REVIEW ARTICLE

CONFLICTS AND CONTRADICTIONS IN POLICY APPROACHES IN NIGERIA: A DIALECTICAL MANIFESTATION OF POVERTY OF LEADERSHIP

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ABSTRACT

The paper discusses the conflicts and contradictions in policy approaches in Nigeria since 1960 with a view to ascertaining the role of bad leadership in policy outcomes. It adopts essentially the secondary methodology in data gathering through textbooks, journals and research articles, while the elite theory is chosen to explain the influence of the elite class on policy issues in Nigeria. From the findings, the paper argues that the heterogeneous configuration of Nigeria, colonial legacy, and institutional constraints have remained the major factors affecting smooth policy making and implementation processes in Nigeria due largely to the dearth of national leadership. In addition, the paper undertakes conceptual clarification of terms as used in relation to Public Policy in modern Nigeria; traces the history of Public Policy in the country; draws conclusion and made recommendations.

KEYWORDS

Public Policy, Leadership, Colonial Legacy, Institutional Constraints.

1. INTRODUCTION

Since the retraction of the Anglo-Nigeria Defence Pact shortly after independence in 1960, a number of conflicts among policy actors and its resultant contradictions have emerged in the Nigerian policy arena. In fact, successive governments have tended to bestow the political stage with diverse policy approaches which significantly differ from the policy and programme of their predecessors resulting from incompetence of leaders in conflict and contradiction (Olaniyi, 1998). According to a study, the country is not short of policy-making structure but that it is the inconsistency in policies that cannot be separated from political sentiment in the actions and inactions of political leaders in the country (Olaniyi, 1998). And that in an ideal society, successors continue with past administration policies and programmes even though opposite condition may apply possibly because every new administration comes into being with its sectional agenda or political motives for its selfish ends.

However, in most cases, Nigeria leaders outrightly cancelled or abandoned their predecessor's policies without considering the economic implications, wastages or the adverse impact it could have on the general public and the nation at large. For instances, the Operation Feed the Nation policy of General Obasanjo regime in 1976 was substituted by the Shehu Shagari agricultural policy of 1979 the Green Revolution Programme both of which were agricultural programmes, prompting scholars including to ponder why the change of policy by the new government given that all belonged to the same sector (Olaniyi, 1998).

Similarly, same approach applied to the War Against Indiscipline (WAI) policy of General Buhari's regime that was truncated and swapped to MAMSER in the wake of the General Babagida's administration,

subsequently renamed National Orientation Agency (NOA) by the Sani Abacha's military rule (Olaniyi, 1998). It is too obvious that some behaviours by our political leaders are tantamount to policy summersault resulting from lack of philosophy of good leadership as well as dearth of initiatives by the political class.

Furthermore, Eminue illustrates how the General Yakubu Gowon's administration make nonsense of the Wilsonian administrative policy by permitting its permanent secretaries to share power with the Supreme Military Council, which was the then highest decision-making body of the federal military government in contradiction to the policy of restructuring the civil service (Eminue, 2005). Hence, similar status quo was maintained by successive government of General Ibrahim, Sani Abacha and Abdulsalam respectively, which he said runs contrary to the civil service reform which those regimes claimed to have adopted. These are some of the few examples of policy inconsistencies by Nigerian leaders, which have affected negatively the progress and development of the nation. Others will be discussed in the course of the study.

2. STATEMENT OF THE PROBLEM

Generally, policies are formulated to guide government in the implementation of its basic programmes for the betterment of the citizenry. If properly implemented, good policies have the way of moving a country from the low economic and development status to a higher one. In the case of Nigeria, however, experience has shown that the approaches to public policy have not been consistent as no meaningful policy has been sustained. People are still being confined to ethnic background while institutional constraint, etc have also played crucial role in determining the kind of policy to be formulated and implemented. This has manifested in the abandonment of laudable projects and programmes of previous

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administrations by successive ones. All these have persisted basically as a result of poor leadership who has not been able to address the problem since independence. In view of this, the paper shall consider the issue of poor leadership in policy making and implementation in Nigeria.

