

CHAPTER 2

THEORIES OF DECISION-MAKING WITH RESPECT TO GLOBALIZATION INITIATIVES IN NIGERIA

2.1 INTRODUCTION

Many Public Administrators still employ old management techniques to assist them in making most modern decisions. This is indeed unfortunate, especially since we are now living in an era that treats space exploration as an almost-common thing, that is, globalization. Public decision makers in Nigeria, like their counterparts in business, must have the right kind of intelligence on which to base their decision.

Owing to the complex nature of modern day affairs on the one hand, and to the rapid expansion of all facets of public policy with respect to the fast-growing globalization initiatives on the other hand, both public and private, not only is it more difficult to determine clearly what decisions must be taken, but decisions made today are more far-reaching and more irrevocable in their consequences than ever, in the history of Nigeria.

The strategic elements that constitute effective decisions do not by themselves make decisions. Indeed, every decision is risk-taking judgment. But, unless decision-making theories are taken as stepping-stones in the public decision process, right and effective decisions will not be made in any given circumstance.

Therefore, before examining decision-making theories with respect to globalization initiatives in Nigeria, it is important to note that in every given scenario, there is sequence of steps in the decision-making process.

There are six steps (Drucker, P., 1988:249) :

- i. The classification of the problem. Is it generic? Is it exceptional? Or is it the first manifestation of a new genus for which a rule has yet to be developed?
- ii. The definition of the problem. What are we dealing with here?
- iii. The specifications, which the answer to the problem must satisfy. What are the "boundary" conditions?
- iv. The decision as to what is "right" rather than what is acceptable, in order to meet the boundary conditions. What will fully satisfy the specification before attention is given to the compromises, adaptations, and concessions needed to make the decision acceptable?
- v. The building into the decision of the action to carry it out. What does the action commitment have to be? Who has to know about it?
- vi. The feedback, which tests the validity and effectiveness of the decision against the actual course of events. How is the decision being carried out? Are the assumptions on which it is based appropriate or obsolete?

With the above steps as a guide in the public decision-making process, right and adequate decisions may be arrived at in any given circumstance.

This chapter will present some brief explanations of a number of theories of decision-making with underlining approaches for their

applicability with respect to globalization policy in Nigeria. Public policy approaches such as political behavior, the institutional approach, comprehensive rationality, disjointed instrumentalism, mixed scanning, pressure groups and public policy making and bureaucracy will be examined. Possible means of public decision-making on Nigeria's globalization initiatives taking into consideration these theories will be the main focus of this argument. The conclusion will be based on the resulting information drawn from the above mentioned policy-making techniques.

2.2 GLOBALIZATION & PUBLIC ADMINISTRATION

The role of Public Administration has shifted from focusing only on state or sovereign national problems towards problems or issues that go beyond the state borders and therefore, the "globe" is presently at a stage where developmental processes need to be harmonized and coordinated by the state. Hence Snarr, and Snarr, (1998:2) define "globalization" as the intensification of economic, political, social and cultural relations across borders and state boundaries. From this perspective of globalization, it may be important to note that the world is becoming integrated through common objectives on issues of global interest. It is under this premise that the creation of the United Nations (UN) and all its agencies, the World Bank, The International Monetary Fund (IMF) etc. became eminent.

Therefore, governments all over the world for the first time started speaking with one voice through these global bodies as catalysts and machineries that drive the globalization process. Similarly, sovereign states can now fight common enemies such as; AIDS, TB, and malaria, corruption, poverty and unemployment, illiteracy,

famine, terrorism, environmental degradation, and so on. These problems are then put into proper context by governments through political, social, cultural and economic approaches aimed at solving identified common global problems in the interest of the people hence public administration. Governments are the people's voice and decision-making organ but in spite of this fact, the globalization process is driven by the private sector whose motives and aspirations are to maximize profit. Governments are expected to begin to make some reasonable inputs in this process through dialogues, laws, and legislation in both the local and global arenas, so as to exercise their traditional role of service delivery to the people.

Similarly, when a government is adamant towards economic woes that befall their citizens, that government is not worthy of governance hence there is a need to emphasize the role of Public Administration in this era of globalization.

The opposition which the World Trade Organization (WTO) is facing today, as the architect of the institutionalized Globalization, does not only concern international trade, it also concerns the effects of international trade agreements on work opportunities, environmental issues as well as human rights in national states. The US Secretary of State argued in the speech prepared for Seattle meeting, but not delivered, that the World Trade Organization cannot be effective without public trust (Nader, and Wallach, 1996:99-103). This implies the view that the international body should acknowledge the social, economic and political institutions in its member states aimed at satisfying the public interest.

The shift towards a global public administrative system brings with it major changes in nearly every aspect of personal and public lives.

From the impacts of democracy and power, to the effects on employment, community, farms, and on food; on public health and the preservation of cultural and biological diversities. The consequences may vary regionally, as between the Third World and the Western World (Norbert-Hodge, 1996:31).

Globalization in the context of the discipline of Public Administration, refers to growing tendencies for issues to be of global concern and hence, the need for solutions through global institutions which make attempts towards addressing these issues. The concepts also suggests the development of a global civil society, in whose local groups and grassroots organizations from all parts of the world act directly through such bodies such as Civil Society Organizations (CSOs), Community Based Organizations (CBOs) and Non-Governmental Organizations (NGOs) and consequently channel these demands to the United Nations Organization (UNO).

The issues that may be considered as constituting the global agenda for public administration may be seen in these three broad categories, as pointed out by Baylis and Smith (2001:9). Issues that are trans-boundary or worldwide in scope and whose effects may be given attention, where international corporation is widely practiced or seen as genuinely desirable. These include international Terrorism, drug-related crimes, control of infections and killer diseases, trans-border pollution, transportation and communication activities.

Another issue of importance in formulating a global agenda for public administration is the need for the issue to be global in scope and which requires global cooperation so as to be addressed effectively. These may include those associated with global

economy, developmental movements, management of global common wealth, as well as more specific problems, such as stratospheric ozone layer depletion and climate change. There are those issues, which are traditionally considered a responsibility of individual state, but are increasingly seen in terms of collective responsibility whether regional or universal. Peace keeping forces, military security, and human rights issues are included in this category.

As governments all over the world begin to see every new development in global public administration as a collective responsibility, countries will begin to handle issues of a global nature with "absolute interestedness" as well, particularly where the sovereignty and economic future of their citizens are threatened hence the role of public administration in the globalization process. Globalization impacts heavily on the state, even though several business interests in the private sector drive it. Therefore, as a custodian of public wealth, rights and as a service delivery agency, the state can use their regulatory mechanisms to influence the stakeholders in the globalization derivarables.

