ASSESSMENT OF THE ROLE OF POLICY MAKING AND IMPLEMENTATION ON DEVELOPMENT IN ZARIA LOCAL GOVERNMENT

BY

TOWOJU Adedoyin John

+2348168582876 adedoyin.towoju13@kwasu.edu.ng

Department of Politics and Governance Kwara State University,

Malete, Kwara State Nigeria

&

ADAMU Rashida Oyoru

+2347030239820 rashida.adamu@kwasu.edu.ng

Department of Politics and Governance Kwara State University,

Malete, Kwara State Nigeria

Abstract

Public policy is an attempt by government to address a public issue by instituting laws, making decisions, or actions pertinent to the problem at hand. The study assessed the role of policy making and implementation (i.e. as major stages in the policy process) to development in Zaria Local Government, Kaduna State. The target population of the study comprised key staff with insight knowledge of policy making and implementation as it affected the development of the people including Local Government Chairman, Vice Chairman, Secretary, Head of planning, research and statistics Unit, Head of Community Development Unit. The information from interview section was corroborated by secondary data from relevant documents e.g. the project implementation manual (2016-2020). The data generated from the interviewees were thematically analysed. Two propositions were made for the study: Problem identification during policy making is a bold step to enhancing the wellbeing of the citizens in Zaria Local Government, Kaduna State; and bureaucratic discretion is prerequisite to effective policy implementation thereby enhancing the wellbeing of the citizens in Zaria Local Government, Kaduna State. It was concluded after critical analysis of data that no scientific method of selecting relevant deficiencies of the current situation (situation analysis) in Zaria Local Government and that bureaucratic discretion over policy implementation in Zaria Local government is just camouflage as the administrative category (who are the bureaucrats) of the respondents asserted they do not have full power over policies' implementation. The study recommended among others the need for Zaria Local Government to as a matter of urgency put problem analysis of any situation a priority before making a policy as that will bring out the priority problems and aspirations of the people for the executives of Zaria Local Government to as a matter of fact give discretion to the bureaucracy to implement public policies. They are in the right place to make proper policy/project implementation.

Keywords: Policy Implementation, Policy Making, Problem analysis, Development and Nigeria

Background to the Study

Public policy making and implementation is a very critical area that both government and non-governmental organizations world over, are at divergent opinions in the process of making and implementing such programmes and activities. Public policy itself refers to all authorized means devised by government in order to achieve its stated goals and objectives. This can take the form of rendering social services to the community by a governmental agency or ministerial department. Public policy is thus a mechanism used in translating goals/objectives in to practical actions that can affect positively the lives of the people.

However, officials in both public and private organizations spend much time in enunciating policies and explaining how actions fit into existing policies. In fact, the impression the ordinary man drives from the ado about policy is all what governments and organizations talk, make and do. The frequency of the concept in public discourse has made it more ambiguous and confusing as individuals, families, communities, government departments, small business and large organizations all talk about their policies (Ikelegbe, 1994). However, the concern is always focused on government policies because it is government policies that direct the economy and reposition the society in a manner where law and order is maintained. In a developing nation like Nigeria, public policy is very critical since it is the spring-board to channeling development. That has been the reason why Okoli and Onah, (2002) asserted thus:

> The need for enhancing the development process in the developing nations is ever becoming more critical and urgent. The pace at which this can be realized is hinged essentially on the ability of the government (Federal, State and Local Government) to formulate appropriate policies and, very importantly, on the capability of the public bureaucracy to effectively implement the formulated policies.

Besides, in every society, there must exist some problems. These problems could be in the areas of politics, health, education, agriculture, communication, housing, transportation, health etc. In order to solve these problems as they might exist at given points in time, government is always seen formulating policies in response to them and in relation to the objectives of growth, national development and wellbeing of the citizens. This is necessary because if attempts are not made to address these problems as they arise, they may degenerate into uncontrollable stages with the society's social-economic growth and development endangered (Okoli and Onah, 2002). For this, the scope and effects of public policy is usually very pervasive and dominant particularly in

developing nations like Nigeria with a very weak private sector (Ikelegbe 2006 and Abah, 2010). For instance, it is the making and implementation of public policies that determine, for instance, the level of provision of social services, the availability of financial services for economic activities, the level of industrialization, the level of employment opportunities, the level of social or economic inequality, the availability of health facilities, the level of social security, the pace of educational development etc.

