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AN ASSESSMENT OF THE NATIONAL POPULATION COMMISSION IN NIGERIA: IN THE CONDUCT OF POPULATION CENSUS IN BORNO STATE

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Abstract

The study evaluation of National Population Commission in the conduct of population census in Borno state was carried National Population Commission. The objectives of the study are to explain the nature of National Population Commission Borno State, to evaluate whether the implementation of the national population policy census in the study area has been a success and to identify the peculiar factors that possibly undermined the effective implementation of the national population commission census. The research made use of sample of 180 questionnaires distributed while 160 were collected and analyzed using descriptive statistics of frequency count and percentage tables. The findings revealed that there is significant success in creation of awareness on the use of contraceptives for control of birth rate, reduction of maternal mortality rate, and reduction in infant and child mortality rates. Further, findings also revealed that National Population Commission has achieved a reduction of the national population growth rate to 2 per cent or lower, achieve a reduction in total fertility rate of at least 0.6 children every five years reduce.

Keyword: National, Population and Census

Introduction

Human as an individual and in society is a existence of social nature. Hence, the life of human is the life of social interaction. Man's social interaction does not exist in isolation of social problems and as man interacts in different spheres of life politically, economically, technologically, educationally, socially and otherwise, these social problems diffuse and spread along these sectors of life (Hyndman, Benson and Telford, 2019). It is in acknowledgement of these social problems and in a bid to proffer durable and reliable solutions to them that the government is always seen formulating policies in response to them and in relation to fostering development, stability, growth, citizenry wellbeing and administrative efficiency. 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 socio-economic growth and development endangered (Okoli & Onah, 2020).

In view of this, a strategy is a conscious plan of action and the action itself, initiated to solve a specific social problem through the national population policy in Nigeria. It is a plan or course of action by a government, political party or business designed to influence and determine decisions, actions and other matters (Lennon, 2009). Public policy on the other hand when mentioned, limits policy meaning to the one that has majorly the involvement of the government in policy formulation and implementation. Little wonder, Dye (2019) conceived public policy as what governments do, why they do it, and what difference it does make.

Ikelegbe (2021) defines it as the integrated course and programmes of action that government has set and the framework or guide it has designed to direct actions and practices in certain problem area. It is thus, used mainly in reference to what government does in

order to meet the needs, yearnings and aspirations of the citizenry. This could be in the form of actions taken in the course of distributing, regulating and redistributing resources in the society. However, these actions do not necessarily have to emanate exclusively from the government, as the citizenry can initiate them as well. Nevertheless, no matter who the initiator of a public policy is, his initiatives would have to be acted upon by the government before such actions could appropriately be labeled as public policy (Dlakwa, 2018). Precisely speaking, the concept is central to governments, private organizations and individuals.

Government commits much time, energy and resources to the development of policies. Some even take years to make, but once made, they become the regulatory instrument and/or the big guiding stick in related areas of activity. 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. Individuals, families, clubs, cultural groups, communities, government departments, small business organizations as well as the large ones, all talk about their policies (Ikelegbe, 2019). 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. Virtually all aspects of societal enterprise are components of the object of public policy, a dynamic and value-laden process through which a political system handles a public problem (Plank, Sykes, & Schneider, 2019; Bolaji, 2018).

The Nigerian public policy practice is one that is observably laughable in comparison to its counterparts in some other countries. From the evolution of Nigeria, the country was a merger of diverse multifarious ethnic groups; therefore its public policy should be a cross-ethnic integrative one. The nature of public policy as a course of action can be better or more fully understood if it is broken down into a number of categories: these being policy demands, policy decision, policy statements, policy outputs, and policy outcomes. Public

policy is therefore directed towards ensuring that government adopts appropriate policies to attain the “right” goals. Dror (2017) observes that policy is “fuzzy and extremely” gambling (Egonmwan, 2019).

The numerous questions have emerged ranging from “the Are Nigerian public policies really reflecting democracy, quality representation and citizenry involvement? How can Nigerian public policies be cross-ethnically made without conflict in view of diverse and often conflicting interests of ethnic groups? How can the Nigerian public policy on-paper-non-practice implementation problem be brought to an end? How can Nigerians mitigate the incessant recidivistic favouritism in the nature of their public policy implementers?” It is in cognizance of these questions, issues and challenges that this paper attempts to bring answers and solutions to the Nigerian public policy implementation through an indwelling histo-analytical examination of public policy issues in Nigeria.

The essential need for the Nigerian society to keep population growth in check for sustainable development. This must be done in a conducive policy environment. As the World Bank puts it, “policies to reduce population growth can make an important contribution to development (especially in the long run), but their beneficial effects will be greatly diminished if they are not supported by the right macroeconomic and sectoral policies” (World Bank 2019:105).

2014 National Population Policies was an improvement to the first population policy formulated in 1988. It encompasses the health, education, and other links of population and development. The targets included reduced population growth to less than 2%, minimize total fertility rate to 4.38, reduce infant mortality rate to 35 per 1000, and eradicate illiteracy for males and females. According to the policy’s assessment report in 2015, the increased population growth of 3.18, high total fertility rate of 5.5, high infant mortality rate of 69 per 1000 live births and 53% literacy for females and 75% for males as at the end of the year 2019 called the policy’s effectiveness into question. It is against this background that the study intend to assess public policy Democracy implementation in Nigeria a critical evaluation of National Population Commission Borno State.

