

## **Strategic Role of Policy Formulation and Implementation on National Economic Development of Nigeria: An Entrepreneurial Policy Approach**

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### ***Abstract***

*This research paper investigated the role of policy formulation and implementation on the national economic development of Nigeria. The aim is to ascertain if there is a link and also to determine the nature of the connection between policy formulation, implementation, and Nigeria's economic development. This study adopted a qualitative research methodology through the extant and systematic, exploratory review of literature to carry out this study, which is modified to understand the motivations, viewpoints, theories, and views of scholars in order to address the study issue. This study relied on secondary sources of data. The study found that policy formulation is essential to both social and economic progress. Good policies may advance social fairness and equality, safeguard public health and safety, and stimulate economic progress. A number of steps are involved in the policy-making process, such as agenda-setting, policy drafting, adoption, and implementation. Accurate and trustworthy data, interaction with stakeholders and decision-makers, and a dedication to evidence-based decision-making are necessary for the effective design of policies. The study concludes, after an exhaustive review of extant literature, that there's a direct link between public policy formulation and implementation and Nigeria's economic development. The study also found that there is a positive connection between good policy implementation and Nigeria's economic development. The study recommends a low-cost technique of training policy implementers and stakeholders as a guarantee to effective policy implementation in Nigeria.*

**Keywords:** *Policy, Policy formulation, Policy Implementation, Economic Development, Entrepreneurship*

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## Introduction

Any organization or government can formulate policies to direct activities and decision making but not every organization or government can effectively implement policies to achieve set goals and that is one of the main issues developing nation's face which has been identified as the effective implementation of policies (Chukwuka 2016). Cochran (2015) asserts that political choices on the implementation of programs aimed at achieving social objectives make up policy. The growing discrepancy between policy goals and results is the implementation issue facing emerging nations.

The rising disparity between declared policy aims and their actual achievement is a sign of an implementation gap. It is impossible to overstate how much Nigeria's policy formulation and execution gaps exist because successive governments have created unfeasible policies during their tenure. A plethora of well-articulated developmental, economic, and social policies, including Operation Feed the Nation, Vision 2010, 2020, the 7-point Agenda, and many more, have been implemented by Nigeria over the years with the goal of setting the country on a path toward meaningful development. The records make this very evident. However, many of these programs have failed to produce any results because of poor implementation or non-implementation (Ikelegbe 2006).

Policy formulation refers to the process by which governments and other organizations create policies that direct activity and decision-making. To solve social and economic issues and achieve favorable results for people and society at large, effective policy design is crucial (Lundin 2007).

Implementing public policies has been identified as Nigeria's main challenge in pursuing national development. Many policies end up in the cemetery of implementation. Based on past experiences, policy makers tend to give the topic of policy implementation minimal consideration (Lundin 2007). It is frequently assumed that when a government adopts a policy, it must be put into effect in order to accomplish the intended objectives. Furthermore, the issues and complications related to the implementation of policies are typically given little to no attention (Chukwuka and Dibia 2024).

George Honadle and Rudi Klaus provide the greatest description of the state of public policy implementation in Nigeria (as cited from Egonmwan, 2009) "Implementation is the enemy of designers; it evokes memories of mishandled designs and unscrupulous carpenters and masons who construct without following plans, warping the elegant blueprints for advancement that were entrusted to them. It brings up recollections of well-intentioned projects gone awry and assigns responsibility to the second (and Second Class) member of the administrative team."

Three key justifications for the importance of evaluating policy implementation are covered by Bhuyan *et al.* (2010:1). First of all, it encourages accountability by reviving commitment and making implementers and policymakers responsible for reaching predetermined objectives. Second, it increases efficacy as better program delivery might result from recognizing and removing obstacles to policy implementation. Finally, it promotes fairness and quality because

well-executed policies may set minimum requirements for quality, encourage accessibility, lessen disparities between service providers and geographical areas, and ultimately improve quality.

Nigeria's underdevelopment is more a result of bad implementation than of a lack of plans and initiatives for development. Therefore, the effective implementation of government policies, initiatives, and programs plays a major part in the government's involvement in economic development (Abah 2010).