Over the course of history, societies have employed a variety of mechanisms for making social choices. Monarchies and dictatorships, in which the preferences of one or a small number of people dominate social choices, have given way in many countries to systems with broader bases of participation (Weimer and Vining, 1999:160).

This implies that democracy may need to be considered a near perfect mechanism for aggregating individual preferences through the electoral process, in which leaders are elected as people's representatives. This singular worldwide accepted political behavior

would be much easier for developing countries in taking proper policy decisions on globalization issues. In view of these, it has become imperative that elected representatives in government will serve as surrogate decision makers.

Weimer and Vining went further to attest that in modern democracies, representatives of the electorates actually make and execute public policies. Although the particular constitutional arrangements vary considerably across countries, in most cases, voters choose representatives to legislate or execute public policies and sometimes-judicial proceedings; for example, a court judgment could give rise to public policy decision (1999:166-167).

Similarly, Pennoch (1979:325) argues that the proper role of a representative falls somewhere between that of a trustee and a delegate. The political behavior approach in decision-making sees a number of different individuals and organizations involved in the policy-making process. Each of these individuals has power. Some have more power, prestige and a greater chance of survival than others. In addition, each power center also has goals of its own, the power and well being of the people, the success of the individual member group's or community's power center, different ideological commitments and so on.

In Nigeria, political behavior and all its difficulties in diversity as described above can be dated as far back as the time of her independence from Britain in 1960 (Osaghae, 1996:50). The different political power centers were based on the three major ethnic groups namely, the Yorubas, the Hausas and the Ibos and other several powerful minority groups such as the Ogoni in the South and the Nupe in the North, to mention but a few. More

explanations are given to these major groups in chapter three of this study.

These political power centers in Nigeria, developed ethnic differences in political ideologies as a result of diversified cultural origins. These differences still exist till today. As a result of these, the Nigerian political class in each of the four democratic dispensations attempted to persuade each other, by bargaining, making mutual concessions, attempting to out-manuever and manipulate each other, and at a certain point, applying whatever naked power they could muster to see their views accepted as the general public's choice of policy.

Wildavsky (1994:64) suggested that legislative treatment, however, has a major political thrust. He went further to maintain that any policy proposal may be completely logical and appropriate when it is presented to the house appropriation committees but in the end, that proposal can only succeed as a policy decision, based on how good a politician is rather than on the merits of the contents of the policy proposal.

Similarly, Linder and Peters (1998:42) argue that if the political behavioral approach takes precedence over expertise and professionalism in taking any public policy decision, it will result in displacing technical expertise with political accommodation. This will result in disjointed decision-making and therefore, will not be in the common interest of the majority of the citizens.

In view of the foregoing, it is imperative to note that the most important implication for public decision-making in any nation-state in this globalization era, however, may well be to determine

whether the differences among political initiatives are given sufficient attention by government's decision makers.

It is also important to note that the political behavior in Nigeria still leaves much to be desired. The political approach is already dominant in the Nigerian public decision-making process, but much will be achieved in this globalization era if Nigeria would approach their public-decision process through technical means, guided by expertise, even in the face of their current political behavior.

Political behavior as a decision-making approach, may not achieve a comprehensive public choice in Nigeria unless the stakeholders, first and foremost, look for the political power centers that make up the Nigerian political class. They must also assume that a variety of power centers would be involved in decision-making, that these power centers share a commitment to the government's goals but also have different community and personal goals.

Therefore, in applying this method to the globalization initiatives in Nigeria, the hypothesis would be that various segments of the Nigerian ethnic, religious and political leadership and other power centers of the Nigerian society would, directly or indirectly, through the representative process, support the decision of the globalization agenda. The move must be aimed at meeting the overall policy preferences in terms of ideology, philosophy or simply the practical expectations of all Nigerians about the dividends of the globalization process.

It will also be of immense importance for the government of Nigeria, as a custodian of the "political behavioral approach" in public decision-making, to look for differences in goals or disagreements about means with regard to globalization issues. This

is because, in the final analysis, no matter how effective and proficient the public decision maker would be in creating and identifying benefits for Nigeria through the new globalization initiatives, it will seldom escape political scrutiny in the legislative arena. The next decision-making approach in the public policy scenario is the institutional approach.

2.3 INSTITUTIONAL APPROACH

When David Easton published the Political Systems analysis in 1957, one problem with the field of inquiry, now generally acknowledged, was the tendency of many public service practitioners to single out some institutions as the proper locus for political inquiry and as being more strategically empowered to formulate public policy. Specifying politics as the authoritative allocation of values is an attempt to identify the defining function of political life (Easton, 1957:16-25).

It defines that which all political systems do, whatever the arrangements for carrying out the defining function. All forms of government, for example, the military dictatorship as experienced in Nigeria for over a decade, as well as democracies, are said to allocate values authoritatively, thereby defining both political life and public policy decision-making within a government system. Easton went further to define "authoritative" and "allocation", as follows (1957:25-30) :

- i. "authoritative" is when "people feel they must or ought to obey it"; and
- ii. "allocation" is when "we allocate items, we distribute them".

Values affect public policy allocation in two prominent ways :

- i. by rearranging the attitudes of citizens that express values; or
- ii. by distributing the things that are valued by citizens.

The explanation of the three factors that constitute David Easton's institutional theory of "allocation of value" is needed at this juncture so as to give a critical analysis of its content. Firstly, one difficulty with the specification of the authoritative concept is that feelings may have little or nothing to do with political events that can usher in public decisions. For example, the feelings of the policy community and stakeholders in public policy in any given state does not constitute an authority to act or not, on behalf of the state. Another difficulty with the authoritative concept is the suggestion of obedience. Many public policies certainly do not obey responses of that nature. For an example, calling in the state mobile police in Lagos, which is the Nigerian commercial capital, in 1999 by the current government to quell riots and ethnic tensions, disposed the average citizens to comply by obeying orders, but the situation went out of control to the extent that so many lives and properties were lost.

Secondly, the allocation concept denotes distribution of available resources by spending money on policy issues such as social security, poverty alleviation programs, education or even arms for the police and Defense Forces. These simply imply taking funds from the government coffers to fund projects and programs in which the government in power or its members have a vested interest. This does not seem to fit the idea of allocation at all. Similarly, in ethical issues such as the issue of abortion, that must be resolved within the public policy framework, may not be under the public domain hence, what is ethical to one person or group of

persons may be unethical to the others and as such allocation will also lose its effects.

