



Policy Analysis and Implementation for Attainment of Educational Goal in Nigeria

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Abstract

Educational policy analysis is the insightful investigation of education policy. This study is therefore aimed to examine policy analysis and implementation for attainment of educational goal in Nigeria. Its appearances to respond to inquiries concerning the purpose of education, the objectives (cultural and individual) that it is intended to accomplish, the techniques for achieving them and the apparatuses for estimating their success or failure. These are the issues explored in this paper, based on a literature review approach. The findings blame the distortions in the educational system on the ineffective implementation engendered primarily by lack of political will, lack of continuity of programs, and corruption. The situation has hindered national development and, until urgent action is taken to review Nigeria's educational system, its national aspirations will continue to be compromised. The study was concluded based on the findings from the study and finally recommended that education should not part of political games, adequate attention should be giving to education and others.

Keywords: Policy Analysis, Implementation, Educational Goals, Nigeria.

Reference to this paper should be made as follows:

Igweka, U. V. (2021). Policy analysis and implementation for attainment of educational goal in Nigeria. *International Journal of Scientific Research in Education*, 14(1), 194-209.

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INTRODUCTION

Considering the fast-paced economic, social and demographic environments that surround education, efforts for education systems to adjust, improve and drive the future appear warranted. There is little evidence of whether education reforms have an effect, however, because educational impacts are challenging to assess and seldom evaluated. Even when reforms do have

an impact, stakeholders are easily dissatisfied with the outcomes and they tend to hold policy makers accountable for them (Gallup, 2017; Corbier, 2017).

Similarly, there is little knowledge about the actual processes that produce, or are supposed to produce the desired outcomes. These processes “between the establishment of a policy and its effects in the world of action” are commonly referred to as policy implementation, even if there is no consensus on the definition (O’Toole, 2000). There is indeed a difference between passing a policy bill or a strategy and turning it into daily practices for teachers, school administrators and local communities. Implementation details may be left for administrations and educators to figure out, effectively leaving the reform process half-way through (Hess, 2013).

Observing that policies often do not get implemented as planned, or not with the desired outcomes, governments, experts and international organizations have come to acknowledge the need to focus more on implementation processes (Gurría, 2015; Wagstaff, 2013; Pont, 2008; OECD, 2016). Learning starts upon entering the world and proceeds through life. Throughout the long term, social orders have created frameworks of education to give their childhood and grown-ups with circumstances and settings to study in a deliberate and harmonized way. A more recognized casual framework is generally in quick decrease, for it addressed the necessities of resource and moderately straightforward economies.

This context may in any case work for greater parts of young people in numerous nations that have not yet accomplished all-inclusive essential education, and may even permit little minorities to enter organizations of optional and tertiary instruction. Be that as it may, it is consistently giving path to a more proper framework, which is the arrangement of schools, universities, colleges, and comparable set up organizations, coordinated and paid for generally by governments. It is this second, more current framework that is the significant focal point of instructive arrangement, and along these lines of this book. We utilize the term "training area" to mean just this subsequent framework.

The idea of instructive advancement the training area and how it tends to be made to develop and work all the more viably verifiably proposes a very much organized field of unambiguous issues, unmistakably characterized targets, totally unrelated decisions, undisputed causal connections, unsurprising rationalities, and sane decisionmakers. Appropriately, area investigation has dominantly centered around the substance the "what" of instructive improvement: issues, arrangements, systems, measures, results, and so on. Indifference to this ideal vision, instructive advancement is really an arrangement of chaotic and covering scenes in which an assortment of individuals and associations with enhanced points of view are effectively involved technically and politically-in the cycles through which issues are analyzed and arrangements are created, executed, evaluated and overhauled. Appropriately, an investigation of the schooling area infers an understanding of the education policy process itself-the "how" and "when" of educational development.

A policy is a guiding principle. It is the basis of day-to-day administration and serves as a guide to administration when deciding the lines along which the system should be conducted. Policy is a framework which guides the planning and administration of an activity; hence we have educational policy. On the other hand, however, Education policy consists of the principles and government policies in the educational sphere as well as the collection of laws and rules that govern the operation of education systems. Education occurs in many forms for many purposes through many institutions. Examples include early childhood education, kindergarten through to 12th grade, two- and four-year colleges or universities, graduate and professional education, adult education and job training. Therefore, education policy can directly affect the education

people engage in at all ages. Examples of areas subject to debate in education policy, specifically from the field of schools, include school size, class size, school choice, school privatization, tracking, teacher selection, education and certification, teacher pay, teaching methods, curricular content, graduation requirements, school infrastructure investment, and the values that schools are expected to uphold and model. Issues in education policy also address problems within higher education.