3. OBJECTIVES OF THE STUDY

The main objectives of the study are to:

- 1 Examine the leadership failures in policy formation and implementation in Nigeria.
- 2 Discuss the history of and the contradictions in public policies in Nigeria
- 3 Make appropriate recommendations

4. RESEARCH METHODOLOGY

The study is conducted using the secondary method of data collection, which is basically from textbooks, journals, articles and the internet. The data are analysed qualitatively, and the historical-descriptive research design is adopted.

5. THEORETICAL FRAMEWORK

The study adopts the elite theory. This theory gained prominence in the early twentieth century and was propounded through the ideas of some sociologists like Gaetano Mosca, Robert Michael, Wilfredo Pareto, James Burnham and C. Wright Mills. The components of elite theory hold the belief that every society consists of two classes; the higher and the lower strata within a collective society. According to some study, the elitist theory tries as much as possible to explain the behaviour of men in a social circumstance, which indicate superiority of one class over the majority lower classes in society, religious group as well as political parties (Gaubu, 2003). The elitist class according to Pareto exercises a preponderant amount of influence over the majority which are similarly governed by the elite in the collective communities (Pareto, 1963).

For example, in the work of Michal, the famous iron law of Oligarchy as quoted by Gauba, the lower class who are governed by the few elites are indolent and slavish in nature, and are incapable of leadership responsibilities due to fear of failure and their inability to effectively engage in state's task (Gaubu, 2003). Hence, they feel secure by being governed by the elite class. The theory also holds the view that often time, the amount of economic power a man possesses determines the amount of political influence he pulls within the collective society. Wilfredo Pareto through the eyes of Johari historical development of society reveals that elites have always governed and ruled the majority classes from one historical epoch to another (Johari, 1989). This is because the elites are product of institutional framework which emanated from the political intrigue of power and institutional development over time even though all elites cannot access political power at same time.

The adoption of this theory is to explain how policy formulation and implementation in Nigeria has been determined by the elite class who dominate and dictate the policy space of the Nigerian society. This class of individuals influence both the economic and political spheres of the country for their own interest, and this has contributed to the low policy progress in the country.

6. FINDINGS AND DISCUSSION

6.1 Public Policy and its Application in the Nigerian Context

David and Filley sees policy as a statement of a principle or group of principles with their supporting rules of action that conditions and governs the achievement to which certain objectives of business is directed to achieve (David and Filley, 1977). In essence, a policy is a programme outline by government, organisations or individual that is intended to be a guide in order to have a direction in carrying out certain objectives. Friedrich conceives public policy as a proposed course of government action or part of its division towards solving societal problem (Friedrich, 1975). To Ikelegbe, public policy, simple puts, is an integrated course and programme of action or framework adopted by government as a guide that is designed to direct its actions and practices in certain problem area (Ikelegbe, 1996).

Thus, public policy encompasses all aspect of social lives and is a continuous process from one administration to another without necessarily truncating successive government policies and programmes.

Serious countries that have made tremendous progress in their national lives rely on developmental public policies adopted from successive government programmes irrespective of party affiliations or political philosophy. Before policies are implemented in such environments, due considerations are given attention and experts are called-in to reconsider the adverse effect on public interest. If they fall short of societal expectation, they are cancelled for a more human orientated policy that could last forever from one administration to another.