Thirdly, values here may be relevant only if the government decides to create awareness of their policy to the citizens, but when the government acts otherwise, it becomes irrelevant hence policy aims to change or maintain the values of the population. The type of allocation of valued things can be seen as different from the change or maintenance of attitude of the population which policy tries to achieve.

It is easier now for us to see the deficiencies of the institutional approach; for whatever institution is chosen as the point of study, a case can always be made on slightly different facts, for a rival institution. For example, if the Nigeria Parliament made up of the House of Representatives and the Senate (or its committees) is selected as the only preferred public policy institution, someone can always lay claim for the Office of the President of the Federation of Nigeria as the controlling factor in the national political life. Conversely, if the presidency is chosen, then someone can argue that a "power elite" is predominant behind the office of the head of state and commander in chief of the Nigerian armed forces.

Therefore, every institution that constitutes the Nigeria government policy community namely :

- i. the local government chairman and council;
- ii. the state governor and the state house of assembly;
- iii. the federal house of representatives;
- iv. the senate;
- v. the cabinet;
- vi. the judiciary; and

vii. the presidency,

should be allowed to continue to act as institutional watch-dogs on each other as checks and balances may be the only antidote towards safeguarding nascent democratic values and public decision-making in Nigeria in this era of globalization.

Taking this institutional theory further, it is important to note that the theory came as a result of the emergence of a policy instrument that deals with the institutional process in decision-making within the public sector. This institutional approach takes into account the standard public policy criticisms ranging from lack of attention to the people by some governments, to the role of government in the governing process, to action, to dynamics, to values and morals that are lacking in other public decision-making theories. The meaning of the institutional perspective can be summed up in the following twin concepts: present-past, design-evolution and result-process (Bagchus, 1998:52).

Starting from the present to past institutional policy approaches, according to Krasner (1988:66), the main feature of an institutional perspective in the public decision-making approach is that choices made in the past restrict the availability of future options. This means that the number of alternative policy instruments is restricted as a result of a historic exclusion of alternatives. This exclusion of policy instruments can be either material or psychological. However, the institutional approach takes the past into consideration.

It was pointed out earlier in this chapter, that any decision made now would have a far-reaching effect in the future. Therefore, as the institutional approach is concerned with process as well as the

content, because it assumes that decisions have to emerge out of interactive process, it also emphasizes processes and institutions for deciding on and implementing policies. The dual emphasis on deciding and implementing is important here, for policies are not selected and then carried out, as traditional models of policy analysis often assume. Rather they are reshaped throughout the implementation process. Ideally, the implementation process encourages learning from experiences and adapting to the new information.

Therefore, the globalization policy initiatives in Nigeria would be beneficial by being formulated through this process hence it is a collaborative approach in which all stake holders are involved in an informal decision-making process with a view to achieving a common objective. This may well be the reason why the donor community is clearly more open to a variety of views in recent years on issues of collaborative institutional approach to solving national, regional and continental common policy problems for example, the current Western World support for the New Partnership For Africa's Development (NEPAD).

From design to evolution, is an institutional approach in public decision-making. It has also become clear that, according to this view, four conditions, namely, the characteristics of context, policy instrument, policy issues and target group are central to selecting policy instruments.

The institutional approach questions intentional behavior of the actors and the possibility of designing effective policy instruments. According to this view, the choice of policy instruments can be explained partly by historical process and represents an incremental

development, which is to a small degree, determined and controlled by the actors involved (Brusson and Olsen, 1993: 1-5).

It is clear that this process is an extension of the past-present approach in that it also recognizes the importance of previous information as an aid in determining the future policy alternative. Globalization policy decisions in Nigeria may not be considered if the country did not have any international alliances with other countries prior to globalization. Therefore, Nigeria's experience in the global arena namely : trade and commerce, tourism and diplomacy may have a huge influence in their decision-making towards the globalization agenda.

From result to process, considers the selection of policy instruments from a static point of view, which is highly functional. It is important to note that policy instruments are appraised by their degree of effectiveness. The institutional view questions this orientation of actors choosing policy instruments. The emphasis is no longer just on the result of the policy instruments but more on the process of their emergence. Thus, the dominant criterion of effectiveness can be questioned (March and Olsen, 1984: 734-9).

In considering the globalization initiative in Nigeria along this line of thinking, it is understood that selection among alternative actors is not guided by effectiveness, it is guided by the logic of appropriate behavior according to conventions, routines and a particular way of thinking and acting. This will not be results-oriented in Nigeria in this era hence, openness and accountability is one of the cardinal points in the globalization process.

Due to the large amount of general knowledge and interaction patterns required in the globalization process, this approach may not necessarily be considered.

Institutions not only provide a stable background against which actors make intelligent or satisfying choices, but also have an impact on the formation of preferences. Thus, Nigerian institutions and their formal structures will not only reduce the transaction cost of the public decision-making process, but will also be proactive in influencing the formation of national preferences. Therefore, in general as pointed out earlier, the institutional approach is more results oriented when all stakeholders are participants in collaborative efforts in the decision-making process that will address the interest of the majority.

2.4 PUBLIC POLICY DEFINED

It is important to note that public policy decision-making is one of the key elements of good governance. As consideration is being given to some policy theories and their application to Nigeria's globalization initiatives, it may be necessary to give a reasonable number of definitions of Public policy aimed at offering some explanations on what policy is, and what it is not.

"Policy" refers to a higher, more general, strategic level of plans and actions. "Policy" nowadays refers to any higher-level decisions or orientation of a group, organization, or even an individual. We say "public policy" to emphasize the plans and actions by and for the political community, typically (but not exclusively) a level of government.

This “policy” comes from a political authority (though influenced and sometimes determined by other actors), but the resulting programs and activities can be implemented through non-governmental agencies (Gasper, 2000:180-1).

Policy comprises general guidelines for decision-making. It allows the public manager to use his or her discretion without being subjected to specific restrictions. Furthermore, policy can be manifested in the form of precedents. In the case of a president, the example of a decision made in a precedent situation under similar circumstances is followed. Policy therefore, need not always be clearly articulated.

Public policy refers to government decisions designed to deal with various social problems, such as those related to foreign policy, environmental protection, crime, unemployment, and numerous other problems. Public policy analysis generally refers to the determination of which various alternative policies, decisions, or means are best for achieving a given set of goals in the light of relations between the alternative policies and goals (Nagel, 1984:3).

