

PUBLIC ADMINISTRATION AND POLICY IMPLEMENTATION IN NIGERIA

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ABSTRACT

This study examined the role of public administration in policy implementation in Nigeria. The study became necessary following various instances of policy failures possibly arising from poor executive capacity. Data was gathered from secondary source. Relevant concepts such as public administration, public policy and policy implementation were operationalized to create a background for the understanding of the relationship between public administration and policy implementation. The Normative Model of policy implementation was adopted to show the criteria necessary for effective policy implementation. The study outlined some of the roles of public bureaucracy in implementing agreed policies, as well as highlighted some factors that constitute challenges to public policy implementation in Nigeria. The study also recommended certain strategies through which policy implementation could be improved; and argues that since administration is the engine room of development of any state, in order to fast track national development, it is imperative that emphasis is laid on developing the administrative machineries through which administration for development can be enhanced.

KEYWORDS: Public Administration, Public Policy, Policy Implementation

INTRODUCTION

The developing countries of Africa, Asia and Latin America are basically concerned about the perennial problem of development that confronts them since independence. Government of these states demonstrate this concern by formulating and implementing relevant and appropriate policies that would address the identified social-economic and political problem issues that constitute obstacle to their development. Initiation of sound policies is a gateway to national development as policy gives direction to government action and allows government to gain insight into what goals can be achieved within given period and available resources. The policy process however, does not end at policy formulation; as soon all laws and necessary rules needed to give effect to adopted policies have been articulated, the next stage in the policy circle is policy implementation. Policy implementation refers to the process of converting input:- financial resources, information, materials, technical, human, demands support, etc, into output:—goods and services including symbolic values like titles and national awards which support behavior changes in beneficiary group; implementation involves the process of moving forward a policy objectives by means of administrative and political steps (Egonmwan 1993). Public policies however are only useful when there exist a set of structures that can translate them into practical realities. This underscores the critical role played by the administrative institutions in the

policy process. It is therefore imperative to consider the capacity of implementing institutions to employ appropriate strategies for implementation before policies are adopted in the first place.

Policies are translated into reality through projects and programs; so the very success or failure of a policy is determined by the way and manner in which programs are executed. Egonmwan (ibid) acknowledged the importance of policy implementation when he noted that,

project as the cutting edge of development has become an important means of marshalling a country's resources, human and material for investing in development, with emphasis on being practical rather than 'decorative' on learning by doing and on using what works and abandoning what does not .

The very existence of any Government is justified by its ability to render services to the citizens especially those essential services which the private sector cannot provide or which the citizens cannot afford. Olowu (2011) captured this when he noted that:

fundamentally, the ability of a government to legitimately tax and govern people is premised on its capacity to deliver a range of services required by its population which no other player can provide.

Dick (2003) argues that policy implementation is about the most critical dimension in the policy process given the fact that the success or failure of any given policy is, to a high degree, a function of implementation. Emphasizing the need for effective policy implementation vis-a-viz the factors that may constitute obstacle to effectiveness of implementation, Ikelegbe (2006) identified the following fundamental questions surrounding the implementation of a given policy:

- How is the administrative institution implementing the policies? How does the target group react towards the implementation of a given policy?
- Is the resource capacity of the implementing institution adequate to effectively implement the policy?
- Is the implementing institution eager and motivated to implement the policy as intended?
- Where there wide consultations and analysis made to sufficiently understand the social problem for which policies were made?
- How far does personal, group or institutional interest or prejudice distract the implementing institution from implementing the policy the way it is intended or not to implement it at all?
- What structures are put in place by the relevant government agency to monitor and supervise the implementation of the policy?

These key questions must be considered as a matter of priority for any policy to be meaningfully executed.

In a similar concern, the late Indian Prime Minister Pandhit Nehru, lamenting on policy implementation problems in India noted that:

we in the planning Commission and others concerned have grown more expert in planning. But the real question is not planning but implementing the plan. That is the real question before the country. I fear we are not quite as expert at implementation as at planning (cited in Egonmwan, 1993)

The crux of policy implementation is development. Thus, Leading scholars of development administration such as Fred Riggs, Edward Weidner, Arora, Gant etc. have acknowledged the critical role played by implementing machineries when they explained development administration from two perspectives: 'administration of development' and 'development of administration'. While the former focuses on the initiation and implementation of the 4ps: planning, programs, policies and projects, referring to administration of development programs, the methods used by large scale organisations, notably governments to implement policies and plans designed to meet their developmental objectives; the later directly involves strengthening administrative institutions to build capacity required to implement policies and programs. (M.P Sharma etal, 2011). The interrelationship between the two perspectives explains why the two ideas are often interwoven in most definitions of development administration.

