

Ecological Determinants and Challenges of Public Policy Formulation and Implementation in Nigeria

Aliyu, M. Kolawole¹, PhD, Alabi, A. Williams², PhD & Adeowu, A. Wasiu³

Abstract

This study examined ecological factors influencing public policies in Nigeria. The study also discussed the challenges militating against effective implementation of public policies and implications of poor ecological understanding for governance in Nigeria. The study is a descriptive one and relied on secondary data from books, internet based materials, journal articles, policy statements, and other relevant government publications. They were content analyzed. The study found that environmental factors have significant influence in the formulation and implementation of public policies in Nigeria and that the factors are spatially determined. The study also found that ecological determinants do not work in isolation but are mutually reinforced to bring about the desired policy outcomes, and that lack of continuity, inadequate human and material resources, sectionalism, ethnic biases and lack of political will account for policy failure at implementation stages in Nigeria. The study also found that the implications of poor ecological understanding by policy makers in the country are that the poor suffer more, dwindling foreign investment by foreigners, increase in cost of governance, and debt accumulation. The study concludes that until the environmental factors and the challenges of policy implementation are given their pride of place, effective policy outcomes are unattainable.

Keywords: public policy ecology, policy outcomes, policy formulation, policy implementation.

1 Introduction

The formulation and implementation of public policies are induced by certain environmental factors. Thus, the government is not the only factor defining the processes of public policies but other pertinent factors. 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. The essence of any meaningful public initiative is to focus on productive aspiration in a way to bring out concise responsibility, coordination and control. It is therefore necessary to understand the role of ecology in bringing out effective and efficient interface between and among the factors. According to Adebayo (2014), public policies do not take place in a vacuum. Public formulation and implementation become meaningful when emphasis is placed on environment. This is because; the effectiveness of any programme is largely determined by the environment under which it becomes operational. The impacts of the environment in which public policy is formulated and executed are more frequently under-estimated or sometimes completely left unnoticed by policy makers. Some of the factors that constitute the environment are geographical characteristics, natural resources, climate and topography; demographic variables like population size, age distribution and spatial location; political culture; social structure and the economy. Other nations become significant part of the environment especially in the areas of foreign and defense policy.

¹ Department of Political Science, Obafemi Awolowo University, Ile-Ife, Nigeria. E-mail: aliyukolawole2014@yahoo.com

² Department of Political Science, Osun State College of Education, Ilesa, Osun State, Nigeria

³ Department of Social Studies, Osun State College of Education, Ilesa, Osun State, Nigeria

The shift in focus to the understanding of environmental influence on public policy is due to the following reasons. First is the need for awareness that public policies and government programmes are to be realized for the benefit of the citizen within the environment. Also, expanded roles of modern government to provide, regulate, and distribute welfare services to the citizenry in identified environment are another reason. In addition, poor performance of government on good governance and demand for better policies to solve the problem is also another issue. To properly understand how public policies emanate requires an empirical analysis of the growth and development of the environment that surrounds the making and formulation of the policies.

Policy makers, who formulate and implement public policies, do not operate in a vacuum. They carry out their tasks in an environment. The environment under which policy makers operate, therefore, determine to a large extent the content and type of policy that evolves from such political system. Put differently, the environment informs the aspirations, values and desires that are directed at the political system which are later translated into public policies. The above reasons contributed immensely to the need to properly situate the ongoing attention given to the ecology advocacy of public policy, optimal choice and net benefit policies in decision making. According to Allen (2011), applying the psychological parlance of environmental determinism has attracted enormous attention. In his view, environmental determinism is a critical and central issue of necessity when analyzing formulation and implementation of public issues. As supported by Obi, Nwachukwu and Obiora (2008), the environment under which public policy actors find themselves, directly influence and shape their values, preferences, attitudes and behavior. This shows that public policy makers and by extension public policy are largely products of their environments. There is therefore no doubt that environmental variables are strong determinants of public policy formulation and implementation in any given political system. These identified areas lucidly share a nexus with domestic and external social, economic, political, geographical, legal, cultural, religious and technological values and preferences. The fact that public policy formulation and implementation takes place within certain environment necessitates the need for policy makers to understand them and their complexities. Given the fact that environment within which public policies emanate is pivotal to their success, this study examines the environmental factors that influence formulation and implementation of public policies in Nigeria with the view to finding a way of strengthening their understanding by policy makers for optimum benefit of the generality of Nigerians. To this end, this study examines ecological determinants of public policy formulation on one hand and the challenges of policy implementation on the other hand with the view to establishing their causal relationship.

