

**THE IMPACTS OF GOOD AND IMPLEMENTABLE POLICIES ON  
SUCCESSFUL AND IMPACTFUL LEADERSHIP.**

**A thesis submitted to the Department of Policy and Strategic  
Studies of CITY UNIVERSITY, CAMBODIA in partial fulfilment of  
the requirements for the award of Doctor of Philosophy (PhD) in  
Policy and Strategic Studies.**

**BY**

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A THESIS SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE  
AWARD OF DOCTOR OF PHILOSOPHY DEGREE (PhD) IN PUBLIC ADMINISTRATION  
WITH PARTICULAR SPECIALIZATION IN POLICY AND STRATEGIC STUDIES IN THE  
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## CERTIFICATION

This is to certify that this research was carried out by OYELADE OLANREWAJU under my supervision and it is hereby approved.

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Date

## DEDICATION

This project is dedicated to God Almighty: The Father, Son and Holy Spirit.

## **ABSTRACT**

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 to formulate appropriate policies and, very importantly, on the capability of the public bureaucracy to effectively implement the formulated policies. Over the years in Nigeria, numerous brilliant policies have been formulated and implemented. Yet there is no apparent and significant development to show for that as evidenced by the fact that Nigeria has continued to remain in the category of the Least Developed Countries of the world. This suggests that mere formulation of policies should become not the major issue in Nigeria but rather their effective implementation as it is only effectively implemented policies that can bring about national development. Against this background, the study explored the importance of public policy in governance and public administration-generally, deeply discussed public bureaucracy and its role in policy implementation, critically examined and analyzed the key obstacles inhibiting the public bureaucracy in Nigeria from effectively implementing policies. In carrying out the study, the secondary sources of information or data gathering were mostly relied on and consequently, content analysis technique was adopted in the analysis. The basic finding is that there exists, indeed, some factors and circumstances that constitute serious obstacles to effective policy implementation by the public bureaucracy in Nigeria. These factors, among others, include the ineffective and corrupt political leadership under which the public bureaucracy in Nigeria thrives, the pervasive and deep rooted corruption within the public bureaucracy and the pressure and influence of primordial demands and values on the bureaucracy which negatively affect implementation activities and processes. Recommendations offered to overcome the obstacles and challenges and to reposition the Nigeria public bureaucracy for effective implementation of policies include, basically, that 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. The bureaucrats need too to strongly de-emphasize primordial considerations and to resist primordial pressures and demands for special favours in policy implementation activities and processes while government also need to constantly develop appropriate programs for improving the working conditions, and other incentives for the public bureaucrats in order to build their morale and commitment to public service. This, too, could reasonably diminish the propensity among the bureaucrats to misappropriate funds allocated for implementing development policies.

## GENERAL INTRODUCTION

In every society, there must exist some problems. These problems could be in the areas of politics, commerce, 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 well being 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, 2022). 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 2021, Abah, 2019). 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. Fundamentally, a public policy is a government action or proposed action directed at achieving certain desired goals or objectives (Ikelegbe, 2021). In the light of a given societal problem, public policy guides and determines present and future public decisions as well as private individual or private business institutional actions, decisions or behavior. In essence, a public policy determines the activities of government and given private institutions in relation to providing services designed to solve a given problem. 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 designated private institutions. In most cases, however, it is the public bureaucracy that is saddled with the responsibility of policy implementation. 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, 2018). To this extent, therefore, the role of government in development is, to a very large extent, the role of the public bureaucracy (Abah, 2019). This role the public bureaucracy, plays through the effective implementation of government policies, projects and programmes aimed at achieving development goals and objectives. Most often in Nigeria, however, policies are well and brilliantly formulated but ineffectively implemented by the bureaucracy (Obodoechi, 2019; Ikelegbe, 2021). This leads to the failure of public policies to achieve their target goals and objectives and to ultimately alleviate the problems for which they were designed. Indeed, there is usually wide gaps between formulated policy goals and the achievement of those goals as a result of ineffective implementation in almost all facets of public administration in Nigeria (Ozor, 2020; Mankinde, 2020). 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, 2021; Nweke, 2016). 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. Against this back ground, and in line with the argument of Ugo and Ukpere (2011) that an adequate solution to the problem of effective policy implementation failures in Nigeria must stem logically from a rigorous examination and analysis of its causes, the study is set to look at policy implementation as a major stage in the policy process, to highlight the need and the role of public bureaucracy in effective implementation of policies, examine obstacles that constrain the

effective implementation of policies by the public bureaucracy in Nigeria and to make recommendations on how to address the challenges and strengthen the capability of the Nigerian public bureaucracy towards effective implementation of formulated policies,