In fact, policy analysis and implementation” refers to different realities for different people: educators and students may consider policy analysis and implementation as the changes they bring to their everyday practices of managing schools, teaching, and learning. Challenges to analysis and implementing education policy include co-ordination issues, inadequacy of organizational resources, actors’ capacity or reactions against reforms. But as the education sector has become more complex, the challenges of putting change into practice have also evolved. Education stakeholders are increasingly diverse and growing more vocal and ambitious about what education systems should look like. The use of technologies contributes as well to making education systems more complex. Interactions between actors and between the various levels of education systems (national, regional and local) weigh more in the policymaking process. New questions are emerging about who is responsible to do what in the systems, how to hold them accountable and how the implementation process itself can contribute to enhancing education (Burns, Köster & Fuster, 2016). It is on this backdrop that this study aims to explore the impact of analysis and implementing policy on achieving the desired educational goals in Nigeria.

CONCEPTUAL CLARIFICATION

Education

Babalola (2003) defined education as a process which intentionally transmits what is considered by the society to be valuable in an intelligent and voluntary manner. Put differently, education is the process of facilitating learning, or the acquisition of knowledge, skills, values, beliefs, and habits. Educational methods include storytelling, discussion, teaching, training, and directed research. Education frequently takes place under the guidance of educators, but learners may also educate themselves. Education can take place in formal or informal settings and any experience that has a formative effect on the way one thinks, feels, or acts may be considered educational. The methodology of teaching is called pedagogy. Education is commonly divided formally into such stages as preschool or kindergarten, primary school, secondary school and then college, university, or apprenticeship.

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Education is defined as a learning process for the individual to attain knowledge and understanding of the higher specific objects and specific. The knowledge gained formally resulting individual has a pattern of thought and behavior in accordance with the education they have gained.

History Background of Educational Policy in Nigeria

Educational policy in Nigeria has passed through two significant stages, the colonial and post-independence eras. Prior to the British conquest of the area and the subsequent establishment of Colonial Government, most of the area to the northern and western parts comprised empires, kingdoms and some chiefdoms, while in the central parts and south eastern parts there were small chiefdoms with some semiautonomous communities. In the northern parts, Islam was deeply entrenched both in the religious belief and educational orientation of the people who had a uniform Qur'anic education policy (Ozigi & Ocho, 1981). In the southern parts, each ethnic group had its own traditional form of education based on its own culture and tradition, whose aims and objectives were similar (Taiwo, 1980). The curricula which is informal comprises developing the child's physical skill, character, intellectual skills and sense of belonging to the community as well as inculcating respect for elders, and giving specific vocational training and the understanding and appreciation of the community's cultural heritage (Fafunwa, 2004). This was the scenario in 1842, when the Christian missionaries arrived on the coastal area of the southern part of Nigeria and introduced western education. The aims of education as given by the missionaries were to enable recipients to learn to read the bible in English and the local language, gardening and agriculture as well as train local school masters, catechists and clergymen.

However, it is the amalgamation of the Northern and Southern protectorates of Nigeria in 1914 that brought people of different ethnic groups and faith together, as one country thereby creating a pluralistic society that necessitated the adoption of a federal structure for Nigeria. Also, British policy of indirect rule restricted the activities of the missionaries in the predominately Muslim Northern protectorate thereby, curtailing the spread of Christianity and western education (Fagbumi, 2005), leading to a considerable educational gap between the northern and the southern parts of Nigeria (Ogunsola, 1982; Olaniyan & Obadara, 2008). Also, when grants in aid were given to missions and voluntary agencies' schools, the Qur'anic schools were excluded because of their peculiar curriculum (Imam, 2003).