The topic of entrepreneurship has become more central to public policy. According to Minniti (2008), the government is crucial in creating an atmosphere that encourages entrepreneurship. One way to do this is by putting entrepreneurship policies into place. The process of connecting anticipated policy results with policy development is known as policy implementation. Applying policy products and making the required efforts to achieve desired results is the process.

## **2.0 Literature Review**

### **2.1 Concept of Policy and Policy Formulation**

According to Dye (1995), policy refers to "what governments do, why they do it, and what difference does it make." Cochran (2015) argues that political decisions pertaining to the implementation of programs aimed at achieving social goals constitute policy. A program or plan of action and a declaration of aims, or a map and a destination, make up public policy. The objectives outline the goals of the policy as well as the people it will impact. Plans and programs for public policy delineate the processes or procedures required to accomplish the goals of the policy. They instruct us on the process. According to Ozor (2004), the concept of policy is essential to the operations and undertakings of both public and private entities. Private policy refers to a policy choice made by an individual or private organization, whereas public policy refers to a choice made by the government or its institutions. But since this work uses the term "policy," it only refers to those that are created by the government and are therefore considered public policies. In general, different academics have taken varied stances and approaches when interpreting the word policy. Some people stress policy as a process. Some perceive it as a decision. On the other hand, some regard it in terms of action scope (Ikelegbe, 2006). Put another way, the different definitions of a term may be explained by the fact that a scholar's conceptualization of a policy is contingent upon the perspective from which the scholar is approaching it. For example, according to Egonwan (1991), it is a government action plan. In contrast, according to Abdulsalami (in Yakubu & Obasi, 1998), a policy is a set of rigid guidelines for allocating resources, exemplified by projects and programs meant to address perceived societal issues or difficulties that call for government intervention to be resolved. According to Ezeani (2006), it is the suggested course of action that the government plans to take in response to a particular issue or circumstance that it is facing. More precisely, policy is defined by Ikelegbe (2006) as the government's integrated course and programs of action as well as the framework or guide it has created to steer practices and action in a particular issue area. A policy is essentially a course-setting tool that offers the path, the guidance, and the means to accomplish certain government goals or objectives. While Policy formulation refers to the

process by which governments and other organizations create policies that direct activity and decision-making. To solve social and economic issues and achieve favorable results for people and society at large, effective policy design is crucial.

It makes sense to start our implementation discussion with a review of public policy perception and comprehension. Many academics believe that when a policy is created, it must be implemented as a distinct activity. Despite this, this opinion is maintained because it is not widely acknowledged that creating support for policies is a crucial component of their creation. Scholars such as Pressenca and Wildavsky (1973) have criticized the generally held belief that policy planning and execution should be kept separate since it is deadly to any sense of direction. "It is fatal to separate policy formulation from implementation," they contended. Though we can differentiate policy formulation and policy implementation for a different topic, it is not superior to thoughtless implementation without a sense of direction (quoted in Egonmwan 2009). Some implementation experts do, however, draw a conceptual separation between the creation and implementation of policies. Sabatier (1986) and Sabatier and Mazmanian (1983) are two examples. Chronologically, it is believed that policy acceptance is followed by implementation.

## 2.1 Economic Importance of Policy Formulation

In order to handle significant concerns and shape society, policy formation is essential. Decisions and actions are guided by policies, which may have a big effect on people and communities. Progression of social fairness and equality, preservation of public health and safety, and economic prosperity may all be achieved by effective policy. Negative outcomes, however, might result from policies that are poorly thought out. They can increase social and economic divides, weaken public confidence in the government, and fuel instability and unrest in society.

## 2.2 Policy Formulation process

There are usually several steps in the policy formation process, such as agenda-setting, policy creation, adoption, and implementation.

**Agenda-setting:** Identifying and prioritizing issues that need to be addressed is the first step in formulating a policy. This might entail gathering input from stakeholders, performing research, and gauging public opinion.

**Policy Development:** Creating suggestions for policies that tackle the problems found during agenda-setting is the second step. This might entail coming up with laws, legislation, or programmatic actions.