However, such assessments are rarely considered in Nigeria given that since 1960 most public policy have not been accurately implemented or executed to its logical conclusion. Essentially, some leaders perceived policies that are not favourably disposed to their interest good enough for the country, hence breeds conflict among policy actors. Those perceived losers continue to struggle to up-turn the policy in their favour. For instance, bad policy, political interference and government patronage led to the immediate collapsed of the Nigeria Railway Cooperation NRC. CIPM states that between 1963 and 1995 NRC was recorded buoyant; it was mandatory for all import and export goods to move by rail, suddenly bad policy in the sector emerged and by 1972-75, the military government of Obasanjo entered into a contract with the Rail India Technical and Economic Service (RITES) to carry out major reform in the sector (CIPM, 2013). However, that reform marked the drastic collapse of NRC when RITES and Obasanjo regime deliberately omitted key elements of that contract agreement without an identification of what to be purchased in regard to new locomotive or modern ones. Besides, there were no documents or records on ground to determine how maintenance should be carry out on the newly purchased locomotive. Hence immediately RITES handed over the sector to Nigeria officials, the sector collapsed all concerted efforts made to revive the sector proved abortive.

In addition, Ikelegbe states that most policies failures in Nigeria is as a result of political interference resulting from bad governance, corruption based on subjective political consideration among which is the National Poverty Eradication Programme (NAPEP) which was formulated in 2001 by the Obasanjo administration, however hijacked by his friends and party loyalists (Ikelegbe, 1994). For some scholars, Leadership crisis in Nigeria has been the absent of good policy maker, good policy formulation, implementation and evaluation needless of political interference from the elites, despite the colossal impact it has on the nation and its citizens due consideration has not been given to its implication.

Moreso, Saliu argues the consensus for unity as one Nigerian has been absent since independent. The collaboration of Nigerians with the imperial power was an impediment to national unity. The composition of the social system which is also foreign in nature hence despite the enormous wealth in human and natural resources, colonial social creation has denied Nigerians the opportunity to unite, focus and collectively solve the crisis at hand through effective public policy.

Furthermore, exemplifies how incompetence of the leadership class in the first republic, stimulated the collapse of the government (Achebe, 2012). Stating that immediately after independence, Nigeria was confronted with serials of challenges that its leaders could have averted even the war by engaging in national policies, and some forms of integrated principles if the various nationalists, had approached their differences with respect and sense of humility or better still, patience enough to understand the dynamic and composition of the country various social group, the country would have been saved from all the problems at the time. However, the 1963-64 census crisis, the 1964 federal election crisis as well as the 1965 western election crisis all led to the January 15, 1966 military coup that threw the country into anarchy following the bloody civil war which left the country's unity dishearten for nearly three years.

6.2 History of Public Policy in Nigeria

Public policy making process in Nigeria dates back to the pre-colonial era. According to Abiola what became known as modern Nigeria had its ways of arriving at decision making process before the arrival of colonial masters (Abiola, 1986). For instance, in the pre-colonial Igbo community public policy making process was more of representative-democracy where a male adult of certain social group is elected to represent the interest of his group in a general village assembly meeting. There, policies are formulated, deliberated upon, decisions arrived and taken for the benefits of all interest parties. While in the Yoruba political system, decisions were based on representative semi-democracy, centred on check and balance of power, where power is shared among each clan respectively and they are represented by a Chief at the Oba's palace.

Though same could not be said of the Hausa/Fulani political system as

both political and religious responsibilities were fused in the hands of those who constituted the authority, and it was largely based on Islamic tenets. Hence public policy in Nigeria is not alien to our social system; the only difference in modern times is the bad attitude of our political leaders, who have sacrificed the interest of the nation for their selfish interest. The colonization of Nigeria under Lord Lugard, introduced Nigerians to modern system of bureaucracy and public administration where decision making process was administered through the traditional rulers by the policy of indirect rule. This went on up until after the independence in 1960.