Over the years, Nigeria is faced with many challenges. Oguejiofor (2019) noted that outside the geographical disadvantages and the unfortunate amalgamation by our colonial masters which has made peaceful coexistence and stability unrealistic, ranging from religious intolerance, kidnapping in major cities, cybercrimes among rising unemployed youths, the menace caused by the dreaded Boko-haram in the North and the rising unemployment rate hitting the country are serious problems affecting the country. Based on this, Achebe (1983) suggests that, the problem of Nigeria is the problem of leadership. The country needs brilliant leaders that will not only make policies, but also implement their numerous policies for the development of the country. Policy implementation has been described as a major problem confronting Nigeria in its efforts to achieve national development. Implementation often turns out to be the graveyard of many policies. From experience in this country, little attention is paid to the subject of policy implementation by policy makers. In most cases, it is often taken for granted that once a policy is adopted by the government, it must be implemented and the desired objectives of the policy be achieved. It is sad to say that in this country little attention is paid to the problem of implementation of policies in Nigeria. Huge amount of resources are spent on designing and preparing plans for all kinds with little or no thought given to the complex chain of reciprocal interactions and variables required and this can be seen usually in the widening gap between intentions and results. The need for enhancing the development process in Nigeria is becoming more crucial and urgent. The pace at which this can be realized is hinged on the ability of the government to formulate appropriate policies and at the same time implement these formulated policies effectively. But, it is so unfortunate that there is no significant development to show an improvement from where we were before and now, as Nigeria has continued to remain in the category of the least developed countries of the world. This is a typical situation in Nigeria, where the intention of the designers of Policies are often underlined by constellation of powerful forces of politics and administration coupled with the prevalence of high level of corruption. The resulting failures that has affected major policies in developing countries (like Nigeria) have help to direct attention to the need for planning explicitly, management of policy implementation in which adequate attention is paid to such factors as political and institutional capacity to execute and operate development projects. It also led to the emergence of theories and models particularly during the period of the United Nation second development plan decade in 1970, when emphasis shifted from plan formulation to plan feasibility. These theoretical constructs have been designed to help policy makers, especially towards better understanding of the problems of policy implementation (Egonmwan, 2009).

## **BACKGROUND OF THE RESEARCH.**

The need to provide the citizens with socio-economic and infrastructural facilities has continued to be a serious concern to countries all over the world, especially the developing ones including Nigeria. To achieve this, various governments in Nigeria have continued to initiate and implement policies aimed at addressing these problems. This study therefore set out to examine the challenges of implementation of public policies in Nigeria. The objectives of the study include: to find out the strategies adopted by government and its agencies in the implementation of public policies and to identify factors militating against their effective implementation. The study contends that the continued use of neo top-bottom approach in policy formulation and implementation has serious consequences for the realisation of the desired objectives. The paper highlights the relevance and practical issues relating to citizens input in policy formulation and implementation in their respective areas. The work argued that public policy implementation agencies and government officials have not shown any commitment to the effective implementation of public policies in Nigeria which would allow it achieve the desired result. The research methodology adopted is the contents analysis of the existing literature on the related subject while secondary source of data were used. The paper was predicated on the progressive utilization theory as its framework of analysis. The findings reveal that the implementation of public policy in Nigeria is characterised by weak institutional frame work, over politicisation of policies, lack of political will on the part of government, non-involvement of the beneficiaries and corruption among others. The paper therefore, recommends that the institutional frame work should be restructured for proper application of the strategies to avoid unnecessary political influence and neglect of the intending beneficiaries. The government should be more committed and see public policies as major tools for the development of the country.