Each nation of the world achieves economic and social reforms through well-articulated development plans of national development. This translates into public policy of National population commission. It stands for various degrees of goal articulation and regulation of government activities. It is based on the belief that one can control and shape some major portions of his destiny. Public policy refers to important activities of government. It is not yet clear, if the objectives for the establishment of National Population Commission as a policy have been fulfilled due to implementation problems. The content of National Population Commission programme has many objectives to achieve at the same time. This really constitutes obstacles in the implementation of the programme. The programme started with numerous goals to achieve at the same time which affected the implementation of the programme, doubts still exist whether the programme has any positive to the public. Various governments in Nigeria have the obvious tendencies of pursuing multiple goals that in most cases are complicated and policy goals often lack clarity and consistency with demands of the people.

Despite Nigeria's position in today's global population ranking; the nation had not perceived the need for a population policy until 1980s when the government began to see population as a problem. The non-perceived of the country's increased population as a problem earlier reflected in the nation's 1st, 2nd, and 3rd Development Plan of Actions. Some of the population policies were the World Population Plan of Action (WPPA) of 1974, the Lagos Plan of Action (LPA) of April 1980, the Monrovia strategy, and the Kilimanjaro Programme of Action adopted by the African council of ministers in 1984. The programmes suggested that countries should embrace a population policy that will reduce birth rate and increase development. By this, the programmes associated development with control fertility.

However, despite the fact that these programmes relate development with control fertility, in real, the government of Nigeria with the particular emphases of Borno state never gave attentions to them. There is increase in population of Nigerians to the extent government are unable to provide adequate facilities to

the citizens such as security, employment, education, healthcare services and accommodation which leads to deteriorated livelihood and increase in criminalities. The factors affecting successful implementation of population policies are multiculturalism, religion, illiteracy, inadequate resources, approach adopted in policies formulation, lack of political will, and lack of incentive. The identified problems on the nature public policy, implementation of public policy and the factors undermining the effective implementation of the national policy on population commission census stands as the research gap.

The main objective of this research is to assess public policy implementation in Nigeria, with a view to determining the effectiveness of public policy implementation in the study area with the particular emphases of Borno. While the specific objectives are to identify the nature of public policy implementation in study area, evaluate whether the implementation of the national population commission census policy in the study area has been a success, assess the peculiar factors that possibly undermined the effective implementation of the national population census policy.

This study will be carried out with the aim that its outcome will be of great value to several interest groups: the academia, investors and government at all levels. For the government, the study will be of immense value, as it will help them to understand the flaws in both their planning and implementation of policies and the Nation population commission census. The recommendations would give new suggestions that would enhance policy making and implementation in Borno State Nigeria in particular and other states in general. It will equally benefit the academics. The literature review, findings and recommendations will enhance the revealing literature of this topic and also serve as a further reference for future researchers in this subject area. Finally, for the general public, the study will reveal the extent to which the national population commission census policy was a success.

This study on National Population Commission, Borno state, Nigeria is so vast and intricate. This study is limited to the assessment of National Population Commission, Borno state, Nigeria.

Borno State, known as the home of Peace, is located in the north-eastern of Nigeria. It has an area of 61,435 km² and is the largest state in the Federation in terms of land mass. Borno State lies between latitudes 10° and 14° N, and longitudes 11°30' and 14°45' E. The State occupies the greatest part of the Chad Basin and shares borders with the Republics of Niger to the North, Chad to the North-East and Cameroon to the East. Within the country, its neighbours are Adarnawa to the South, Borno to the West and Gombe to the South-West. According to 2006 provisional census, Borno State had a population of about 4 million People. Borno State was created in February 1976 and until the democratic government of the Second Republic. There are many ethnic groups and about 30 languages spoken by people in the State. The Kanuri is the dominant ethnic group. Other ethnic groups are Babur/Bura, Shuwa, Marghi

Maiduguri is the largest city in Borno state, the city sits along the seasonal Ngadda River which disappear into Friki, Swamps in the area around Lake Chad. Maiduguri was founded in 1907 as military outpost by the British and since grown rapidly with a population exceeding 1 million by 2007. The region was home to Kanem Borno Empire for centuries. Maiduguri actually consist of two cite, Yerwa to the west and old Maiduguri to the East.

Concept of Public Policy

This review synthesizes the current literatures that are relevant to Public Policy. The purpose is to highlight the issues useful to the successful completion of this study. However, it must be stated that this review is diverse due to the fact that there are limited works in this area. Thus, the review is divided into four major sections namely: public policy: an overview, attributes of public policy, actors involved in policy making process in Nigeria and the process of policy making in Nigeria. The first is broken down to diverse definition of policy and public policy. The second examined the problems of policy implementation in Nigeria and why policy fails in Nigeria. The third is composed of ways of enhancing policy implementation in Nigeria. The fourth examined the works of researchers which are empirically based with an inside into some Nigerian Public Policies.

There is no unanimity on the definition of policy. However, according to Egonmwan (2009), policy can be described as the overall framework within which the actions of the government are undertaken to achieve its goals. It is a purposive and consistent course of action devised in response to a perceived problem of a constituency, formulated by a specific political process, and adopted, implemented, and enforced by a public agency.

The word "policy" is not a tightly defined concept but a highly flexible one, used in different ways on different occasions (Ayuba, 2012). According to Dye (2002), Public policy is whatever governments chose to do or not to do. A policy is a deliberate system of principles to guide decisions and achieve rational outcomes (Ayuba, 2012). It is a statement of intent, implemented as a procedure or protocol. Policies are generally adopted by a governance body within an organization. Therefore, policymaking in a federal system entails the government deciding when, where, how to act or not act on a particular problem or concern (Egonmwan, 2009). Through linkage institutions, (that is political channels), people's concerns become political issues on the policy agenda, and policies of government are reflective of the will of the populace.