The colonial government needed vital personnel from amongst the natives and thus, the responsibility for the provision of western education in the northern parts of Nigeria, shifted to the colonial government (Ogunsola, 1982; Olaniyan, & Obadara, 2008). In this set up, three forms of education: Qur'anic, traditional and western education co-existed side by side with the north and south each having a different pace of development in terms of western educational attainment. This was the scenario by 1944 which heralded the advent of globalization in the post Second World War period that coincided with the processes of democratic transformation and national liberation from colonialism. Since then, educational policy in Nigeria has been shaped by the quest for national development based on political, and socio-economic considerations

Objectives on Educational Policy in Nigeria

The second National Development Plan of Nigeria puts the national objectives of education in the country as:

- The inculcation of national consciousness and unity;
- The inculcation of right type of values and attitudes for survival of individual and the Nigerian society;

- The training of the man in the understanding of the world around; and
- The acquisition of appropriate skills and the development of mental, physical and social abilities and competencies.

Philosophy of Education and Objectives on Educational

The philosophy of education is to inculcate the following values.

- Respect for the worth and dignity of individuals;
- Faith in man's ability to make decisions;
- Morally and spiritual claims in interpersonal;
- Shared responsibility for the common good of society;
- Respect for the dignity of labour; and
- Promotion of the emotional, physical and psychological health of all children.

The philosophy above is built on the following national objectives:

- A free and democratic society;
- A just and egalitarian society;
- A united strong and self-reliant nation; and.
- A great and dynamic economy.

In order to realize fully the potentials of the contributions of education to the achievement of these goals and values, all other agencies will operate in concert with education. To that end, Government shall take various measures to implement the policy; the Nigerian government intends to take the following measures to achieve the stated objectives:

- Education will continue to be highly rated in the national development plans;
- Educational and training facilities will be multiplied and made more accessible to afford the individual a far more diversified and flexible choice;
- Modern educational techniques will be increasingly used and improved at all levels of the educational system;
- The education system will be structured to develop the practice of self-learning; and
- Giving top priority to education and adding to the national development plans because education is the most important.

Policy

The word "policy" is derived from the Greek words politeia and polic which refer to state and citizenship, and the Latin word politia, which means "administration of the commonwealth (Caves, 2004). Thus, policy refers to the regulation of morals, social order, safety and welfare of a "body politic" (that is, an organization, a community, state or nation). More broadly, policy represents the principles that guide present and future decisions. Policies may be stated or unstated, and policies may require action or non-action to achieve their purposes.

The term policy can be used to refer to specific proposals, which may be related to other proposals, or represent the “means” by which some larger purpose is to be achieved. The word policy is most commonly used as a label for a field of activity, such as “foreign policy” or “education policy”. This usage describes the fields of government activity and involvement as opposed to any one policy. Because it usually covers past, current and potential activities, understanding policy in this context is worthwhile. However, it is not sufficient for policy analysis purposes.

This definition does not differentiate policy goals from policy achievement, or policy as an action or inaction. Further, broad policy fields often overlap, so that making clear separations among the fields is difficult. A more general use of the term “policy” is to express the broad purposes or goals of government activity in a particular field, often giving some indication of a desired state of affairs. Policy can also be used to describe the output or outcomes of government activities. Policy can also refer to the decisions of government that may arise from a particular “moment of choice”, such as in a state of emergency. Often, in such cases, there is a need to look beyond crucial decisions and take a broader view of policy-making along a longer time horizon. The definition of policy that we wish to use is “a course of action or inaction chosen by public authorities to address a given problem or an interrelated set of problems” (Pal, 1997).

A policy serves the purpose of ensuring that every official action of an organization must have a basis or a backing. Terry (1977: 1989) considers that “a policy is an overall guide that gives the general limits and direction in which administrative action will take place”. According to him, “a policy defines the area in which decisions are to be made but it does not give the decision. A policy brings about a meaningful relationship between business objectives and organizational functions as it discourages deviations from planned courses of action. A policy ensures consistency of action because an organization is governed by approved principles. A policy does not have to be rigid, as there should be room for adjustment if necessary, after its formulation. Perhaps this is why Hoy and Miskel (1978:215) in Okoroma (2006) believe that “policies are not only formulated but also programmed, communicated, monitored and evaluated”? The non-rigid nature of policies is confirmed by Lindblom (1959:86) when he describes policymaking as a “process of successive approximation to some desired objectives in which what is desired itself continues to change under reconsideration”. In fact, a good policy is one that can be reviewed as the need may arise. Lindblom believes that a wise policy maker cannot expect all their policies to achieve a one-hundred percent success. Regardless of how good a policy may be, its implementation may introduce some element of imperfection.