In this context, methods can be referred to as tools used in determining those relations and in drawing a conclusion as to which policy or combination of policies is best. Policy may be understood to be a process of bargaining and conflict among actors who dispose of diverse, but mutually important resource material, legal, informational, expertise and networking-related—which are exchanged and bargained for in a particular institutional context so as to reach a policy decision (Lauman and Knoke, 1987:1).

In this definition, all actors concerned share a primary interest in the policy area, but pursue different specific goals. Policy is, in its most general sense, the pattern of action that resolves conflicting claims or provides incentives for cooperation (Frohock, 1989: 11).

This definition provides that sometimes, conflicting claims are actually expressed by claimants, a type of policy issue both visible and common enough in our daily lives. According to Donna (1986: 14), policy may be described in terms of certain logical forms namely "rule policy" and "goal policy". When rule policies specify actions to be performed, goal policies set goals to be achieved by any of a number of available actions. Public policy can also be defined as a complex pattern of interdependent collective choices, including decisions not to act, made by governmental bodies and officials (Dunn, 1994: 85).

The above definitions were given within the broad term "policy", and two features stand out. First, policy is a social practice, not a singular or isolated event. For example, when a country's president is assassinated for the first time, it is a political event and not a policy, or an issue for policy resolution, unless it is adopted as a recurring activity, then policies may be put in place to ward off future occurrence.

Secondly, the definitions portray policy as occasioned by the need to reconcile conflicting claims or to establish incentives for collective action among those who share goals but find it irrational to cooperate with one another. It is a summation of people's demands, or an expression of goals, in ways that can be settled neither spontaneously nor through some happy operation of natural laws.

Finally, the policy decision process needs to seek a successful way of cooperating to obtain set goals. Policy should be seen as an outcome of a good decision backed with action and not a reflection on alternative claims.

2.5 COMPREHENSIVE RATIONALITY

Perhaps the best-known and most widely accepted theory is the comprehensive rationality approach to decision-making. The main characteristics of this theory are that, it involves reasoned choices about the desirability of adopting the different courses of action to resolve public problems. Yet, any form of rational comprehensive theory is difficult to realize fully in most policy-making settings.

In the late sixties, Charles Lindblom pointed out that in fact, for choices to be rational and comprehensive at the same time, they would have to meet the following conditions, which are described as the rational-comprehensive theory of decision-making (1968:80) :

- i. an individual or collective decision maker must identify a policy problem on which there is consensus among all relevant stakeholders;
- ii. an individual or collective decision maker must define and consistently rank all goals and objectives whose attainment would represent a resolution of the problem;
- iii. an individual or collective decision maker must identify policy alternatives that may contribute to the attainment of each goal and objective;
- iv. an individual or collective decision maker must forecast all consequences that will result from the selection of each alternative;

- v. an individual or collective decision maker must compare each alternative in terms of its consequences for the attainment of each goal and objective; and
- vi. an individual or collective decision maker must choose that alternative which maximizes the attainment of objectives.

First and foremost, in considering the Nigerian Governments globalization initiatives, for these and similar reasons it may appear that the process of making policy recommendations is not and cannot be "rational". Tempting as this conclusion might be, the inability of the individual or collective decision maker to satisfy the conditions of the simple model of choice available in the globalization agenda does not mean that the process of recommendation is not and cannot be rational.

Secondly, if by "rationality" we mean a self-conscious process of using reasoned arguments to make and defend advocative claims, we will find not only that many choices are rational; we will also see that most are "multi-rational". This means that there are multiple rational bases underlying most policy choices.

According to Dunn (1994:274), the rational comprehensive theory may be characterized in several ways based on the reasons in which a specific or several choices are made and the goals they are likely to achieve in the decision-making process :

- i. Technical rationality : This is the characteristic of reasoned choices that involve the comparison of alternatives according to their capacity to promote effective solutions for public problems.
- ii. Economic rationality : Economic rationality is a characteristic of reasoned choices that involve the comparison of

- alternatives according to their capacity to promote *efficient* solutions for public problems.
- iii. Legal rationality : This is a characteristic of reasoned choices that involve the comparison of alternatives according to their legal conformity to established rules and precedents.
 - iv. Social rationality : This is a characteristic of reasoned choices that involve the comparison of alternatives according to their capacity to maintain or improve valued social institutions, that is, to promote institutionalization.
 - v. Substantive rationality : Substantive rationality is a characteristic of reasoned choices that involve the comparison of multiple forms of rationality-technical, economic, legal and social as described above in order to make the most appropriate choice under given circumstances.

The above breakdown of the rationality decision-making theory has two common characteristics namely, choices and comparison in any given set of alternatives. In the context of Nigeria's globalization initiatives, the above decision-making approaches as described in this theory could take several dimensions.

Firstly, technical rationality can include choices that will involve Nigeria's participation in highly specialized technical issues at the global level such as choices between solar and nuclear energy technologies. But, owing to several grassroots problems and given the current rate of unemployment and poverty, it may not be a wise choice for Nigeria to be involved in such a venture as there are more urgent pressing needs.

Secondly, in considering economic rationality, an example would be a comparison of alternative medical care programs in terms of their total cost and benefits. Nigeria may need to harmonize their

medical costs and benefits. Expensive medical care may not necessarily be of a high benefit. But, in considering this decision, it may be necessary to bring other needs of the people on board before such a decision is finally made.

Thirdly, an example of the legal aspects of comprehensive rationality is that choices have to be made regarding the award of public contracts according to whether the companies comply with laws against racial and sexual discrimination. Because of the historical past of Nigeria as a nation, racial and sexual discrimination are not emphasized in the current Constitution. But as the globalization process recognizes it, there is a need for Nigeria to draft a holistic policy that will address issues of this nature constitutionally.

Fourthly, one of the best examples of social rationality involves the extension of rights to democratic participation at work. The Nigerian Constitution of 1999, gave backing to the new democratic dispensation, therefore, democratic approaches in public decision-making are already in place in most public and private institutions. But the government needs to see this as contributions by civil society and non-governmental organizations to public decision-making in Nigeria and, not as a force competing with the government.

Finally, in substantive rationality, one can draw an example from the fact that many issues of government information policy involve questions about the usefulness of the costs and benefits of the above-described approaches to decision-making with respect to the Nigerian society, their legal implications for rights to privacy, and their consistency with democratic institutions.

Following the above considerations, it may be easy to conclude that the comprehensive rationality theory of decision-making may be difficult to achieve in all the discussed scenarios with the examples given by Frohock (1989:29) as follows :

- i. Frequently, the decision maker has neither the time, nor the capacity, nor the information necessary to make the in-depth study that this method requires.
- ii. Identifying the global values required by the comprehensive rationality approach can be difficult or impossible to attain.
- iii. All available values have a very high rate of not being considered. Some must be sacrificed in order to achieve others.
- iv. Furthermore, it was observed that there exists some disagreement among the values in the decision-making process using this approach.
- v. Finally, this approach rests on the ambiguous relationship between "means" and "ends".