It is the desire and responsibility of every nation in the world including Nigeria to provide for the welfare of its citizens. This is achieved through government designed policies aimed at developing various sectors of the society, and Nigeria having been regarded all over the world as a leading nation in terms of socio-economic and infrastructural development in the entire African continent, has over the years desired to develop the country in the areas of agriculture, education, health care, housing, transportation, communication, technology, infrastructure, commerce, banking, roads, and water among others. In a bid to achieve these needs that might exist at various point in time, government is always confronted with formulating policies to tackle them, aimed at achieving the desired growth and national development for the wellbeing of the citizens. In some situations, these problems are tackled as they arise to avoid degenerating to uncontrollable level (Okoli and Onah, 2022). Basically, since public policy is the action or proposed action of a government aimed towards achieving desired goals as stated by Ikelegbe (2021), it then means that public policy guides and determines present and future decision as well as private individuals or private business institutional actions, decisions or behavior. As a result of the importance of government providing these facilities especially in the developing countries, the scope and level of public policy is pervasive and influential especially in third world countries such as Nigeria where the private sector is very weak, as such policies determine the activities of government in the provision of services designed to solve problems (Abah, 2019). Mostly, even though the executive can initiate public policies, but to back it up with enabling laws, policies are made by legislative arm of the government in



both the federal, state and local governments, while the implementation lies with the public bureaucracy (Ezeani, 2022). While various public policies have been initiated and implemented in Nigeria aimed at enhancing the living standard of the citizens, a close look at the country's developmental level has indicated that the country is unfortunately one of the least developed countries in the world despite her abundant natural and human resources. This situation is led ajar by the various reports that showed that Nigeria is so underdeveloped that over seventy percent of its population lack finance to take care of their immediate needs, lack food, shelter, access to health care services, education while child and maternal mortality rates have continued to grow, children of school age drop out of school for odd jobs, while the people do not have access to socio-economic and infrastructural facilities despite the plethora of development policies initiated and implemented in the past by various governments in the country (World Bank Report, 2018). This frightening situation prompted Obodoechi (2019) to argue that in Nigeria, public policies are brilliantly formulated but their implementation turn out to be ineffective, thereby leading to the failure of such public policies to achieve their aims and objectives for which they were designed. Ozor (2004) on his part, assert that the ineffective implementation of public policies in Nigeria has continued to create a large gap between formulated public policy goals and the achievement of those goals. Basically, there is usually wide gaps between formulated policy goals and the achievement of those goals as a result of ineffective implementation in almost all facets of public administration in Nigeria as noted by (Ozor, 2004; Mankinde, 2005). 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 as noted by (Ikelegbe, 2021); Nweke, (2018) and Egonmwan, (20). Furthermore, 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 policies and where, contrarily, ineffective implementation of policies has become very critical and worrisome. It is based on this that Ugo and Ukpere (2011) argued that an adequate solution to the problem of effective policy implementation failures in Nigeria must stem logically from a rigorous examination and analysis of its causes. This study is therefore set to look at policy implementation as a major issue in public policy process, and to examine the role of public bureaucracy in effective public policy implementation in Nigeria, and to equally x-ray the obstacles that inhibit the effective implementation of public policies in the country.

This thesis presents the process of policy implementation and its effects on successful leadership from both a theoretical and practical perspectives. It deals with the concept of policy design and implementation from the perspective of classical advocacy coalition theory on policy implementation and recent developments in this area. It defines the products of the stages of the policy process from an operational perspective, that is, the action plans and administrative products. It indicates the relationships between the different types of actors that are involved in policy design and implementation that needed to be subjected to a relational analysis so as to facilitate the identification of the factors behind the success or failure of a policy viz-a- viz successful leadership. This study also show why some policies fail and become un-implementable while others are implementable and successful. Finally, it shows the impacts of good and

implementable policies on leadership as well as the effects of bad and un-implementable policies on leadership.

The success of a leader depends much more on whether the policies designed by the leader to implement are implementable or not and whether the policies so designed by leadership are good or bad. In summary, successful leadership is greatly hinged on good and implementable policies.

## **STATEMENT OF THE PROBLEM**

The most challenging task of leadership is policy implementation. It is very common in this clime to see leaders struggling with policy implementation. Most times, leaders find it so difficult to implement policies because such policies are poorly designed and as a result of which they are un-implementable. No wonder we have several abandon projects all over the nooks and crannies of Nigeria; these abandon projects are products of bad and un-implementable policies. Proper designation and good development of policy enhance its implementation, hence it results in successful leadership. Badly designed policies are synonymous to leadership failure. Policy implementation involves translating the goals and objectives of a policy into an action. The systematic study of policy implementation is relatively new in the broader domain of social science. This thesis, through a content analysis, critically examines the theoretical issues associated with policy design, implementation, and the factors associated with implementation success or failure and the impacts of good policies on leadership. Some practical strategies are suggested to overcome implementation performance and concludes with the proposition that implementation failure is also due to lack of theoretical sophistication.

## **OBJECTIVES OF THE THESIS**

This research is aimed at the following objectives:

1. To explain the concept of policy, its design and implementation.
2. To appraise the concept of leadership, types of leadership, features of leadership and functions of leadership.