2 Research Objectives

The objectives of this study are to:

- (i) examine the ecological factors influencing public policies in Nigeria;
- (ii) discuss the challenges militating against effective implementation of public policies in the study area; and
- (iii) discuss the implications of poor ecological understanding for governance in the study area.

3 Methodologies

The study is a descriptive one and relied on secondary data from books, internet based materials, journal articles, policy statements, and other relevant government publications. They were content analyzed.

4 The Concept of Public Policy Ecology

The term 'ecology' means 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 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. According to Eminue (2005), public policy is not formulated or implemented in a vacuum but in a real world. The real world under which public policies are formulated and implemented is referred to as policy environment. Therefore, policy environment is the distinct enclave under which government policy actions are considered with bearing surrounding influences (Allen, 2011).

Policy outcomes can better be understood when looked at from the perspective of the ecological influence. In the view of Eneanya (2010), policy outcome is induced by certain environmental influences. To use the word of Marume et al (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 planned course of action.

Nigeria has formulated a number of good policies but gets bungled at implementation stage. Implementation of public policies involves the committal of funds, the establishment of structures and methods, the hiring of personnel, the administering of activities, the security of policy goals, services and other intended outcomes. A good policy should be able to spell out clearly when and how it is to be implemented. Therefore, in the view of Sorkaa (2014), both policy formulators and implementers are key actors in the working of the entire policy driven system. It has been observed that despite the lofty and painstaking policies usually formulated in Nigeria, little or no tangible outcomes have been achieved as they always tend to fall by the wayside Kunle (2015). This is because, the critical elements in both the internal and external environments and the implementation process account for the gap between goals and achievements. To use the words of Akinade and Akinade (2011), “Nigeria has never lacked in planning but the problem has always been achieving them”.

Given the number of policies that have been formulated in Nigeria since independence in October 1, 1960, the nation is supposed to have witnessed tremendous social, economic and political development. The reverse has always been the case. This is simply because there has not been effective implementation of those policies. A lot of factors account for the implementation problems in Nigeria. Some of those challenges include poor funding, corruption, lack of political will, manpower, technical, institutional capabilities to implement such policies (Eminue, 2005). Each regime usually comes with its own policy. Leaders tend to throw overboard the policy of their predecessors in office. It is also observed that policies that see the light of the day are policies that favour the few elite that govern (Aluko, 2011). Most times, policies that tend to favour majority of the people face serious controversies and compromise. For development to be seen in all spheres in Nigeria, formulation of policies should not be the major priority but their effective implementation. It is only effective policy implementation that can bring about national development, hence the ecological determinants to policy formulation and implementations as well as the challenges confronting policy implementation are examined with the view to calling on those entrusted with the task of implementing public policies to turn a new leaf.

5 Theorizing the Significance of the Environment to Public Policy

The centrality of the environment to the formulation and implementation of public policy is so crucial that it can only be properly explored by a theoretical view. This feat can be achieved by adopting the system theory propounded by David Easton (1945). 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 to satisfy their interests. Support, on the other hand, is carried out when individuals and groups obey laws, such as when they pay tax, obey laws as well as accept decisions undertaken by the political system in response to their demands. The amount of support for a political system indicates the extent to which it is regarded as legitimate, or as authoritative and binding to 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.

6 Discussion

6.1 Ecological Factors that Influence Nigeria's Public Policies

Public policies are derived through authoritative decisions and official indecisions based on environmental determinants like political factors, interest groups, economic variables, circumstantial or situational factors, bureaucracy, past policy output, influence of strategic elites and socio-cultural factors. Essentially, however, public policy environment have been categorized into the domestic public environment and external public policy environment (Ugwuanyi and Chukwuemeka, 2013). By domestic policy 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. Precisely, geographical, demographic, social, economic, and political factors can be summed up to constitute internal environment. In Nigeria, the size of the country, its natural resources, climate and topography constitute the geographical factors. According to Semiu (2016), it is not an understatement to say that the size of the country and natural resources influence a number of criteria being used for sharing revenue such as principle of equity or derivation. It is also as a result of the natural resources (crude oil) obtainable in the Niger Delta area of Nigeria that make the Niger – Delta states to get a special thirteen per cent (13%) from the federation account unlike other states. The Niger – Delta states are Bayelsa, Rivers, Delta, Akwa-Ibom, Cross River, Edo, Ondo, and Ebonyi states of the federation.

