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POLICY ANALYSIS FOR NATIONAL DEVELOPMENT: THE MINISTRIES OF SOCIAL WELFARE AND EDUCATION PERSPECTIVES

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ABSTRACT

Policy analysis for national development the Ministries of Social Welfare and Education perspectives was the concern of this study. A population of 230 staff members of the Ministries of Social Welfare and Education, Rivers State secretariat with a sample size of 150 was used adopting the purposive sampling technique. Respondents' responses were elicited using a 16-item instrument titled Policy Analysis the Nigerian Perspective Questionnaire (PANPQ). The analysis of this study using the descriptive survey design was based on 130 or 90% of completed questionnaires duly returned. Four research questions and four null hypotheses were posed. The research questions were analyzed using mean and standard deviation while regression analysis was used to test the hypotheses. The reliability of the instrument was tested using the Crumbach Alpha (SPSS version 23) and obtained .921 which showed that the instrument was highly reliable. The findings showed that there is a significant relationship between agenda setting, policy implementation, policy formulation and policy evaluation and national development in the Ministries of Social Welfare and Education in Rivers State. This implies that in the ministries under study and by implication Nigeria, agenda setting, policy formulation, policy implementation, and evaluation leads to national development. The paper therefore recommended that issues of policy should be properly defined by the government in conjunction with the public and the right alternatives chosen before formulating and implementing in order to arrive at positive outcomes.

Keywords: Policy, Public Policy, Policy Process, Policy Stages, Agenda Setting, Policy Formulation, Policy Implementation, Policy Evaluation, Ministry of Social Welfare, Ministry of Education, National Development.

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INTRODUCTION

Policies are constantly monitored and evaluated by governments all over the world. This is done to improve on the effectiveness of the made policies. Policy formulation and implementation is key to the success of any organization. Nigeria as a nation can best be described as a neo-colonial state as it displays a character of deep colonial experience: The colonial character of giving false hope to the citizens while having the intention of never delivering on promises. A character of making the general public believe that the government has good intentions and plans for them when in actual fact they (government) seek to exploit the people. As a result, policies are generally made to make the citizens have hope but never brought to implementation and the elites not the general public are considered when formulating programs in order to enrich the few elites at the expense of the general populace (Anderson, 2002).

Greed seems to be a driving force in the formulation and implementation of policies in Nigeria as the political elites are more concerned about their personal gains to everything done in the nation than the good of the nation itself. It is so bad that the political elites are ready to sell the entire country for personal gains. This is why policies are always formulated but never implemented to the latter because somewhere along the line, elite in position will discover a loss or negative impact on him if such a policy is implemented to the end. Policies formulated in the health sector do not work because the top men in that sector are bent on making personal gains from practitioners who in turn cut corners to make more money for themselves. This they do with impunity because they know that they cannot be sanctioned as the man who is in position to sanction is already guilty of the offence of corruption. Corruption has eaten deep into every fiber and sector of the nation that even in the educational sector where one expects sanity to liberate the nation, one finds worse scenarios.

Several different policies have been formulated by the Nigerian government but hardly do we see the complete implementation of any. If any policy is ever found to be successful then its formulation and implementation may have been backed up by ulterior motive which when thoroughly scrutinized may be found to be detrimental to the society in the long run. An example of a formulated policy which led to a failed implementation process because of selfish interest was the Privatization policy which saw most of the government establishments meant for the wellbeing of the general populace being sold out to private individuals who also happen to be the few elites especially of the political class. Another of note is the Structural Adjustment Program. The policy on this program was supposed to improve the wellbeing of the citizens, however, because of selfish interest; it did not come out as intended. Again, the policy on the Free Education at all levels program, an enlightened manpower development founded on the belief that education is the key or answer to threats to national unity, adopted in view of the manifesto of the UPN failed woefully. The failure of this policy came to be as a result of individual, group and regional selfish interests.

According to Hussein (2002), social and ethnic disagreements will be drastically reduced through education which should remove geographical, regional, social and educational inequality. The intention of the policy on free education was for increase in the educational output in the different regions of the nation ranging from funding to enrolment to physical facilities, teachers, supply of text books and writing materials. This was a good policy for the good of the Nigerian people. However, corrupt individuals did not allow it to manifest. The practice of nepotism caused regional education leaders to want more than the share of the

resources for the region. Some privileged regional leaders decided to cut short the resources meant for other regions and add such to theirs which resulted to some regions having less than is fair. This less than fair distribution of resources now made affected regional leaders to distribute such resources in minimal quantities and this resulted to coordinating officers hoarding such resources either for personal use or to make money for their personal pockets thereby defeating the reason for which the whole program of free education was launched because when learners begin to pay for the things they use for learning then it is no longer free education. To this end, this paper tried to look at the policy process as it relates to policy definition, policy formulation policy implementation and policy evaluation.

BACKGROUND

The concept of policy has over time been of interest to the public as it seems to be a definer to the actualization of objectives in organizations. It is actually a tool for the smooth running of an organization. Every individual at one time or the other and in one way or another is affected by policy which occupies a core position in the administrative process of every organization whether public, private or non-profit making. However, there seems not to be a definite definition to the concept of policy as different academic writings have offered different definitions postulated by different scholars. As a result, policy is used and seen from different dimensions as it relates to other relevant fields such as politics, management, leadership, health, commerce (economy), education to mention a few and this leads to definitional shortfalls.

According to Gerston (2004), searching for one particular definition of public policy can collapse into a word game. Due to the difficulty in arriving at a consensus of a specific definition of policy, different definitions of the term policy will be looked at in order to identify the common factors embedded in the concept of policy. To do this, the meaning of the term ‘policy’ which has been very widely used in several different contexts especially in the administrative context shall be discussed to clarify its meaning in view of the overlap with other related terms. In the opinions of Torgerson (2007) and Hill (2009), the idea of policy is to get results in a fair and legitimate way and by that be able to do things right. Birkland (2010) said that the term policy as reported is a twentieth-century creation produced in the early years of the 1950s by Lasswell who first introduced the concept of policy.

In his view, he focused more on the public and its problems hence emerging academics decided to develop on what is termed ‘Public Policy’ to mirror their perspectives on government activities, thereby contemplating a definition of public policy, which has been reflected in many textbooks and professional journals. However, this focus on public policy limits policy to the public domain alone which ought not to be because though the private sector may not be at liberty to expect support of public resources like the government organizations, policy is as much a property of private organizations as it is of the government.

This being the case, it is then imperative to identify the distinguishing and common factors between the two. In distinguishing public policy from that of private organizations, it can be said that public policy has a much wider scope and objectives as it aims at satisfying the welfare demands of the wider society while the private organization aims at maximizing returns and therefore formulates policies that will favour such aim. For private organizations, policies lack the legitimacy, universality and absolute legal backing which, according to Dye (2010), are constituents of the public policies. A system of government which focuses on individual states of

a country having control over state matters but overseen by the national government for unity and control is referred to as Federalism. The reason for federalism is for the nation's resources to be managed by the government at the national level for equity in distribution for every state to benefit. However, in Nigeria what is obtained is the management of resources by a few elites. Anderson (2002) states that these few elites tend to do this just to create avenues to amass wealth which belongs to all to themselves simply to satisfy their greed.