CONCEPTUAL CLARIFICATIONS

Public Administration: Like every other phenomenon in the social science discipline, public administration has no single universally accepted water tight definitions. However, some renowned public administration scholars have provided some useful thoughts that would assist readers to understand the basic ideas contained in the term 'public administration'.

Woodrow Wilson views public administration as "detailed and systematic execution of public law, every particular application of general law is an act of administration". Luther Gullick perceives public administration as "that part of the science of administration which has to do with government and thus concerns itself primarily with the executive branch where the work of government is done". Pfiffner observes that "it would seem that administration consist of getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish their set task." L.D White opined that "public administration consist of all those operations having for their purpose the fulfillment or enforcement of public policy." In the opinion of Willoughby, "the term administration may be employed in political science in two senses. In its broadest sense, it denotes the work involved in the actual conduct of governmental affairs, regardless of the particular branch of government concerned. In its narrowest sense it denotes the operation of the administrative branch only. As students of public administration we are concerned with the narrowest meaning of the term." In the words of Waldo, public administration is "the art and science of management as applied to the affairs of the state." Morstein Max noted that "public administration has come to signify primarily the organization of personnel practices and procedures essential to effective performance of the civilian functions entrusted to the executive branch of government." (source: Bhagwan & Bhushan; 2010)

Underlying these various definitions of public administration is the central role played by the administrative machinery in piloting the affairs of the state. Public administration is basically concerned with how law and government policies should be administered with equity, speed and without friction. It is a systematic execution of the will of the people which has been discovered, formulated and express in the form of laws by the legislature. For instance, the assessment of tax rates, the execution of criminals, the delivery of mails, recruitment of public officers are all acts of public administration. We can therefore say that public administration is a non-political machinery of government carrying out its work for the welfare of the people according to the law set up by the state.

It is also important to note that public administration is concerned with people and not with things. While administration can arrange things, it is the participation of the human elements (which is the

target of administration) that matters. Administration is a matter of social interactions which is managed by human beings to serve human beings. The administrator himself is a non political aspect of the executive who should administer the law as it is. It is none of his business to criticize the acts or policies of government; he should accept an exile from party politics and devote his attention to the sincere performance of his duties. (Vishnoo & Vidya 2010). Policies are like decorations if the human elements do not have the capacity to implement them.

Public Policy: Nicholas (2007) views public policy as a course of action adopted and pursued by government. In the words of Thomas Die, public policy is “anything a government chooses to do or not to do”. William Jenkins equally defines public policy as ‘a set of interrelated decisions taken by a political actor or group of actors concerning the selections of goals and means of achieving them within a specified situation where those decisions should in principle, be within the powers of those actors to achieve” (M.P Sharma, B.L. Sadana Hoerpreet Kaut: 2001)

In the words of Anderson public policy is a purposeful course of action followed by an actor or group of actors in dealing with a problem or matter of social concern (cited in Eminue:2009)

Policy Implementation: Policy implementation represents the stage where government executes an adopted policy as specified by the legislature or policy action. At this stage various government agencies and departments responsible for the respective areas of policy are formally responsible for implementation. Policy implementation is what happens after a bill has become law (Theo Doulou and Kofinies, 2004).

Policy implementation consists of organized activities by government directed towards the achievement of goals and objectives articulated in authorized policy statements (Wayne Hayes: 2000).

For Eminue (2005) policy implementation refers to the process of converting human and material inputs, including informational, technical, human demand and supports, etc. into outputs in the form of goods and services.

In the words of Ikelegbe (1996) implementation involves the committal of funds, the establishment of structures and methods, the hiring of personnel, the administering or executing of activities, and the securing of policy goods, services and other intended outcomes

policy implementation can be generally understood to mean the totality of the series of procedural daily activities involved in realizing the government policy goals and objectives, by relevant administrative institutions and legislative houses, the courts, pressure groups and community organizations.