Usually, policies are made or formulated by the legislative arm of the government in both the federal, state or local government tiers and implemented by the public bureaucracy or career civil servants that work in them (Ezeani, 2006). To this extent, therefore, the role of government in development is, to a very large extent, the role of the public bureaucracy (Abah, 2010). This role the public bureaucracy, plays through the effective implementation of government policies, projects and programmes aimed at achieving development goals and objectives.

Initially, the emphasis in the literature of policy studies was more on the policy formulation stage. In contemporary times, however, emphasis has shifted to policy implementation following the realization that effective implementation of policies is not an automatic affair (Egonmwan, 1984; Ikelegbe, 2006; Nweke, 2006). Again policy implementation has become of greater concern to its formulation particularly in developing nations like Nigeria where the government is increasingly looked upon by the citizens to effectively implement development projects and programmes and where, contrarily, ineffective implementation of policies has become very critical and worrisome. In Zaria Local Government, most policies flow from the legislators without problem identification by the members of the public; the policies are selected without development of policy proposals for selection of the best policy. In addition to these problems, the bureaucracy lacks proper discretion to properly implement the policies made by the legislative arm of the Local Government. Hence, the policies end up with little or no impact of the generality (Administrative Departments' Evaluation report, 2019). Against this background, and in line with the argument of Ugo and Ukpere (2011) that an effective **problem identification** (as the first stage of policy making) and an adequate solution to the problem of effective policy implementation failures in Nigeria must stem from the **level of discretion enjoyed by the bureaucrats** to implement a policy as solution to the identified problem that the study assessed the role of policy making and implementation (i.e. as major stages in the policy process) on development in Zaria Local Government, Kaduna State.

Needless to state here that various researches have been carried out in the area of policy making and implementation (i.e. as major stages in the policy process) on development (Ikechukwu and Chukwuemeka (2013), Philip and Peter (2013) and Wilson (2014)) but none of these studies have attempted a qualitative study relying solely on interview and secondary documents. Therefore, filling these gaps make this study novel and has contributed immensely to existing body of knowledge within the field of public policy and development. Regarding time, the study covered the period of 12 years to cover the last two administrations coupled with the current administration. These period marked the period of monumental increase in policy making and implementation as masses have become democratically aware of the activities of government (Political and Democratic Awareness Index report, 2018).

Statement of Problem

From time immemorial, the role of a policy has been the centrality of policy analysis. That is why Dye (2013) framed a question that should be answered in analyzing policy as what difference, if any, does public policy make in people's lives? in a broader way, he wants to examine the impact of public policies on conditions in society for example, does increased educational spending produce higher student achievement scores? (Dye, 2013, p. 7).

Over the years in Nigeria, numerous, policies are well formulated and ineffectively implemented by the bureaucracy (Obodoechi, 2009; Ikelegbe, 2006). This resulted to no apparent and significant development to show as evidenced by the fact that Nigeria has continued to remain in the category of the Least Developed Countries of the world. This suggests that mere formulation of policies should not be the major issue in Nigeria but rather their effective implementation as it is only effectively implemented policies that can bring about national development. As stressed by Ozor, (2004) and Mankinde, (2005) that:

> There is usually wide disparity between formulated policy goals (i.e. policy making) and the achievement of those goals as a result of ineffective implementation in almost all facets of public administration (Federal, State and Local Governments) in Nigeria because most policies made are not implemented as planned.

Local Government (including Zaria Local Government) is meant to bring government closer to the people as one of the roles of local government captures – the political role for local government as stated specifically are to: increase the scope for citizenship participation in the

government of their locality; to bring councilors and representatives are closer to the people and respond much easily to their demands and that local variations and needs in service provision can better be handled local government since it understands the needs of its own locality. Furthermore, to enhance responsive governance, local governments serve as a two-way channel of communication between the government and the governed. Just as it transmits the decision of governments to the local people, it also conveys or channels their demands and feedback on policies to governments (local or central) (Akpan, 1984; cited in Odoh, 2014).

From the discussion overhead, it is glaring that the masses are the central focus for the creation of Local Government in Nigeria. Specifically, in Zaria Local Government Areas, development which is the way of measuring the impact of public policy making and implementation is nothing to write home about. This according to Aliyu (2012), resulted from poor problem identification, and little or no bureaucratic discretion to properly implement the priority if not non-priority problems of the Local Government. This is in consonance with the view of Chambers (1994) that public policy making flows from the needs and aspiration of the people at the grassroots and effective implementation of policy depend solely on the problem identification and the discretion enjoyed by the bureaucrats or civil servants to implement a policy made to solve the problem (p. 137).

