

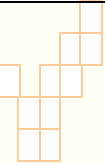

Policy Analysis and Decision-Making

with Emphasis on Chronic Non-communicable Diseases

Bridgetown, Barbados
October 15-17, 2007


Public Policy Perspectives

Cristina Puentes-Markides
Health Policies and Systems
Strategic Health Development Area
PAHO/WHO



Key Points

- Nature of Public Problems
- Policy/Politics
- Policy Typology
- Policy-making
- The Policy Capacity of Governments
- Policy development frameworks
- Policy instruments



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The Nature of Public Problems

- They are “wicked”: complex and ill-defined.
- Shaped by the values, interests, motivations and positions of social actors.
- Cause and effect: not always obvious or even subject to manipulation.
- Solutions proposed: may not always be the best or the least expensive.
- The fairness of the solutions are difficult to measure.
- Consequences may not be identifiable before implementation



What is a public policy problem?

- A public policy problem is “a condition or situation that affects a considerable number of people, produces needs or generates dissatisfaction among individuals or groups, for which relief or redress is sought.”
- It has broad effects that may reach groups beyond those directly concerned.
- The solution of a public policy problem requires a government decision.
- The definition of a policy problem may be “top down” or “bottom up”, but is most of the time a political process.





You may wonder why people do not take the necessary actions to address social, economic or political problems?

- They may believe the law does not give them authority to take action, or it is not directed at them.
- They may lack incentives or capacity to take action.
- They may disagree with the values implicit in the means or ends.
- The situation may be highly uncertain
- The nature of the problem is unknown or
- It is unclear what should be done or how people may be motivated.



Schneider, Anne, & Ingram, Helen. (1990). Behavioral assumptions of policy tools. *Journal of Politics*, 52(2), 510-529.



What is policy?

Many definitions (no space to write them all...)

- ...purposeful course of action in dealing with a problem or matter of concern (Anderson)
- ...set of interrelated decisions concerning the selection of goals and the means of achieving them (Jenkins-Smith)
- ...a set of decisions adopted, implemented and put into practice through deliberate processes that define the procurement, distribution and management of resources.

Not to take an action is also a policy decision.



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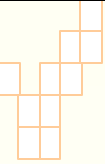
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What are Public Policies?

(also many variations)

- ...political decisions for implementing programs to achieve societal goals (Cochran & Malone, 1995)
- ...a statement by government of what it intends to do or not to do, such a law, a regulation, a ruling, a decision, an order or a combination of these (Birkland, 2001)
- ...the sum of government activities, whether acting directly or through agents, as it has an influence on the life of citizens (Peters, 1999)
- ...a course of action **produced by a government (legislative, executive, judicial)** which **satisfies a need** and it is expressed in desired goals framed in a set of **normative guidelines** that can **be enforced** and have been **accepted by an official public entity.**



Simply stated public policy is “what government chooses to do and what government selects to ignore.” (Dye)



Example of the hierarchy

Policy

1. Private
2. Public
 - a. Foreign policy
 - b. Domestic/national)
 - a. Social
 - i. Education
 - ii. Employment
 - iii. Social Security
 - iv. Health (Public health, health care)
 - Health promotion and disease prevention
 - Health care (organization, financing, etc.)
 - Human resources in health
 - Environmental health
 - Epidemiological surveillance
 - Health services research
 - Occupational health
 - Etc.



Governments use public policies to correct market failures, and for political, moral, ethical or economic reasons

