitalist system, the less developed countries LDC are at the periphery. And whereas the developed market-economy countries are highly industrialized (technology and capital), the LDC are exploited because of their technological backwardness. This unequal exchange relationship, which policy-makers must take into account, manifests itself in areas of trade, investment, technology transfer, foreign aid and domination of decision making structures of international financial institutions such as the World Bank and the IMF (Akindele and Ate, 1988).

The dependency of less developed countries (LDSc) on developed countries (DCs) informs the kind of public policy that the latter formulate and implement. Presently, Nigeria is seeking military assistance from United States of America to curb terrorism and Boko Haram insurgency ravaging the North-Eastern part of the country. As remarked by Abubakar (2013), the United States has conditioned Nigeria to investigate all cases of human rights and corrupt practices in handling military weapons. This conditionality partly accounts for the current war on corruption by the present administration, especially in the defense sector.

The elucidation above on the environmental variables of public policy formulation and implementation has effect on policy success and or failure in any given society particularly in third world countries where public policies are made not in the national interest, but in the image of the national interest.

Public Policy Implementation: The Processes

Several issues deserve attention in policy implementation situation. The implementation process consists of the implementing organization, the socio-political and economic environment, the policy target group, the policy objectives, the articulated method of implementation and policy resources. The implementation organization is usually a government department, agency, ministry, or commission which has jurisdiction or is given jurisdiction over the policy problem areas and is bestowed or entrusted with responsibility to implement the policy (Tom, 2015). The implementation organization is comprised of structure, persons and processes, rules, abilities and expertise that are located in the agency or department. It is with these characteristics and resources that the agency is expected to relate with the application or execution of governmental policies (Burke, Morris, and McGarrigle 2012). The implementing agency is important in any deliberation of the implementation of an enacted policy. Firstly, it has primary responsibility for policy implementation. It determines the course, speed and actual progress of implementation. It has considerable discretion in the manner, nature, scope and level implementation. It determines to a large extent what should be done, how and when it should be done and who exactly is to benefit.

Certain factors are considered decisive in policy implementation. Elmore (1978) posit that there are four core constituents for effective implementation. These includes; clearly specified tasks and objectives that accurately reflect the intent of policy, a management plan that allocate tasks and performance standards to subunits; an objectives means of measuring subunit performance, and a system of management controls and social sanctions sufficient to hold

subordinates accountable for their performance. In other words, failures of implementation are, by description, lapses of planning, specification and control. Successful implementation requires compliance with statutes, directives and goals; achievement of specific success indicators; and improvement in the political climate around a programme (Matland, 1995).

In the same vein, successful implementation of policy has been linked on decisive factors (Giacchino and Kakabadse, 2003). To them, these are the decision taken to locate political responsibility for initiative, presence of strong project management or team dynamics and to identify level of commitment shown to policy initiatives. Besides this, the success of a policy depends critically on two broad factors: local capacity and will. Often these two crucial factors are hardly exhibited by policy implementers in Nigeria. The country does not lack good policies to address the myriad of challenges it faces, ranging from poverty, unemployment, economic backwardness, banditry, herders/farmers clashes and terrorism etc. Most times, the political will and the local capacity to implement such policies is what the country lacks. For instance, the recent government policy to improve power generation and transmission in the country by president Buhari's administration is to be handled by Siemens a German company. This shows lack of local capacity.

Adequate resources are prerequisite in the implementation processes. Resources include both human and material, such as adequate number of staff who are well equipped to carry out the implementation, relevant and adequate information on the implementation process, the authority to ensure that policy are carried out as they are intended, and facilities such as land, equipment, buildings etc. as may be deemed necessary for the successful implementation of the policy. The level of resources devoted could facilitate implementation in some ways. Where there are adequate or satisfactory, it can enhance a positive disposition, compliance and rigorous execution by implementing officials. Without sufficient resources, it means that laws will not be enforced, services will not be provided and reasonable regulations will not be developed.