To Sapru (2004), policy is a purposive course of action taken by those in power in pursuit of certain goals or objectives. Webster's dictionary defines policy as a course or method of action selected (by government, institution, group or individual) from among alternatives and in the light of given conditions to guide and, usually, to determine present and future decisions. A policy enumerates the objectives, intentions, and guidelines. It is a course of action aimed at finding solutions to specific social problems.

On his part, Egonmwan (2009) sees policy as a formal document or framework in which a government or other institution outlines goals and the guiding principles and strategies for achieving those goals; and gives the authority to undertake actions in pursuit of them. Sound policies should include human and financial commitments, clear timelines, and the roles and responsibilities needed for achieving the stated goals, as well as benchmarks for ensuring accountability (Egonmwan, 2009).

Policy Implementation

Policy implementation is the action side of the government. It provides the operational area of function in carrying out public policy declared by competent authority. Mbieli (2006) explains that, in the execution of public policy, the combination of human, material, machine and money are highly necessary. He argues further that the agencies involved in the implementation exercise are classified into two broad categories namely: the government and the non-governmental agencies. These agencies are responsible for providing the required goods and services and developing the people.

According to Maduabum (2008), policy implementation is critical to the success of any policy since it constitutes the epicenter of the policy process. It involves the identification of policy plans, programme, projects and activities; a clear definition of the distinct roles of implementation organizations or agencies; details of strategies and necessary linkages and coordinating mechanisms; as well as resources (human, financial, material, technology, information acquisition and utilization). Efficient and effective policy implementation would require inputs of sound managerial and administrative capabilities in terms of proper activity scheduling, resource mobilization and rationalization, network analysis, budgeting, supervision, problem-solving, decision making and cost/benefit analysis. Randel (2010) adds that, performance standards must be set along with policy targets, guidelines, plans and time frame in order to avoid implementation gap. He describes implementation gap as the difference between well-stated and articulated policy objectives or expected outcomes and the actual outcome which is a consequence of inefficient or poor policy implementation. However, the key activity in policy formulation and implementation process is goal setting, Dlakwa (2008).

Sambo (2008) explains that policy makers in developing countries engage in the elaborate exercise of goal setting by creating structures for planning. As policy makers make a fetish of planning as basis for development but often create lag between the expectations and realization of policy makers in developing countries. Egonmwan (1991) notes that, the

problem of implementation gap arises when policy emanates from government rather than from the target groups. By this, it means that planning is top-down, and by implication, the target beneficiaries are not allowed to contribute to the formulation of the policies that affect their lives.

Policy Making Process in Nigeria

The dominant feature of policy making process in Nigeria is the principle of federal supremacy which is a constitutional conditionality in Nigeria, Dlakwa (2008). Under the constitution, the federal government is expected to provide the overall direction and leadership in the planning process from the formulation stage through the implementation and evaluation stages. The decision making under the federal supremacy principles requires the National Economic Council, which is presided by the vice President, to advice the president concerning the economic affairs of the federation, and, in particular, on measures necessary for the co-ordination of economic planning efforts or the economic development programs of various states government of Nigeria, (Osita et al 2004).

The Bureaucracy: In the modern world, the bureaucracy is a major organizational context, within which policy making, implementation and evaluation takes place. So important is the bureaucratic input in the policy process that the concepts of administrative policy making and bureaucratic policy system have become common place in policy studies, Eneanya (2010). According to Victor (2013), the traditional conception of public bureaucracy's role in public policy is that of bringing to bear on policy making and implementation, expertise, skill and competence. The bureaucracy then is only conceived instrumentality in terms of enabling goal attainment. Through advice and exclusion; this conception precludes bureaucratic officials from policy activity and goal setting. Second, the public administration in many modern states, are conceived as being politically neutral, anonymous and insulated from the socio-political sub-process of policy making. This conception as the previous insulates administration from politicization. The first conception, the politics/policy and administration dichotomy is not valid today, because

of executive dominance of policy making. Consequently, public administration has assumed considerable policy making power. The second conception of neutrality and anonymity is no more rigidly held in some societies because administrators are increasingly becoming powerful, influential and active in the socio-political process, Eneanya (2010).

Implementation of National Population Commission Census Policy in Nigeria

In his 1983 treatise, *'The Trouble with Nigeria'*, Chinua Achebe pinpoints the dominant development challenges facing Nigeria. Among the dominant feature of policymaking process in Nigeria is the principle of federal supremacy, which is a constitutional conditionality in Nigeria (Inyang, 2015). This, Stephen, Jan, and Glenda (2015) observed is partly responsible for numerous agitation from the federating units. Under the constitution, the federal government is expected to provide the overall direction and leadership in the planning process from the formulation stage through the implementation and evaluation stages, Ben (2018).

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Policy inputs come from the various ministries and departments of Ministry of National Planning in the National planning office. Here policy alternatives are examined, evaluated, and then translated into programs within the financial parameters stated by the Ministry of Finance (Iyanda and Bello, 2016). The key agency in the Ministry of National Planning is the National Planning Office, which is divided into four directorates, each headed by a director who is responsible to the permanent secretary of the ministry. Besides the National Planning office, there two other offices or boards that report to the Ministry of National Planning: The National Manpower Board (NMB) and the National Bureau of Statistics

(NBS). The functions of National Manpower Board consist of determining personnel needs and formulating programs for personal development, Ben (2018).