In Zaria Local Government, most policies flow from the legislators without problem identification by the members of the public; the policies are selected without development of policy proposals for selection of the best policy. In addition to these problems, the bureaucracy lacks proper discretion to properly implement the policies made by the legislative arm of the Local Government. Hence, the policies end up with little or no impact of the generality (Administrative Departments' Evaluation report, 2019). It is against these stated problems that the study assessed the role of policy making and implementation (i.e. as major stages in the policy process) on development in Zaria Local Government Area, Kaduna State.

Research Questions

i. What is the role of problem identification to development in Zaria Local Government, Kaduna State?
ii. What is the role of bureaucratic discretion to development in Zaria Local Government, Kaduna State?

Objectives of the Study

The main objective of the study is to assess the role of policy making and implementation (i.e. as major stages in the policy process) on development in Zaria Local Government Area, Kaduna State. The following objectives were analyzed thoroughly:

i. To assess the role of problem identification to development in Zaria Local Government, Kaduna State.
ii. To assess the role of problem identification to development in Zaria Local Government, Kaduna State.

Research Propositions

P_1 Problem identification is a bold step to enhancing development in Zaria Local Government, Kaduna State.

P_2 Bureaucratic discretion is prerequisite to effective policy implementation and development in Zaria Local Government, Kaduna State.

Literature Review

Conceptualizing Policy Making

Policy studies often focus on how policies are made rather than on their content or their causes and consequences. The study of how policies are made generally considers a series of activities, or processes, that occur within the political system. This section discussed the definition of policy making. It is important to note at this juncture that although it may be helpful to think about policymaking as a series of processes, in the real world these activities seldom occur in a neat, step-by-step sequence. Rather these processes often occur simultaneously, each one collapsing into the others. Different political actors and institutions-politicians, interest groups, lobbyists and legislators, executives and bureaucrats, reporters and commentators, think tanks, lawyers and judges-may be engaged in different processes at the same time, even in the same policy area. According to Dye (1997) Policy making is the development of policy alternatives for dealing with problems on the public agenda. Policy formulation occurs in government bureaucracies; interest group offices; legislative committee rooms; meetings of special commissions; and policy-planning organizations, otherwise known as think tanks. The details of

policy proposals are usually formulated by staff members rather than by their bosses, but staffs are guided by what they know their leaders want. This involves the development of pertinent and acceptable proposed courses of action for dealing with public problems. Nonetheless, it is often useful for analytical purposes to break policy-making into component units in order to understand better how policies are made. The components according to Dye (2013) are:

i. **Problem Identification:** The power to decide what will be a policy issue is crucial to the policymaking process. Deciding what will be the problems is even more important than deciding what will be the solutions. This can be done by many stakeholders in an organization depending on how the situation present itself. That is why Dye (2013, p. 33) echoed that:

> It is sometimes argued that in an open plural society such as ours, channels of access and communication to government are always open, so that any problem can be discussed and placed on the agenda of national decision making. Individuals and groups, it is said, can organize themselves to assume the tasks of defining problems and suggesting solutions. People can define their own interests, organize themselves, persuade others to support their cause, gain access to government officials, influence decision making.

But, in reality, policy issues do not just "happen." Creating an issue, dramatizing it, calling attention to it, and pressuring government to do something about it are important political tactics. These tactics are employed by influential individuals, organized interest groups, policy-planning organizations, political candidates and office-holders, and perhaps most important, the mass media. These are the tactics of "agenda setting" (p. 34). This is the reason why some scholars connect the stage of problem identification to agenda setting.

ii. **Formulating Policy:** Policy formulation is the development of policy alternatives for dealing with problems on the public agenda. Policy formulation occurs in government bureaucracies; interest group offices; legislative committee rooms; meetings of special commissions; and policy-planning organizations, otherwise known as think tanks.

iii. **Policy Legitimation:** The activities of these policymakers-the president, Congress/National Assembly, courts, federal agencies, Congress/National Assemblyional committees, and interest groups have traditionally been the central focus of political science and are usually portrayed as the whole of the policymaking process. But the activities of the proximate

policymakers are only the final phase of a much more complex process because this is the stage of backing a policy by law. This is presented in table 2.1 below:

Conceptualizing Policy Implementation

The next and most crucial stage after policy formulation is its implementation. It is, perhaps, for its importance that some scholars refer to the policy implementation stage as the hub of policy process. Fundamentally, policy implementation is the process of translating a policy into actions and presumptions into results through various projects and programmes (Okoli and Onah, 2003; Ikelegbe, 2006). Kraft and Furlong (2007) and Ajaegbu and Eze (2010) state that policy implementation actually refers to the process and activities involved in the application, effectuation and administration of a policy. A variety of activities are involved in policy implementation that may include issuing and enforcing directives, disbursing funds, signing contracts, collecting data and analyzing problems, hiring and assigning personnel, setting committees and commissions, assigning duties and responsibilities and also making interim decisions etc. (Nweke, 2006). The pattern and nature of policy implementation is the major explanation for the failure or success of any given policy in essence, policymaking does not end with the passage of a law by Congress/National Assembly and its signing by the president. Rather, it shifts from government and to the bureaucracy-to the departments, agencies, and commissions of the executive branch (Dye, 2013, p. 55). This is in line with the argument of Nwankwo and Apeh (2008) observe that the implementation of a policy is the most vital phase in the policy process as it is at this stage that the success or failure of a policy is determined. Ikelegbe (2006) and Nweke (2006), in this respect too, note that many policy failures result from ineffective implementation. In order words, the hallmark of any successful policy is effective implementation as it is only effectively implemented policy that solves societal problems. For this too, Dick (2003) cited in Center for Responsive Politics (2009) argues that policy implantation 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. According to Adamolekun (1983), policy implementation refers to the activities that are carried out in the light of established policies; it also refers to the process of converting financial, material, technical and human inputs into outputs – goods and services (Egonmwan 1991). Edwards (1980) cited in Center for Responsive Politics (2009) defines policy implementation as:

> A stage of policy making between the establishment of policy (such as the passage of a legislative act, the issuing of an executive order, or the promulgation of a regulatory rule) and the consequence of the policy for the people whom it affects (p. 14).

Bureaucratic Discretion and Development

Basically, bureaucracy involves a hierarchical positioning of jobs and responsibilities in such a planned and rational manner and guided by such internal rules and regulations as to obviate the intermixture of personal interests with official functions/roles (Ozor, 2004). The rules and regulations also define the duties of members and the procedures for carrying out official duties based on formal structures and authority. In simple terms, bureaucracy is a formal administrative structure with distinct operational features that include division of labour, hierarchy of authority, impersonality, rationality, neutrality and system of rules among others (Ezeani, 2006). The term bureaucracy applies to private complex and large business firms, churches and public organizations (Heady, 1992). However, our focus in this study is the public bureaucracy and which in Nigeria is composed of the federal civil service, the civil services of the 36 states and the Federal Capital Territory (FCT) Abuja, the civil services of the 774 local government areas, the Federal and State parastatals or corporations, the armed forces bureaucracy the police bureaucracy, federal and state agencies, institutions and commissions etc. Bureaucrats which is a derivative of bureaucracy refers to those who work and operate within the public bureaucracy.

Public bureaucracy has become inevitable in any modern society and, as such, much importance is attached to it (Mankinde, 2005). This is because it is the public bureaucracy that determines the course and speed of policy implementation. Technically, it is the public bureaucracy that decides what should be done, how it should be done and who actually benefits. It is indeed, the public bureaucracy that translates formulated policies into practical reality. In essence, public bureaucracy bridges the gap between the legislative intent and its fulfillment. Dick (2003) notes that public bureaucracy has become a pervasive nature of modern societies and ever growing in importance. Indeed, the role of public bureaucracy as a veritable tool of change and development is no more in doubt. The adequacy and efficiency of public bureaucracy is, therefore, vitally important to the entire nation and to 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 cannot achieve its goals and objectives. Indeed, the greater the capacity of the public bureaucracy to effectively implement policies, the greater the development potential of that society. In summary, we posit that for any government to be seen as administratively competent, there must be evidence of the near absence of a gap between the intentions of a policy and the actual achievement of these intentions or goals. And this can only come to be when the public bureaucracy implements policies effectively. For this, therefore, the issue of effective policy implementation needs to be taken seriously both in practice and in academic discourse.

Conceptualizing Development

Development is the most topical issue of the present century. It has evolved over than fifty years. Every nation strives after development. It used to be seen as synonymous with economic growth. After taking many formats and going through many forms, it is now usually defined in broad terms. It certainly includes growth but it should lead to a significant and continuing improvement in the quality of life of people, particularly the poor. It is essentially a process whereby the real per capita income increases over time. It is growth accompanied with change in condition of living of people in general. Whether rich or poor, all human beings are constantly engaged in the search for means and opportunities to better conditions of life. In virtually all countries, this search for better conditions takes place at community level, at individual level, and at national level (Jumare, 2007).