The idea of policies being controlled by the elites provides for uncertainty as it relates to the successful implementation of policies in Nigeria because with the power to control, the elites extort from the citizens. By the argument of Hill (2009), great attention is needed to focus on the process of generating policy issues (initiation/agenda setting), developing (formulation) and putting the policy to practice (implementation) and that in doing this care should be taken to assess the influence of different factors on the development of the policy issue (evaluation). Policy making should to some reasonable degree seek to accomplish its set targets. For Hussein (2002), the policy process is made up of the following: policy generation, formulation, output, implementation, performance and impact, which are considered as policy generation, formulation, implementation and evaluation while Ololube (2018) outlined a more elaborate range of steps in policy analysis as problem identification, specification of objectives, criteria decision, alternatives selection, alternatives analysis, alternatives comparison, implementation of chosen alternatives, monitoring and evaluation of results.

Purpose of the Study

The purpose of this study was to identify the role of policy making in national development through the stages of the policy making process in the ministries of social welfare and education in Rivers State. It specifically aimed at examining:

- The relationship between agenda setting and national development in the Ministries of Social Welfare and Education in Rivers State;
- The relationship between policy formulation and national development in the Ministries of Social Welfare and Education in Rivers State;
- The relationship between policy implementation and national development in the Ministries of Social Welfare and Education in Rivers State;
- The relationship between policy evaluation and national development in the Ministries of Social Welfare and Education in Rivers State.

Research Questions

The following research questions guided the study:

- How does agenda setting determine national development of the Ministries of Social Welfare and Education in Rivers State?
- How does policy formulation determine national development of the Ministries of Social Welfare and Education in Rivers State?
- How does policy implementation determine national development of the Ministries of Social Welfare and Education in Rivers State?

- How does policy evaluation determine national development of the Ministries of Social Welfare and Education in Rivers State?

Hypotheses

To further guide the study, the following null hypotheses were formulated:

- There is no significant relationship between agenda setting and national development in the ministries of social welfare and education in Rivers State.
- There is no significant relationship between policy formulation and national development in the ministries of social welfare and education in Rivers State.
- There is no significant relationship between policy implementation and national development in the ministries of social welfare and education in Rivers State.
- There is no significant relationship between policy evaluation and national development in the ministries of social welfare and education in Rivers State.

CONJECTURAL DEBATES

The Concept of Policy

Policies are developed by governmental bodies and top officials of organizations who are also called the authorities. These are the ones who are mainly concerned with the outcome of the daily affairs of the institution (governmental or private) and are considered by most members of the system to be saddled with the responsibility of taking care of and providing solutions to issues bothering members of the institution. Policy formulation and implementation are complementary aspects of the policy process. Therefore, for policy implementation to be effective, the policy making stage must be free from error, individual or group interest. This means that the policy makers must have suitable knowledge and understanding of issues under review as sufficient and right information is needed to get it right because the essence of formulating a policy is to address social problems.

Policy Definitions

In defining policy, Dye (2010) suggests a statement which addresses all the activities of government. He defined policy as anything that the government chooses to do or not to do. This definition does not only hint on government's actions in terms of what they actually do to achieve set goals but also on the result of the intention of the policy either positive or negative. For Anderson (2010), Dye's definition may be adequate for common debates, but may not be adequate for setting out a systematic analysis of public policy for which a more precise definition or concept is needed. However, not totally departing from what Anderson said, he defined policy as a relatively stable, purposive course of action or inaction followed by an actor or a set of actors in dealing with a problem or matter of concern.

In Anderson's definition, the fact that policy is still regarded or seen as a course of actions or inactions of the government is still stressed. Similarly, Cochran and Malone (2009) see policy as the results of structured interaction among various elements of authority within the

political organization. What these results of structured interaction produce are actually relationships that become complex as products of compromise with conflicting and competing interests. Also, a definition of policy stems from Considine (2005) who argues that, policy is the interplay of deals and alliances among individuals and groups, including elected officials, bureaucrats, political parties, the media, interest groups and social movements; each with values, assumptions, categories, stories and languages.

These categories of dealers are usually those vested with the authority to identify and consider the identified issues and also having the power to influence such issues and policies. It is worthy of note that in this argument, the issue or challenge which is a problem to be addressed, the dealers who are the influential individuals or groups of influential individuals having the authority to decide what needs to be addressed and the policy which is the course of action finally decided by the dealers are key areas identified. Therefore, as described by Peters (2007), policy becomes the sum of the activities of the government either directly or through its intermediaries as it has an influence on the lives of citizens. In addition, policy is also seen as an authoritative response to the challenges of the citizens through the application of identified resources, and therefore, it is about making decisions and testing their consequences (Freeman & Charles, 2001).

Policy according to Routledge, Meier and O'Toole (2006) is a statement of principle or group of principles, having supporting rules of actions, which help in the accomplishment of targets aimed at by an establishment. Hussein (2002) sees policy as a course of action selected from among several alternatives by a group of persons as a response to certain identified issues. From these perspectives, public policy may generally be taken to be an authoritative course of actions or inactions in relation to a particular issue or a set of issues. It refers to a purposive route of action, decided upon to be taken for the pursuit of desired goals within a particular context, directing the decision-making of an organization (Howlett & Ramesh, 2009). Of importance at this point is the need to identify the common features of the policy concept as proposed by different scholars. Accordingly, the identified commonalities of the policy concept can be said to include the following:

- Policy is always saddled with a network of decision-making by identifiable elements using intellectual structured processes which lead to policy description, formulation, analysis, selection and implementation.
- Policy has a room for selection of objectives to be accomplished as it relates to identified issues and a selection of possible means to achieve the objectives.
- Again, policy has to be constantly redefined in relation to the issue it was developed to address and the means and resources to achieve be constantly reviewed to accommodate the constant changes in the society if such policy must remain relevant and effective.
- Also, policy is an articulated statement of goals intended to be achieved by the government or an organization having a series of programs to be implemented for the benefit of its members.

In addition, by the use of identified resources suitable for addressing relevant issues for the public, public policy can be said to be an authoritative response to public issues thereby giving credence to the fact that policy is about making decisions and testing the consequences of such decisions made. It is actually not easy to define Public policy as trying to do so will limit what it

actually is because the meaning of public policy is one that is bigger than a particular or single decision. However, one can attempt to say that it is a set of decisions that are interrelated and actions that are structured with a purpose which is to identify problems, decide what the best solution to those problems might be, and then to advance these in legislations.