The National Bureau of Statistics (NBS) is the national agency responsible for collecting social and economic data throughout the federation (Gberevbie, 2017). A number of other interdepartmental and intergovernmental agencies and institutions also participate in the decision-making process. The most notable among them are (a) the Joint Planning Board (JPB) and (b) the conference of Ministers and Commissioners for National and Economic Planning, (Dibie, 2000). Thereafter, proposals from various ministries, parastatals, agencies, commissions, and departments are carefully studied and forwarded to the President sometimes as budget proposal who finally presents them to the legislature for vetting and passage. When they are passed by the legislative, Mr. President finally gives assent to them and the bureaucrats are directed for the implementation of such programs, policies, and activities.

The public bureaucracy is, therefore, a very strong institution where public policies are implemented in Nigeria (Stephen, Jan, and Glenda, 2015). Ben (2018) summed up the problems of public policy implementation which also affect Nigeria as follows:

- i. The multiplicity of agencies involved in implementation – policymakers generally under-estimate the complexity and the difficulty in coordinating the task of agencies involved in implementing programmes, Ben (2018).
- ii. Lack of coordination or inadequate communication can hinder effective implementation. Its intentions are not spelled out clearly through the right organizational channels established for the transmission of policy to those involved in policy formulation, and then the policy will not be put into effect, Ben (2018).
- iii. Policy or a programme may be implemented by agencies whose interests do not necessarily coincide with those of the policymakers. This is often the case during the era of party politics, when for instance, top bureaucrats with diverse political interests, are saddled with the

responsibility of implementing policies. Their inaction may frustrate the intention(s) of the policymakers, Ben (2018).

- iv. Implementation will not automatically follow from policy decisions but needs to be treated as a “positive purposive process in it” consequently, substantial effort and continuity of efforts is required to follow policy from intention to action, Ben (2018).

Public policies are part of the routes which governments in modern nations, both developed and developing, use in the attainment of many goals thereby achieving the much needed progress and advancement of their citizens in particular, and communities, towns, and countries in general. However, in Nigeria, public policies most often, are either meant to fail from the beginning or failed midway for so many reasons. Public policy failures in Nigeria have left the country to become one of the underdeveloped countries of the world, Ben (2018). This is in spite of her enormous material resources at her disposal to become a great and prosperous nation. For quite some time, so many policies and programmes, enunciated by the federal government, failed to achieve the desired objectives. Some of the policies meant to be implemented with other levels of government state and local governments equally failed to achieve their objectives. Many times, the policies and programmes are either never executed half way or are jettisoned due to ‘inbuilt failure’ or by sheer deliberate failure. As a result, the citizens and the entire country suffer from the policy failures to the detriment of the general development of the country.

A policy is a response to the problems of people and society. According to Simmons (1974), a policy is “an intention, a guide to action, encompassing values which set priority and relations”. Friedrich (1975) defined a policy as “a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective or a purpose.” Ikelegbe (2006), opined that a policy is “a course of action or a programme of actions, which is chosen from among several alternatives by certain actors

in response to certain problems”. According to Wikipedia (2011), “a policy is a principle or rule to guide decisions and achieve rational outcome.” A policy may be referred to as the process of making relevant institutional and organisations decisions which include the identification of different alternatives such as programmes or priorities on expenditures, and making choices among them based on the impact they will have. Policies, to Jiboye (2011), can be likened to or understood as political, managerial, financial, and administrative mechanisms arranged to reach explicit goals and targets. A policy is a response to problems of people and the general society or a country. A policy problem is a human need, deprivation, or dissatisfaction, self-identified or identified by others for which a relief is sought (Egonmwan, 2000).

Policies made or enunciated by government are public policies. “Public policies are those developed by governmental bodies and officials”. Public policies are meant to solve people’s problems. This may be referred to as a policy problem. “A policy problem is a situation which many people consider adverse or intolerable in its effect on a large number of people over a long period of time. Therefore, people consider such situation to need a constructive change” (Egonmwan, 2000). According to David, (1964), a policy problem is “a human need, deprivation, or dissatisfaction, self-identified or identified by others for which relief is sought”. In order for a situation or social situation to become a public policy problem, some of the following conditions must apply or occur:

Public Policies that Failed in Nigeria: Since 1976, many public policies enunciated by successive Nigerian governments have not lived up to their expectations. Some failed few months after their enunciation, while other failed due to multiplicity of reasons. For their failures, most of these policies would have helped in the galvanisation of economic and social wellbeing of the citizens. Among the public policies which have failed in the country include the following:

Operation Feed the Nation (OFN): This policy was formulated in 1976. Its functions, amongst others were to provide sufficient food for all Nigerians; to facilitate agricultural credit from commercial banks to farmers.

The policy was abandoned soon after the civilian administration of Shehu Shagari came on board in 1979, Ugwuanyi, and Emma (2013)

Green Revolution: it was formulated in 1979 and used to replace the Operation Feed the Nation. This policy did not achieve the desired results due mainly to structural defects occasioned by political parochialism. It ended up as mere slogan or symbolic policy, Ugwuanyi, and Emma (2013)

Nigerian Agricultural Insurance Cooperation: it was formulated in 1987. Its functions include the provision of insurance cover for businesses engaged in agricultural production. The policy objectives were merged with NICON in 2000. This policy did not see the light of day before and after it was merged with NICON. It was a policy designed to fail right from its formulation as it was never implemented, Ugwuanyi, and Emma (2013)

Nigerian Agricultural Cooperative and Rural Development Bank: formulated in 2000, its functions include the provision of credit for the production, processing and marketing of agricultural products, Ugwuanyi, and Emma (2013).