This quest for a better quality of life is what has come to be labelled as development and efforts to define it, and the conditions under which it can be realized identified by a number of scholars. This was the preoccupation of development theory during the post-Second World War (II) period and following the process of decolonolization. Development theorists has attempted to shed light on the causes of economic transformation in human society, as well as spelling out what governments can do in order to stimulate the process of economic growth. Those who argued along this trend have followed the modernization theories, the famous ‘stages economic growth’ by Rostow in the 1960s, which major focus was on the role of savings in development. Arthur Lewis’s focus on what he called the ‘dual economy’ writing about what he called the ‘modern’ and the traditional ‘sector’. Lewis (1955) advocated for a shift from the traditional sector to a modern sector as a key activity that would increase savings and lead to growth. There were

indeed other theorists such as Gunder Frank (1967) on the dependency theory, and the subsequent Brandt Report whose focus was on the relations between the wealthy countries of the North and the impoverished South and how these relations perpetuated the situation of the South (Jumare, 2007).

Seers (1960) called into question the thinking of the time particularly concerning the link between growth and development. He was among the first to indicate that in order to understand whether development is indeed taking place in a country, the questions to ask about a country's development are therefore: What has been happening to poverty? What has been happening to unemployment? What has been happening to inequality? He indicated that if these had been decreasing, then we could say a country had indeed experienced development. Seers contends that:

> If all three of these have declined from high levels, then beyond doubt this has been a period of development for the country concerned. If one or two of these central problems have been growing worse, especially if all three have, it would be strange to call the result "development" even if per capita income doubled (Seers, 1969 cited in Todaro and Smith, 2015, p. 17).

A number of developing countries experienced relatively high rates of growth of per capita income during the 1960s and 1970s but showed little or no improvement or even an actual decline in employment, equality, and the real incomes of the bottom 40% of their populations. By the earlier growth definition, these countries were developing; by the newer poverty, equality, and employment criteria, they were not (Todaro and Smith, 2015, p. 17). Todaro (2015), has attempted a reformulation of the definition of development as:

> Development must therefore be conceived of as a multidimensional process involving major changes in social structures, popular attitudes, and national institutions, as well as the acceleration of economic growth, the reduction of inequality, and the eradication of poverty. Development, in its essence, must represent the whole gamut of change by which an entire social system, tuned to the diverse basic needs and evolving aspirations of individuals and social groups within that system, moves away from a condition of life widely perceived as unsatisfactory toward a situation or condition of life regarded as materially and spiritually better.

The purpose is to be broadened and put into a more concrete focus, Seer's enduring questions. Todaro suggests that the three questions can be reformulated into objectives as thus:

i. To increase the availability and widen the distribution of basic life-sustaining goods such as food, shelter, health, and protection
ii. To raise levels of living, including, in addition to higher incomes, the provision of more jobs, better education, and greater attention to cultural and human values, all of which will serve not only to enhance material wellbeing but also to generate greater individual and national self-esteem
iii. To expand the range of economic and social choices available to individuals and nations by freeing them from servitude and dependence not only in relation to other people and nation-states, but also to the forces of ignorance and human misery (Todaro and Smith, 2015, p. 24).

Todaro (2015) contest that if for a given nation the achievement of aforementioned objectives is in affirmative, then it can be concluded that nation under reference has undergone a process of structural and institutional change or development. If, however, only the first objective can be seen in the affirmative, then it means that the country can be "economically more developed but remains underdeveloped in a more fundamental sense" (Todaro and Smith, 2015, p. 24). The central issues which the vital question/objectives posed/stated by Seers and broadened by Todaro essentially address what another writer; Goulet (1971, p. 17) calls "the core values" of development. These include:

i. **Life-Sustenance:** Life-sustenance is concerned with the ability to meet life-sustaining human needs include food, shelter, health, and protection. When any of these is absent or in critically short supply, a condition of "absolute underdevelopment" exists. A basic function of all economic activity, therefore, is to provide as many people as possible with the means of overcoming the helplessness and misery arising from a lack of food, shelter, health, and protection. To this extent, we may claim that economic development is a necessary condition for the improvement in the quality of life that is development. Without sustained and continuous economic progress at the individual as well as the societal level, the realization of the human potential would not be possible.
ii. **Self-Esteem:** A second universal component of the good life is self-esteem – a sense of worth and self-respect, of not being used as a tool by others for their own ends. All peoples and societies seek some basic form of self-esteem, although they may call it authenticity, identity, dignity, respect, honor, or recognition.

iii. **Freedom from Servitude:** A third and final universal value that we suggest should constitute the meaning of development is the concept of human freedom. Freedom here is to be understood in the sense of emancipation from alienating material conditions of life and from social servitude to nature, other people, misery, oppressive institutions, and dogmatic beliefs, especially that poverty is predestination. Freedom involves an expanded range of choices for societies and their members together with a minimization of external constraints in the pursuit of some social goal we call development.