It can also be said to be authoritative programs and activities outlined with the channels to use in providing solutions to identified problems of the society and the people, bringing about positive changes and making the lives of the people better. It is generally seen to be what government or organizations intend to do or not to do. Though public policy definition jointly shares commonalities with other related terms such as strategy, objective, program, project and decision, it is important to identify what separates it from the other related terms at least to have a clearer understanding of it. Policy according to Freeman and Charles (2001) should be seen as a bigger and higher level decision and not just a decision because it involves intentions and courses of actions with the purpose of achieving specified goals.

The achievement of these goals arises from a process over time, which could be the result of both intra and inter-organizational relationships built. It can be observed in these debates that policy is defined as a purposive course of actions and inactions and this definition is expressed by different writers who see public policy as a course of action taken through structured processes by governmental bodies (an actor or set of actors) with the purpose of addressing a matter of concern to achieve desired goals and testing their consequences (Howlett & Ramesh, 2009). However Fenna (2004) sees policy as an action which makes use of governmental authority to provide resources in support of a preferred value. According to him, it is also a continuing work done by groups of actors who use available public institutions to express things they value.

Public Policy Model

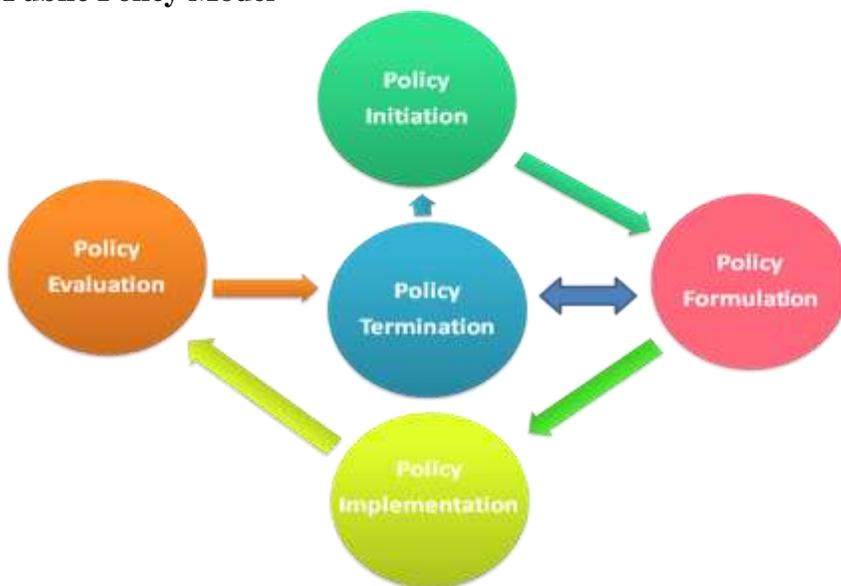


Figure 1: Public Policy Model

Public policy model is concerned with developing policies through a series of sequential stages in terms of the actions taken by different participants. Hyewood (2007) defined it as an activity

which takes place over a long period of time with intent of transforming an issue into an existing statement of course of action. As seen by Anderson (2010), policy process is a pattern of activities or functions laid out in sequence which can easily be distinguished. Thus, in more respects than one, policy process can be referred to as a continuous process being developed over a long period of time. Here, the ability of government to make things better or worse is determined through the reflected impact of government actions on society. It is a set of chronological stages with each stage requiring a enough time for frequent debates laced with reasonable opposing opinions, concessions, and unforeseen complications.

In the opinion of Birkland (2010) policy process is a system by which policy ideas are translated into executable actions that may have positive or negative impact on the citizenry. It is therefore very necessary for the developments of the policy process and the links between its various stages to be understood. To aid the understanding of the process of policy making and the analysis of its stages which is in a way of complex nature, various models have been developed. Some scholars identified three main stages of the as intelligence, design and choice. Others came up with seven stages which include intelligence, promotion, perception, invocation, application, termination, and appraisal. While some presented a model which outlined the stages as: deciding to decide, problem recognition, formulating alternative and criteria, decision proper, effectuation and correction and supplementation.

Another approach considered the policy process by giving more details about the stages where the stages for analyzing the policy process include public recognition of the need for a policy to exist, how issues are placed on the agenda, public controversy, how demands are advanced, the form of government involvement in policy-making, resources and constraints, policy decisions, what determines governmental choice, choice in its context, implementation, outputs, policy evaluation and finally feedback. A seven stage approach which includes initiation, formulation, consideration, decision, implementation, evaluation and termination was also provided by Hill and Hupe (2009) coming close to defining the policy process. This seven stage approach provides applicable stages in which the policy process can be considered and analyzed.

Furthermore, Messey (2001) gave more details especially to the stages of initiation and formulation comprising issue search or agenda setting, issue filtration, issue definition, forecasting, setting objective and priorities, options analysis, implementation, evaluation, and policy succession and termination. A standardized approach to be used as a tool for analyzing the development of policy items was introduced by Smith (2003) as problem recognition, problem definition, identifying alternatives, evaluation of options, selection of the policy option, implementation, and finally evaluation. In a similar vein, to examine the Australian policy process, an eight-stage approach was developed by Rossi, Lipsey and Freeman (2004) to be issue identification, policy analysis, policy instrument development, policy consultation, coordination, decision, implementation and finally evaluation

Public policy becomes necessary with the recognition, definition and subsequently, the expression of issues which are finally placed on government agenda. According to Dye (2001), the most important aspects of policy development are defining the problems and setting the agenda. This is because anything that is neither identified nor expressed as a need does not ever become something of importance to attract the attention of the government or that of the management in the case of private organizations. Therefore, policy development begins with the identification of ideas and the expression of same as the most important steps because as viewed

by Hyewood (2007) it sets the structure for all subsequent discussions, debates and decision-making. It is considered very important because not only does it define certain problems as policy issues but also determines how such issues can be addressed thereby setting the political agenda.

By the opinion of Edward (2008), it also involves perception, recognition, and definition of the policy problem. According to him, a nucleus of policy development beginning with policy ideas is established by the problem perception. They may be expressed as needs, desires and demands on the government to produce new policies or as claims for existing policies to be rectified, revised and altered or discarded. Policy generation which is birthed from the urgent needs of the society is a constituent of policy ideas which stems from either the top referring to those having the political authority and operating within the political system machinery as part of government, external actors referring to those outside the political environment who have some sort of influence over the activities of the government even though they do not have any official authority or popular demand referring to the ordinary citizens otherwise referred to as 'grassroots' (Hill, 2009).

Similarly, Dye (2001) also said that policy ideas could be initiated from the elite referring to those in whose hands political authority lies such as members of the executive, legislative and the judicial institutions of the government as well as selected committee members, public officials and civil servants. A guide to generating policy was developed by Sabatir (2007) who said that, policy may be initiated when a need for development becomes a topic for discussion thereby breaking it down for it to be set as an agenda for action by the relevant authorities. A policy direction is generally required when there is a need in the society which leads to analysis of the need in a scientific and technical way and thereafter, alternatives to solving the problem or meeting the need will be discussed from which a selection of the best possible means of doing so will be made producing tangible data that offer something concrete to act on. Therefore, policy development usually involves a process of agenda setting at which state problems will be recognized and issues will be selected through isolation by priority, making decisions for policy to be formulated and assessing alternatives for implementation (Howlett & Ramesh, 2009).