Corruption can also mutilate public policy implementation. Most public policies are well formulated and funds sometimes appropriated for but corruption has marred its implementation. Due to corruption, Nigerians are still ravaged by poverty. For instance, according to Vanguard Editorial (2015), over 100billion naira was allocated to poverty programmes in the last five years but the level of poverty instead of decreasing is on the rise. As remarked by Oyovbaire (2007), resources that are appropriated for the implementation of public policies are diverted to private ends. It is also sad to note that most public policies only exist as conduit pipes to drain state resources. According to Semiu (2017), the National Poverty Eradication Programme was designed to pay the sum of three thousand naira monthly to some category of the unemployed youth. Unfortunately, the programme was hijacked by corrupt politicians and instead of the poor to maximally benefit from the scheme, the pay roll was filled by ghost names, party loyalists and their siblings (Semiu, 2017). In most case, those who control state power use it to enrich themselves and their cronies, which is hazardous to policy implementation. Services to the state are replete with personal aggrandizement and resources diverted with impunity (Okereke, 2012).

Another influencing internal environmental factor is demography of the country. This is made up of the population of the country, age distribution, population density and spread, as well as population growth. It is evident that population density of a state is a criterion for creating federal or state constituencies for the purpose of elections. It determines the number of polling booths a particular constituency will have. According to 2006 Census figures released by National Population Commission, Kano State had the highest population figure of 9,383,682 people which made it to be allotted 24 federal constituencies in contrast to the population of Bayelsa State with 1, 703,358 people and allotted 5 federal constituencies. In view of the extent to which demography has impacted on public policy in the country, it is so controversial and contentious in Nigeria as this partly account for controversy surrounding the 2006 population figures till date.

Social factor is also another internal environmental determinant that influences public policy formulation and implementation. The states of origin, federal character principle, ethnicity, religion and zoning have social impacts on policy processes. 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 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. To ensure this is in operation, the Federal Character Commission oversees that key appointments consider all tribes, religion to ensure unity in diversity or national integration (Henry, 2007 and Adewale, 2011). 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.

The aforementioned economic parameters influence public policy formulation and implementation. For example, 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. In addition, the type of economic system a country operates is also a strong factor that influences public policy processes. 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.

Political culture which entails the pattern of individual political orientations, attitudes towards the political system, and its various parts influence government policies. A society with parochial political culture often experiences a very poor policy turn out which inevitably results in slow policy outcomes (Oguejiofor, 2004 and Makinde, 2005). On the other hand, a participant political culture is more aware; know what to do and how to do them so as to influence policy formulation and implementation. In recent times, for example, the political awareness of Nigerians has made government to formulate and implement public policies that are central to their yearnings and aspirations. In other words, the government of Nigeria has been more responsible and responsive to its citizenry because more Nigerians are also more involved in public issues (Ebienfa and Parki, 2013).

Policy implementation is also affected by the attitude or behavior of the implementers. This is what Kech (2014) called “political will of implementers”. If the elected or appointed representatives are negatively disposed to a policy, there will be lack of commitment to its implementation process. According to Akinwumi (2010), when government set feasible policies for the state, the cabal that hold top echelon of government hostage at any point in time often frustrate the implementation process of most well formulated policies. In the energy sector, Nigeria generates only 2000 megawatts capacity despite the allocation of huge sum of money over the years. As remarked by Dino Melaye, a serving senator in Kogi State, powerful cabal under President Mohammed Buhari has frustrated implementation of a number of his lofty public policies (Premium Times, 2018).