Another key issue that shape policy implementation is attitude of the implementers. Most implementers can exercise considerable discretion in the implementation of policies because of either their independence from their nominal superiors who formulate the policies or as a result of the complexity of the policy itself. The way the implementers exercise their discretion largely depends on their disposition towards the policy. Therefore, the level of success will depend on how clearly the implementers see the policies as affecting their organizational and personal interests. Where a policy will result in reduction of pay or other benefits, low self-esteem, or loss of position to the implementers, the attitude/disposition will be affected adversely. If a policy will enhance the status, pay or self-esteem of the implementer, such implementers will be favourably disposed to it. For example, state governors in Nigeria who are currently controlling/enjoying local government funds through the State/Local Government Joint Account (SLGJA) have not favoured the local government financial autonomy championed by the federal government. For this reason, they are bend on sabotaging its implementation because the policy will deprive them of all such benefits.

Public Policy Implementation: The Nigerian Reality

A policy, however carefully formulated is worthless if it not implemented. The formulation of public policy has been considered less exigent in the Nigerian policy scene unlike the implementation process that defines the translation of theory into practice. There is a wide

implementation gap in the Nigerian public policy landscape and this has remained habitual experience of many public programmes in Nigeria. By implementation gap we mean the difference between the policy objectives on paper and their manifestation in reality. Many public policy in Nigeria are very remarkable on paper but are hardly transformed to concrete realities to address the objectives for which they were enacted. The critical elements in both the internal and the external environments and in the implementation processes of developing countries account for the gap between goals and achievements.

Nigeria is a good example in the formulation of policies, but poor at implementation. Comprehensive policies covering virtually all aspects of socio-economic life have always been made often at a very high cost. Such policies appear to be efficient, optimal and appropriate only on paper (Ekaete, 2001). The culture of non-implementation of public policies is at a very high degree in the country and virtually affects all levels of government. Implementation as an action part of the policy process is very vital and elemental and should be taken seriously if the impact of government must be felt. A number of factors militate against the smooth implementation of policies in Nigeria. This includes:

Lack of Data for Concrete Planning: Many policy enactments are made on imprecise valuation of concrete situations. That is, such policies were formulated outside the framework of the reality on the ground and off the basis of real data. The implication is that preparation towards addressing a social problem becomes inadequate. At the level of implementation, resources become inadequate to translate the intention to reality. Absence of data for effective planning is explained within the culture of absence of data storage and retrieval in Nigeria. Eminue (2009) argues that Nigeria terribly lacks the culture of record keeping, information gathering or the proclivity for data, except perhaps the propensity to inflate census figures. Most planning ministries or agencies work without data, or with unreliable and defective data. Policies in Nigeria suffer from inaccurate projections and uncertainties which lead to poor or failed implementation.

Lack of Accountability in the Nigerian Administrative System: Most policies in Nigeria have failed due to lack of accountability on the part of the political leaders and public servants alike. The underpinning logic about accountability is that government is a trust and those who occupy position in government are there on trust. Individuals who exercise authority in the state can be held accountable for the action of the state they represent (Onyebuchi, 2012). Accountability is synonymous with answerability for one's actions or behaviour; indeed, accountability is at the heart of good governance. According to Olowu, (2002) accountability in public service is designed to fulfill the following functions; control abuse, corruption and misapplication of administrative power, ensure judicious utilization of public resources to achieve stated objectives and ensure efficiency of programmes effected by government in the interest of the public.

These three functions of accountability are not attainable in Nigeria. At the functions are offshoots and there is little or no accountability in Nigeria. This explains why our federal law makers will collect huge amount of money for constituency development projects and fail to implement such projects without being prosecuted. Lack of accountability in Nigeria administrative system is one of the primary causes of policy failure in Nigeria.

Ego of Politicians: The ego of most politicians in Nigeria in particular and Africa in general leads to the twist and turns of policies usually for political survival and perpetuation of party interest. There is needless policy change if not abandonment. New governments come into office and fail to continue with the policies started by the previous opposition government. This is the reality in the Nigerian policy cycle, because most changes in administration tend to be followed by policy changes (Eminue, 2009). In Nigeria every administration prefers to start on a clean slate, throwing overboard the policy thrusts of predecessor. Such erratic policies, according to him, are inimical to growth while policy stability tends to promote progress and engender planning.