Stages of the Policy Process

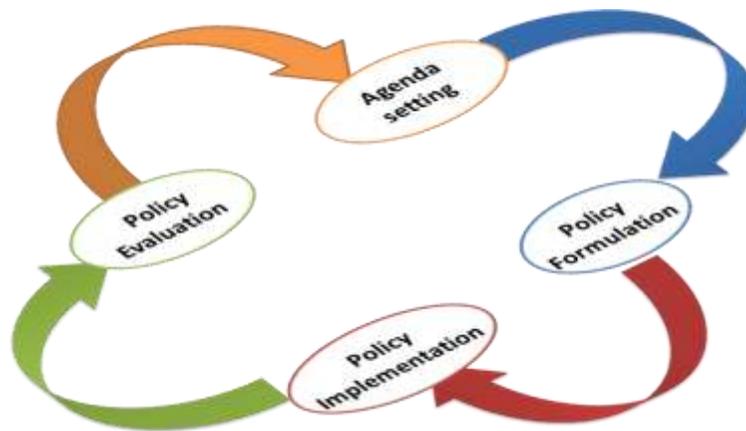


Figure 2: Stages of Policy Process

In transforming an issue into an existing policy which takes place over a period of time, the policy process involves four main stages beginning with developing policy ideas and issues and ending with the implementation and evaluation of selected policy. In brief the stages of the policy process can be said to be:

- Agenda setting
- Policy formulation
- Policy implementation
- Policy evaluation and termination

Agenda Setting

An agenda is a collection of problems, an understanding of causes, symbols, solutions and other elements of public problems that come to the attention of members of the public and their governmental officials. Agenda setting is the process by which problems and alternative solutions gain or lose public and elite attention. The competition to set agenda is fierce because no society, public institution or organization has the capacity to address all possible alternatives to all possible problems that arise at any one time (Ololube, 2018). Policy making presupposes the recognition of a policy problem. Problem recognition itself requires that a social issue of public concern has been defined which has attracted the expression of governmental intervention. The identified or recognized problem will then be put on the table for a serious discussion for consideration of public action (agenda setting). In the argument of Edward (2008), public policy is birthed from deliberate reflection and discussion which may reflect a variety of intentions and ideas.

According to his argument, constituents of public policy could be ideas expressed in the form of demands and or claims by the public calling on the government to provide new governmental products and services. The public can also express ideas for policy formulation in the form of complaints on some observed defects in existing services or policies, calling for their improvement. From this view, it can be said that policy ideas stem from needs of the society which are identified and expressed in different forms which then forms the basis of public policy. Therefore, a crucial stage in policy initiation is the expression of policy ideas. Policy initiation is very important in the policy process because it provides the structure for all subsequent debates, discussions and decision-making (Hyewood, 2007). It is said to be very important because it involves perception, recognition, and definition of policy problem and issue. Here, the government's attention is drawn to an issue for consideration by individual citizens, groups, or by lobbyists coming out to express an issue.

Government as a body of authority is often thought to be responsible for the identification of policy issues and consequently setting the policy agenda because at the stage of agenda setting, government officials and governmental and other agencies meet for deliberations on the issues raised with the intent of taking a decision on the items of the agenda. Within the agenda-setting stage, the government officials and agencies meet to discuss the problem at hand and decide the agenda items which are usually important issues considered to be attended to in order to solve some social problems and make positive changes in the society (Battle & Torjman, 2005). With the identification of policy problems as policy issues, those responsible for deliberations on

policy get into action. The deliberation which is on how public demands are to be addressed and responded to and the decision on the choice of response is what is referred to as policy formulation.

Policy Formulation

Though the government is considered to be inherently responsible for the formulation of policies, the need to engage the citizens of the society which are the target beneficiaries in the deliberation on alternatives is increasingly recognized. Those whom the policies are being formulated to address issues for are now interested in their voices being heard and their opinions being considered in the process of formulating the policies. One major function of policy dialogue is to provide affected citizens the opportunity to liaise directly with the government and or the representatives about the issues that concern them and give suggestions on how the government can help to address such issues. In addition to citizens having a say in the formulation of policies that concern them, there is also a need to consider the contributions of other sectors such as the voluntary and private sectors. This being the case, government must look for channels to open up the policy process in order to work effectively with the other sectors because according to Torjman and Leviten-Reid (2003), issues of complex nature are increasingly well addressed using an approach referred to as ‘comprehensive community initiatives’ which encourages partnership and collaboration whereby being guided by the principle of inclusion, contributions from different sectors are recognized and valued.

Therefore, in the policy process, the policy formulation stage ranks high as it sets the pedestal for identified needs to be given a distinct expression as policy issues on a defined agenda. As argued by Anderson (2010), policy formulation is about developing a proposed course of action which is acceptable for dealing with a challenge of public concern. In more specific terms, policy formulation is concerned with the identification of a public problem or problems, the cause or causes of such problem or problems, the various options available for giving solutions to such problems, the decision on the choice of option, and finally the decisions taken in respect to the best policy. Here, in developing an action plan, the policy plan is expressed in detailed statements of what is to be done. Through description, prescription and interpretation, bogus proposals are captured in detailed statements of policy objectives and programs with the intent of addressing issues of public concern thereby satisfying the citizens and fostering development (Hill & Hupe, 2003).

This statement can be seen throughout certain actions such as deciding issues, defining and forecasting, setting priorities on objectives, and analyzing options. These actions usually decided upon over long sessions of deliberations within the political organization involve the analyzing of policy proposals and defining what exact policy should be introduced. As reported by Starling (2010), the final shape of policy is formulated in terms of a policy plan which carries statements on policy objectives and priorities, strategies, policy programs and projects, and adequate allocations in which intended aims can be achieved. At this stage, as decided by the government, an action plan considered to be appropriate as response to meeting the public demands is laid down as a way of addressing the identified issues.

It is therefore pertinent to say that in formulating policy, public opinions and interests should be taken as one of the very important factors as opinions and compromises on issues of value to different sides are assessed, reviewed and refined by policy experts. Whether a policy

formulated should be enacted into law or not is the next stage in the policy process after the action plan of a formulated policy is designed. At this stage, a very important role of influencing the issues under consideration to be enacted into law may be played by the media and the public through appealing to their representatives in government and encouraging them to vote for or against the considered issues during their deliberations so that suggestions on how to implement the decisions taken at that level will be passed to the executive branch of government. Here policies adopted are put into effect using the preferred course of action. This in the policy process is what is referred to as the implementation stage which could also be described as the actualization stage of the policy process.