**Adoption:** The relevant decision-making bodies must embrace policy recommendations after they have been created. Depending on the idea, either legislative or executive action may be required.

**Implementation:** The last step in the creation of policies is putting them into practice and keeping an eye on their results. This might entail creating monitoring and assessment systems, assigning resources, and creating operational strategies.

### 2.3 Challenges of Policy Formulation and Implementation

The process of formulating policies may be complicated and arduous, especially when dealing with controversial or tough-to-balance problems. Developing policies presents a number of difficulties, including:

**Lack of Data:** Accurate and trustworthy data are necessary for policy formation in order to guide decision-making. It can occasionally be challenging to create evidence-based policy due to a lack of data or inadequate data.

**Political interest:** Politicians may be under pressure to enact laws that are not necessarily in the best interests of the public but for personal political interest, interest groups, political parties, or other stakeholders.

**Limited Resources:** It may be challenging for policymakers to handle every issue that needs to be addressed due to a lack of financial, human and material resources.

**Limited Expertise:** It's possible that policymakers lack the knowledge or resources needed to create laws that work. To create successful policies in these situations, it might be required to consult with experts, stakeholders, and other decision-makers.

**Lack of Political Will:** Some industry or political leaders lack the political will, the guts and the effrontery to implement policies in order not to step on toes. This is one of the challenges of public policy implementation.

**Corruption:** This is one of the major reasons most public policies in Nigeria, suffers from effective implementation. Corruption cripples good policy implementation thereby hurting economic development because economic development thrives on good policy implementation.

### 2.4 Factors influencing successful policy implementation

It is necessary to define the precise goal of policy implementation before one can map the components involved in its execution. Success is the intended result of implementing policies. Thus, implementing policies successfully is a goal worth striving for. A strategic move taken by the government or organizations to carry out the planned policy decision and produce the anticipated results is known as successful policy implementation. Implementing a policy successfully entails meeting the anticipated functionality needs of a designated stakeholder. A baseline implementation approach would then be successful in this aspect (Giacchino & Kakabadse, 2003: 140). In practice, only a small number of policies may be considered successful based on this criterion of success. The goal of this paper is to map the variables that affect how policies are implemented. The project components that the implementers may usually influence to raise the likelihood of a successful conclusion are known as success factors. The environment in which an organization operates has a significant impact on it as well, and it may be outside of its control. The aspects that an organization can manage and those that it cannot

control are therefore included in the success factors; the discussion of these factors is based on the research done by Giacchino and Kakabadse (2003:141).

Numerous distinct success factors have previously been found by the literature on success factors in a wide range of academic subjects, including project management, administrative reform, policy implementation, strategic management, and change management.

**Table 1: Summary of Successful Policy Implementation Factors**

Successful Factors	Described as
Effective Method	a methodical and thoroughly studied procedure for implementation defined by having a clear vision, paying close attention to detail, and making decisions quickly.
Positive Attitudes	An optimistic, team-oriented disposition and a Persistent determination to succeed.
Dogged Commitment	A tangible and visible political and Administrative will to deliver policy.
Cooperation	Collaborative behaviour between stakeholders to a policy, characterized by goal alignment, the development of strong personal relationships, and a high willingness to share Skills and information.
Effective Planning	The detailed organization of activities and actions to achieve organizations or government policy goals
Effective Resourcing	The focused deployment of skilled and motivated resources in quantities sufficient to Provide a critical mass in the achievement of implementation goals
Enthusiasm	A heightened level of personal/team motivation, [characterized by] an intrinsic belief in the policy, the presence of incentives and visible political support