Given the above problems inherent in the comprehensive rationality approach to decision-making, in the final analysis, the ultimate valued decision can be achieved. However, the usual situation is that one person's goal may be another person's means to achieving an entirely a different goal.

The democratically elected government representatives in Nigeria and their counterparts in civil society institutions may be the only legitimate bodies that can take public policy decisions on issues of globalization initiatives. Representation from all stakeholders that make up the political power centers in Nigeria may come out with minimum negative impacts on the people, now and in the future or

else they will be caught up by the above-identified constraints in the comprehensive rationality approach.

2.6 DISJOINTED INCREMENTALISM

Prior to his work in 1968, Lindblom with Braybrooke had suggested that there are several important criticisms of the rational-comprehensive theory of decision-making. The first of these, known as the disjointed-incremental theory of decision-making, holds that policy choices seldom conform to the requirements of the rational-comprehensive theory (1963:18).

According to Dunn the incremental theory individual or collective decision makers (1994:275-276) :

- i. consider only those objectives that differ incrementally, that is, by small amounts from the status quo;
- ii. limit the number of consequences forecast for each alternative;
- iii. make mutual adjustments in goals and objectives, on the one hand, and alternatives on the other;
- iv. continuously reformulate problems-and hence goals, objectives, and alternatives-in the course of acquiring new information;
- v. analyze and evaluate alternatives in a sequence of steps, such that choices are continuously amended over time, rather than made at a single point prior to action;
- vi. continuous remedy existing social problems, rather than solve problems completely at one point in time; and
- vii. finally, share responsibilities for analysis and evaluation with many groups in society, so that the process of making policy choices is fragmented or disjointed.

Incrementalism as a policy approach described above gives the impression that the administrator specifically considers only a limited set of policy alternatives that are incremental additions or modifications of a broader set of policies that are considered “given”. Similarly instrumentalism is disjointed when it lacks concentration on only a small number of relevant values.

The general features of instrumentalism as described above seem to be opposed to those of comprehensive rationality in the sense that instrumentalism lacks the following attributes (Frohock, 1989:49) :

- i. no hierarchical arrangement of goals or means;
- ii. imperfect and limited information; and
- iii. the elevation of cost as an important consideration.

In defense of instrumentalism, Boss pointed out, that it reduces the value problems, and diminishes the general complexity of the entire process. Problems are handled by marginal comparisons, and the official makes choices only at the margins, rather than having to consider each program or alternative in its entirety. Both empirical analysis and value judgments are considered at the same time (1986:106).

However, the measure of a “good” decision is the degree to which the decision makers are in agreement, while a poor decision excludes or ignores participants capable of influencing the projected course of action. Therefore, if one wants to think of decision models as calling attention to globalization initiatives in Nigeria, this approach is more convenient than the comprehensive rationality approach. This is because, these approaches are appropriate in the case of believe that a policy decision covering a large number of issues and people, where the issues and people affected change

quickly and are quite diverse, and will be more complex than a policy decision involving only a few issues and people. This approach is appropriate for globalization decision-making as the issues and participants form a homogenous family of units within the globe.

2.7 MIXED SCANNING

A final perspective on the issue of decision-making theory is one provided by sociologist Amitai Etzioni. He proposed a strategy of *mixed scanning* as an alternative both to comprehensive rationality and rival viewpoints, including disjointed incrementalism described above. While accepting the criticisms of the comprehensive rationality theory of decision-making, Etzioni pointed to limitations of disjointed instrumentalism (Etzioni, 1967:385).

Mixed scanning may seem to distinguish between the requirements of strategic choices that set basic policy directions and operational choices that help lay the groundwork for strategic decisions and contribute to their implementation. In effect, mixed scanning seeks to adapt strategies of choices to the nature of the problems confronted by policymakers. Because what is rational in one context may not be so in another, mixed scanning selectively combines elements of comprehensive rationality and disjointed incrementalism (Dunn, 1994:280-81). For proper explanation of the three decision-making theories under consideration here, it may be necessary to use the illustration given by the mixed scanning theorist himself.

“Assume we are about to set up a worldwide weather observation system using weather satellites. The rationalistic approach (that is, the comprehensive-rationality theory) would seek an exhaustive

survey of weather conditions by using cameras capable of detailed observations and by scheduling reviews of the entire sky as often as possible. This would yield an avalanche of details, costly to analyze and likely to overwhelm our action capabilities, (for example, "seeding" cloud formations that could develop into hurricanes or bring rain to arid areas" (Etzioni, 1967:389).

Disjointed instrumentalism would focus on those areas in which similar patterns developed in the recent past and, perhaps, in a few nearby regions; it would thus ignore all formations, which might deserve attention if they arose in unexpected areas. Etzioni went further to explain "it is often fundamental decisions which set the context for numerous incremental ones. Although fundamental decisions are frequently "prepared" by incremental ones. In order that the final decisions will initiate a less abrupt change, these decisions may still be considered relatively fundamental. The incremental steps, which follow, cannot be understood without them, and the preceding steps are useless unless they lead to fundamental decisions. Thus, while the incrementalists hold that decision making involves a choice between two kinds of decision-making models, it should be noted that :

- i. the cumulative value of the incremental decisions specify or anticipate fundamental decisions; and
- ii. the cumulative value of the incremental decisions is greatly affected by the related fundamental decisions" (1967:387-88).

In view of the foregoing, the mixed scanning theory brings along with it a number of advantages to the decision-making process. First, it permits taking advantage of both the incrementalism and comprehensive rationality approaches in different situations. Note,

for example, that ranking public officials in Nigeria often focus on the overall picture and are impatient with details, but mixed scanning can be applied to both levels of analysis.

Second, mixed scanning permits adjustments to a rapidly changing environment (such as issues of global concern, namely, global security, poverty and diseases, to mention a few) by providing the flexibility necessary to adapt decision-making to the specific circumstance. In some situations, incrementalism will suffice. In others, the more thorough comprehensive approach is needed.

Third, mixed scanning considers the capacity of the decision maker. All do not enjoy the same ability. Generally speaking, the greater the capacities of the decision maker, the more encompassing the level of scanning he or she can undertake. And the more scanning, generally speaking, the more effective the decision-making process becomes. It is understood here that as the globalization agenda has to do with the planet earth and everyone living in it, highly specialized and capable decision-makers are needed to discuss and take decisions on issues of globalization.