It has been noted above that implementation is a crucial activity in the life of every government policy. Eminue (2011) points out a number of issues that must be considered for an effective policy implementation; they are: policy to be implemented must be clear and specific; choosing the most appropriate agency to implement a particular policy; the target group to be affected by the policy; the environment in which policy is to be implemented. Clarity and specificity are requisites for effective policy implementation; the structure of the implementing organisation:- the nature of its leadership, the quality of its personnel; the organisation's executive capacity in relation to the policy intended for execution. It is important to know if target group is organized or institutionalized; the nature if its leadership and its previous experience. It is also important to know the environmental factors that are likely to influence or will be influenced by implementing a given policy eg. local customs and traditions. These issues must be of paramount concern to the policy implementers without which

implementation will be difficult. The fact that policies are mere "theories until they have been implemented and put into practice" (Eminue: 2011) underscores the indispensable role of implementation in government business.

Kraft and Furlong (2007), Ajaegbu and Eze (2010) submit that policy implementation refers to the process and activities involved in the application, effectuation and administration of a enforcing directives, releasing funds, signing contracts, collecting data and analyzing problems, engaging and assigning personnel, constituting committees and commissions, assigning duties and responsibilities and also making short-term decisions etc (Nweke, 2006).

Theoretical Model:

The Normative Model of Policy Implementation

Policy success and failures in Nigeria are to be explained and understood from the perspective of the normative model of implementation developed by Worldbank. The normative model of policy implementation was advanced by Worldbank because of its adaptability in solving practical implementation problems that confront developing countries. This is premised on the fact that the success or failure of public policies is determined by the way in which polices are executed. In developing countries, Egunmwan (ibid) observed that alleviation of poverty and increase in the standard of living of the people are the major policy goals and these may not be achieved without well articulated projects. Against this consideration, the World Bank initiated the normative model of project implementation as a way of impacting its wealth of experience acquired from managing development projects of many countries. (Egunmwan, 1993)

The aim is to help project designers & implementers in these countries plan and manage program implementation better in a way that ensures success for projects and programs. The normative model highlights those features that lead to successful project implementation, the main problems likely to be encountered during implementation and some measures that have proven effective in dealing with them.

The model highlights the following features:

- 1 how to plan, organize and manage project implementation;
 - 2 how to expedite project start-up and factors affecting them;
 - 3 Technique for managing implementation and
 - 4 Problems in project implementation and strategies for dealing with them.
- (Egonmwan, 1993)

The Role of Public Bureaucracies/Institutions in Policy Implementation: Okafor (2005), acknowledged the critical role played by the bureaucracy in the development process of any country. He noted that though bureaucratic capacity is not a sufficient condition for development, but for sure, a necessary one. Traditionally, the primary concern of bureaucracies is the enforcement of laws made by the legislature and the policies decided by the political executive. However, bureaucracies (public administration) exert considerable influence in the entire policy process and thus, fulfill a number of key functions in any political system. The most important one are:

- * conduct of administration/policy implementation
- * offering policy advice,
- * articulating and aggregating interest

* maintaining political stability (Heywood; 2002)

Administration: The core function of public bureaucracy is to implement government law and policy. It is therefore charged with administering government business. This explains why bureaucracy is often times termed 'administration' while political executive is termed 'government'. This distinction draws a clear line between the decision making role of political executives and the policy implementation role of bureaucrats. It is certain that the vast majority of civil servants anywhere in the world are engaged almost exclusively in administrative responsibilities ranging from implementation of welfare and social security programs to the regulation of the economy, the granting of licenses and the provision of information and advice to the citizens. The size of bureaucrats are closely linked to the broader responsibility of government. For instance, The federal bureaucracy in USA expanded significantly as a result of the New Deal and has now grown to over 2.5 million strong; and the USSR central planning system eventually required 200 million state officials to administer it (Heywood; 2002)

Indeed, in virtually every country of the world, public policies are implemented primarily by the public bureaucracy and specifically by the bureaucrats or career civil servants that work in them (Ezeani, 2006). Dick (2003) noted that public bureaucracy has become a characteristic feature of modern societies with increasing importance. Indeed, public bureaucracy acts as a veritable tool for change and development. This underscores the efficiency of public bureaucracy in all areas of development process (Abah, 2010). This is because the capacity of the public bureaucracy determines what will be done, where it will be done, when and how well it will get done. If the public bureaucracy lacks the capacity to effectively implement a policy, such a policy is likely to terminate at implementation stage.