Factors that Undermine the Effective Implementation of National Policies of Population

Population policies have not been effective in Africa in general, because of the socio-cultural complexities of Africa. Nigeria in particular has certain ideological and religious beliefs that revolve around the value for more children. High fertility preference is given social and economic importance in the country. This, among others amounts to several challenges. However, some of the challenges confronting the policies are explained below:

Inadequate: Resources There is also a challenge of inadequate resources or fund to appropriately implement the population policies. Inadequate resources did not only distort the population census that ought to have been conducted in 2001 following the ten-ten year interval of Nigeria's population census as a follow-up to an earlier conduct in 1991, but led to postponement of the census to 2006. This again led to a failure in

achieving the policies' objective of regular data collection, monitoring and evaluation as purported.

Approach Adopted in Policies Formulation: The approach that was adopted in the policies formulation was „top-down“ and not „bottom up“. They thus, become failed policies, because the adopted „top-down“ approach of policies making does not favour effective implementations of population policies of these kinds where people of diverse cultures and background are involved.

Lack of Political Will: Lack of political will is a challenge to the effectiveness of the policies. This occurs most where the government in power does not have population growth control in its manifesto or agenda. The consequence of this becomes lack of both financial and administrative support. Where fund is at all allocated to the policies implementation, the bureaucratic nature of government and corruption among the implementers caused delays in implementation. This, to a larger extent, increases poverty among the populace, and subsequently increases rural-urban migration that occurs most often among the poor youths who migrate to seek employment in the cities.

Theoretical Framework

The study reviewed Pluralist-interest group theory, Elite-rational choice theory and adopted rational choice theory as the theoretical Framework for the study.

Pluralist-interest group theory

The Pluralist-interest group theory centers on how power and influence are distributed in a sociopolitical-economic process. This theory which was propounded in the 17th century and expounded in the 1950's by Alexis De Tocqueville, James Madison, David Truman amongst others, holds that in every society, there exists groups with often varying and conflicting interests who strive to maximize the achievement of their respective interests foremost. According to Merriam- Webster (online Dictionary), pluralism advocates for a state of society in which members of diverse ethnic, racial, religious or social groups maintain and develop their traditional culture or special interest within the confines

of common civilization. This theory paints a realistic picture of Nigeria; a country with multifarious ethnic nationalities having varying and often conflicting interests who strive to ensure that each of their various interests are captured, accommodated and actualized.

This poses a serious problem to incorporating interests into public policy as most of these interests are divergent and conflicting, thus, cannot all be accommodated into a single uniform policy without breeding conflict. Little wonder, Truman (1950) opined that in pluralism, lines of conflict are multiple and shifting as power is a continuous bargaining process between competing groups. Thus, the Nigerian public policy practice is well captured by the pluralist-interest group theory as there exist a number of ethno-religious groups with different and often conflicting interests who compete to influence and control government policy.

Elite-rational choice theory

The Elite-rational choice theory which is the second theoretical support of this paper is a merger of Elite theory and rational choice theory. The elite theory propounded and developed by Vilfredo Pareto (1848 – 1923), Gaetano Mosca (1858 – 1941), Karl Marx, Robert Michel, Wright .C. Mills etc. holds an accurate view of reality of power relationships in contemporary society. The theory posits that a small minority consisting of members of economic elite and policy planning networks holds the most power and that this power is independent of the states' democratic election process; thus creating a power bourgeoisie-proletariat society.

This implies that the society is stratified with the masses at the bottom and the ruling class elite at the top (Mosca in Dlakwa, 2008). These elites are the strong individuals of the society, they are wealthy and share common belief; they have strong political affluence if they themselves are not politicians and as a result, they use their influence to dictate public policies. Deductively, any policy which goes against this class could be predicted to fail. The theory holds that these elites are usually public regarding and displays a sense of noblesse oblige, thus, they easily manipulate the citizenry with philanthropic acts. Philanthropy then becomes an instrument with which they reduce the threat that the masses will demand for a more positive citizenry

affective policies; instead, the masses are seen laying ignorant blames on the government of the day and ascribing praises to these elites.

Research Design

According to Jankowicz (2000), research design is defined as the deliberately planned arrangement of conditions for the analysis and collection of data in a manner that aims to combine relevance to research purpose with the economy of procedure. However, this research is aimed at Assessing public policy implementation in Nigeria Democracy: a critical Analysis of national population commission, Borno state.

The research will employed the quantitative survey research design to carry out the investigation. The research design will be preferred because it allows unlimited collection of data and enhances a comprehensive and in-depth scrutiny of the phenomena under investigation. The researcher will use questionnaire to collect the pertinent data.

Survey designs are suitable when results are intended to be generalized to a wider population as in this research, Jankowicz (2000). Likewise, questionnaire has the ability to enhance objectivity in response and to minimize respondents' bias. It also provides higher response rates that cannot otherwise be achieved with quantitative methods especially when studies are geographically widespread. The research method that is to be adopted for this work to generate the required data is survey research. The survey research basically focused on administering questionnaires complemented with physical survey of the study area.