The crucial questions regarding the usefulness of mixed scanning may be categorized in the following two points :

- i. how to determine the conditions under which mixed scanning, rather than the incremental and rational approaches should be used; and
- ii. how to determine the extent to which each of these approaches should be applied.

It may be concluded that different approaches exist in the study of decision-making. Political behavior, the institutional approach,

comprehensive rationality, disjointed incrementalism and mixed scanning, each represents a theoretical explanation of what “is” or what “ought” to be the best method of decision-making. But from what has been discussed so far, governments structures and strategies at the local, state, national and global levels determine and present certain conditions that affect the decision-making process.

Broadly speaking, globalization initiatives may entail holistic decision-making models, which involve the entire globe as a single system, therefore, by nature; it is a highly dynamic process. It was pointed out earlier that a predominantly incremental or mixed scanning approach could greatly simplify the decision process. But in a more stable system, where decisions can be isolated and the programs can be agreed upon, the advantages of the rational approach come into play more definitely. It is imperative at this juncture to point out that given the diverse cultural, political and, religious beliefs as well as the economic and developmental inequalities that exist between countries in the developed world and their counterparts in the developing countries, mixed scanning may be the best approach to deal with unstable and more dynamic global decision-making.

Finally, each of these decision-making processes may be appropriate at one time or another. The responsibilities of the decision makers seem to dictate the degree to which the various approaches will be emphasized. However, the precise combination depends on the nature of problem. The rational comprehensive approach will be more appropriate in the case of problems, which are strategic in nature. Conversely, problems of an operational nature are more appropriately served by the disjointed-incremental approach.

In all circumstances some combination of the two approaches is necessary, since the solution does not lie in adopting one approach and rejecting the other. Rather, the solution may result from a combination of two or more approaches in an effective way in order to achieve a stated public policy program.

2.8 PUBLIC POLICY AND PRESSURE GROUPS

This segment of the study will be concerned primarily with some groupings, and actual hypothetical deductions, which is more important to people's political life coupled with the theories of public policies that go with them. It is important to continue to advance the idea of rationality through this discussion, as it is the basis for public decision-making. But to borrow a distinction from the institutionalized decision-making approach discussed in (2.3), the primary interest here will be in sociological explanations, the behavior of associations of various kinds and the effects of associations on the rational decisions that individuals are required to make in public policy formulation.

Public policy makers certainly do not operate in a vacuum. They belong to a context characterized by a number of specific actors (Wright, 1988:595). This context is in this research called a policy community. A policy community is the aggregate of actors pertaining to a particular policy area. By definition, a pressure group exceeds the boundaries of organizations. Jordan remarks on the notion of "policy community" the policy community idea therefore, seems to rest firmly on the notion that the particular policy of the moment is processed within a context of recognition that there are, and will be in the future, other issues which also need to be dealt with. In a policy community a specific item of business is transacted

within a context where the participants already have mutual needs, expectations, and experiences (1990: 326).

The pattern of thinking about the role of pressure groups in public policy-making has made some substantial contribution to the literature of pressure groups in different perspectives. There is now however, a need to examine just what those contributions are and whether the network approach in which pressure groups are a major player has yet to achieve the theoretical utility that its advocates appear to assume.

According to Fronhock (1989:64), the idea of “clusters” of people in the public policy-making process is as old as political theory itself. Plato’s Republic is an arrangement of intellectually based classes of people. Karl Marx gave the notion of these classes as part of an economic base. Similarly as early as 1952, Earl Latham in his book, the group bases of politics, stressed the importance of groups in politics (1952: 15), which informs completely on the basis for public decision-making and ultimately policy formulation.

Pressure groups in the public policy process are characterized by long-standing social relationship between actors. Granovetter (1985:485) describes how continuing social relationships influence behavior in a specific social context. Actors do not decide and behave like atoms functioning outside a social context. Similarly, there is no escaping the tension between policy and community, between adapting actions and maintaining relationships, between decision and between governing now and preserving the possibility of governing later (Wildavsky, 1979:26).

The behavior and decision making of these actors in the context of social relationships is embedded in the pressure groups. In turn

these social relationships play a role in the actions of the actors, and, consequently the choice of policy instruments. Apart from the degree of goal attainment, the appraisal of policy instruments also depends on the way in which the features of policy instruments support and sustain these continuous relationships within the policy community. None of the actors has any interest in damaging this relationship, especially when a mutual dependence exists between the formation and implementation of future policy. This means that a policy instrument can only be termed to be appropriate when it is a continuation of, or supports, existing positive social relationships among the actors hence these relationships have become an end in itself.

But what precisely do people mean by the expression “public opinion”? Obviously the public has opinions about many things but what is being considered here are how these opinions are translated into practical tools of public decision-making. Key (1961:14) puts it simply : Public opinion is nothing more than “those opinions by private persons which governments find it prudent to heed”.

But more often than not, the political strength of the pressure groups and organizations that form these public opinions may be as strong that the government will have no choice but to heed their policy opinions, whether, prudent or not, or else the government will loose political support or be removed from or voted out of office.

2.8.1 The origin of the socialization of policy-making

David Eaton’s theory of political representation, describing pressure groups as one major factor in political socialization may not be out of place. This is informed by the fact that these groups have several

means and ways to influence general public decision-making. The process can be traced to the day of birth. From the time people are born, they are surrounded by people and institutions that influence the way they will think about parents, brothers, sisters, friends, neighbors, schools, churches and a bewildering variety of other institutions and groups, from the boys Scouts to the gang that hangs out at the drug store or local beer parlor. Ethnic background, geographic region and socioeconomic levels also have influence (Connel, 1975:20-27). These and other factors that constitute pressure groups in public decision-making will be examined hereafter.

2.8.1.1 Family

The foremost institution through which the individual becomes politically socialized is the family. As the infant grows into a child, the child into an adolescent, and the adolescent into an adult, it is the family that is the first link to the outside world. The family attempts to instill values. The family passes on the culture as a whole. The family also attempts to inculcate in the individual its own view of both the society and the political system by which the society is governed.

People talk about the "generation gap", and there is a general assumption that children tend to rebel against both parents and authority. For example, during the anti-Vietnam student riots in 1968-1969, many people assumed that the students were rebelling against authority, both parental authority and governmental authority. But a surprisingly large number of the leaders of the student revolt were the sons and daughters of politically radical parents (Kenniston, 1968:16).