On the other hand, the external environmental determinants 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. According to Egonman (2000), some of these factors include unexpected development in the international system, economic recession, external debt, international public opinion, dependency and unequal exchange system. With the fast spread globalization, countries in the world are becoming integrated in trade, financial interaction, culture and politics. 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 rise of global terrorism among Arab League of Nations within Asia, Europe, and Africa has made nations to pursue more defence-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; Gardin Editorial, 2015).

External debts incurred by government to finance investments at home also influence public policy processes. The volume of a country’s debt is a very critical factor in formulation and implementation of public policies. A country with high external debt crisis is severely constrained to embark on effective national planning and development. Nigeria has been plunged into various debts until 2005 when former president Olusegun Obasanjo embarked on proactive moves for debt relief from Paris and London Clubs, the International Monetary Funds, World Bank and G8 countries. Invariably, the relief came in July 18, 2005 when the creditors agreed to a substantial debt relief of 60 % that translated to \$18 billion out of the \$30 billion which the country owed. It is expected that whatever money that was initially earmarked for the servicing of debt yearly could be channeled into other areas such as education, health, agriculture, water and so on with various public policies to back them. External debt has led to a situation where Nigeria’s foreign policy objectives had to be redefined at the expense of her sovereignty to the dictates of Western creditors and their agencies (Semiu, 2017).

International public opinion is another external factor that policy-makers must take into consideration while formulating and implementing public policies. Any public policy to be embarked upon must conform to international norms, values and standard. As reiterated by Abubakar (2013), no matter how good Nigeria’s public policies are, they must not violate human rights, rule of law, good governance, transparency, budgetary planning and financial reforms.

Any public policy that is made in defiance of the above invaluable democratic ingredients can warrant being sanctioned or isolated by international community (Kech, 2014). Dependency and unequal exchange system explains the classification of the world into Northern and Southern hemisphere. The Northern hemisphere also referred to as Developed Countries (DCs) is characterized by high technology, high per capital income, high literacy level, high standard of living, strong economic, financial and military power, and high employment rate. Examples of the countries in the Northern hemisphere are America, Canada, Europe, Japan, and so on. The Southern hemisphere otherwise called Less Developed Countries (LDCs) is characterized by low per capital income, low technology, low literacy level, poor standard of living, high unemployment rate, and famine. The countries are found in Africa, Asia, and Latin America. Unfortunately, LDCs depend on DCs for technological products, financial aid, and military power (Eneanya, 2010). The dependency of LDCs on 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 defence sector. Giving the above exposition on the various identified factors, either domestic or external; it can be posited that each factor has a far reaching implication on public policy formulation and implementation depending on the content, design, setting and projection of public interest.

6.2 Challenges to Nigeria's Policy Implementation

Effective policy implementation is constrained in Nigeria by a number of challenges. The problems of Nigeria's public policy implementation can best be understood within the context of her social, political, historical and economic development (Azubuike, 2012). It is evident that there is an enviable conjunction between public policy, the environment, and circumstances of its operation. Frequent policy changes are expensive ventures for a government because it leads to wastage of human and material resource, and makes the public to be confused about the policies of the government. In essence, it is an attribute of a government that has lost focus. These challenges, if not properly managed can make policy outcomes a failure. Some of the problems are the following. Since independence and more importantly in recent times, one noticeable aspect in Nigeria's public policy is lack of consistency and unstable public policy (Adesina, 2013). Corroborating the above position, Abubakar (2013) noted that virtually everything in Nigeria is "political". Most policies aimed at eradicating poverty are mere replication of names. Semiu (2017) remarked that from NEEDS, NAPEP, PAP, SURE-P to N-Powerment, the story of poverty control drives has been the same. The policy summersault is affecting the outcomes of Nigeria's public policies.

More specifically, successive governments have embarked on various policies geared towards eradicating poverty, corruption and indiscipline, provision of food, and creation of employment. The first development plan was carried out during the era of Abubakar Tafawa Balewa (1962-1968); the second was during the era of General Yakubu Gowon (1970-1974); the third was during the era of General Murtala Mohammed (1975-1980); Green Revolution by the government of General Olusegun Obasanjo, Alhaji Shehu Shagari carried out the Operation Feed the Nation (1981-1985); War Against Indiscipline by General Mohammed Buhari in 1984; General Ibrahim Babangida carried out the Structural Adjustment Programme between 1990 and 1992 and General Sanni Abacha launched the policy on war against indiscipline and corruption in 1997. At the advent of democracy in 1999, president Olusegun Obasanjo embarked on economic reforms that encapsulated privatization, liberalization and deregulation programmes. The late president Musa Yar'dua developed a seven –point agenda while former President Goodluck Jonathan embraced Sure-P Programme aimed at eradicating poverty. Under President Mohammed Buhari deregulation of downstream oil sector, anti-corruption and whistle blowing.