Policy Implementation

How well any formulated policy is implemented, defines the success of such policy. The stage where government begins to physically respond to and addresses the demands of the public is what is referred to as the implementation stage in the policy process. It is also described as the post-legislative stage of decision making. Referring to this stage concerned with translating policy intentions into actions, Messey (2001) said in the policy process, it is a phase of translating objectives and goals to concrete achievements through different programs. Policy implementation comes to be after legislative enactments and rules are founded and choice of policy has been made. This stage according to Hussein (2002) happens to be the most problematic or difficult stage in the policy process. The welfare of the citizens is attended to and improved on with the provision of social amenities by the government through policies and programs at this stage of the policy process. Therefore, policy implementation is a pragmatic part of policies to address social problems.

Similarly, Walt (2001) refers to policy implementation as the connection between the expression of governmental intention and actual results. For Peters (2007), policy implementation refers to the actions taken by the government and its agencies to attain goals identified during the policy formulation stage by policy-makers. It is a process of interaction between the setting of goals and acting agenda to achieve these goals. It is also described as actions outlined and aimed at achieving objectives set in prior policy decisions. These explanations clearly define the relationship between policy choice and expected outcomes which in actual sense is what implementation sets to achieve. Public policy implementation means bringing government's good intentions for the citizens into existence through political and administrative actions, by identifying the agencies most appropriate for implementing, the assigning of responsibilities and distribution of resources among the various implementing agencies and the monitoring and inspection of the activities of the implementing agencies and implementers.

Thus, ideally, policy implementation is about considering allocation process of the national resources at the formulation stage as well as monitoring and evaluating the outcomes of these actions. Therefore, policy implementation can be said to include all activities that must be carried out by the government and the course of action to be followed to accomplish the stated objectives of a given policy. However, as observed by Geva-May (2004) implementation of policy items does not always lead to the expected outcomes. This according to Fitzpatrick (2000) is because policy implementation has suffered from certain defects referred to as 'slippage', especially in the areas between what the government intend to achieve and the actual achievements. These defects can also be called implementation gaps or implementation failures,

which happen when undertaken actions by government do not result to the expected outcome for the good intentions of the government (Al-Kazraji, 2004).

Implementation gaps or failures can occur when there is no proper chain of command resulting to problems with structures and roles, no good communication channel resulting to poor flow of information, conflicts in management, organizational culture, subconscious forces, self-referencing system and power tussle in and around the implementation process (Akindele & Olaopa, 2004). With these it can be categorically stated that outcomes of policy implementations do not always reflect the intended output or have the desired impact on beneficiaries. Lane and Ersson (2000) described this phenomenon as the real results or impacts on society, whether intended or unintended. If the outputs are based on false premise as regards cause and effect, they may fail in having the desirable impact on society even when they may be successful and consistent. This then leads to the next stage in the policy process which is the policy evaluation and termination stage.

Policy Evaluation

As a body responsible for the implementation of formulated policies, the government agencies often times manipulate the intended objectives which consequently result to failure in positively impacting on the society. Reason for the manipulation of intended objectives by government agencies may either be that allocated resources are not sufficient or that the implementing agencies are not effective. Sometimes, as argued by Goetz and Gaventa (2001) implemented policies may be ineffective as a result of insufficient information and inadequate understanding of considered issues and not necessarily because they are badly implemented. The effectiveness of a policy is analyzed after a period of time of running based on information otherwise referred to as feedback gotten from statistics and opinions of different categories of actors involved at the implementation stage resulting to an addition or subtraction by way of an amendment if there arises a need for the policy to be altered to account for unforeseen complications.

This stage in the policy process is what is referred to as the policy evaluation stage which is actually concerned with what happens during and after the implementation of a policy. As policy evaluation is concerned with activities that will determine what a policy should accomplish, if it achieved its goals and if there are consequences to not achieving its goals, Anderson (2010) and Dye (2010) said that at this stage, a number of questions need to be asked such as:

- Were the objectives set out in the action plan achieved by the implementation?
- Who is involved?
- Is the policy beneficial to all the targets or just some?
- What are the consequences of policy evaluation?
- Is there a need for a change in the policy?
- Are new problems identified?
- Do policies that are implemented have any positive impact on the society?
- If there are, what are they?

With these interrelated questions to policy evaluation policy makers may learn about consequences of implemented policies. Therefore, as defined by Dodd and Boyd (2000) policy evaluation is a systematic, rigorous and meticulous application of scientific method of carrying

out activities to assess the operation and impact of selected policies and the action program introduced to implement those policies. Again, as observed by Wollmann (2007) evaluation is a procedural means and an analytical tool involving the investigation of the policy program in relation to performance outcome and then reporting such information back to the policy decision-process. Therefore, policy evaluation can be said to be estimating, assessing and measuring the impact of implementation on a society. The impact of implementation on the target situation or group, groups other than the target, future and immediate conditions, and finally the direct and indirect costs of committed resources is what Dye (2010) describes as policy impact.

Thus, the evaluation should measure the impact of policies and not just their outputs. It is important to distinguish between policy impact and policy outputs. While policy output refers to what the government actually delivers in terms of benefits or services to satisfy public demands, policy impact is the actual changes taking place in the society as a result of what the government is delivering and the effect it is having on the citizenry. The significance of the, Policy evaluation as the final stage of the policy process is very important as it identifies the results and temporary effects of the policy programme. It also feeds the implementation process with relevant information which can be used to adjust, correct or redirect the implementation process and even contribute to underlying key policy decisions. Policy evaluation is also about assessing how effective a national program has been in relation to meeting its common objectives Dye (2010). It reviews the implemented program in terms of failure and success just to help policy-makers take a decision on the way forward either to continue with, rectify, or discard the selected policy. With this, feedback from the evaluation stage can be sent to policy makers during policy reviews to use at the initiation and formulation stages which helps in generating new policy proposals or refining and improving on existing ones.

Policy Implementation in Nigeria

In terms of policy implementation in the ideal concept, the nation Nigeria cannot be given any form of credit at all as it has failed. Beginning from the point of agenda setting otherwise known as policy initiation, the Nigerian government has failed in properly identifying issues bothering on the wellbeing of the citizens and viable for debate. This could be a deliberate attempt to short change the citizenry for selfish reasons by those responsible for this stage especially of the political class. Again, when other actors find a way to identify issues, some actors in the political class work hard to put it out so it will not gain government's attention. Based on this, with one stage leading to the other, failure in formulation becomes inevitable as issues to be selected for formulation are not properly presented.

This also leads to implementation failure and consequently failure in evaluation. An example of a failed system of policy is the failure in the distribution of resources of which singular act prompted the Niger Delta area youths to apply illegal means of getting their needs met as Akindele and Olaopa (2004) identified the major cause of the crisis to be the agitation against degradation and underdevelopment. The Niger Delta youths became agitated because they traced the cause of the degradation and underdevelopment to activities of the government and oil multinationals. These activities are harmful to the environment: Harmful activities such as oil investigation, marginalization, and poor socio- economic development. The act of using illegal means to get what they want has reset the mindsets of the youth towards the belief that

they can only easily attract the attention of the government through the crude means of brutality and criminality set against the nation.