6.3 Public Policy in Modern Nigeria

Olaniyi maintains that after independence, public policy process was unified to give a sense of direction to the federal government; however, the predominance of regional politics or interest surpasses the federal due to the autonomous power the regional government enjoyed (Olaniyi, 1998). Hence, the crisis of the Action Group, National Council of Nigeria and Cameroons and the Northern People Congress party all served as an impediment to national unity hence the January 15 1966 coup. The author also reveals that before the coup, Nigeria public policy making process, under parliamentary government in the first republic was fused together without a clear-cut separation of powers. The policy actors and process were interwoven; ministers played the function of parliamentarians. This gave room for politicians to victimise political opponents at the level of decision making, where some of the regions or section were denied appointment and resource allocation.

Although in the second republic, Nigeria practised the presidential system of government with the executive, Legislative and the judiciary arms of government, Policy making processes were clearly defined and distinct from one arm to another, notwithstanding regional politics. Equally, 1984 to 1999 was considered a critical period in the political history of Nigeria public policy process considering the facts that most public policy were decided and implemented within the period under study. The period under study was:

1. 1984 to 1998 recorded four successive military regimes. These periods witnessed General Buhari 1983 to 1985
2. General Babangida 1985 to 1993
3. General Abacha 1993 to 1998
4. General Abubakar 1998 to 1999 (Obi et al., 2008)

Under the period in view, some bad public policies were formulated which nearly threw the country into another civil war, and other good policies were equally made. The period also recorded one of the popular coups; among which were the Vatsé and Diya and co-coup.

The under listed policies were formulated and executed as well.

- (1) Federal Capital Territory was Relocated from Lagos to Abuja
- (2) New constitution was considered for the nation, the 1989 constitution
- (3) There was annulment of June 12 1993 presidential election
- (4) There was an interim government between August 26, 1993 and November 17, 1993 (Obi, 2005)

Besides these, there have been other major public policies in Nigeria such as: the Indigenization policy; the Science and Technology policy; the Agricultural Policy; Structural Adjustment Programme, and Poverty Alleviation programme

6.4 Major Factors that Affect Policy Making Process in Nigeria

The followings are some of the factors that affect policy making in Nigeria.

6.5 Heterogeneous Configuration of the Nigerian State

According to ethnic consciousness pervades every aspect of the societal life in what constitutes modern Nigeria, hence ethnic loyalty comes ahead of national interest (Nnoli, 1980). This he says is traceable to the composition of pre-colonial society inherited from the British rule. This results in mutual suspicious among the various nationalists and other social groups within the geographical location of Nigeria, arising from varied interest. Hence, Nnoli submitted the emotional interest often demonstrated by Nigerians towards public policy making process, by both policy actors and other social groups makes policy acceptance difficult to the general public (Nnoli, 1980). If and when policy actors are not of

similar ethnic group to the rest of the country regionalism takes prominence above national integrated policies. Consequently, interests are established along conflict of acceptance constituting internal rivalry thereby undermining the unity of the country.

Citing how politicking among interest groups played out in the sitting of the Ajaokuta Steel Rolling Mills Company, Balogun for instance, narrates that the Steel Company was original supposed to be located at the then Kwara state (Balogun, 2011). However, politics and ethnic consideration mounted on the policy actors to relocate the sitting to Jos, Mid-belt. From there to Katsina state and was later positioned to be sited at Osogbo without considering the economics implication for national development before it final sitting place thus explaining how lack of commitment to national unity, have resulted in disharmony among the social groups and exemplified in our national lives.

6.6 Colonial legacy

It is Usman who posits that the conquest and subsequent amalgamation of the northern and southern protectorates by the British government resorted in stress and mutual suspicious within the various nationalists, which subsequently resulted in regional interest over national unity as intended by the seed of deceit, ruthlessness and exploitative tactics employed by Britain in keeping the nationalists together prior to their departure (Usman, 1994). As a result left the nationalists lamenting that they have not been appropriately ushered into a nation they could all consider having a stake therein. Thereby perceived one region favourable disposed to the Britain over another.