Source of Data

For the purposes of achieving the study's objectives, it become necessary to obtain two forms of data. The primary forms of data and Secondary forms of data will be adopted. Primary data will be collected using questionnaires which are to be administered to the target respondents. Primary data collections involved both open and close-ended questions in the questionnaire. The questionnaires will be administered by the researcher himself and with the help of two assistants. This

approach will be chosen because it is affordable, time saving and allows for in-depth data collection as it fosters high rates of personal responses.

This are data that are used in the analysis section and not materials used for review of literature. Secondary data would be collected from extant publications and researches. Thus, such data will be gathered from, government releases, editorial in newspapers, editorials in journals, newsletters, non-published dissertations, published dissertations, and conference papers, institution of higher learning publications, international journals, regional journals, published books, online books, and book reviews amongst in relation to the challenges associated with multi-tenanted office complexes.

Method of Data Collection

The primary data for this study where sourced primarily through a questionnaire survey and physical survey of the study area: questionnaire will be used to collect necessary information so as to provide answers to the research question. Both open and close-ended questions would be used to put the questionnaire together. The questionnaire consist of two types, the first is design and administered to the managers of multi-tenanted office complexes and the second type is designed and administered to occupiers of multi-tenanted office complexes in the study area. The dispersed nature and size of the study population necessitated the use of questionnaire.

The questionnaire will be divided into three parts. The opening part is the letter of introduction which seeks to explain to the respondent the study's objective and solicits his cooperation, and ends with a commitment to maintaining respondent's confidentiality for participating in the survey. The second part is the first set of questions addressing respondent's personal attributes with the aim of determining their profile, hence suitability of the respondent for administering the questionnaire. The last part of the questionnaire comprises questions directed to the study specific objectives or questions. The questionnaire is then closed with a final salutation and an expression of willingness to share the findings of the study with respondents who wish to know the outcome of the study.

Method of Data Analysis

Data obtained from the field will be analyses using descriptive statistical tool and correlation. Hence, the result obtained will be presented using frequency tables for easy understating of the phenomenon. The research evaluation criteria have to do with testing, correcting or validating the proposed questionnaire or interview. The researcher has to consult an expert in the specific field to make necessary correction if there is any before finally administering the questionnaire or carrying out the interview. However this can be done in the following ways:

- i. Pilot Study
- ii. Research Validation
- iii. Research Reliability

Self-draft questionnaire was used for the survey when efforts to secure standardized questionnaires failed. Pilot Study has been carried out in order to test for the instrument's reliability and to enable an effective and efficient plan to be created for undergoing the research were 10% of the questionnaire will be used as sample for the pilot study. Other objectives of the Pilot Study include; to observe first hand respondent's 'working' of the questionnaire, and to simulate and identify likely challenges that actual survey might face.

There are many kinds of validity, but they all refer to whether or not the data being measured truly reflect what it ought to be. Reliability refers to consistency and ability to obtain the same answer each time a measure is used. There are three types of reliability test: inter-rater, internal consistency, and test-retest. Reliability test determines the consistency that researchers should be able to obtain the same answer each time a measure is used. It is concerned with how consistent the result obtained with the instruments are and that the instrument gives similar, close or the same result if the study is replicated under the same assumptions and conditions (Asika, 2020).

Validity test determines if a measurement truly reflects the concept being studied. There are three common types of validity: internal, external, and construct. For face and content validity of the instrument (content-related evidence), senior academics, specialists and experts on the topic where consulted to determine

the appropriateness of the items of the instrument. This is to find out if the instrument covered the breadth of the content area and ascertain if the format used in designing it is appropriate for obtaining the required information.

Survey Questionnaire: The initial draft of the questionnaire was drawn based on the study objectives utilizing information from reviewed literature. This has been reviewed by the supervisors of this study and other two experts for construct validity. The initial draft of the questionnaire was then expose through a pilot study within some selected areas to test for reliability. The pilot study involved 10% of the total questionnaire to be

administered, and the Split-half method will be used to measure for reliability employing the cronbach alpha.

Results and Discussion

This section is concerned with analyses of data and presentation of results. In presenting the data, a descriptive statistic was used, and this include the use of frequency and percentage. Four frequency tables were used for analyses of data generated. The study utilized 150 questionnaires out of 153 questionnaires administered, 3 questionnaires were discarded because of errors made during completing the questionnaires.

Table 1: Socio-Demographic Information of the Respondents

S/N	Variable	Respondents	Frequency	Percentage %
1.	Age Distribution of the Respondents	15 – 20	18	12
		21-25	34	22.67
		26 -30	38	25.33
		31 – 35	21	14
		36 – 40	18	12
		40 and above	21	14
		Total	150	100
2.	Sex	Male	87	58
		Female	63	42
3.	Staff position	Total	150	100
		Senior staff	75	50
		Junior Staff	38	25
		Adhoc State	38	25
		Total	150	100

Source: Fieldwork, 2023.

Table 1 shows the socio-demographic information of the respondents. The first item from the table shows that (18)12% of the respondents are between 15 to 20 years of age, while 22.67% are between 21 to 25 years, (38) 25.33% of the respondents are between 26 to 30 years, (21) 14% of the respondents are between 31 to 35 years, (18) 12% of the respondents are within the age range of 36-40 years, (21) 14% of the respondents are between 40 and above. This clearly shows that majority of the respondents are within the age group of 26-30.