The role of bureaucrats has gone beyond those of mere functionaries who applied rules and carryout orders issued by political executives. In the first place, since much of the administrative details are left for the officials, civil servant may be allowed significant discretion on how policies may be implemented; secondly, the degree of political control exercised over the bureaucrats varies significantly from state to state. Whereas state officials in China are subject to strict and continuous party supervision, in France and Japan, the high status and reputation for expertise earn them a considerable degree of autonomy. In their capacity as policy advisers, civil servants have the ability to shape the policies which they will eventually be required to administer. (Heywood, 2002)

Policy Advice: The political significance of bureaucrats emanates from his role as a chief source of information and advice available to government. This very important role distinguishes the senior civil servants who have daily contact with the political executive and are expected to act as major policy advisers, from middle and junior ranking officers who mainly carry out routine administrative matters. Thus, the political significance of bureaucrats concentrates on this elite group of civil servants. However, the policy influence of civil servants are restricted by the fact that they are either required to be politically neutral as in the UK, Japan, Australia and in Nigeria, or are subject to a system of political appointment (spoil system) as in USA and in Nigeria. Heywood (2002) however argues that there are reasons to believe that the political role of civil servants are more significant than suggested above. He contends that there is no clear distinction between making policy and offering advise; decisions are made based on the information provided by the bureaucrats. This means that the content of the decision is invariably structured by the advise offered. Besides, the bureaucrats being the major source of information available to the political executive, civil servants can effectively control the flow of information. Information can thus be concealed or shaped to reflect the preferences of the civil

servants. As the responsibilities of government expand, policies become more complex such that 'amateur' politicians only depend on the expert and specialized advice of bureaucrats.

Articulating interests: Informally, bureaucrats often help to articulate and sometimes aggregate pressure group interests. Through their task of implementing policies and involvement in formulation and policy advice, bureaucrats are brought into contact with interest groups. Often times an alliance develops between the interest groups and high ranking civil servants, blurring the division between organised interest groups and government agencies. Groups such as doctors, lawyers, farmer, teachers etc, thus become 'clients' serviced by their respective agencies, and also serve as invaluable source of advise. Such clientelism may benefit government so long as that can help maintain consensus. Interest groups having access to policy information would likely cooperate with government policy which will make implementation easy.

Political Stability:

By the virtue of their permanence and political neutrality, bureaucrats implement policies made by any government in power without prejudice or favour, and thus maintain stability in the system. This function is very vital in developing states where the existence of a body of trained career public servants is the only guarantee that government is conducted in an orderly and reliable fashion. However, Heywood (2002) has argued that continuity has its own shortcomings; where there is no effective public scrutiny and accountability, it can certainly accentuate corruption. He observed that this problem is common in many developing states where it is heightened by widespread poverty and disadvantage. He equally contends that in other cases permanence may breed in civil servant either a tendency towards 'arrogance' and 'insularity' or a bias in favour of conservatism. Career civil servants may come to believe that they are more capable of defining the common good than the elected politicians; and may therefore justify their resistance towards any radical or reformist political tendencies as they see themselves as custodians of state interests. This would ultimately have negative impact on policy implementation.

It is based on the same tendency towards arrogance that Karl Max sees alienation and incompetence as basic characteristics of bureaucracy. He argues that it is by the process of alienation that man lost control of the social forces, which attain an autonomous status and turns against man. In the case of bureaucracy, it is by alienating the populace that it becomes an independent and oppressive force, which is felt by the majority of the people as a mysterious and distant entity that regulates their activities. This attitude is reinforced by the bureaucrats` tendency to create special myths and symbols around it that mystify its action and position. In this processes, bureaucracy becomes a close system that jealously guards its secrets, prerogatives, and presents to the outside world a united front of silence and hostility (Nnadozie, 2007)

Problems Confronting Policy Implementation in Nigeria

It was noted at the introductory part of this chapter that the success and failure of any policy will largely depend on what happens at the implementation stage. Eminue (2009) noted that it is not enough to have a well-designed policies and programs; these policies and programs must be effectively implemented and systematically monitored and evaluated after they have been adopted. Unfortunately, experience with policy implementation in developing countries shows a wide gap between policy intentions and results. Policy implementation has been identified as associated with numerous problems ranging from poor program leadership, poor management, poor citizenship cooperation, inadequate resources, corruption and indiscipline, contractual failures and problems of

overlapping jurisdiction, problems within the implementing organisation's agencies etc (Ikelegbe, 1996).