Leadership	The ability to develop and command a Following or followership, characterized by clarity of vision and a legitimate mandate.
Location of political responsibility	The power emanating from the place or position that holds political ownership for the policy, and its ability to command authority Over the deployment of resources.
Management style	The enthusiastic and optimistic behavior of management, and their ability to adapt to prevailing circumstances
Ownership	A perceived state of belonging to, and responsibility for, a policy implementation programme.
Project Team/ Management dynamic	The presence of a group of individuals with different but complementary skills and expertise, working collaboratively towards a Common goal.
Role delineation	The clear demarcation of responsibility between individuals, particularly between politicians and civil servants
Skills and abilities	The capability and resourcefulness of individuals involved in implementation characterized by qualities such as extensive experience, adequate training and qualifications, and a practical approach to policy management
Stakeholder involvement	Broad and active consultations with persons or entities likely to affect, or be affected by, the policy.
Trust	A high degree of confidence in persons involved in the implementation initiative, [characterized by] the belief that individuals will not sabotage the initiative, or cause deliberate harm.
Use of Networks	Utilizing one's personal-informed relationship with others to gain access to, or control over, resources
Values/beliefs	People's conviction of the 'rightness' or 'goodness' of a policy initiative, because it is consistent with their personal values

**Source:** (Giacchino and Kakabadse, 2003:144 cited by Brynard 2009)

Table 1 lists the success elements in descending order of significance. The table makes it abundantly evident that coordination and dedication play crucial roles in the effective execution of policies. Although commitment is thought to be the fundamental component of implementing policies, it is directly reliant on everyone's coordination. Accordingly, the kind and level of cooperation needed to propel achievement depends on the level of commitment (Giacchino and Kakabadse, 2003:143).

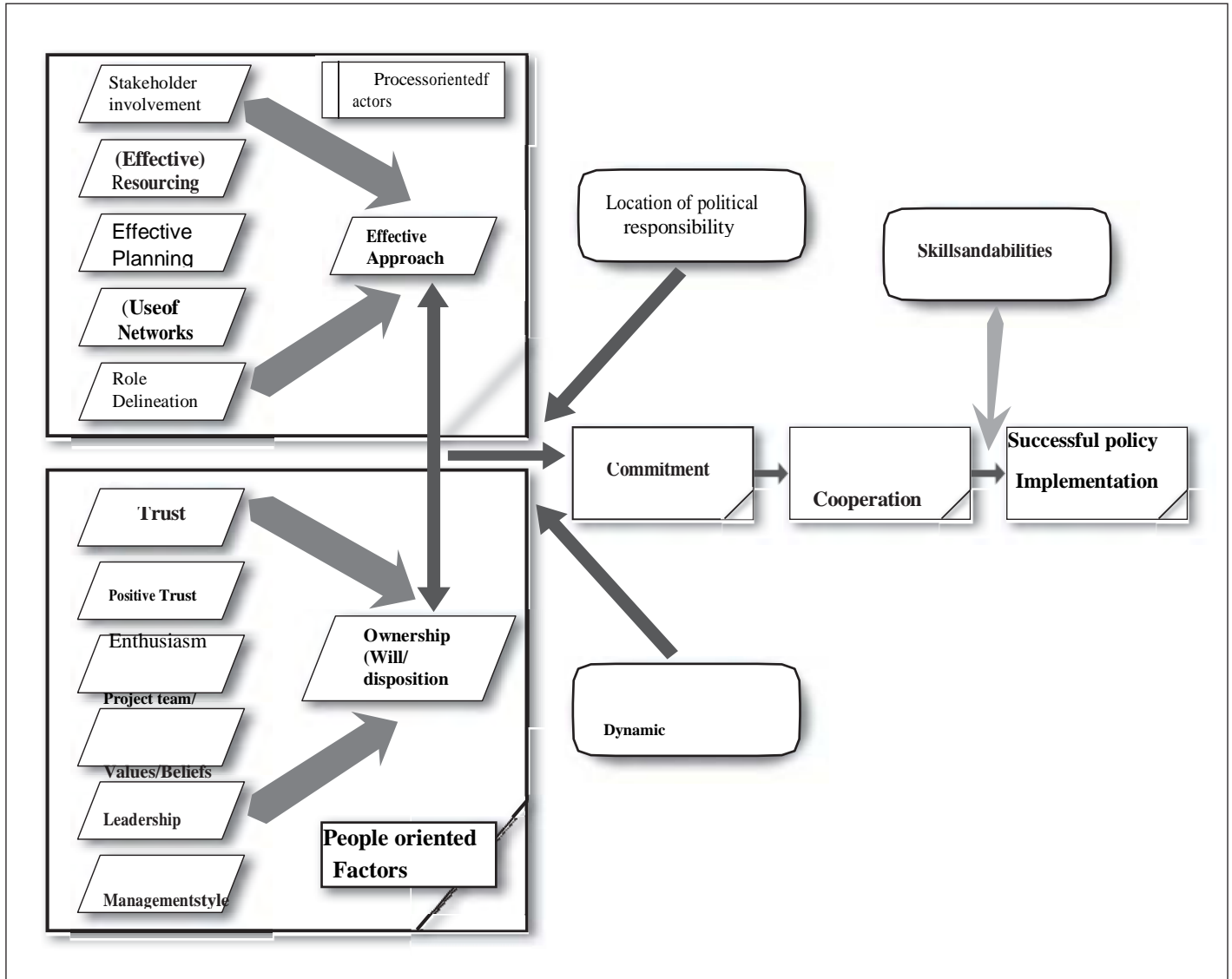
The variables that impact commitment are frequently ambiguous. Unconditional ownership by the implementer is typically a prerequisite for commitment. The apparent association between several elements is shown in Figure 1. What can be learned from the elements that will probably increase success is the question. The significance of commitment is examined in the article's next section.