3. To evaluate the impacts of good and implementable policies on leadership

## **RESEARCH QUESTIONS**

1. What do you understand by the concept of policy, policy design and policy implementation?
2. How best can you explain the concept of leadership in terms of types, features and functions?
3. What are the impacts of good and implementable policies on leadership?

## **RESEARCH HYPOTHESIS**

H1. There is significant correlation between good and implementable policies and impactful leadership

H0. There is no significant correlation between good and implementable policies and impactful leadership.

H2. There are genuine reasons to explain leadership in terms of types, qualities and functions.

H0. . There are no genuine reasons to explain leadership in terms of types, qualities and functions.

H3. There are obvious results and evidence that good and implementable policies impacts positively on leadership

H0. There are no obvious results and evidence that good and implementable policies impacts positively on leadership

## **SIGNIFICANCE OF THE THESIS**

This thesis is important as it will help leaders, managers, policy makers, Government, non-governmental organizations, institutions and individuals to appreciate the impacts of good and implementable policies on successful leadership.

### **SCOPE OF THE STUDY**

**This research covers the impacts of good and implementable policies on successful and impactful leadership.**

### **LIMITATION OF THE THESIS**

I am limited by time and financial constraint during the course of this thesis. Also, the uncooperative attitude of some respondents to my questionnaire was a serious challenge.

### **SYNOPSIS OF CHAPTERS**

Chapter one takes care of general introduction, background of the thesis, objectives of the thesis, statement of problem, significance of the thesis, research questions, research hypothesis, scope of the thesis, limitation of the thesis and the arrangement of chapters. Chapter two deals with literature review, chapter three deals with research methodology and design, chapter four covers data presentation and analysis and finally chapter five deals with findings, summary, conclusion and recommendations.

## **CHAPTER FIVE**

### **CONCLUSION**

This chapter provides a summary of the dissertation and draws a conclusion based on study findings. It describes the benefits of the study and recommends the way forward, given the current realities of poor maternal service delivery as a result of the criminal code anti-abortion law.

#### **5.1 Summary of the study**

This project was informed by the necessity to examine the impact of Nigeria's anti-abortion laws (the criminal code) on the delivery of maternal health services in Akure metropolis. The specific objectives of the study were to understand the level of awareness of the criminal code anti-abortion law amongst women service workers; to understand the general perception of women and health service workers in Akure metropolis about the criminal code anti-abortion law; to ascertain whether or not the criminal code anti-abortion law has helped in achieving reduced abortions (safe or unsafe) amongst women in Akure metropolis; and finally to determine whether the criminal code anti-abortion law has in any way affected maternal health service delivery in Akure metropolis. Relevant literatures dealing with the subject under investigation were reviewed to ascertain the view of scholars who had discussed extensively on Nigeria's anti-abortion laws (the criminal code) and maternal health services delivery. Survey research design was adopted for the study, with the administration of questionnaire to selected health workers in Akure through survey

monkey. The stated hypotheses were tested using regression and content analysis respectively, with finding re-presented below in subsequent sections of this chapter.

## **5.2 Empirical findings**

The study empirically discovered the following:

- i. The first finding of the study is that the level of awareness of women and health service workers about the criminal code anti-abortion law is low. ( $R^2=0.006$ ,  $F_{1, 326} = 1.81$ ,  $\beta=0.142$ ,  $p>0.05$ ), that is, only 0.6% of the variance observed in compliance to anti-abortion law is accounted for by the level of awareness of women and health service workers about the criminal code.
- ii. The second finding of the study is that women and health care workers perceive the criminal code anti-abortion law as ineffective and forgotten  $R = 0.052$ ,  $F_{1, 18.032}$ ,  $B$  perception  $0.101$ ,  $p<0.05$ ), that is, 5.2% of the variance observed in the state of the criminal code anti-abortion law is explained by how women and health service workers perceive the criminal code anti-abortion law.
- iii. The third finding of the study is that criminal code anti-abortion law has significantly helped in achieving reduced abortion amongst women in Akure ( $r=0.577$ ,  $p<0.05$ ). This implies that 46.6% of the variance observed in the reduced abortion rate amongst women in Akure is explained by criminal code anti-abortion law.
- iv. The last finding of the study showed that the criminal code anti-abortion law has significantly affected maternal health service delivery in Akure metropolis ( $R^2 = 0.175$ ,  $F_{1, 326} = 69.301$ ,  $BCCAA = 0.21$ ,  $p<0.05$ ), that is, 17.5% of the variance observed in maternal health service delivery in Akure metropolis is explained by the adherence to criminal code anti-abortion law by women and health workers.