Egonmwan (1993) decried the problems of policy implementation in developing countries when he stated that: stripped of all technicalities, implementation problem in developing countries is the problem of widening gap between intentions and results. On this, George Honadle and Rudi Klaus (1979) noted that:

Implementation is the nemesis of designers. It conjures up images of plans gone awry and of social carpenters and masons who fail to build to specifications and thereby distort the beautiful blue prints of progress which were handed to them. It provokes memories of good ideas that did not work and places the blame on the second (and second-class) member of the policy and administration team. (cited in Egonmwan: 1993)

Nnoli (1980), Adebayo (2001) and Yusuf (1992) have noted that the structural problems facing the Nigeria public administration are classified under four basic categories. They are: personnel regulations, personnel qualifications, organizational structure, and work environment. Each has its impacts in reducing the administrative capacity of public bureaucracy in Nigeria.

Deviation from Personnel Regulation: The personnel regulations specify requirements for entry into the bureaucracy as well as procedures for promotion and dismissal. Public service in Nigeria stipulates a checklist of requirements for entry, including federal character. Theoretically, positions are supposed to be filled on the basis of merit. However, political, family, ethnic and religious factors are relevant considerations in achieving bureaucratic appointments and promotion.

Okafor (2005) decried this vice when he noted that:

... Once ensconced in a bureaucratic position, officials are promoted primarily on the bases of seniority. Rules for promotion fail to differentiate between productive and non-productive workers. Dismissal is rare except during the mass purge of Murtala –Obasanjo administration in 1975-1976. It is hard to lose a government job in Nigeria

Riggs (1963) expressed this negative aspect when he observed that:

Bureaucrats tended to use their effective control to safeguard their expedient bureaucratic interests – tenure, seniority, rights, fringe benefits, toleration of poor performance, the right violate official norms rather than to advance the achievement of program goals. Hence the career bureaucracy in the developing country fails not only to accomplish the administrative goals set for it but also stands in the way of political growth

Human Resource Inadequacy: Adebayo (2001) and Otobo (1992) noted that as regards personnel qualifications, employees entering the public and civil services through the use of spoils system might lack the required technical skills for their positions. Moreover, on-the-job training programs are weak and ineffective. The fallout of this process is the emphasis on filling slot rather than matching employees' skills with the needs of the position. On this, Nnamdi (2001) pointed out that, development policies have, in contemporary times, assumed complex and sophisticated dimension that require highly skilled and experienced bureaucrats for their effective implementation. It is worthy of note that the inadequacy of personnel, particularly as it relates to expertise and skilled manpower, results in part, from the personnel recruitment policies into the Nigerian public bureaucracy which are essentially based on non-bureaucratic criteria such as the state of origin or ethnic group, political affiliation etc. against objectively measurable criteria like qualification and professional competence (Amucheazi, 1980; Anikeze, 2011). In the same vein, Aluko and Adesupo (2002) noted that the public bureaucracy in Nigeria do not, indeed, have adequate staff in terms of overall numbers and more importantly in terms of specific areas of professional, technical or managerial competence and expertise.

Poor Remuneration: In addition to the above factors, most public bureaucrats are poorly paid and as a result resort to multiple job-holding in the informal sector thereby impacting negatively on their attitude and commitment to work. Onyeonuru (2005) and Okafor (2005) added that the attitudes and behaviour of public bureaucrats in Nigeria are not conducive to the efficient administration of the affairs of their government organizations. This is because most bureaucrats are overly concerned about the security of their positions and as such are not inclined to the initiative, but are more concerned with status, given the fact that authority raises status.

Bureaucratic Corruption: Among others, bureaucratic corruption and Bribery are two deadly factors that have gained firm ground in the Nigerian public service. Mclean and McMillan (2003) perceive that "corruption obtains when an official transfers a benefit to an individual who may or may not be entitled to the benefits, in exchange for an illegal payment." These ugly trends have pervaded the fabric of the society especially in developing countries. They are found among people in both low and high cadre in public and private sector organisations. Okoro (2005) noted that bribery and corrupt practices are responsible for distorting policy implementation in terms of inflating the cost of projects, payment for jobs not done, use of sub-standard materials to execute projects, diversion of public funds for public projects into personal account among others. He noted that reasons have been advanced to justify why civil servants especially in developing countries are exposed to these unfriendly practices. Riggs idea has provided the justification when he noted that:

since the client is unable to organize or exercise political influence to modify the rules, its primary strategy involves direct pressure upon officials concerned with policy implementation, to secure a suspension of the rules or to speed the provision of authorized service. (cited in Okoro; 2005)