In the global context generally and in Nigeria in particular, families have been a major factor in forming pressure groups and participating in the public decision-making process. Conversely, the family values and opinions are formed as well to influence political class decision in the course of public policy. Therefore, globalization initiatives in Nigeria will not be different in terms of family orientation and role in understanding the global political stage.

2.8.1.2 Religion

In 1979, American public opinion analysts, Erikson and Luttbeg in their research discovered, that the Jewish community tends to be liberal on most issues, both economic issues and those concerned with liberties and rights. Catholics tend to be liberal on economic issues but less so on the others. Protestants tend to be more conservative on the full range of issues. Jews are overwhelmingly Democrats. Catholics also tend to be Democrats, while white Protestants in the North tend to be Republicans in their ways and approach to public issues and opinion (1979:10-15).

Whether it is the church, mosque, temple, shrine or the already discussed family units that instill religious values, those values also have an effect on political attitudes. One notable development, which indicated the evolution of a more nationally, oriented pressure group in Nigeria was the emergence of the church as a major pro-democracy pressure group. Church leaders such as Archbishop Abiodun Adetiloye, head of the Anglican Church in Nigeria, and Archbishop Olubunmi Okogie of the Catholic Diocese of Lagos who was a long-standing human rights activist, as well as bodies like the Catholic Bishops' Conferences and the Christian Association of Nigeria (CAN), played leading roles as pressure

groups in shaping new Nigerian democratic government (Osaghae, 1999:300-2).

During the military dictatorship in Nigeria, they were vocal against the problems facing the country. They also had international alliances and collaboration aimed at influencing the international community for both economic and political sanctions against the military regime and, at the same time calling for democratic elections.

Similarly, the Islamic Organization Conference (IOC) Nigeria branches, made up of several Islamic Associations in Nigeria, have strong bonds that unite them. These bodies influence most public policy decisions in Nigeria. They are political power centers to reckon with in Nigerian politics from independence until the present day. This implies that religious groups form part of political pressure groups that most often influence public decision-making.

2.8.1.3 Academic institutions

As a pressure group, schools, as one would expect, play a major role in political socialization and public policy-making. No society would tolerate having its schools teaching its children that some other form of culture or social and political system is better. The spectrum of teaching ranges from deliberate indoctrination on specific issues to a rather general inculcation of positive attitudes toward the particular country, its government, and its general culture and attitude system (Siegel, 1968:216). Apart from the influence of schools both junior schools and tertiary institutions in shaping the cultural and sometimes religious beliefs of an individual, they also play some significant roles in calling any erring government to order. For example, the annulment of the 12 June

1993 Presidential Election in Nigeria, widely believed to have been won by Late Chief Moshood Abiola (Osaghae, 1999:296), irritated the University of Lagos student government and the National Association of Nigerian Students (NANS). These students held the state and the federal government to ransom as a result of the political impasse being experienced in the country. Higher schools and universities sometimes express their opinions by rioting or negotiating with government to address a social problem. Therefore, academic institutions are a strong force in the process of public decision-making even in this globalization era.

2.8.1.4 Occupational and class-based organizations

It is important to note here that apart from the fact that groups can seriously inform the public decision process, people can also associate with each other in a variety of ways, by class, strata, groups, elites and even systems. Sometimes these associations are actually in the form of organizations. In Nigeria and other parts of the world, people do organize themselves into groups, and we can readily identify these groups and how they operate to influence general public policy decisions. Some examples of associations in this category in Nigeria are, the Nigerian Medical Association (NMA), the Nigerian Bar Association (NBA), the Academic staff Union of Universities (ASUU), the national Union of Petroleum and Gas Workers (NUPENG), the Petroleum and the Natural Gas Senior Staff Association of Nigeria (PENGASSAN), to name a few. These associations remained the main fora for civil society action during the military regimes in Nigeria. Their riots and protests provided an outlet for opposition to the political impotence and economic misery during the military dictatorial regimes of Generals Babangida and Abacha (Osaghae, 1999:297).

The above occupational and class-based organizations did function to some extent to counteract some of the forces, as could be seen in the frontline roles played by labour unions, professional associations, students' organizations and other groups within the Nigerian national orientation.

2.8.1.5 Ethno-regional cleavages

Deutsch in his pioneering work, argued that the nation-state and nationalism arose from a marked increase in social communication over a wider area than in former times and that it resulted in shared states, such as Switzerland, which do not share a single language but may still have a single nationalism. Even though the Swiss speak four languages, they are still one nation. Deutsch went further to argue, because each "each of them has enough learned habits, preferences, symbols, memories, patterns of land-holding and social stratification, events in history and personal associations, all of which together permit him to communicate more effectively with other Swiss than with the speakers of his own language who belong to other people" (1953:75).

In Nigeria ethno-regional rivalry is rife in public policy decision-making. This was one of the major reasons for the failure to "actualize" the 12th June 1993 mandate as pointed out earlier. As we saw, the sectoral character of the demands for the actualization led to the resurgence and strengthening of the irreconcilable 1965 / 6-type ethno-regional positions (Osaghae, 1999:300).

Ethno-regional cleavages as major pressure groups in Nigeria have been power centers and are as old as the Nigeria political system. Most of the time, these bodies that constitute Nigerians from the three major ethnic groups, namely, Hausa, Yoruba and Ibo,

influence the general public policy decision process in Nigeria (these ethnic groups are discussed in the next chapter of this study).

Some of the ethno-regional groups that influenced the international community to put pressure on the past Nigerian military government were, the National Democratic Coalition (NADECO), the Campaign for Democracy (CD), and a few others (Osaghae, 1999:301). Similarly, the most recent of these ethno-regional cleavages in the Nigerian political system are the Oduduwa People's Congress (OPC) made up of people from the Yoruba ethnic group, the Arewa Forum (ARF), people from the Hausa ethnic group and the Ohaneze, made up of the people from Ibo ethnic group. These groups are power centers in the present Nigeria democratic dispensation. They use lobbying and other means available to them to influence most national public decisions.

2.8.1.6 The government

One of the most important members of the policy community as a pressure group is the government. Most scholars tend to ignore the role government plays as a major custodian of public policy and general governance. The unique role of the government becomes apparent when we consider that actions by governmental organizations are characterized by an orientation towards precision, legality, legal protection, democratic justification and legitimacy (Bekker, 1990:16).

Although the government is not an absolute ruler, it still has a distinct position, role and responsibility within the community. It owes its distinct position to its duties, the structures of networks in which it operates, and the rules, which apply within these networks. (Ringeling, 1990:64).