Thus, at independency, Usman observes the friction caused by colonialism, for sure had increased doubt, deceit, fear of insecurity and domination of one ethnic group over another that whenever Nigeria issue is at hand, geo-political interest surpasses national consideration (Usman, 1994). In the end, Nigeria interest was sacrificed by the non-patriotic and selfish orientation of the nationalists, who lost their senses of national unity in pursuit of tribal identity. Stating the resultant effect cumulated in policy summersaults from one regime to another, tolling tribal and regional focus as far as Nigeria is concerned since 1960 (Achebe, 1983).

Nothing in Nigeria's political history captures her problem of national integration more than the chequered fortune of the word tribe in her vocabulary. Tribe has been accepted one time as a friend, rejected as an enemy at another, and finally smuggled in through the back-door as an accomplice. Nigeria was called "a mere geographical expression" not only by the British who had an interest in keeping it so but even by our "nationalists" when it suited them to retreat into tribe to check their more successful rivals from one parts of the country to another.

The forgoing expression aptly captures the Nigeria scene prior to 1960 and thereafter, hence national leadership were mere dreams that Nigerians thought in their minds. A group researchers note that besides these numerous crises, whatever policies formulated, the pattern of reaction to it is determined by geo-political reflections anything short of is conflict of tribal interest displaced by lack of irresponsible leadership (Abba et al., 1985).

6.7 Institutional Constraints

Public institution generally refers to the various arms of government. Institutional approaches at every point in time focus on analysing issues related to how various approaches used in public policy making process are structured. The interrelationship between social economic variables and institutional response to those problems are usually of interest to the institutional approaches of public policy. According to Dye institutions may be so structured as to facilitate certain policy outcome (Dye, 1978). They may give advantage to certain interest in the society and withhold advantage from other interest. The forgoing expression is aligned with the approaches with which, successive government in Nigeria have structure formal institutions to serve their interest through the composition of its officials that usually takes regional interest. It is obvious when appointments in Millennium Development Goals (MDGs) are lopsided in favour of one region and disadvantage to another region. The analysis of every appointment in Nigeria since independency has never falling short of this standard hence institutions of Nigeria government is structured to facilitate public policy process in favour of the ethnic nationality of the individual in power to the disadvantages of others.

6.8 Dearth of Leadership and its Adverse Effect on Policy Making in Nigeria

Leadership, according to Odoh, is the ability to influence people who are

willing to achieve certain goals in a group (Odoh, 2011). Leadership therefore discovers potentials, motives, rewards, and facilitates group's progress that are willing to aspire to high level of maximum feats. Hence, if leadership qualities are lacking in a group, community or national level such society is tantamount to disaster. Abilola, adds that prior to independence the composition of leadership style that existed in the country were an ethnic national configuration, which explains the lack of national leadership at the federal level hence subsequently reflected in policy making process of the country till-date (Abilola, 1984).

Events and happenings proceeding the wake of independence in 1960, demonstrated that the unity of Nigeria was in doubt, primarily in the conflict of interest or the view that the north is against the south visa-vis south against the north. The hostility build-up among the nationalists worsened and ultimately eliminated national feeling for regional self-independent. Though, they were able to manage the crisis until January 15, 1966 military coup, which witnessed the elimination of prominent northerner sons. Hence the north, perceived fear of domination by the south therefore resorted to the needful, in order to wrestle power and hold-onto it for as long as necessary. Ablola states that in 1953 Chief Anthony Enahoro, on behalf of the Action Group of Nigeria, tabled a motion, demanding a total independence for Nigeria on April 1, 1959 (Ablola, 1984). The subsequent rejection of the North, who staged a walk-out of the meeting and were booed by their Lagos counterparts, for stand-down the independent motion, angered the situation. Despite series of conferences held in Lagos and London, the crisis persisted during and after independency.