Policy Analysis

Policy analysis is a technique used in public administration to enable civil servants, activists, and others to examine and evaluate the available options to implement the goals of laws and elected officials. The process is also used in the administration of large organizations with complex policies. It has been defined as the process of "determining which of various policies will achieve a given set of goals in light of the relations between the policies and the goals. Policy analysis involves processes before decisions are arrived at. It involves steps through which policy are made, implemented and evaluated. It also involves the examination and description of the causes and consequences of public policy on the target population. On the other hand, education policy analysis involves educational processes before decisions are arrived at in the educational system. It involves steps through which education policy are made, implemented and

evaluated. It also involves description of the causes and consequences of education policy on the target population.

Policy analysis can be divided into two major fields:

- Analysis of existing policy, which is analytical and descriptive – it attempts to explain policies and their development (Bührs & Bartlett, 1993).
- Analysis for new policy, which is prescriptive – it is involved with formulating policies and proposals (for example: to improve social welfare).

Five-E Approach to Policy Analysis

One model of policy analysis is the "five-E approach", which consists of examining a policy in terms of (Kirst-Ashman, 2006):

Effectiveness: How well does it work (or how well will it be predicted to work)?

Efficiency: How much work does or will it entail? Are there significant costs associated with this solution, and are they worth it?

Ethical considerations: Is it ethically and morally sound? Are there unintended consequences?

Evaluations of alternatives: How good is it compared to other approaches? Have all the relevant other approaches been considered?

Establishment of recommendations for positive change: What can actually be implemented? Is it better to amend, replace, remove, or add a policy?

Policy Formulation

Policy formulation is the development of effective and acceptable courses of action for addressing what has been placed on the policy agenda. It has to be valid, efficient and implementable as authorized by legitimate decision makers. Educational policy formulation is the development of effective and acceptable courses of action for addressing what has been placed on the education policy agenda. It should be valid, efficient and implementable as authorized by legitimate education decision makers. Policy analysis is a technique used in public administration to enable civil servants, activists, and others to examine and evaluate the available options to implement the goals of laws and elected officials. The process is also used in the administration of large organizations with complex policies. Policy Analysis is the process of identifying potential policy options that could address your problem and then comparing those options to choose the most effective, efficient, and feasible one.

Several steps comprise the educating formulation policy process:

- Selecting the desired objective;
- Identifying the target of the objective;
- Determining the way to reach the objective;
- Designing the specific programme of measure in respect of that goal; and
- Implementing the measure and assessing its impact.

How to Conduct a Policy Analysis

Research and identify possible policy options: Policy can be analysis by reviewing research literature, conducting an environmental scan, and surveying best practices to understand what other communities are doing.

Describe the possible policy options: When conducting policy analysis, there is need to pay attention to the health impact, cost of implementation, and feasibility of each option.

Education Policy Formulation Involve the Following Stages:

- **Policy initiation:** establishment of an original law that results when the confluence of problems, possible solutions, and circumstances that lead to policy formulation, then rulemaking, and finally operation.
- **Agitation movement:** It involves excessive motor activity, physical aggression, or verbal allowing freedom of movement through supervised ambulation.
- **Political action:** action designed to attain a purpose by the use of political power or by activity in political channels; specifically, such action by organized labour through recognized political means (as participation in party organization, in elections, and by lobbying) contrasted with direct action
- **Official passage:** A policy needs to be communicated from the creator (e.g., a local official, or the President) to the relevant governing body within the slated time.

There are some stakeholders that pay an active role in the process of educational policy formulation. These stakeholders are highlighted below.

- Students;
- Teaching and non-teaching staff;
- Representatives of the community;
- Employers of labour;
- Representative of another sector;
- Government; and
- Interested individual and institutions.

Policy Implementation

Policy implementation is generally defined as a series of activities undertaken by government and others to achieve the goals and objectives articulated in policy statements. Simply put, policy implementation is the action stage in policy planning. Policy implementation is what happened after a law is passed. Educational policy implementation is the transformation of education policy into action. Policy implementation is a critical stage in the policy making process. This is what happens when education law has been passed.

Implementation means to carry out, to fulfil, produce, and compete. There is often no specific implementation plan that names actors, actions, and desired results. A policy is often more of a hypothesis; implementation converts a policy into an action program

Hadded (1994) specified the following rules for policy implementation:

- Planning related to implementation cause policy assessment to take place;
- Feedback obtained during implementation reassessment of aspects of policy decision and modification by policy makers; and
- There are translations of summary policy intentions into concrete implementation cause reassessment and reason.