The second item from table 1 shows that (87) 58% of the respondents are male, (63) 42% of the respondents are female. This implies that majority of the respondents are male.

The third item from Table 1 shows the positions of staff in National Population Commission. Where 75 (50%) of the respondents are Senior Staff, 38(25%) of the respondents are Junior Staff and 25 of the respondents are adhoc Staff. This implies that the majority of the respondents are from junior staff.

Table 2: The nature of public policy implementation in study area

S/N	Statement	SA	A	U	D	SD	Total
1	Creation of awareness on the use of contraceptives for control of birth rate	89 (59.33%)	22 (14.67%)	2 (1.33%)	36 (24%)	1 (0.67%)	150 (100%)
2	Improving on the access to modern methods of contraceptives	36 (24%)	75 (50%)	3 (2%)	10 (6.67%)	26 (17.33%)	150 (100%)
3	Reduction of maternal mortality rate	9 (6%)	72 (48%)	0 (0%)	9 (6%)	60 (40 %)	150 (100%)
4	Reduction in infant and child mortality rates	27 (18%)	78 (52%)	0 (0%)	24 (16%)	21 (14%)	150 (100%)

Source: Fieldwork, 2024.

Table 2 shows contribution of creation of awareness on the use of contraceptives for control of birth rate. The table shows that 59.33% of the respondents strongly agreed that creation of awareness on the use of contraceptives for control of birth rate, 1.33% are undecided, 16% of the respondents agreed, 24% of the respondents disagreed while 0.67% of the respondents strongly disagreed. This implies that creation of awareness on the use of contraceptives for control of birth rate.

The second item in table shows that about 24% of the respondents strongly agreed that improving on the access to modern methods of contraceptives 2% are undecided, 52% of the respondents agreed with the view, 17.33% of the respondents disagreed while 6.67% of the

respondents are strongly agreed. This implies that improving on the access to modern methods of contraceptives.

The third item in table shows that 6% of the respondents strongly agreed that the tents reduction of maternal mortality rate, 48% of the respondents agreed, 40% of the respondents disagreed while about 6% of the respondents are strongly disagreed. This implies that the reduction of maternal mortality rate.

The fourth item in table shows that 18% of the respondents strongly agreed that reduction in infant and child mortality rates, 52% of the respondents agreed with the view, 14% of the respondents disagreed while about 16% of the respondents are strongly disagreed. This implies that reduction in infant and child mortality rates.

Table 3: Success of Implementation of the Policies of National Population Policy

S/N	Statement	SA	A	U	D	SD	Total
1	Achieve a reduction of the national population growth rate to 2 per cent or lower	9 (6%)	95 (62.67%)	3(2%)	8 (5.33%)	36 (24%)	150 (100%)
2	Achieve a reduction in total fertility rate of at least 0.6 children every five years.	84 (56%)	33 (22%)	0(0%)	14 (9.33%)	19 (12.67%)	150 (100%)
3	Reduce the infant mortality rate to 35 per 1000 live births	97 (64.67%)	36 (24%)	0(0%)	8 (5.33%)	9 (6%)	150 (100%)
4	Reduce maternal mortality ratio to 125 per 100,000 live births by 2016 and to 75 by 2021.	78 (52%)	36 (24%)	0(0%)	21 (14%)	9 (6%)	150 (100%)

Source: Fieldwork, 2024.

Table 3 shows 6% of the respondents strongly agreed that achieve a reduction of the national population growth rate to 2 per cent or lower, 64.67% of the respondents agreed,

2% are undecided, 24% of the respondents disagreed while just 5.33% of the respondents are strongly disagreed. This implies that achieve a reduction of the

national population growth rate to 2 per cent or lower.

The second item in table shows 56% of the respondents strongly agreed that achieve a reduction in total fertility rate of at least 0.6 children every five years, 22% of the respondents agreed with the view, 12.67% of the respondents disagreed while about 9.33% of the respondents are strongly disagreed. This implies that achieve a reduction in total fertility rate of at least 0.6 children every five years.

The third item in table shows that 6% of the respondents strongly agreed that reduce the infant mortality rate to 35 per 1000 live births 24% of the

respondents agreed with the view, 64.67% of the respondents disagreed while about 5.33% of the respondents strongly disagreed. This implies that reduce the infant mortality rate to 35 per 1000 live births.

The fourth item in table shows that 52% of the respondents strongly agreed that reduce maternal mortality ratio to 125 per 100,000 live births by 2016 and to 75 by 2021, 24% of the respondents agreed, 6% of the respondents disagreed, 18% of the respondents strongly disagreed. This implies that it reduce maternal mortality ratio to 125 per 100,000 live births by 2016 and to 75 percent by 2021.

Table 4: Factors Undermining the Effective Implementation of policy of National Population Commission

S/N	Statement	SA	A	U	D	SD	Total
1	Multiculturalism is a factor undermining the effective implementation of policy of National Population Commission	87 (58%)	36 (24%)	0 (0%)	3 (2%)	24 (16%)	150 (100%)
2	Illiteracy is a factor undermining the effective implementation of policy of National Population Commission	80 (53.33%)	26 (17.33%)	0 (0%)	20 (13.34%)	24 (16%)	150 (100%)
3	Inadequate Resources is a factor undermining the effective implementation of policy of National Population Commission	54 (36%)	78 (52%)	0 (0%)	9 (6%)	9 (6%)	150 (100%)
4	Religion is a factor undermining the effective implementation of policy of National Population Commission	48 (32%)	90 (60%)	0 (0%)	0 (0%)	12 (8 %)	150 (100%)

Source: Fieldwork, 2024.