Over pricing and inflation of contracts have produced what Kukah (1999) described as "contractocracy" or "government by contract, for contract by contractors and with contractors" an aspect of "my-own-nisation" of power ie: 'this is my turn to loath the state treasury'. Thus, corruption not only is regarded as an instrument of public policy in Nigeria, Transparency International has ranked

Nigeria as indisputably the most corrupt nation in the World (The Guardian Editorial, 26 September 2000:20)

Institutionalized Corruption: The problem of corruption is compounded by the fact that the public institutions lack the capacity to fight the menace of corruption even when agencies like the Economic and Financial Crime Commission (EFCC), Independent Corrupt Practices Commission (ICPC), National Agency for Food and Drug Administration (NAFDAC) Administrative Tribunal, etc exist. Corruption has thus become endemic and institutionalized in the Nigeria public sector. Corruption becomes institutionalized when an influence within an economy illegitimately weakens the effectiveness of an institution especially by weakening the public trust of the institution.

Lack of Executive Capacity: It is not enough to hand over policies to agencies for implementation. It is also important to verify & ascertain the executive capacity of those agencies that implement decided policies. For instance, some of the poverty alleviation programs that were initiated during the military regimes of former president Ibrahim Babangida and Sani Abacha suffered inadequate executive /management capacity, lack of professional expertise to monitor implementation and evaluate outcomes of these programs, disburse funds and procure materials & equipment that meets World Bank standard. For instance, as at 1989, one of such programs: Directorate of Food, Road and Rural Infrastructure (DFRRI) suffered lack of adequate staff to dispatch to the 22 states of the federation for program inspection. These and many other problems portrayed inadequate capacity to implement these programs. Consequently, most of the programs broke down, discontinued or suffered complete abandonment. The problem of executive capacity is not a case peculiar to Nigeria; it sweeps across the continent of Africa. Yahie (1993) confirmed this when he stated that:

Most public institutions in Africa suffer from a serious shortage of skilled and experienced staff; weak management and lack of charismatic and dynamic project managers are a major concern for poverty (alleviation) projects in Africa: low wages and lack of appropriate incentives structures contribute to the difficult task of attracting, retaining and motivating competent and professional staff. (cited in Eminue).

High Cost of Administration: Many policies have failed as a result of diverting a greater part of funds meant for projects to administrative cost. The failure of some of the poverty alleviation programs has been attributed to such fund misappropriation. For instance, the Oil Mineral Producing and Development Commission (OMPADEC) which was an organisation with mandate for poverty eradication, maintained two separate accounts – the administrative fund account and project fund account. It was noted that the first subvention amounting to N85m released by federal government to OMPADEC was used as the opening balance for the administration fund; then when another subventions of N25b was released to the commission, the money was paid into the project fund account (proceedings of OMPADEC seminar; 1994; 41). The operators of these PAPS failed to consider as priority the plight of millions of poor Nigerians for which those programs were initiated; rather, the bulk of the lean resources were squandered and used for self aggrandizement under the guise of administrative cost.

Poor Funding: It is generally acknowledged that adequate funding is one of the basic ingredients of effective policy implementation. Unfortunately, the severe lack for fund for projects and programs has constituted an obstacle to development especially in Nigeria. Ikelegbe, (2006) and Dick, (2003) have pointed out that sometimes government do not have enough budget for public programs, while Okoro (2005) argues that although funds can be sourced from loans and foreign aids, many developing

countries are often not able to meet the conditionality that are usually attached by donor agencies. In some cases these funds when provided are spent on projects and programs that seek to achieve the overall goals and objectives of the donor agencies. On this, Makinde (2005) laments that " ... insufficient financial resources has resulted to situations where laws could not be enforced, services were not provided and reasonable regulation not developed and applied." Decrying the challenges of poor program funding in Nigeria, Nweke (2006) noted that the National Poverty Alleviation Policy, for instance, is brilliantly articulated, but failed to realize its objective due largely to inadequate fund.