In rare cases, the best they do is to change the name of the policy or enlarge it to cover other extraneous societal issues. For example most policies aimed at eradicating poverty are mere replication of names. Semiu (2017) remarked that from NEEDS, NAPEP, PAP, SURE-P to N-Power, the story of poverty control drives has been the same. The policy summersault is affecting the outcomes of Nigeria's public policies.

Most of the replication of names or abrupt change in public policy is to fan the ego of political office holders who want such policies to be credited to them as their legacies while in office. However, this is a major problem affecting policy implementation because most programmes initiated by a particular administration are hardly completed by another administration after the termination of that government; rather the incoming government would come with its own agenda (Aminu, Tella and Mbaya, 2012).

Poor Administrative/Institutional Arrangements: Poor administrative/institutional arrangement poses a challenge to public policy implementation in the country. This is evidence by lack or poor supervision by the structure responsible for overseeing the policy implementation, this result in policy failure. Development policies geared towards the improvement of the rural communities continue to fail at the level of implementation. To this end, some of them are haphazardly implemented as a result of poor supervision. Conceivably, this is why water facilities abound in so many communities but has lacked water since their installation. Also, most of the low-cost housing estates built by some state governments during the second republic are yet to completed and handed over to the intended beneficiaries thirty seven years after. This also explains why the Community and People's bank system failed.

Locational Deficiency: The politicization of the location of public programmes largely accounts for much programme failure at the level of implementation. The theory of location of industry spells out conditions which programme location must take into consideration. Among others are nearness to the source of raw material and availability of basic amenities to speed up implementation. The Nigerian experience shows a complete negation of these conditions in favour of quirky and impulsive political considerations. The outcome has always been a massive programme failure in Nigeria. Examples include the Nigerian Newsprint Manufacturing Company (NNMC) at Oku Iboku, while the raw material is located at Awi, Akampa, Cross River State; the Calabar Cement Company (CALCEMCO) located at Obutong, Calabar, while the raw material is prevalent at Mfamosingin Akampa Local Government Area, Cross River State (Bassey and Agbor, 2015). Recently, governor Udom Emmanuel administration in Akwa Ibom state has cited industries (Metering solution manufacturing industry, Jubilee syringe

manufacturing company, Kings' flour mill industry, and plywood industry) in Onna local government area, where the governor comes from in deviant of the theory of location of industry. Locational deficiency is one of the factors that have contributed to public policy failure in Nigeria.

3. CONCLUSION AND POLICY PRESCRIPTIONS

Public policy cannot be formulated and implemented in a vacuum; it must be done within the context of an environment. The ecology of public policy is a crucial factor in the success or failure of any policy. The environment which aid, shape and constraint public policy is classified into internal (domestic) and external environment; these two must be considered and scrutinize to guarantee quality delivery of government projects and programmes. It has been established that public policy implementation realm in Nigeria is seriously being ravaged by lack of accountability and corruption, lack or inadequate data for concrete planning, ego of politicians, locational deficiency as well as poor administrative/institutional arrangement etc. policy failures are common experiences in the Nigerian policy landscape.

To overcome this, and ensure good policy implementation in the country, policy makers must studied and understand the variables inherent in each environment and the impact such variables would have in any policy in order to bring about all round national development. Also, political office holders should sacrifice their ego and incorporate in their blue print the policy/programmes of their predecessors, because government is a continuum. The current practice where every new administration wants to start on a "Clean Slate" and jettison every policy of the previous administration is counterproductive, drained the nation resources and aid public policy failure in Nigeria. Furthermore, Nigerians and civil society organizations should developed critical minds of challenging/demanding accountability for government policy/progra mmes. This will keep government on it toes to implements right policies that will be beneficial to the citizens.

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