Table 4 shows that 58% of the respondents strongly agreed that multiculturalism is a factor undermining the effective implementation of policy of National Population Commission, 24% of the respondents agreed, 16% of the respondents disagreed while about 2% of the respondents are strongly disagreed. This implies that multiculturalism is a factor undermining the effective implementation of policy of National Population Commission.

The second item in table shows that 53.33% of the respondents strongly agreed that Illiteracy is a factor undermining the effective implementation of policy of National Population Commission, 17.33% of the respondents agreed, 16% of the respondents disagreed while about 13.34% of the respondents strongly disagreed. This implies that Illiteracy is a factor undermining the effective implementation of policy of National Population Commission.

The third item in table shows that 36% of the respondents strongly agreed that inadequate Resources is a factor undermining the effective implementation of policy of National Population Commission, 52% of the respondents agreed, 6% of the respondents disagreed while about 6% of the respondents strongly disagreed. This implies that inadequate Resources is a factor undermining the effective implementation of policy of National Population Commission.

The fourth item in table shows that 32% of the respondents strongly agreed that religion is a factor undermining the effective implementation of policy of National Population Commission, 60% of the respondents agreed with the view, while about 8% of the respondents disagreed. This implies that religion is a factor undermining the effective implementation of policy of National Population Commission.

Discussion of Major Findings

The findings on the nature of public policy implementation in National Population Commission Borno State revealed that there is success in creation of awareness on the use of contraceptives for control of birth rate, improving on the access to modern methods of contraceptives, reduction of maternal mortality rate, and reduction in infant and child mortality rates. This is contrary to the study of Eneanya (2010) conducted a study on Public Policy Making and Analysis. The solutions to some problems may require policies that are more costly than the problem. In spite of these problems and constraints of policy analysis, policy analysis is a useful tool that guides policy-makers in making optimum choices and outcomes among discrete alternatives. Policy analysis is limited in solving so many societal problems, political consideration and self-interests conflict with objective formulation, selection and evaluation of public policy.

The findings on success of implementation of the Policies of National Population Policy revealed that National Population Commission has achieved a reduction of the national population growth rate to 2 per cent or lower, achieve a reduction in total fertility rate of at least 0.6 children every five years, reduce the infant mortality rate to 35 per 1000 live births and reduce maternal mortality ratio to 125 per 100,000 live births by 2016 and to 75 by 2021. This is line with the study of Bauni (1999) posit that there are differentials in fertility preferences among the six major ethnic groups in Nigeria. Their findings show that five of the six ethnic groups with different cultures differed significantly from each other in their fertility preferences.

The findings on factors undermining the effective implementation of policy of National Population Commission revealed multiculturalism, illiteracy, inadequate resources, and religion were the factors undermining the effective implementation of policy of National Population Commission. The findings concur to the study of Dahida and Maidoki (2013) conducted a study on Public Policy Making and Implementation in Nigeria: Connecting the Nexus. 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.

Summary

The study examined the public policy implementation in Nigeria, with a view to determining the effectiveness of public policy implementation in Nigeria, with emphasis on National Population Commission in Borno State. The objectives are to explain the nature of public policy implementation in study area in National Population Commission Borno State, to evaluate whether the implementation of the national population policy in the study area has been a success and to identify the peculiar factors that possibly undermined the effective implementation of the national policy on population. Literature were reviewed and theories were discussed under pluralist-interest group theory, elite-rational choice theory, and relational theory was adopted. The survey research design was used to get suitable information from the study area. Data were collected and analyzed using descriptive statistics of frequency count and percentage tables.

The findings revealed that there is significant success in creation of awareness on the use of contraceptives for control of birth rate, improving on the access to modern methods of contraceptives, reduction of maternal mortality rate, and reduction in infant and child mortality rates. The findings also revealed that National Population Commission has achieve a reduction of the national population growth rate to 2 per cent or lower, achieve a reduction in total fertility rate of at least 0.6 children every five years, reduce the infant mortality rate to 35 per 1000 live births and reduce maternal mortality ratio to 125 per 100,000 live births by 2016 and to 75 by 2021. The study further revealed that multiculturalism, illiteracy, inadequate resources, and religion were the factors undermining the effective implementation of policy of National Population Commission.

Conclusion

Public policy failures are hindrances to the progress of the country. Policies need to be properly formulated and must

as well be properly monitored so as to avoid failures. This is because the failure of public policies, to a large extent, is a failure of government and governance. The people's welfare ought to be anchored on public policies in order to improve on their wellbeing. Wellbeing is one of the essences of human existence and the existence and purpose of government at all levels. The failure of policies of National Population Commission was due to poor funding for successful implementation.

The failure of public policies speaks volumes of government, especially on the negative aspect. Proper care should be taken to avoid policy failures, else the government would never gain the trust of the people because government exist for the people. Policy Implementation is always the problem of the governments of the country.

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- In order to stem the failure of public policies in Nigeria, the following recommendations may suffice:
- i. All governments or administrations in the country must ensure that there is continuity in policies and programmes of National Population Commission. Regime change should never be allowed to affect public policies and programmes else it would be a barrier to improvement of the lives of the people. Government is a continuum.
 - ii. Policies of National Population Commission should be properly funded for successful implementation.
 - iii. Parochial and primordial interests must be set aside when making and implementing policies in the country. This is one of the bane of policy failures in Nigeria.
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