Furthermore, Balogun maintains that the January 15, 1966 marked the dearth of national or spirited leadership in the country when a military ranking officer, Major Patrick Chukwuma Kaduna Nzeogwu overthrew the Civilian government, in what appeared to be a targeted assassination of civilian and military leaders from north and southern region respectively (Balogun, 2011). Those killed in the coup, were the Sardauna of sokoto, the northern premier Alhaji Abubakar Tafawa Balewa, Chief S L Akintola, Chief Festus S Okotie-Eboh, Samuel Ademulegun, Zakariya Maimalari, Col. Ralph Shodeinde, Lt-Colonels Abogo Largema, James Pam, and Arthur Unegbe though Igbo. The assassination of these leaders graven the north accordingly, while expecting similar fate to befall the Igbo who were not free of the corruption and tribalism crime the coup plotters alleged prompted their decision, however otherwise. In the interim, Brigadier Aguiyi Ironsi took over power, in his very first official duty, issued decree 34, banning ethnicity on all official document and subsequently unified the country by introducing unitary system of government in the political arena. Hence, the north retreat to stage a counter-coup in few days into Ironsi promulgation there were rumours of Igbo grand plans to dominate the political circle, therefore resulted in his assassination thus political instability and finally the collapse of the first Republic.

Balogun opines events within the political arena since the early 70s, showed a struggle of interest between the north and south, that the country has been split along regional reflection (Balogun, 2011). From the localization of federal civil service appointment to the appointment of positions of board of commissioners and directors in federal MDAs are all ethnic symbols. Likewise, other important positions in the country are decided based on primordial sentiments.

Stating, rather than partnership by those regarded as leaders to designed a viable tool for national integration, development of institutions, human resources, harnessing of natural resources for national growth; the various social groups, prominent among them, the Yoruba of southwest, the Igbo of the Southeast and the Hausa/Fulani of the north have all decided to invest their arsenals in geo-political governance, primarily to install their kinsmen in public offices driven by fear of juicy positions in the hands of their enemies thereby substituting merits for inefficiency.

Moreso, as has argued, right from the time of independence, there were no national leaders among those who were regarded as the nationalists (Achebe, 1983). This is he explains:

In spite of conventional opinion Nigeria has been less than fortunate in its leadership. A basic element of this misfortune is the seminal absence of intellectual rigour in the political thought of our founding fathers-a tendency to pious materialist woolliness and self-centred pedestrianism.

Thus, it is right to conclude that national feeling or patriotism died a natural death as soon as Nigeria's independent was attained. This death is seen more in the leadership who is supposed to galvanize the citizenry

toward a united course for the country and not for sectional interest.

6.9 Notable Instances of Conflicts and Contradictory Policies in Nigeria

Ake observes that conflicts arise when distribution for value is at stake usually from allocation of resources, trigger-off by political interest among policy actors (Ake, 1982). Thus, some groups are deprived and substituted for other groups, while some could be obstructed for attaining such feats others are willing favours rising from state building crisis, which according to him, could be externally influenced or internally motive. If and when, there is determined demand for radical change that may endanger the existing status-quo thus new policy could be put in place to influence the interest of the public to the deprivation of others and to also use such policy to control societal behaviour in general.

Hence in 2000, the Obasanjo government formulated policy on National Economic Empowerment and Development Strategy NEED which the government said was intended to build a solid economy, by making Nigeria one of the biggest and strongest economies around the world called Vision 20; 2020, The policy in partnership with the three tiers of government have items such as:

1. 2004-2005 Contributory Pension Scheme.
2. Monetization and Right-sizing Policy.

In the contributory pension scheme, CIPM federal public servants, individual employee and its employers are to contribute 7½ percent of employment monthly emolument, whereas the military individual is to contribute 2½ and its employer, the federal government shall contribute 12 ½ respectively (CIPM, 2013). Unfortunately, the government failed to constitute the regulatory bodies that were supposed to administer the process. Neither did the contributory pension scheme nor the monetization policy were accurately documented before its commencement. Hence, Nigerians were apprehensive over the lack of accurate documentation in regard to the whereabouts of their money till-date; there are Nigerians whose pension funds are smelled in crisis that are yet to be resolved.