All these core components or values are interrelated in a form of self-reinforcing and self-sustaining process (Goulet, 1971, p. 18). Thirwall (1983) argues that these core components or values are interrelated: Lack of self-esteem and freedom result from a levels of life sustenance, and both lack of self-esteem and economic imprisonment become licks "in a circular, self-perpetuating chain of poverty by producing a sense of fatalism".

Review of Empirical Studies on Public Policy Making and Implementation

Ikechukwu and Chukwuemeka (2013) examined the key obstacles inhibiting the public bureaucracy in Nigeria from effectively implementing policies. Secondary sources of data gathering were mostly relied on and content analysis technique was adopted in the analysis. The study identified some factors that hindered effective policy implementation by the public bureaucracy in Nigeria. These factors, among others, include ineffective and corrupt political leadership under which the public bureaucracy in Nigeria thrives, and the pressure and influence of primordial demands and values on the bureaucracy which negatively affect implementation of the policies. The study recommended among others the following: the need for government should work towards ensuring the evolvement of both purposeful and responsible political and bureaucratic leaderships as well as work towards further realization of politics and administration dichotomy in Nigeria in order to create room for the bureaucracy to operate and implement policies essentially on the basis of laid down ideal bureaucratic rules and principles.

Philip and Peter (2013) examined the nexus between public policy making and implementation in Nigeria. Secondary method of data collection was employed in this study where relevant literature was reviewed and elite's theory was adopted as framework of analysis. At the end, the study revealed that in Nigeria, there is a missing-link between the government and the public and also the government and its agencies when it comes to policy formulation and implementation

and that explain why policies grossly fail in Nigeria. Our conclusion was drawn on the premise that; Nigeria's problem is not policy formulation but that of accurate implementation. The study therefore, recommends among other things that; there should be a very strong connecting link between the elites who are the policy makers and the mass – public. If that is done, it will reduce the tendency of imposed policies from the top. An enabling environment should also be instituted where policy making should be participatory. Public awareness should be created; the civil society groups, professional bodies, organized private sector, and the mass public should be given the opportunity to present their proposals for policy making and implementation there by connecting the nexus between the government and other professional bodies.

Wilson (2014) attempted to study the actors and institutions involved in the country's public policy process, and the overt and covert factors which streamline their policy choice, within the period of 2000-2018. In carrying out the study, the conceptual reviews of previous studies were mostly relied on and consequently, desk review was adopted to arrive at logical conclusion. The study revealed that the context in which public policy is formulated and implemented in contemporary Nigeria has become an engaging issue. This is due in part to the globalization fervor and partly to the new democratic environment the country has found itself. While the former has allowed the inflow of knowledge and information about how governance in other lands are run, the latter has reinforced in the citizens, the idea that they are stakeholders in public administration and that the only way to preclude bad government is to ensure they take an active interest on how policies, which impinge on their daily lives, are formulated and implemented.

Study Gap

i. **Gap in Methodology:** The works of Ikechukwu and Chukwuemeka (2013), Philip and Peter (2013) relied on secondary sources of data; while the study of Wilson (2014) was entirely conceptual. Our own study is entirely qualitative that relied on face-to-face interview complemented by secondary documents.

ii. **Gap in Context:** The works of Ikechukwu and Chukwuemeka (2013) and Philip and Peter (2013) were though conducted in Nigeria, this study was conducted within a single Local Government Area – Zaria.

Theoretical Underpinning: The Policy Process Theory by Young and Quinn, (2002)

The process theory was propounded by Young and Quinn 1998 and reformulated in 2002. The theory has been adopted in several studies in explaining and analyzing the processes of public policy in mostly developing nations e.g. Emeka (2019) adopted the theory to explain the processes and stages of public policy in Nigeria. Mbaka also used it to describe the steps to followed for effective public policies in Anambra State, Nigeria.