## **2.5 Importance of Commitment to Policy Implementation**

Everybody's commitment to making sure the policy is implemented successfully is essential to its success. For this reason, it is worthwhile to investigate the definition of commitment. To put it simply, commitment is the capacity to stay focused on a project from the beginning to the end. Different people have different ideas on how to inspire support for a policy project. According to one perspective, political support is necessary, suggesting that commitment is primarily a top-down matter. Others believe that dedication must be fostered from the ground up.

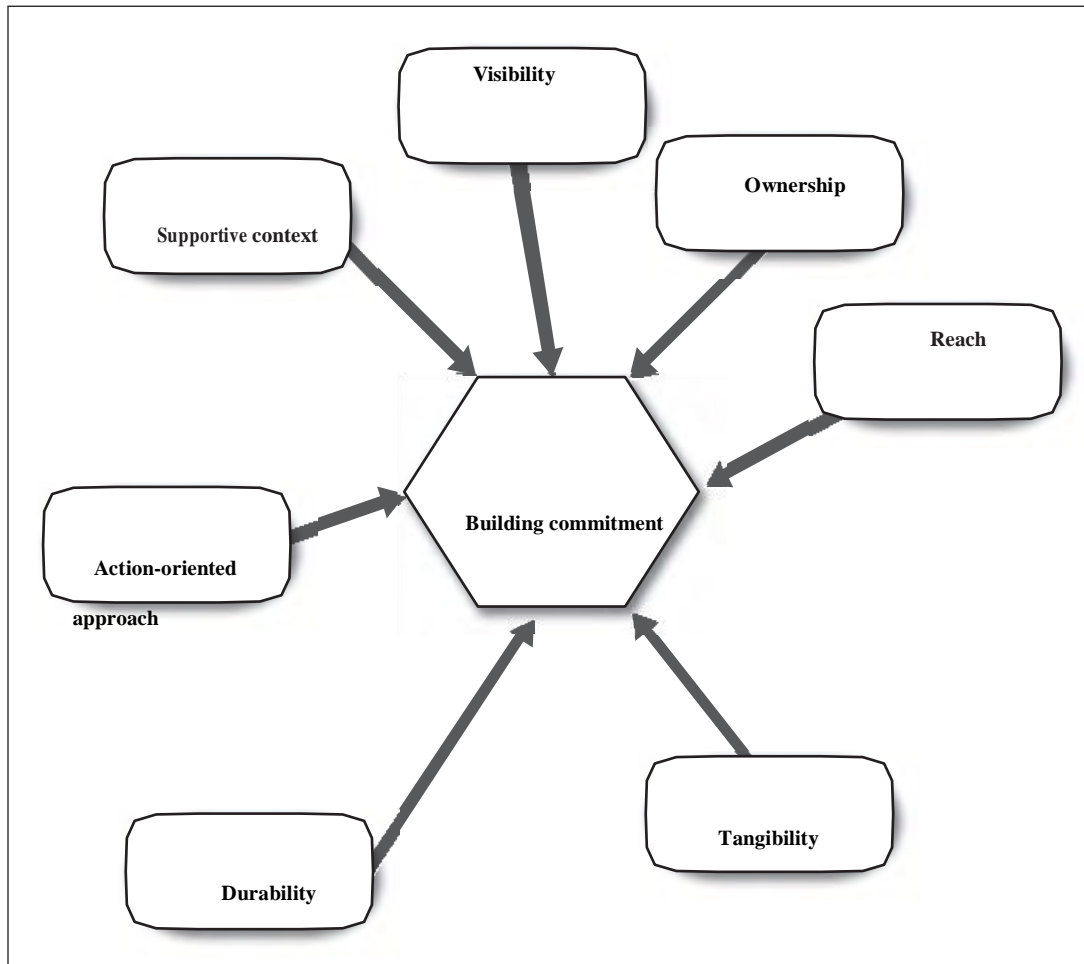


**Figure 1: Relationship of factors influencing successful policy implementation**



Source: Giacchino and Kakabadse, 2003:145 cited by Brynard 2009

**Figure 2: The various drivers of Policy Implementation commitment**



Source: Adapted from Giacchino and Kakabadse, 2003:147

The letter view emphasizes the mindset of the staff members who must carry out the initiative on the ground (Giacchino and Kakabadse, 2003:146). Figure 2 lists the different commitment drivers. A policy's visibility tends to increase commitment from politicians who must support it from the top down as well as from the bureaucrats who must carry it out from the bottom up. Individuals are more inclined to sign up for a well-known program. The demand for change increases with a policy's visibility and profile. This does not imply, however, that a low-key policy is unavoidable. A program's ownership demonstrates a variety of levels of commitment, which in turn suggests administrative and political commitment. As many stakeholders as feasible must be committed to a specific policy. It follows that managing the many parties involved is essential to sustaining commitment. It is necessary to demonstrate commitment to the policy in a number of ways. Leaders in policymaking need to take an active role in its implementation. Long-term and short-term commitments need to be guaranteed. As a result, dedication needs to be enduring. Decisions that are delayed, avoided, made too late, or made

ineffectively are common reasons why commitments break. Therefore, commitment denotes prompt, goal-oriented behavior. Prior to implementation, the implementers of the policy must gather support at the conceptual level. A variety of strategies, including political propaganda, public discussions, educational and awareness campaigns, and the release of Green and White Papers with policies, might be used to build this kind of support (Giacchino and Kakabadse, 2003:149).