Red Tapism/Institutional Inertia: The Weberian Bureaucracy has often been criticized for red-tapism. Nwachukwu (2011) conceived red-tape as the rigid or excessive routines and procedures causing delay or inaction in a bureaucracy. Dike (1985) sees it as senseless rules and procedures that are supposed to involve interminable form filling, multiple approval and endorsement requirements, extended consultations and such other processes that cause delays and inconveniences to the irritation and frustration of the public. Red tapism is associated with over adherence to rules, regulations, procedures and paper work. According to Nwachukwu (2011), it breeds conservatism, formalism and ritualism. This bureaucratic phenomenon slows down operations and reduced both efficiency and productivity in the public service. while it may be argued that adherence to rules is not an offence given the fact that bureaucracy is seen as the best form of modern organisation, however some of the bureaucratic rules have become obsolete in view of the changing socio-economic and political realities. Such rule-based practices kill initiatives and innovations in service delivery. A functional bureaucracy is one that incorporates change, innovation and transformation and not one that strives to maintain the existed statuesque even when such practices no longer meet the needs of the modern society.

Over Bloated Bureaucracy: The strategic role played by bureaucrats in the policy process (highlighted above) has infused a note of arrogance and egotism among the bureaucratic class- they have become very powerful. Heywood (2002) has associated this power with the sources of bureaucratic power which he identified as:

- a) the strategic position of bureaucrats in the policy process;
- b) the logistics relationship between bureaucrats and ministers
- c) the status and expertise of bureaucrats

He noted that the policy process in all modern states is structured in a manner that gives considerable scope for civil service influence. Their role as policy advisers often gives them access to information and control of its flow to their bosses. It is the officials that determine what ministers should know and what they should not know. Such knowledge is power and can give them leverage select policy options, evaluate them and present them to their political boss in a manner that protects their interests. The links between the bureaucrats and organized interest groups equally strengthen their positions as they build powerful alliances . Heywood (2002) makes it clear when he noted as follows:

as a major interface between government and business, labour, professional and other groups, the bureaucracy can build powerful alliances and play crucial role in formulating and reviewing policy options..., bureaucratic power does not cease to play role once policy decisions have been made. Whereas politicians can seek alternative sources of policy advice, they are compelled to leave policy implementation in the hands of the bureaucracy, whether organised as a unified entity or as a series of quasi- independent agencies, control of implementation gives civil servants the opportunity to reinterpret the content of policy as well as delay or even thwart its

introduction.

The operational relationship between civil servants and ministers is yet another source of bureaucratic powers especially given the fact that civil servants outnumber the politicians. The above factors wield unfettered powers around the administrators who then parade themselves as responsible to no one, untouchables and above the law sometimes. Okafor (2005) while quoting Soley (1989) noted that “public bureaucrats, regardless of their dedication to national goals and the norms of professionalism, tend to be viewed as biased and self serving by the masses.” Nnoli (1980) adds – “the masses tend to make the basic proposition that bureaucrats are influenced by religious, ethnic and other parochial considerations and act accordingly. This is inimical to effective masses-oriented policy implementation.

Ejiofor (1987) concludes that as a result of the issues raised above, the performance of public bureaucrats tends to be sluggish, their coffee breaks prolonged, and their need for supervision constant. Furthermore, the ethno-religious hostilities in Nigeria and the crisis of confidence from the populace tend to reinforce and compound the problems of Nigerian public bureaucracies.

RECOMMENDATIONS:

For an improved public service delivery in Nigeria, the following recommendations are provided:

Appropriate Personnel Recruitment Standard: First and foremost, recruitment, promotion and positioning of public officers should be based on the principle of merit. Considerations such as the federal character principle, quota system, ethnic and sectional sentiments in recruitment and assessment of public office occupants only undermine merit, and breeds injustice, mediocrity and general inefficiency in public service delivery. The civil service, in its critical role as the last hope of the common man, should be manned by people of proven integrity, competence and possessing the requisite skill, capacity and the mindset towards public service.

Secondly, there should be a strong Political Leadership Founded on Patriotism. Such leadership would be expected to put in place structures and programs that will re-orientate the bureaucrats towards a new worldview on the basic objective of the civil service. This may require some functional legal framework aimed at provided a new order in the operations of the civil service. Administrative reforms such as SERVICOM, Declaration of Assets by public officers, Due Process etc should be revived for an enhanced service delivery.

Decentralized Administration: Decision making in relation to the program should be decentralized; and program that allows for grass root participation should be encouraged rather than program that do not give the less powerful room to participate - like the Better Life Program which only featured high class women at the exclusion of the rural women.