The theory views public policy as set of policy process or as a series of political activities encompassing – problem identification, agenda setting, formulation, legitimation, implementation, and evaluation (Dye, 2013). In essence, the process model is useful in helping us to understand the various activities involved in policymaking. In line with the assertion of Dye above, Young and Quinn (2002) argued that public policy making is an activity that is being undertaken after following certain linear processes. The study anchors problems of effective problem identification and lack of discretion of the bureaucracy to implement policies for the betterment of the citizenry. Adopting the operational guidelines of the process theory of public policy against the background the linear processes espoused by the theory made this theory relevant to the study. These processes include the following:

a) Problem identification / Problem definition that demand for government action.
b) Development of policy proposals (the actors involved include citizen's groups, think-tanks, interest groups, lobby groups, congressional committees, government organizations and NGOs).
c) Policy legitimation through political action by the congress, the president and the court.
d) Policy implementation, which involve civil servants putting the selected policy option into practice.
e) Policy evaluation – After the policy has been put in place, civil servants or an independent consulting firm assesses the policy to see if the goals were achieved, if the policy was implemented effectively. The stages can be seen in the below pictorial diagram:

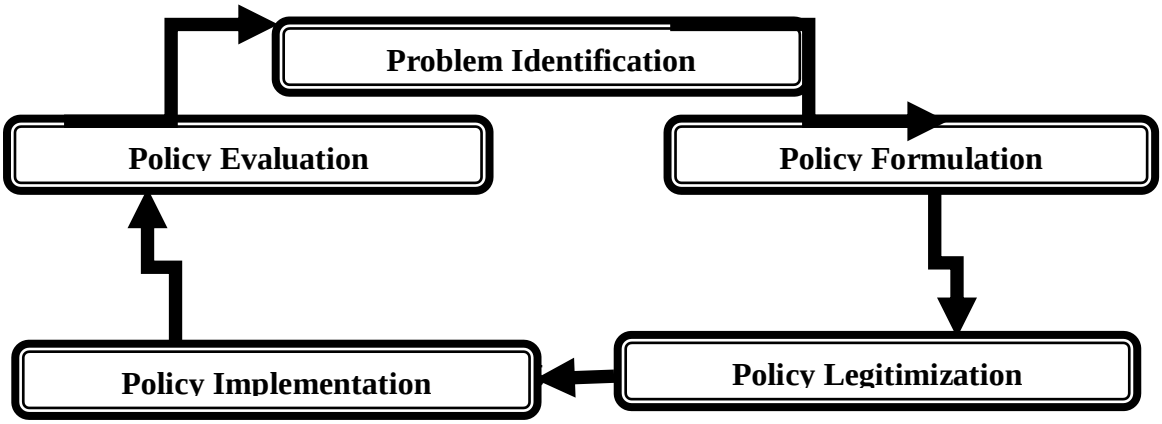


Figure 2.1 Stages of Policy Process

Source: Young and Quinn, (2002).

Methodology

The study adopted qualitative research design relying solely on Face-to-Face interview to generate data for the study; it described the role of policy making and implementation to development in Zaria Local Government Area. The target population of the study comprised key staff with insight knowledge of policy making and implementation as it affected the development of the people including Local Government Chairman, Vice Chairman, Secretary, Head of planning, research and statistics Unit, and Head of Community Development Unit. The information from interview section was corroborated by secondary data from relevant documents e.g. the project implementation manual (2016-2020). The data generated from the interviewees (i.e. Local Government Chairman, Vice Chairman, Secretary, Head of planning, research and statistics Unit, and Head of Community Development Unit) were thematically analysed. The target population for the study is summarized in the data presentation section of the study.

Data Presentation and Analysis

This section presented, analysed and discussed the data collected through face-to-face interview complemented with data from relevant documents like Project Implementation Manual, (2016-2020). Afterwards, the study discussed the major findings. As earlier stated in the methodology chapter, Face-to-Face-interview is conducted with principal staff like Local Government Chairman, Vice Chairman, Secretary, Head of planning, research and statistics Unit, Head of Community Development Unit. The respondent's demographic data is shown in table II below:

Staff Category	Position	Code	Gender	Date
Political Staff	Chairman, Vice Chairman and Secretary	$R_{1,}$ $R_{2,\ \&\ 3}$	M (3)	6/10/21
Administrative Staff	Head of planning, research and statistics Unit	R_4	F	6/10/21
Administrative Staff	Head of Community Development Unit	R_5	M	9/10/21

Table II Socio-Demographic Data of the Respondents

***Source*:** Research survey 2021.

Theme I: Problem Identification and Development in Zaria Local Government

Sub-theme I (a): Analysis of current situation (including the survey of deficiencies) before policy making

The respondents stated vehemently thus:

> Though we analyse current situation before policy making but deficiencies (which are unlimited) are not surveyed. The residents have different needs to be catered for. If we want to survey the deficiencies before making policies, we will end up not making any policy. However, for us to bring development, we the policy makers at this level put ourselves in their shoes and assume what their priorities are (R_1, R_2, R_3, R_4, and R_5).