6.10 Conflict Arising from the Pension Scheme

1. After six months into the implementation neither did the Pension Asset Custodian (PAC) nor Pension Fund Administrators (PFA) were constituted to manage or account for Nigerians retirement benefits.
2. The sources of Nigerians monies in the hands of the PAC and PAC remained a major concern if PAC or PFA collapses, the whole funds entrusted to them by the federal government is lost hence, retirees shall be the only victims which was not clearly statement in the event of such lost.
3. The extension from age 45 to age 50 years as the minimum attainable time for workers to access or start enjoy their money was a source of a serious contradiction as opposed to the previous policy of 45 hence not favourable to Nigerian workers.
4. The special privilege given to the military was seen by most Nigerians as an unjustifiable privilege. Thus, other federal workers felt discriminated against by the government through policy considered ill-targeted and motivated (CIPM, 2013)

6.11 Contradiction Arising from Right-sizing and Monetization Policy

The right-sizing and monetization policy was conceived by the same administration of Chief Obasanjo. Accordingly, the running of government activities was over-bloated by redundant and inefficient civil servants, who were indulged in sharp practices in the provision of fringe benefits of public offices. Consequently, resulting in huge cost of maintaining governance therefore the government decided monetizing fringe benefits to checkmate the cost of providing these benefits, hence the policy of monetization. The under-listed points were some of the most contradiction that aroused from the policy. Its implications, affected nearly all Nigerian civil servants which was regarded immoral and ill-intended following the implementation and execution process.

- 1 The desire to sell public houses to the highest bidders left many civil-servants homeless, especially the junior staff who could not afford to bid and buy off their houses.

- 2 The government was supposed to give lump sum of payment of benefits to the workers at the commencement of the policy, however abandoned it and left the civil servants to their fate.
- 3 There were inconsistencies in the policy implementation. For instance, some ministries were paid their monetization benefits, while others were not. Sometimes, the rate used in the circulation of workers benefits were fraudulent and left most civil servants lamenting since they couldn't determine or hold-up to any format, as the format was been tempered-with regularly
- 4 A lot of civil servants were laid-off before the monetization process implemented
- 5 At same time, agencies such as NNPC and CBN lay off thousands of its workforce before the federal government implementation commencement.
- 6 There were no special training provided for these workers laid-off in order to prepared them for futurist endeavour and how to face life after the work place environment hence early death for some who could not withstand the pressure and same times not prepared for the policy (Obi et al., 2008).

7. CONCLUDING

The study considered specifically the conflicts and contradictions in the policy approaches in Nigeria owing to the paucity of leadership. This challenge has allowed other factors such as the colonial legacies, the heterogeneous composition and the institutional constraints to determine the public policy direction of the country thus, resulting in policy summersault and lack of implementation of laudable projects initiated by one leader or administration by successive ones. Consequently, the country has remained undeveloped despite the presence of good policies and programmes in place. The case of pension scheme was highlighted to drive home the message on the policy inconsistencies and their consequences on the people.

The devastating consequences of policy inconsistencies occasioned by leadership vacuum can therefore be addressed if the following recommendations are implemented:

1. The failure of public policies right from independence till date as discussed in the study lies at the feet of poor leadership in the country. This can be corrected if our leaders change their approaches to policies formulation and implementation for the generality of the masses, not minding who first initiated it or who stands to benefit the most.
2. New development administration should be made compulsory for politicians as a guide to reintroduce their sub-consciousness into accepting new ideas and orientation to reclaim the false notion that Nigeria is not and can never be one.
3. The government should re-introduce cultural tourism in Ministries Departments and Agencies (MDAs), public schools, and other places to foster unity and love among different cultures thereby reducing tension in the polity.
4. Above all people should learn to love themselves because if they do there will naturally respect each other and treats each other in similar ways they would want to be treated.

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