Also, public officials do work with conflicting or falsified information on the same policy issue as a result of lack of first-hand information. Reasonable or reliable information may be available but not made available to decision makers who need them to perform their role. A policy maker may also be misled because of the way message are labeled, stored or presented. Inadequate communication can hinder effective implementation of intentions if they are not clearly spelt out through the right organizational channels. The consequence of this is that the policy option adopted by policy makers may not be the best and eventually end up not achieving the desired goal. There is an intrinsic linkage between efficiency, effectiveness and indeed quality of public policy and the economy. The country's economic situation is part of the problem of Nigeria's public policy that has made certain desirable policies and programmes impossible and/or unpopular.

The malaise of Nigeria's economy which could be traced to the Second Republic made the country a debtor nation. The nation's debt (external and internal), which is always on the increase through fresh loans, capitulation of unequal interests, changes on rescheduled debt obligations, the plunge in the Naira exchange rate necessitated the adoption of Structural Adjustment Programme, commercialization, privatization, and removal of subsidies. Unfortunately, the various economic policies have been worsened by the problem of indiscipline in planning, budgeting and finance at all levels of government.

Enough funds are not always released for execution of most public policies. This is always due to the complexity of governance and other challenges such as corruption, embezzlement and mismanagement. Some of the challenges of mismanagement arise from establishment of agencies with overlapping functions, financial commitment to unproductive areas, increase in costs of overseas travels, unwarranted, unjustifiable, and undeserved donations to private and public institutions, over bloated salaries and allowances to politicians and large scale corruption in low and high positions in the public service. Apart from crisis created by economic recession, there is also problem of budgetary indiscipline as a result of non-justifiable expenditures given the realities of the Nigerian economy. Most of these expenses have no direct impact on the lives of the people who suppose to benefit of public policies. The principle of federal character is also a challenge to Nigeria's public policy implementation. It was first entrenched in Section 14(3) of the defunct 1979 constitution and has since been part of Nigeria's federal system but tends to compromise merit principle in the federal public service. While there are some justifications for its use in ethnically segmented and economically disadvantaged areas in the country, the way it has been implemented urgently calls for re-visitation. The justification for its use, such as, to strengthen national loyalty, sense of belonging and unity; only make sense to somebody at the receiving end. The problem of fiscal federalism since the military interregnum in Nigeria made the federal government to take the lion share of the national earnings to the disadvantage of the other levels of government. This often prevents money allocated to be matched with responsibilities. Put differently, states and local governments are always in financial problem, a situation that has deteriorated with the devaluation of naira, inflation and economic recession. Because of inadequate allocation from the Federation Account on which all levels of government depend in the face of inadequate resources, state and local governments always encounter a lot of problems in the process of implementing their public policies. This posed a great disaster on the extent to which well planned public policies by states and local governments can be implemented.

Lack of acceptable census figure is also a serious problem to implementation of public policies in Nigeria. Census is an important tool for effective planning and implementation. All attempts aimed at having a reliable and acceptable census figures in Nigeria have been in futility. The 1991 census which put the country's population at 88.5 million has been a subject of controversy while the 1996 figures has also been rejected by many states and local governments. The 2006 census figure is also not controversy-free. The census result has opened up old wounds in respect of adequacy of representation, creation of states and local governments, and fiscal allocation. Indirectly, lack of acceptable census figures has made planning at all levels cumbersome and inadequate.

Sectionalism and ethnicity has also marred public policy implementation in Nigeria. Some national policies are implemented fully in other parts of the country but abandoned or marginally implemented in other places because of political preference. The implementing officers do so to benefit their immediate ethnic group and abandoned same policies slated for implementation elsewhere. In essence, a compromise for political consideration is detrimental to successful execution of public policies. Thus, when actors in the implementation of public policy are self centered because of political motive, policy thrust would be difficult to be realized maximally (Sorkaa, 2014).