Increased budgetary allocation for projects implementation. Given the widespread inadequacy of service delivery in Nigeria, it is expected that enough fund would be released into public programs. Unfortunately it has not been so. For instance most of the Poverty Alleviation Programs (PAPs) initiated in Nigeria could not achieve their aims because of problems associated with lack of funds. The National Directorate of Employment (NDE) which had a mandate to reduce mass unemployment suffered total failure because government often released little amount of what was budgeted which invariably had no relationship with numerous problems which these programs were initiated to address.

For instance, 1996 was a year declared by the federal government as 'year of job creation', meanwhile only a paltry sum of N122.67m (representing only about 12.27% of N1billion requested), was released to NDE which had its primary scale of reference to combat unemployment. The request was made in consideration to the escalating level of inflation. This money was less than 50% of the N250m which NDE received in 1995; and less than N200m NDE gotten in 1987 when it came into existence". (Eminue; 2009). Bello-Imam (2004) has described finance as the 'sinews of war' without which no meaningful progress can be achieved.

Improved Maintenance Culture: On infrastructural decay, government and the governed should cultivate the culture of maintenance and that of prudent management of resources, in other to maintain existing infrastructure and incorporate modern technology and equipment such as computer based administration (e-governance) strategy in public sector management. As dilapidated structures and equipments are being replaced, unproductive attitudes such as red-tapism, unhealthy bottlenecks and unnecessary delays in rendering service should be replaced with a more healthy and productive attitude to work.

Conscious Effort Against Corruption: Corruption is a universal phenomenon, however, government should continuously make effort at curbing its menace. It is suggested below that;

- a. a tight security and monitoring system that will increase the chance of the culprits being apprehended should be established;
- b. there should be adequate punitive measures on those found guilty of corruption; this can better be achieved if institutions such as the EFCC, ICPC, NAFDAC and other institutions of administrative law should be allowed to operated without unnecessary political influence.
- c. identifying and blocking legal loopholes often exploited by the public officers to carry out corrupt practices will also be useful;
- d. donor and implementing agencies to clearly spell out amounts that go into core programs funds, technical support and administrative cost, to enable government budget adequate funds for the programs; and avoid misplacement of priorities in the use of funds;

On the over bloated character of bureaucracy, Heywood (2002) has suggested the following as control measures on bureaucracies:

- a. **Political Accountability** : This implies subjecting the state bureaucracy to accountability to the political executives, the assembly, judiciary or and public especially the political executive because of its overall responsibility for government administration and its close relationship with the civil service.
- b. **Politicization of Appointment:** The spoil system, though criticized for distorting continuity in administration is hereby recommended as a strategy of control over the bureaucrats. In this strategy senior officers are recruited into the ideological passion of the government of the day, which effectively blurs the distinction between politics and administration and between politicians and public officials. Control in this sense is achieved through the spoil system of political appointment which was institutionalized in the United States of America by Andrew Jackson in the 19th century "when he replaced about 20% of federal civil service with his own men. "when there is a new US president, administration changes". In Germany, a term known as "Berufsverbot" (the denial of access to a profession) system allows incoming ministers and government to "discard unwanted officials by retiring them on full pay and appointing more sympathetic ones in their place."

Use of Counter Bureaucracy: This control strategy involves the use of alternative sources for advice rather than depending entirely on the bureaucrats. This involves the use of political advisers from outside the state public service. Heywood (2002) noted that this practice has become the feature of almost all modern states. In addition, various institutions have been established to share the workload of ministers and provide them with personal advisory staff. For instance, in United Kingdom, Edward Heath set up an ad-hoc Central Policy Review Staff in 1970, Harold Wilson created the Policy Unit in 1974; Margaret Thatcher expanded the role of the Private Office in the 1980s and sought advice from right-wing 'think tanks' such as the Center for policy Studies and Adam Smith Institute, while Blair, since 1997, has strengthened the cabinet office and sought advice from bodies such as the Institute of Policy Research and Demos." (Heywood; 2002)

It is also important that consideration is given to the guideline provided under the normative model of policy implementation developed by World bank which is presented above. Those issues raised will provide relevant blueprint to effective policy implementation.

Conclusion

Much as it is important to formulate policies that act as guideline to attaining national development goals, if policies are not implemented as articulated due to inadequate administrative mechanisms, such policies may lose direction and serve no purpose. Public administration is the engine room of development. It therefore becomes very expedient to focus on the development of administration to prepare the administrative structure towards promoting and standardizing administration for development.

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