Instead of developing the nation with the resources available, as a result of policy process failure of the government, the economy of the country is negatively affected, and national peace and security undermined by militant's activities. To worsen the situation, the solution offered by the government to a boiling situation was to apply military force mobilizing and equipping the military with national resources thereby wasting resources just to chase youths that they see as threat to their selfish interests. This gone-wrong policy of theirs has resulted to loss of lives and property thereby failing to address the main policy issue. According to the argument of Al-kazraji (2004) the ability to distinguish between the innocent and the guilty will be lost when military force is used thereby creating serious human problems which could be seen by the world as genocide and which of course will be saddled with consequences to the whole nation and the image of the nation.

In view of achieving effectiveness in policy, there is a need to clearly distinguish between outputs and outcomes of implemented policy (Lane & Ersson, 2000). Not until the 1970s was policy implementation appropriately analyzed from this perspective in the USA and other Western countries. Since after then, authors have had to pay considerable attention to and focus on the missing link between the policy outputs and the policy outcomes especially on the efficiency and effectiveness of the implemented policy (Hill, 2009). This indicates that implementation stage is a very important stage as a type of government activity concerned with the efficiency and effectiveness of policy. This stage according to Smith (2003) has to do with the relationship between the inputs and the outputs.

Therefore, it can be said to be a means by which with the least use of resources achievement of objectives and the actual outputs is ensured. Hence, as determined by the process, policy is said to be efficient when objectives are achieved with the least possible use of resources. Efficiency in this case is therefore measured by the relationship between the cost and benefits of a policy or program. On the other hand, effectiveness is concerned with the relationship between policy outputs intended and the actual impacts such implemented policy has on the society. Policy effectiveness is about achieving quality outputs that are not just preferred but also appropriate. Policy evaluation is therefore focused on defining objectives, measuring the progress in line with achieving such defined objectives, and considering alternative ways if need be of achieving the objectives (Leviton-Reid, 2004).

METHODS

Research Design: The research design adopted for this study is descriptive survey. The instrument was administered to respondents and responses weighed to ascertain findings.

Population: The population of this study consisted of the staff of the ministries of social welfare and education, Rivers State Secretariat. A total of 100 staff members were drawn from Ministry of Social Welfare and 50 from the Ministry of Education.

Sample Size and Sampling Technique: The sample technique used in study is purposive to arrive at 100 staff from the ministry of social welfare and 50 staff from the Ministry of Education, Rivers State Secretariat, totaling 150.

Validity of Instrument: The instrument of questionnaire for this study was validated by a senior lecturer in the department of Educational Management, Ignatius Ajuru University of Education, Port Harcourt.

Reliability of the Instrument: The reliability of the instrument was tested using the Crumbach Alpha at .921 which showed that the instrument was highly reliable.

Method of Data Analysis: The research questions were answered using the mean and standard deviation at the mean criterion of 2.5 (using the modified 4-Likert scale), while the hypotheses were tested using regression analysis at the significance level of .05.

Results and Analysis: Out of the 150 questionnaires administered 130 were duly completed and returned. This study based its analysis on the returned 130 copies representing 90%.

RESULTS AND DISCUSSIONS

Research Question 1: How does agenda setting determine national development of the Ministries of Social Welfare and Education in Rivers State?

Table 1: Mean and standard deviation of agenda setting and national development

S/N	ITEM	N	Mean	Std. Dev.	Remark
1.	Issues proposals are usually submitted to the directors of the ministry	130	2.6615	.86404	Agree
2.	Submitted proposals are normally reviewed by the directors.	130	2.2615	1.20980	Disagree
3.	Proposals are reviewed in line with the needs of the ministry	130	2.4492	1.19779	Disagree
4.	Directors of the ministry identify and select issues of priority and escalate same to the government	130	2.3077	.87023	Disagree
Total		130	2.4199	1.1418	Disagree

Table 1 above shows in item 1 a mean score of 2.6615 and SD .86404 indicating that the respondents agreed that issues proposals are usually submitted to the directors of the ministry. Item 2 mean score of 2.2615 and SD 1.20980 however, showed that the respondents disagreed that submitted proposals are normally reviewed by the directors. In item 3, a mean score of 2.4492 and SD 1.19779 also indicates that the respondents disagreed that proposals are reviewed in line with the needs of the ministry and item 4 mean score of 2.3077 and SD .87023 proves that the respondents disagreed that directors of the ministries identify and select issues of priority and escalate same to the government. On the whole, respondents were of the view that agenda setting does not (mean = 2.4199; SD = 1.1418) determine national development from the perspectives of the Ministries of Social Welfare and Education in Rivers State.

Research Question 2: How does policy formulation determine national development of the Ministries of Social Welfare and Education in Rivers State?

Table 2: Mean and standard deviation of policy formulation and national development

S/N	Items	N	Mean	Std. Dev.	Remark
5.	I am involved during policy formulation	130	2.1000	1.19333	Disagree
6.	Policies are adequately communicated to staff	130	1.1385	.34672	Disagree
7.	Management engages in orientating staff of new policies	130	2.3615	1.21364	Disagree
8.	Handed down policies improves public services	130	2.7615	1.61775	Agree
Total		130	2.0903	1.09286	Disagree

Table 2 above shows in item 5 with a mean score of 2.1000 and SD 1.19333 that the respondents do not agree that staff members are involved during policy formulation. Item 6 with a mean score of 1.1385 and SD .34672 shows that respondents do not agree that policies are adequately communicated to staff. In item 7 a mean score of 2.3615 and SD 1.21364 shows that staff members do not agree that management engages in orientating staff of new policies and in item 8 mean score of 2.7615 and SD 1.61775 shows that respondents agreed that handed down policies improves public services. Overall, respondents were of the view that policy formulation in Nigeria does not (mean = 2.0903; SD = 1.09286) determine national development from the perspectives of the Ministries of Social Welfare and Education in Rivers State.

Research Question 3: How does policy implementation determine national development of the Ministries of Social Welfare and Education in Rivers State?