Sub-theme I (b): Methods used in the selection of the relevant deficiencies of the current situation.

> As stated earlier, the policy makers in Zaria Local Government assume the deficiencies of their citizens before making policies. In their words, we conduct a situation analysis by assessing the what does the communities in the Local Government have, what doesn't they have and what they might be happy to have. We compare the public goods in equivalent communities and try to provide same to the communities of interest (R_1, R_2, R_3, R_4, and R_5).

From their response, we could conclude that there is no scientific method of selecting relevant deficiencies of the current situation (situation analysis). This to a large extent has hindered development in Zaria LG as most social amenities are not maintained since the provided amenities are not their priority needs at the time of provision.

Theme II: Bureaucratic Discretion for Policy Implementation and Development in Zaria Local Government

Sub-theme II (a): Greater job security for bureaucrats and the enhancement of policy implementation for development

> According to political category of the respondents, the bureaucrats really enjoy greater job security. On the part of whether they explore their job security in service to enhance policy implementation, there is ambiguity in that because, most policies are not effectively implemented for the fact that the bureaucrats are not scared of losing their jobs owning to the security they enjoy on their jobs (R_1, R_2, and R_3).
>
> On the contrary, the administrative category of the respondents felt otherwise. They stated that even though their jobs are fully secured, they do not have full power over policies' implementation. Bureaucratic discretion over policy implementation in Zaria Local government is just camouflage (R_4, and R_5). This evident on the Zaria Local Government Project Implementation Manual, (2016-2020) where the project managers are external bodies with strange names.

Sub-theme II (b): The bureaucrats' power to spend and power over budget maximization ensured development in Zaria Local Governments.

There is also divergent response on the sub-theme above. As the political category affirmed the bureaucrats' power to spend and power over budget maximization, the administrative category debunked the view of the political category of the respondents (R_1, R_2, R_3, R_4, and R_5).

Discussion of Major Findings

The study assessed the role of policy making and implementation (i.e. as major stages in the policy process) to development in Zaria Local Government, Kaduna State. From the presentation and analyses of data a number of findings were arrived at which are discussed below:

i. The study found out that there is no scientific method of selecting relevant deficiencies of the current situation (situation analysis) in Zaria Local Government. This to a large extent has hindered development in Zaria communities as most social amenities are not maintained since the provided amenities are not their priority needs at the time of provision.
ii. The study also discovered that bureaucratic discretion over policy implementation in Zaria Local government is just camouflage as the administrative category (who are the bureaucrats) of the respondents asserted they do not have full power over policies' implementation.

Conclusion

Public policy is an attempt by government to address a public issue by instituting laws, making decisions, or actions pertinent to the problem at hand. The study assessed the role of policy making and implementation (i.e. as major stages in the policy process) to development in Zaria Local Government, Kaduna State. Two propositions were made for the study: Problem identification during policy making is a bold step to enhancing the wellbeing of the citizens in Zaria Local Government, Kaduna State; and bureaucratic discretion is prerequisite to effective policy implementation thereby enhancing the wellbeing of the citizens in Zaria Local Government, Kaduna State. It was concluded after critical analysis of data that no scientific method of selecting relevant deficiencies of the current situation (situation analysis) in Zaria Local Government and that bureaucratic discretion over policy implementation in Zaria Local government is just camouflage as the administrative category (who are the bureaucrats) of the respondents asserted they do not have full power over policies' implementation and that they lacked the power to spend and power over budget maximization.

Recommendations

i. Zaria Local Government should as a matter of urgency put problem analysis of any situation a priority before making a policy as that will bring out the priority problems and aspirations of the people.

ii. The Local Government executives should as a matter of fact give discretion to the bureaucracy to implement public policies. They are in the right place to make proper policy/project implementation.

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APPENDICES
Appendix I: Interview Schedule

Bio-Data of the Respondents

i. Date of Interview
ii. Name of the Interviewee
iii. Gender

Theme I: Problem Identification and Development in Zaria Local Government

i. How do you analyse of current situation (including the survey of deficiencies) before policy making?
ii. Methods used in the selection of the relevant deficiencies of the current situation.

Theme II: Bureaucratic Discretion for Policy Implementation and Development in Zaria Local Government

i. How has greater job security for bureaucrats enhanced policy implementation for development?
ii. Comment on bureaucrats' power to spend; and power over budget maximization and its effects to development in Zaria Local Governments.