6.3 Implications of Poor Ecological Understanding for Governance

The effects of poor understanding of the environment under which public policies operate in Nigeria and inability of policy makers to appropriately tackle the challenges of policy implementation are daunting.

At any given time, policy makers must choose what to do; a decision must be taken, even in the absence of adequate knowledge of the consequences of such a decision. One, series of public policies aimed at increasing cutting costs have placed more financial burden on the poor Nigerians. All through, increase in electric tariffs, increase in stamp taxes, and deregulation of fuel resulting in price hike appeared as intent on forcing the masses and poor Nigerians to pay for the country's economic woes. It is believed that the poor can afford to pay more on electric costs since many of them own large generators at their homes and offices. The various fuel price hikes have more damaging effects on the transport costs of the masses than it does on the wealthy who can afford to pay extra cost for fuel and who travel less on roads and public transport.

Policy makers in Nigeria, over the years have not made wealthy Nigerians, who own fleet of cars or houses (as many as ten in a single compound) to pay luxury taxes as done in other parts of the world.

Also, there is dwindling investment by foreigners in Nigeria's economy. No doubt, poor policy implementation undermines foreign investment. Poor policy implementation has damaged the country's image around the world. Most foreign investors no longer have confidence in Nigeria and as such very reluctant to invest in the country. This laxity drains our foreign reserves on the long run. It also discouraged savings by Nigerians because the value of the sum saved fall in value in the future when government economic policies are inconsistent. Perhaps, Nigeria suffers more than most societies from international image created by inconsistency in its policy thrusts.

Poor understanding of public policy environment and inability to cushion the challenges of policy implementation increases the cost of governance, and diverts investors. It also erodes the consistency of foreign aids and other humanitarian relief. Poor policy implementation and inadequate mastery of public policy ecology help to perpetuate other developmental problems such as huge external debt, malnutrition, high illiteracy level, and social anarchy in form of violent and organized crimes, civil disorder and insecurity.

Another impact of poor policy implementation and failure of policy makers to fully comprehend the nitty-gritty of policy ecology is evidently seen in the epileptic nature of Nigerian power sector. Why is it that Nigeria successive government has not been able to address the challenge of energy in the country? Honestly, there may be other factors responsible for this, but at the heart of them is poor policy implementation and inadequate mastery of the energy policy terrain. There have been black-outs all over the country, increase in the cost of business operations, closure of manufacturing outfits, and flight of foreign capital inflow.

There is also associated problem of debt accumulation. Monies that were budgeted or borrowed to finance most failed infrastructural development were mere wastage. Resources that could have been used for infrastructural development once and for all have turned out to be waste. Resources that some of the poorly implemented projects have gulped without contributing anything to the economy constitutes a monumental waste. In a way, poverty level among Nigerian has been worsened. Less than half of the Nigerian population has access to safe water and adequate sanitation (Okonjo-Iweala, 2016).

Policy makers must have the overriding policy thrust of pursuing policies that will bring succor to the poor, geared towards economic recovery, incorporate income redistribution, wipe off widespread squalor. Unless such changes of policy implementation strategies are imbibed, future public policies may go the way of most unsuccessful ones in the country. Nigeria needs transformational, disciplined, visionary, selfless, and sacrificial leaders who have the ability to transform their goals and visions into reality not minding the cost involved. Nigerian and the civil society groups should develop the right mindset to challenge the government to ensure that it implements right programmes since they elected those representatives for that purpose.

7. Conclusions

Public policies are aimed at addressing public problems and are environmentally determined. The ecological influence of public policies needs to be properly understood and considered when policy makers are formulating and implementing public policies in Nigeria. This paper has identified two types of public policy environment; the domestic and the external, and the factors that constitute each of them. It has also been established that policy implementation is been undermined by poor implementation design, poor funding, sectionalism, non implementation of budgets, and misplaced priorities. The adverse effect of not having a thorough understanding of these issues or not given them their pride of place is policy failure. To prevent this, there is need for proper mastery of the environment under which Nigeria's public policies are formulated and implemented.

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