Table 3: Mean and standard deviation of policy implementation and national development

S/N	Items	N	Mean	Std. Dev.	Remark
9.	My management provides the necessary logistics in line with policy execution	130	1.8692	1.10943	Disagree
10.	My management supervises to confirm that staff activities are in line with policy guide lines.	130	2.4077	1.63629	Disagree
11.	My management engages staff in implementing new policies.	130	1.9231	1.26745	Disagree
12.	My management does implementation inventory intermittently.	130	2.6615	1.81725	Agree
Total		130	2.2153	1.45760	Disagree

Table 3 above shows in item 9 with a mean score of 1.8692 and STD 1.10943 that the respondents disagreed that management provides the necessary logistics in line with policy execution. Item 10 having a mean score of 2.4077 and STD 1.63629 shows that respondents equally disagreed that management supervise to confirm that staff activities are in line with policy guide lines. Item 11 with a mean score of 1.9231 and STD 1.26745 indicates that respondents disagreed that management engages staff in implementing new policies while in item 12 a mean score of 2.6615 and STD 1.81725 shows that the respondents agreed that management does implementation inventory intermittently. In conclusion, respondents were of the view that the poor policy implementation in Nigeria does not (mean = 2.2153; SD = 1.45760)

determine national development from the perspectives of the Ministries of Social Welfare and Education in Rivers State.

Research Question 4: How does policy evaluation determine national development of the Ministries of Social Welfare and Education in Rivers State?

Table 4: Mean and standard deviation of policy evaluation national development

S/n	Items	N	Mean	Std. Dev.	Remark
13.	My supervisor request for activity report on weekly basis	130	2.1615	.74233	Disagree
14.	We meet with management weekly for oral report of activities	130	2.369	1.6184	Disagree
15.	We have a report centre to report difficult tasks	130	2.7308	1.53405	Agree
16.	Staff are appraised based on prompt task delivery	130	2.4769	1.65757	Disagree
Total		130	2.4345	1.38808	Disagree

Table 4 shows in item 13 having a mean score of 2.1615 and STD .74233 that the respondents disagreed that their supervisor request for activity report on weekly basis. Item 14 with mean score of 2.369 and STD 1.6184 shows that the respondents disagreed that they meet with management weekly for oral report of activities. Item 15 with a mean score of 2.7308 and STD 1.53405 indicates that respondents agreed that they have a report centre to report difficult tasks. In item 16, a mean score of 2.4769 and STD 1.65757 indicates that respondents disagreed that staff are appraised based on prompt task delivery. In conclusion, respondents were of the view that the poor policy evaluation in Nigeria does not (mean = 2.4345; SD = 1.38808) determine national development from the perspectives of the Ministries of Social Welfare and Education in Rivers State.

Testing of Hypotheses: The null hypotheses were tested using the linear regression model at .05 significance level to determine relationship between variables

Research Hypothesis 1: There is no significant relationship between agenda setting and national development in the Ministries of Social Welfare and Education in Rivers State.

Table 5: Regression analysis of the relationship between agenda setting and national development in the Ministries of Social Welfare and Education

ANOVA ^a						
Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	55.775	3	18.592	57.794	.000 ^b
	Residual	40.533	126	.322		
	Total	96.308	129			
Coefficients ^a						
		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
Items		B	Std. Error	Beta		
1.	Issues proposals are usually submitted to the directors of the ministry	.235	.178		1.320	.067
2.	Submitted proposals are normally reviewed by the directors.	300	.063	139	1.583	.000
3.	Proposals are reviewed in line with the needs of the ministry	.355	.056	.492	6.363	.000
4.	Directors of the ministry identify and select issues of priority and escalate same to the government	.667	.070	.672	9.590	.000

Research Hypothesis 2: There is no significant relationship between policy formulation and national development in the Ministries of Social Welfare and Education in Rivers State.

Table 6: Regression analysis of the relationship between policy formulation and national development in the Ministries of Social Welfare and Education

ANOVA ^a						
Model		Sum of Squares	Df	Mean Square	F	Sig.
1	Regression	92.746	3	30.915	42.827	.000 ^b
	Residual	90.954	126	.722		
	Total	183.700	129			
Coefficients ^a						
		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
Items		B	Std. Error	Beta		
5.	I am involved during policy formulation	2.384	.312		7.640	.000
6.	Policies are adequately communicated to staff	1.904	.262	-.553	-7.271	.000
7.	Management engages in orientating staff of new policies	.827	.074	.841	11.242	.000
8.	Handed down policies improves public services	-.025	.047	-.034	-.829	.510

Research Hypothesis 3: There is no significant relationship between policy implementation and national development in the Ministries of Social Welfare and Education in Rivers State.

Table 7: Regression analysis of the relationship between policy implementation and national development in the Ministries of Social Welfare and Education

ANOVA ^a						
Model		Sum of Squares	Df	Mean Square	F	Sig.
1	Regression	40.571	3	13.524	14.415	.000 ^b
	Residual	118.206	126	.938		
	Total	158.777	129			
Coefficients ^a						
Items		Unstandardized Coefficients		Standardized Coefficients Beta	t	Sig.
		B	Std. Error			
9.	My management provides the necessary logistics in line with policy execution	2.066	.206		10.030	.000
10.	My management supervises to confirm that staff activities are in line with policy guide lines.	-.293	.056	-.432	-5.272	.000
11.	My management engages staff in implementing new policies.	-.095	.068	-.109	-1.602	.000
12.	My management does implementation inventory intermittently.	.270	.050	.442	5.361	.061

Research Hypothesis 4: There is no significant relationship between policy evaluation and national development in the Ministries of Social Welfare and Education in Rivers State.

Table 8: Regression analysis of the relationship between policy evaluation and national development in the Ministries of Social Welfare and Education

ANOVA ^a						
Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	42.633	3	14.211	5.131	.000 ^b
	Residual	348.974	126	2.770		
	Total	391.608	129			
Coefficients ^a						
Items		Unstandardized Coefficients		Standardized Coefficients Beta	T	Sig.
		B	Std. Error			
13.	My supervisor request for activity report on weekly basis	2.018	.365		-5.535	.000
14.	We meet with management weekly for oral report of activities	.049	.106	.045	.462	.000
15.	We have a report centre to report difficult tasks	.342	.118	.301	2.887	.071
16.	Staff are appraised based on prompt task delivery	.034	.124	.033	.276	.000

Summary of Findings

This study investigated Policy and national development with particular reference study of ministries of education and social welfare in Rivers State Secretariat and found that:

- There is a significant relationship between the kind of agenda setting and national development from the perspectives of the Ministries of Social Welfare and Education in Rivers State.
- There is a significant relationship between poor policy formulation and national development from the perspectives of the Ministries of Social Welfare and Education in Rivers State.
- There is a significant relationship between poor policy implementation and national development from the perspectives of the Ministries of Social Welfare and Education in Rivers State.
- There is a significant relationship between poor policy evaluation and national development from the perspectives of the Ministries of Social Welfare and Education in Rivers State.

DISCUSSION

Table 5 above shows a total mean square of 96.308, t-value of 3.9225 and p-value of $.017 < .05$ which implies that there is a significant relationship between agenda setting and national development in the ministries of social welfare and education in Rivers State. The stance of the respondents indicates that agenda setting leads to national development. The null hypothesis is therefore rejected. The position of the respondents is that agenda setting actually leads to national development. This position was supported by Ololube (2018) who stated that competition to set agenda is fierce because no society, public institution or organization has the capacity to address all possible alternatives to all possible problems that arise at any one time.