Government as we have seen, is the most important tool in public decision-making, though men and women in the government may use their positions to undermine public opinion under the above-described methods. Based on this premise, the public decision making procedures may seem unfair hence the real public opinion may not be reflected in such decisions. Given the centrality of state power in Nigeria and the state's dominance of critical spheres of the policy community and other pressure groups that constitute the Nigerian nation, the way out of the decline of public opinion at the domestic and the global level lies in the resolution of key issues and problems that will not be an impediment to ensuring that public policies in Nigeria will be a thorough reflection of the majority opinion.

In view of the foregoing, this system of values and attitudes resulting from political or cultural socialization is the base from which public opinion is built. But it is only the base. People's opinions on public policy issues are subject to many additional influences, and the result is not one public opinion but many probably in diverse perspectives.

2.9 PUBLIC POLICY-MAKING AND BUREAUCRACY

Bureaucracy is the systematic organization of tasks and individuals into a pattern, which can effectively attain the ends of group effort. Individual behavior is harnessed into productive channels by rules, sanctions, and exhortation (Pfiffner and Presthus, 1968:19).

A German economist, Max Weber's, ideal-type construct of bureaucracy seems to be the most acceptable among scholars, politicians and public administration practitioners. He pointed out that bureaucracy differs from nation to nation, reflecting the values

and institutions of the society it serves. Within a given society, moreover, bureaucracy is ambivalent, exhibiting both a will to achieve power and growth and a resistance to change (1946:21)

Weber went further to provide an outline of this theory as follows :

- i. "hierarchy : Offices are organized on a hierarchical basis;
- ii. bureaucracy is a term, which applies to both public and private efforts;
- iii. rationalized job structure : There is a rational division of labour, and the legal authority necessary to accomplish the set goals accompanies each position;
- iv. formalization : Acts, decisions, and rules are formulated and recorded in writing (red tape);
- v. management separated from ownership : There is a hired, professional administrative staff;
- vi. there is no property right to office;
- vii. special competence and training are required of the administrative class;
- viii. members are selected competitively on the basis of competence; and
- ix. legal favor : Weber's construct reflects the legalistic flavor attaching to administration. Each office has a clearly defined sphere of competence in the legal sense" (1946:21).

The above concept argues that working to the rules in a hierarchical office in which appointment and promotion go by merit is more rational than making appointments on the basis of patronage. It also stressed the tension between bureaucrats and elected officials in government. The latter may wish to give favors to their supporters in return for votes while bureaucrats may be expected to obstruct this. These explanations, seem to be the most helpful

theoretical models for managing large-scale organizations both in cooperate and public governance.

However, there were other writers on bureaucracy after Weber, but it may be necessary to introduce the contribution of Niskanen who is particularly interested in the motivation of the administrators who hold factual authority over the economic behavior of an agency. This official, denoted as “the bureaucrat” is defined as “the senior official of a bureau with a separate identifiable budget”. According to Niskanen, the main objective of the bureaucrat is the maximization of the budget, which is available for the bureau’s activities. In his view, this objective is instrumental to all the ultimate objectives that enter into the utility function of the bureaucrat, such as salary, perquisites of office, public reputation, power, patronage, and output (1971:26-18).

Following the above explanations on the theory of bureaucracy, this theory is not without some criticisms. Criticisms of bureaucracy include the charge that bureaucracy is unresponsive to popular demands; that bureaucracy has a lust for power; and perhaps most importantly, that bureaucracy is usurping the policy-making role which traditionally has been the prerogative of the legislative branch and the president (Pfiffner and Presthus, 1968:22).

The other main themes of contemporary criticism are that government agencies are unaccountable to the public or its elected representatives. In their massiveness and ubiquity, they have become a law unto themselves. No one has the time nor the resources to move them from their customary channels of operation. Through continuity of tenure, inside knowledge of the ropes, and monopoly of expertise, they can shape the operation of

enacted policies and influence the initiation of new legislation to suit the interests of the bureaucracy (Weiss, 1980: 11).

Before a conclusion is drawn on this segment of the study, it is important to note that the most striking theory contends that bureaucracy is unduly responsive to segmented special interests. More recent criticism may contend that it is unresponsive to anything beyond their own walls, uncontrolled by political leaders, as discussed earlier. Bureaucrats have become active players in the game of policy-making in the public sector and, at the same time contribute immensely to making laws and legislation that control the activities of the private sector. Both in Nigeria and in the global context, it seeks to effect their own ends, their ends are the survival of their agencies and programs and the expansion of their own authority.

A major issue in the contemporary discussion about bureaucracy should be to encourage its reformation process in Nigeria and other parts of the world. Perhaps more adequate control of administrative direction is necessary, reformation will restore effectiveness and efficiency in the Nigerian public service. Those outstanding criticisms may be reduced or evaded completely if the government and the people should sort them out and try to understand the origins and their complex interrelationships.

In the traditional policy-making process, bureaucrats who are the government flag-bearers cannot be excluded from the process of public policy-making or else no government official or institutions will be held responsible for failures in implementing the policies and programs of government. Similarly, the Nigerian government should plan with a deeper insight into the processes that give rise to bureaucratic ills and fashion out appropriate remedies aimed at

reducing or eliminating the bureaucratic problems and thereby enhances its responsiveness.

2.10 CONCLUSION

One may conclude that different approaches exist in the study of decision-making in the policy process around the globe in general, and Nigeria in particular. Each of the decision-making approaches pointed out in this chapter represents a theoretical explanation of what "is" or what "ought" to be the best method of public decision-making in Nigeria and how it could impact on the world at large. All the above-examined approaches also recommend certain conditions that affect the process.

Broadly speaking, however, the evidence as provided for in this study suggests that the nature of the conceived policy and program largely determines the extent to which each approach will be used for decision-making. For an example, it is important to point out that the study discovered that, in our highly dynamic environment of today, which is informed by globalization initiatives, a predominantly incremental or mixed-scanning approach could greatly simplify the decision-making process. Similarly, in a more stable system, where decisions can be isolated and the programs can be agreed upon, the advantages of comprehensive rationality come into play more appropriately.

Finally, although the decision-making behavior of the actors in the public sector can be described by each of these theories in one time or the other in this study, the fact remains that the responsibilities of the legislative, judicial and executive arms of government in Nigeria and anywhere else in the World, seem to dictate the degree to which various approaches will be emphasized. Rigorous

government programs coupled with its bureaucratic tendencies require a more rational approach for appropriate decision-making, while a successful interface with all the interest groups and the major administrative arms of government requires an intergovernmental relationship that will enhance a sound and outcome-based public policy decision-making process for Nigeria in this era globalization.