## **2.6 Policy Implementation through Public-Private Partnership**

Sustained effective policy implementation frequently necessitates significant institutional, financial, and technological contributions. For this reason, public organizations tend to go elsewhere for funding for projects and resources. To address the resource problem, one strategy is to cultivate partners like NGOs or corporate organizations. One might examine the current public-private partnership (PPP) models in this regard. Users and developers must work together to create intricate institutional structures in order to mobilize these resources. A governmental institution and an organization outside the public sector must be committed to PPPs. Accordingly, a high degree of cooperation and an understanding that all parties have an interest in one another are frequently prerequisites for the successful implementation of policies (Luthuli, 2005:144). Public Private Partnership (PPP) success is also influenced by things like funding and skill sets. Policies do not all fit into PPPs equally.

## **2.7 Empirical Study of the Role of Policy Implementers**

An analysis of the Tanzanian Community Health Fund policy's implementation process revealed the crucial role that implementers played (Kamuzora and Gilson, 2007: 95). Lipsky (1980) also discusses the function of the implementer as a factor, stating that the street level bureaucrat serves as a conduit between the public and the bureaucracy. In their private dealings with customers, these bureaucrats have a great deal of discretion, particularly when it comes to choices on how best to allocate resources. When it comes to carrying out the Tanzanian community Health Fund policy, it was evident from (Kamuzora and Gilson, 2007:95) that implementers have an impact on how policies are and the means by which their influence is realized. At the intersection of bureaucracy and the public sphere, the implementers who seem helpless are challenging to manage due to their large margin of discretion, which leads to unforeseen policy reinterpretations and reshaping. Attempts to force implementers to modify policies may occasionally result in their backlash. The effectiveness of a particular policy, or lack thereof, thus depends critically on the implementers' support. Studies by Maynard-Moody, Musheno, and Palumbo (1990:845) indicate that more successfully implemented programs were those that included street-level input into policy procedures. In order to effectively include policy implementers in the program, policy guidelines must be unambiguous and concise. It might be advantageous for the policy's implementation phase to have participatory design methods used.