Policy Implementation Process

As a general concept policy implementation can be defined as the third stage of policy cycle it means the stage of the policy process immediately after the passage of a law, or the action that will be taken to put the law into effect or that the problem will be solved. Implementation is the process that turns strategies and plans into actions in order to accomplish strategic objectives and goals. Sadly, the majority of establishments who have strategic plans fail to implement them. A model of the policy implementation process is presented. Policy implementation is seen as a tension generating force in society. Tensions are generated between and within four components of the implementing process: idealized policy, implementing organization, target group, and environmental factors.

Important Factor for Implementation of Educational Policies

The learner is therefore the central figure in the curriculum implementation process. There are various factors that influence Curriculum Implementation like the:

Learners: Is a person who is learning to drive a motor vehicle and has not yet passed a driving test.

Resource Materials: Material resources are materials found in the natural world that have practical use and value for humans. Material resources include wood, glass (which comes from sand), metals, edible plants, and plastics (which are made from natural chemicals). Renewable material resources, like glass, can be re-created easily.

School Physical Facilities: Physical facilities refers to the school plant, that is, the school buildings, classrooms, library, laboratories, toilet facilities, offices and other materials and infrastructures that would likely motivate students towards learning.

The Teacher: A teacher is a person who helps students to acquire knowledge, competence or virtue. Informally the role of teacher may be taken on by anyone.

The School Environment: School environment refers to the set of relationships that occur among members of a school community that are determined by structural, personal, and functional factors of the educational institution, which provide distinctiveness to schools.

Culture and Ideology: Cultural beliefs that justify particular social arrangements, including patterns of inequality. Dominant groups use these sets of cultural beliefs and practices to justify the systems of inequality that maintain their group's social power over non-dominant groups.

Instructional Supervision and Assessment: to provide objective feedback to teachers; to diagnose and solve teaching problems; to help teachers develop their strategies and skills; to evaluate teachers for promotions or appointments; and to help teachers maintain a positive attitude.

National Policy on Education

Prior to 1977 Nigeria operated an educational policy inherited from Britain at independence. The inability of this policy to satisfy the national aspirations of the country rendered it unpopular. In 1969 a National Curriculum Conference was organised which reviewed the inherited curriculum and identified new national goals for Nigeria's education. A National Seminar was organised by the National Educational Research and Development Council (NERDC) in 1973 under the Chairmanship of Chief S. O. Adebayo. This gave rise to the National Policy on Education in 1977 (Akangbou, 1985; Bello, 1986; Okoroma, 2006).

The National Policy on Education is anchored on Nigeria's philosophy on education as enunciated through the nation's objectives. Nigeria has five main national objectives as provided by the Second National Development Plan and accepted as the necessary foundation for the National Policy on Education. They are the building of:

- a free and democratic society;
- a just and egalitarian society;
- a united strong and self-reliant nation;
- a great and dynamic economy; and
- a land of bright and full opportunities for all citizens (FRN, 1998).

It is in pursuance of this constitutional provision that the National Policy on Education was developed and accepted. Nigeria's educational philosophy is also anchored on this constitutional mandate.

Objectives of the National Policy on Education

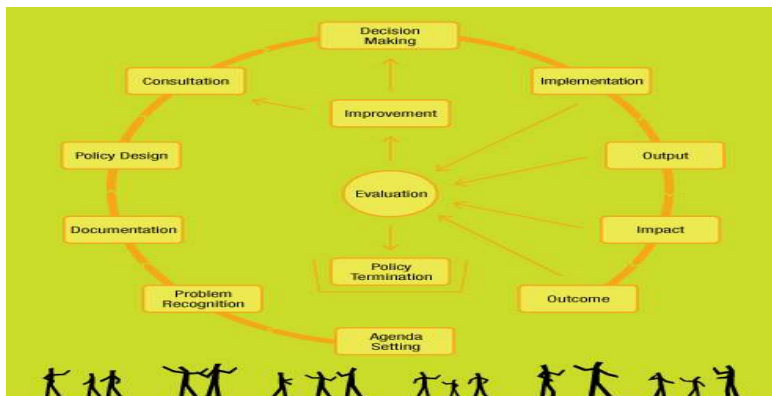
Education policy analysis is the scholarly study of education policy. It seeks to answer questions about the purpose of education, the objectives (societal and personal) that it is designed to attain, the methods for attaining them and the tools for measuring their success or failure

The main objectives of the programme are to:

- Improve the attractiveness of teaching;
- Eliminate teacher shortages; and
- Achieve Education for All (EFA) goals.