## **53 Contributions to knowledge**

### **5.3.1 Benefits/contributions of the to Nigeria and Ondo state.**

Findings from this study will help public health departments, legislative arm of government and policy makers in Nigeria and Ondo state to holistically institute a review of the existing anti-abortion law (criminal code) with the goal of making it more updated in line with current realities and international best practices. Since laws, big or small, are expected to serve as moral compasses and shapen the conscience of society, public health laws in highly populated and dynamic societies like Nigeria must continually undergo reviews that justify the existing situation. Otherwise, such laws are soon perceived ineffective (as seen within this study), thereby leading to secret violation. In addition, without regular check and balances on existing laws, abuse and misuse is inevitable. For instance, this study found that maternal service delivery is impacted due to the code abortion law. This is because, instead of health workers to carefully verify the situation upon which a woman is requesting for an abortion, they just ignore, and base their decision on the fact that a law is in place. As such, they indirectly violate the law which stipulates that if a woman is at risk, then pregnancy termination can go ahead.

### **5.3.2. Research contributions to existing global abortion/anti-abortion knowledge**

The last 15-months have seen tough discussions globally in relation to abortion and it legalisation (Eks & Murray, 2001). Prominent amongst recent happenings is the abortion in Poland with the exception of cases of rape, incest, and when the pregnancy may endanger the mother (Koper & Plucinska, 2021). In the same vein, the state of Texas in the United States passed an anti-abortion law from six weeks. In contrast, Argentina officially legalized abortion, while citizens of San Marino voted in favour of a relaxed abortion law (Amante, 2021)

As a result of the forgoing global situation, this study contributes to extant literature in that it shows that there may be a need for more awareness prior to legalization or illegalization of abortion around the world, especially in countries with large rural and sub-urban population. In addition, it may crucial for governments and abortion policy makers to analyse the perception of the population with regards to laws that affect their very existence. This may be useful to shape social and health impact of health-related laws, which are indeed crucial to the sustainability of such Laws.

#### **5.4 Recommendations**

Based on the above conclusion, the following recommendations were made:

- a) The Nigerian government should embark on the review of its abortion laws which seem to have existed for too long without any kind of re-modeling or re-evaluation.
- b) Beyond the enactment of laws, policy formulators and law-makers should start integrating the process of awareness which could justify enforcement.
- c) There should be timely and appropriate access to information on pregnancies and also access to abortion services such as reasons for likely termination (when necessary) should be made available
- d) Civil right groups, non-governmental organizations and the Nigerian government should be encouraged to set structures in place to tackle the incidence of maternal mortality from abortion-related sources. One way to achieve this is to embark on massive sensitization of the use of contraceptive that may prevent unplanned pregnancies especially amongst vulnerable populations.
- e) Since abortions remains illegal in Nigeria, it is recommended that special considerations be given to women and girls who are rape victims, and who may choose to terminate pregnancies resulting from rape situations, whether the pregnancy puts them at risk or not.



## **5.5 Study limitations and suggestions for further studies**

This research was conducted using a cross sectional technique to gather data from women and health workers, it therefore does not provide information regarding causal relationship of variables (e.g maternal health delivery and abortion rates) (Eskezia et al., 2016). As such, future researchers should consider longitudinal research data collection method that would yield better results. Longitudinal data sources that are those collected over a period of time through repeated contacts with the same and others respondents to arrive at more detailed information.

In addition, there are several other communities and locations in Ondo state from which data could have been curated, albeit, data collection only focused on Akure. As such, future researchers may look cover more communities within Ondo state. This would allow for more generalizable results. Since the anti-abortion law stipulates that abortion can be performed on a woman whose life may be at risk as a result of her pregnancy, more research are needed on specific situations that qualifies a woman for abortion. This will be useful to health workers in that the safety of more and more women can be determined prior to rejecting abortion requests.

Lastly, a distinction the perspectives of public health workers and health workers working in the private hospitals should be studied with respect to Nigeria's anti-abortion laws (the criminal code) on the delivery of maternal health services in Akure metropolis. This is because whilst health workers in public facilities frown seem to frown at abortions as seen within this study. private healthcare facilities in Nigeria and Ondo state still see such services as avenues to make money.

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