## **2.8 The Implementation of Entrepreneurship as a public Policy**

The growth of new businesses and employment opportunities, together with the decline in poverty, are indicators of the effectiveness of the entrepreneurship policy's implementation

in Ireland (Acs et al., 2007) provides an example of a successful entrepreneurship policy implementation. Ireland was created to draw in foreign direct investment (FDI), and it focused on a very specific group of high potential start-up entrepreneurs, the majority of whom operated companies in export-potential manufacturing and international trade services (Chukwuka and Imide 2024). Enterprise development programs (EDPs) were also introduced in Ireland in 1978, with the goal of assisting managers, professionals (such as engineers and accountants), and academics in launching high-growth ventures. EDP business owners benefited greatly from official help in the form of soft subsidies and loan guarantees.

The Irish case study revealed that when strategies to expand high-tech industries were developed, the importance of entrepreneurship increased. Ireland's entrepreneurial activity in the 1990s was typified by a rise in the number of new companies. There are more customers spending money in Ireland as a result of the labor force's sharp expansion. Ireland's per capita income increased by 8.7% between 1970 and 2000, and after 1997, foreign direct investment saw a notable rise. State-guided entrepreneurship is used by Thailand to carry out its entrepreneurship policy, and it is a highly useful tool for encouraging entrepreneurial activity. Following the 1997 financial crisis, Thailand implemented a number of economic reforms, including the entrepreneurship policy, to aid in the country's economic recovery. The "Thaksinomics" policy changes aimed to increase local demand and lessen Thailand's dependency on foreign investment (Looney, 2003). Thailand employed a methodology that drew on an entrepreneurial mindset, a resource-based viewpoint, and pertinent state-guided entrepreneurship literature. This concept actively contributed to the initial growth and start-ups of the entrepreneurial sector. But only a small amount of subsidies or interventions were made to promote market competitiveness. The success of entrepreneurs would be encouraged by market-driven entrepreneurial activity, leading to an increase in the country's GDP as a whole. Funding, rules, networks, information technology, market-driven entrepreneurs, suppliers, and competition are examples of government interference. Each subdistrict or village in Thailand is required by law to use the resources and expertise that are available locally to create and promote distinctive goods, such as handcrafted handicrafts of the highest caliber for export. For those who were interested in joining the program, the government offered training and low-interest loans as well as early support. This entrepreneurship as a public policy has been adopted in Nigeria through the Federal Ministry of Education but yet to be effectively implemented to achieve desired results.

## **2.9 Theoretical Framework**

The rational-choice theory and elite theory serve as the theoretical basis of this research investigation.

**Elite Theory:** Elite theory is a theory of the state used in political science and sociology that aims to characterize and explain the power structures in modern society. According to the theory, the majority of power is held by a tiny minority that is made up of people from networks of policy planners and members of the economic elite, and this minority has power regardless of a state's democratic election process. The elite theory holds that society is stratified, with the ruling class elite at the top and the masses at the bottom (Mosca, in Dlakwa, 2008). These well-educated and wealthy elites utilize their power to set public policy because they have similar values.

It was foreseeable that any policy that contradicted this class would be unpopular. This idea also emphasizes the significance of leadership in the formulation of public policy. Theory of rational choice: According to the economic theory known as "rational choice theory," people always make wise and sensible judgments. Considering all of the options, these choices serve people's best interests and yield the most benefits or enjoyment. According to the argument, politicians put their own interests ahead of any national concerns. They also develop policies with their own objectives in mind. We are made aware of the significance of self-interest in policymaking by this approach.