Policy making presupposes the recognition of a policy problem. Problem recognition itself requires that a social issue of public concern has been defined which has attracted the expression of governmental intervention. The identified or recognized problem will then be put on the table for a serious discussion for consideration of public action (agenda setting). In the argument of Edward (2008), public policy is birthed from deliberate reflection and discussion which may reflect a variety of intentions and ideas. The position of the scholars is therefore that given the myriads of problems, setting agenda will entail problem isolation and solution guide; solving social problems to national development.

Table 6 above shows a total sum of square of 183.700, t-value of 2.6955 and p-value of $.028 < .05$ showing that there is a significant relationship between policy formulation and national development in the ministries of social welfare and education in Rivers State. The position of the respondents is that policy formulation as of necessity, leads to national development. The null hypothesis is therefore rejected. The position of the respondents is in line with Anderson (2010) in part stating that policy formulation is about developing a proposed course of action which is acceptable for dealing with a challenge of public concern. In more specific terms, policy formulation is concerned with the identification of a public problem or problems, the cause or causes of such problem or problems, the various options available for giving solutions to such

problems, the decision on the choice of option, and finally the decisions taken in respect to the best policy.

Here, in developing an action plan, the policy plan is expressed in detailed statements of what is to be done. Through description, prescription and interpretation, bogus proposals are captured in detailed statements of policy objectives and programs with the intent of addressing issues of public concern thereby satisfying the citizens and fostering development (Hill & Hupe 2003). This statement can be seen throughout certain actions such as deciding issues, defining and forecasting, setting priorities on objectives, and analyzing options. These actions usually decided upon over long sessions of deliberations within the political organization involve the analyzing of policy proposals and defining what exact policy should be introduced. However it is also derived that policy formulation defines a course of action and not the action itself which impairs the potency of policy formulation to national development in Nigeria.

Table 7 above shows a total sum of squares of 158.777, t-value of 2.12925, p-value of $.015 < .05$ which shows that there is a significant relationship between policy implementation and national development in the ministries of social welfare and education in Rivers State. The null hypothesis is therefore rejected. The position of the respondents indicates that policy implementation is very important to national development. The stance of the respondents gives credit to Messey (2001) stating that policy implementation in the policy process is a phase of translating objectives and goals to concrete achievements through different programs. Policy implementation comes to be after legislative enactments and rules are founded and choice of policy has been made.

This stage according to Hussein (2002) happens to be the most problematic or difficult stage in the policy process. The welfare of the citizens is attended to and improved on with the provision of social amenities by the government through policies and programs at this stage of the policy process. Therefore, policy implementation is a pragmatic part of policies to address social problems. Similarly, Walt (2001) refers to policy implementation as the connection between the expression of governmental intention and actual results. For Peters (2007) policy implementation refers to the actions taken by the government and its agencies to attain goals identified during the policy formulation stage by policy-makers.

Table 8 above showing a total sum of square of 391.608, t-value of 2.29, and p-value of $.017 < .05$ indicates that there is a significant relationship between policy evaluation and national development in the ministries of social welfare and education in Rivers State. The null hypothesis therefore is rejected. The position of the respondents is that policy evaluation which ensures assessment of the policies to ascertain its accomplishment leads to national development. The stance of the respondents is supported by Goetz and Gaventa (2001), stating that implemented policies may be ineffective as a result of insufficient information and inadequate understanding of considered issues and not necessarily because they are badly implemented.

The effectiveness of a policy is analyzed after a period of time of running based on information otherwise referred to as feedback gotten from statistics and opinions of different categories of actors involved at the implementation stage resulting to an addition or subtraction by way of an amendment if there arises a need for the policy to be altered to account for unforeseen complications. This stage in the policy process is what is referred to as the policy evaluation stage which is actually concerned with what happens during and after the implementation of a policy. As policy evaluation is concerned with activities that will determine what a policy should accomplish, if it achieved its goals and if there are consequences to not

achieving its goals, Anderson (2010) and Dye (2010) said that at this stage the failed policy may be subjected to redirection for effective implementation.

CONCLUSION

From the finding obtained from this study, we can conclude that agenda setting sets the pace for policy formulation for national development because the problem areas are identified at this stage. Policy formulation involves permutations of solutions to the problems of the society. Implementation ensures that the drafted policies are carried out. Evaluation is the assessment of the achievement of set policies through an acceptable benchmark. Policy is therefore required to place guide to both the actions of the government and that of the citizens for national development.

Recommendations

Based on the findings, the following recommendations were made:

- Issues for policy should be properly be defined and the right alternatives chosen before formulating and implementing in order to arrive at a positive outcome.
- The public should be given avenue to contribute to policy formulation as issues to be discussed are issues of their concern.
- Adequate resources should be provided and committed to implementers for efficient execution of programs.
- Government should ensure that implemented programs are constantly assessed through feedbacks to ascertain effectiveness before embarking on other similar policies.

Future Research Directions

This study focused on analyzing public policy from the Nigerian perspective particularly through the stages of the policy process *viz-a-viz*: agenda setting, policy formulation, policy implementation and policy evaluation. However, policy analysis being a broad domain cannot be exhaustively analyzed in one single study. Therefore, other aspects of policy analysis can also be investigated by other researchers such as types of policies, criterion for policy making, actors in the policy making process and policy making in the private sector otherwise known as private organizations.

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DEFINITION OF KEY TERMS

Policy: An authoritative and purposive route of actions or inactions selected from among several alternatives as a response to certain identified issues in relation to a particular issue or a set of issues decided upon to be taken for the pursuit of desired goals within a particular context, directing the decision-making of an organization by a group of persons.

Public policy: A course of action taken through structured processes by governmental bodies with the purpose of addressing a matter of public concern to achieve desired goals and testing their consequences.

Policy process: This is a system by which policy ideas are translated into executable actions that may have positive or negative impact on the citizenry.

Policy stages: The sequential phases of the policy process where what comes first and followed by what is outlined.

Agenda setting: A collection of problems, an understanding of causes, symbols, solutions and other elements of public problems that come to the attention of members of the public and their governmental officials. A process by which problems and alternative solutions gain or lose public and elite attention.

Policy formulation: The identification of a public problem or problems, the cause or causes of such problem or problems, the various options available for giving solutions to such problems, the decision on the choice of option, and finally the decisions taken in respect to the best option to be taken.

Policy implementation: Government's physical response in addressing the demands of the public. A post-legislative stage of decision making concerned with translating policy intentions

into actions by translating objectives and goals to concrete achievements through different programs.

Policy evaluation: A procedural means and an analytical tool involving the investigation of the policy program in relation to performance outcome and a feedback to the policy decision-process: an estimation, assessment and measurement of the impact of implementation on a society.

National development: Perceived and actual positive impact on the citizenry reflected through properly implemented policy programs.