Education Policy Making Process

Education policy is an intensive and comprehensive nature. The policy made is intended to overcome a problem that is complicated. Good policy is a policy made based on aspirations and siding with the community and the reality that exists, responding to various interests and minimizing the loss of certain parties. The education policy that is made must be wise, in the sense that it does not cause new educational problems that are bigger and more complicated when compared to the problems that are to be solved. Education policies that are made must encourage productivity, quality, and shared life in the education sector effectively and efficiently. The contemporary education administration that in general there are approaches used in policy making as follows:



Syaiful's Model of Public Policy (Education)

Empirical approach is emphasized mainly on the explanation of various causes and consequences of a particular policy in the field of education that are factual and the types of information produced are descriptive and predictive. Evaluative approach is "one of the activities that intends to know how far an activity can be carried out or not, succeed as expected or not.

Analyzing Education Policy involves the Following Steps:

- Examine policy objectives;
- Examine the processes it was obtained;
- Structure out the strategized put forward for its implementation;
- Study in details of what has been done to achieve goals;
- Assess policy impact on target population;
- Intended, unintended and future consequences; and
- Cost and benefits.

Factors Affect Policy Implementation

The Policy Process is influenced by many factors including:

- Knowledge and innovation;
- Social, political and economic context;

- Legal framework;
- Specific events, especially traumatic events that demand a political response;
- Institutional influences; and
- External influences.

Impact of Educational Policies and Procedures

- ✓ Educational policies and practices also structure the parents. Consistency and predictability are a part of safety; rules and procedures must be fairly and there is no room in a school truly committed to student learning for policies that are serious. Schools have multiple policies and practices that affect students.
- ✓ Besides, policies are also important because they help a school establish model operating procedures and create standards of quality for learning and safety, as well as expectations and accountability.
- ✓ The education policy must include three very important aspects: Incorporating processes to be in sync with the global trends, effective skill training to boost employability and effective implementation of technology to improve teaching-learning processes.

Goals and Objectives of Education

Goals are concerned with purpose whereas objectives are concerned with achievement. Usually, an educational objective relates to gaining an ability, a skill, some knowledge, a new attitude etc. rather than having merely completed a given task. Since the achievement of objectives usually takes place during the course and the aims look forward into the student's career and life beyond the course one can expect the aims of a course to be relatively more long term than the objectives of that same course. The real goals of education include:

- Be lifelong learners;
- Be passionate;
- Be ready to take risks;
- Be able to problem-solve and think critically;
- Be able to look at things differently;
- Be able to work independently and with others;
- Be creative; and
- Care and want to give back to their community.

The purpose of values-based education is to make the student work with the right attitude and standards to face the outside world. Value Education is a process of increasing the overall character of a student, it also includes character development, personality development and spiritual development.

Difficulties of Policy Implementation

The implementation stage is often the most difficult stage of strategic management simply because the implementation process is often poorly defined. A poorly defined implementation

process causes confusion and uncertainty and makes it difficult, and often impossible, to successfully implement the strategy.

The gap that often exists between policy formulation and implementation provokes inquiry to identify factors that constrain the effective implementation of educational policies. The problem of policy implementation is traceable to the planning stage which comes immediately after policy formulation. Okeke et al. (1985) and Ukeje (1986) have stated clearly that good planning will ensure effective implementation. Good planning that can facilitate effective implementation ought to consider such factors as the planning environment, social environment, political environment, and financial and statistical problems. It is in recognition of this observation that Aghenta (1984: 239) noted:

For education to achieve all ends, it has to be carefully planned. The plan must take into consideration the needs of the society; the political, socio-cultural, economic, military, scientific, and technological realities of the environment are very important to its survival.

Nigerian Factors that Militate Against the Implementation of Educational Policies

Efforts have been made to develop education in Nigeria since independence in 1960. Various policies in the interest of education have been formulated, some of which have been presented in this paper. Unfortunately, these efforts have not produced the desired effect. The state of education in Nigeria is still deplorable. It is so bad that some resourceful Nigerians prefer to send their children to Europe, America and even small African countries such as Ghana that has only two universities as against over sixty universities in Nigeria that lack adequate learning facilities. Apart from the general problems of policy implementation common to most countries, especially those of the third world, some factors have been identified as peculiar to Nigeria and inhibiting her educational growth. It is no longer news that Nigeria is the giant of Africa in terms of resourcefulness as a major oil and gas producer. Ironically, most Nigerians live below the poverty line of one dollar per day. The following reasons, among others, account for this deplorable situation.