### **3.0 Research Methodology**

This study adopted a qualitative research methodology through the extant and systematic, exploratory review of literature to carry out this study which is modified to understand the motivations, viewpoints, theories and views of scholars in order to address the study issue. This study relied on secondary source of data. Guillaume (2019, 1) asserts that systematic literature reviews are a method for synthesizing scientific data to address a specific research issue in a transparent and replicable manner, while attempting to incorporate all available data on the subject and evaluating the quality of this data.

Additionally, Mengist et al. (2020, 2) note that systematic literature reviews aid in mapping out existing knowledge and identifying knowledge gaps on particular topics. This paper developed a systematic review of literature to analyze the main academic contribution to the related topic of competitive intelligence and Nigeria's economic development and its related theories. Over 160 research articles of reputable journals were reviewed to ascertain scholar's viewpoints and research findings and related theories on competitive policy formulation and implementation. Thematic analysis served as the foundation for the literature analysis research methodology.

"Thematic analysis is the process of identifying patterns or themes within qualitative data," state Braun and Clarke (2015, 225). The first step in the analysis of the data on competitive intelligence processes was to familiarize oneself with the data. This involved reading the abstracts of all the articles and skimming the content, paying close attention to the policy formulation and implementation cycle and its associated phases. This phase, according to Charmaz (2015, 10), enables you to jot down ideas and take notes.

### **4.0 Results and Discussion**

After an exhaustive review of extant literature, this paper discovered that there's a direct link between public policy formulation and implementation on Nigeria's economic development. The study also found that there is a positive connection between good policy implementation and Nigeria's economic development. It's apparent that while commitment is an important aspect, it is not always evident what exactly constitutes commitment. A feeling of the motivational setting is provided by some recognized drivers of motivation. Important elements for the execution of policies were determined, and their interactions were investigated. Numerous elements were emphasized, but one that sticks out as a common means of supporting effective policy implementation is the low-cost technique of training. It appears that training is a

noncontroversial way to handle implementation issues that are frequently quite complicated. A review of the literature on policy implementation no longer presents a depressing image of unfulfilled policy objectives. Research on policy implementation has advanced to the point where a larger body of information is being established. Even if research on policy implementation has matured, there are still problems and shortcomings that need to be resolved. There is still a wide range of active research being done on the application of policies.

O'Toole (2004:310) asserts that although there are an almost embarrassing number of ideas about the implementation of policies, theoretical consensus is still far off. But as has already been said, there are a few major groups of variables that are worth mentioning. Research on the implementation of policies has yielded cumulative results over time, akin to a snowball effect. It is now evident that different circumstances require different approaches to policy implementation. Many implementation-related problems remain unsolved, including those concerning the many forms of implementation, the causal relationships between outcomes, and the relative significance and distinctive impacts of the different elements that affect how policies are implemented.

#### **4.2 Conclusion**

The study found that Policy formulation is essential to both social and economic progress. Good policies may advance social fairness and equality, safeguard public health and safety, and stimulate economic progress. A number of steps are involved in the policy-making process, such as agenda-setting, policy drafting, adoption, and implementation. Accurate and trustworthy data, interaction with stakeholders and decision-makers, and a dedication to evidence-based decision-making are necessary for the effective design of policies. Legislators need to be aware of the needs of the community they represent and ready to tackle problems and compromises. Policymakers, stakeholders, and experts can collaborate to create policies that enhance positive transformation and the welfare of people and society at large. The key to national development is the effective and successful implementation of policies; these are the cornerstones that enable socio-economic and political progress. They can only be accomplished by sincere commitment to the eradication of corruption at all levels of government as well as by ongoing political commitment, clear delineation of roles and responsibilities, and coordination. The study concludes after an exhaustive review of extant literature, that there's a direct link between public policy formulation and implementation on Nigeria's economic development. The study also found that there is a positive connection between good policy implementation and Nigeria's economic development.

#### **4.3 Recommendation**

Based on the above findings, this study recommends low-cost technique of training of policy implementers and stakeholders as a guarantee to effective policy implementation in Nigeria.



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