Lack of Political Will

Ordinarily, Nigerian leaders would want the country to stand out best in everything, including education. However, political will has been lacking. Perhaps this is as a result of instability of governments or lack of continuity.

Nigerian leaders have never had time to draw-up plans of action before they drafted themselves or were drafted into leadership and therefore have been ill-prepared for any development efforts whether in education or other spheres. Most of their actions were not patriotic but for personal aggrandizement.

In the final analysis, Nigeria's development failures have sprung from the lack of success in achieving an effective model of governance. At the head of this problem has been the instability generated by the rivalry for control of the huge resources accruing to the State from the oil industry, and the use of political power to milk the state for personal gain rather than promote economic and social development. So, educational policies were formulated by various governments but political instability stalled or discouraged the political will to implement such

policies. As new governments came in quick succession and with relative uncertainty, continuity in policies could not be guaranteed. Every political player was in a hurry to help himself before he was displaced by another group. This has affected educational policy implementation in Nigeria.

Corruption

If anything has contributed greatly to the stagnation of corporate development of Nigeria, it is this virus called 'corruption'. It is found in all aspects of human endeavor in Nigeria. Its prominence in Nigeria has earned our nation a place of negative prominence in the world. Adesina (2004:16) noted: The 2004 Corruption Perceptions Index, released by Transparency International (TI), the watchdog on global corruption, ranks Nigeria as the third most corrupt country in the world. In 2003, the organization ranked Nigeria second, a one-step improvement from the previous position as the most corrupt country in the world. This is because corruption pervades all segments of Nigeria's national life. Despite enormous oil and gas wealth at the disposal of the country, basic things of life such as food, shelter, portable water, electricity, good roads and education have become luxuries to the citizens.

However, people at the various levels of governments and their agents wallow in enormous financial and material wealth. Corruption has contributed to stagnate the development of education in Nigeria. Some good educational policies have been put in place. An example is the National Policy on Education already discussed. The designers of the policy, from all intents and purposes, were quite visionary. Others factors that hinder our educational policies are that:

- Most educational policies are well focused but the planning is often defective, making implementation difficult.
- Resources available for the implementation of a given educational policy are often over-estimated and thereby elicit unrealistic expectations that fail to materialise.
- Since educational policies are usually translated into plans before implementation, studies have shown that the costs of implementing such plans have often been under-estimated. Most educational policies have become stalled at the planning stage.
- Reliable data have not been a popular feature in planning education in Nigeria. This situation has not facilitated the effective implementation of educational plans.
- The implementation of educational policies is also often hindered by the interplay of politics, which may sometimes relegate reality to obscurity.
- Qualified teachers are not insufficient numbers in the entire educational system in Nigeria. Studies have already confirmed this to be true of the U.B.E. Scheme, as well as the secondary education program. The tertiary level of education, where hundreds of students receive lectures hanging out of windows and doors and taught by one lecturer, is also confirmation.

If Nigeria continues to hide under the umbrella of the National Policy on Education conscious of the implementation problems, our national aspirations will suffer greater impediments. Our national development will only rely on miracles, if any. The British system of education was found inadequate for Nigeria's developmental purposes. It is also true that the American system has failed in Nigeria because of our sociological circumstances. We need not continue to deceive

ourselves with a national educational policy that has been found unworkable else in the future there will be no policy to lay hold on.

CONCLUSION AND RECOMMENDATION

From the literature reviewed, it was concluded that proper and adequate policy analysis and implementation will bring about the desired educational goal of educational policies in Nigeria, however, the process and system is constrained by certain factors which includes; corruption, lack of political will, politizing education. The study then recommended the need for an urgent workable educational policy for Nigeria, such as:

- Education should be removed from the sphere of politics and be made purely a constitutional matter;
- The present national educational policy should be disbanded on account of its non-workability;
- The entrenchment of education as a non-negotiable right of every citizen in the constitution would help check corruption in that sector; and
- Nigerian governments and leaders should develop the necessary political will for education to grow.

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