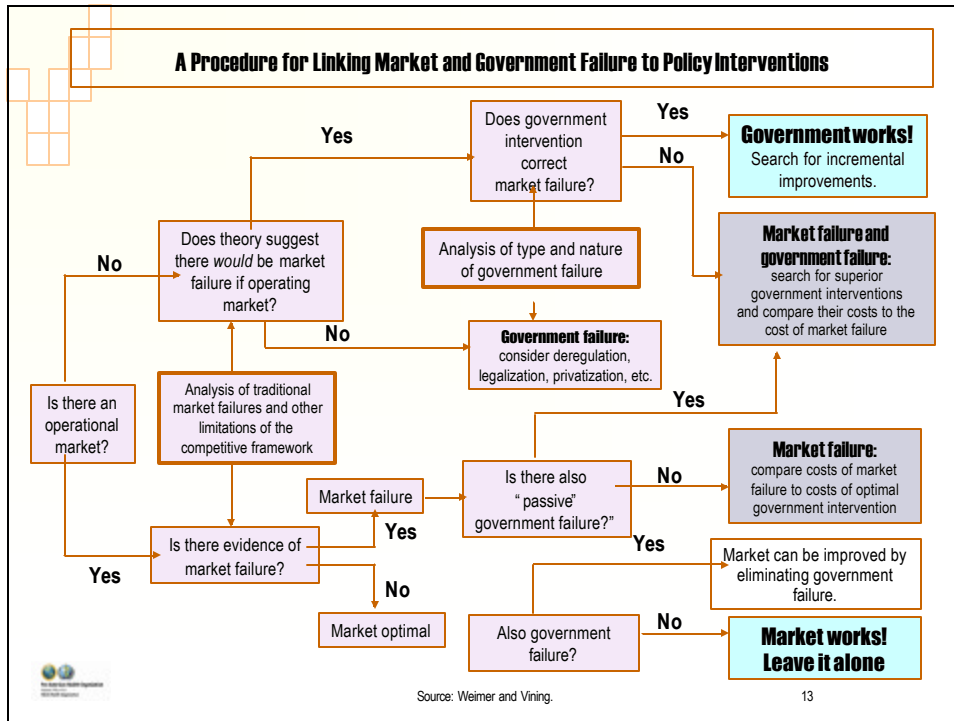


- Public policies address public policy problems.
- Public policy (and its various tools):
 - communicate objectives, principles, strategies and rules of decision used by government administration and legislation.
 - Provide authority, incentives or capacity to influence perceptions, values and behavior. (... “to make people do things that otherwise they would not do.”)



Sources of Government Failure: A Summary (Weimer and Vining)

Problems Inherent in Direct Democracy	Paradox of Voting (meaning of mandate ambiguous)
	Preference Intensity and Bundling (minorities bear costs)
Problems Inherent in Representative Government	Influence of Organized and Mobilized Interests (inefficiency through rent seeking and rent dissipation)
	Geographic Constituencies (inefficiency pork-barrel allocations)
	Electoral Cycles (socially excessive discount rates)
	Posturing to Public Attention (restricted agendas and distorted perception of costs)
Problems Inherent in Bureaucratic Supply	Agency Loss (X-inefficiency)
	Difficulty Valuing Output (allocative and X-inefficiency)
	Limited Competition (dynamic inefficiency)
	Ex Ante Rules Including Civil Service Constraints (inefficiency due to inflexibility)
	Bureau Failure as Market Failure (inefficient use of organizational resources)
Problems Inherent in Decentralization	Diffuse Authority (implementation problems)
	Fiscal Externalities (inequitable distribution of local public goods)



What makes a policy “public”?

- The government is the agent of decision about goals and means.
- It is developed within a legal framework of procedures and processes and governmental institutions.
- It is legitimated by legislations and/or regulations (normative/regulatory enforceable contents).
- They are expressed as laws, rules, regulations, operational decisions, judicial decisions, etc.
- They result in institutional and individual behavioral changes. (e.g. buildings that must have a ramp to enable access for the disabled, people are not allowed to smoke in public places, etc.)

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What about health policy? Healthy Public Policy?

Health Policy

“Public policies are authoritative decisions made in the legislative, executive, or judicial branches of government intended to direct or influence the actions, behaviors, or decisions of others. When public policies pertain to or influence our pursuit of health, they become health policies.” (Beaufort Longest)



Health Sciences:
Basic sciences
Clinical medicine
biostatistics



Epidemiology *** Health Services Research *******

Public Policy
Social Policy

Health Policy

“inquiry to produce knowledge about the structure, processes or effects of personal health care services” Institute of Medicine (1979)





“Healthy Public Policy”

- Used within the public health realm
- Refers to
 - Creating positive environmental influences on population’s health through government action “Public policy [is] a prime approach to creating the conditions and relations that can nurture health.”
 - Policies that “make healthful choices easy (less costly in various ways) and damaging choices difficult” (more costly in various ways) to the chooser, whether a corporate body or individual. (Nancy Milio)



Health + Politics =more interesting!!

- most people have personal experience with a health issue
- involves a huge number of jobs
- involves life and death issues
- heavily affected by changing technology
- involves prestigious professionals and scientists
- Involves many well-organized and
- financed interest groups
- involves major religious, secular conflicts
- involves a separate financing and tax system



What is politics?

- Activities and relations that refer to the State
- Processes that establish **structures and authority within the government**
- Patterns of **control, power, influence and authority** to “achieve own objectives or to impede that others achieve theirs”
- **Struggle for**
 - **Power** in decision making often related to ideologies, political parties, economic interests, motivations, etc.
 - **Influence** to persuade (through various means) others to follow their advise, ideas, suggestions or orders.

Any pattern of influence (control, power, authority) that involves persistent human relations. (Dahl)



Political Strategies shape the political feasibility of options:

- To change the **POWER** of supporters and opponents
- To change the **POSITION** of supporters and opponents
- To change the **PLAYERS** who are mobilized in the policy debate
- To change the **PERCEPTIONS** of the problem and the policy.



Source:

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In sum,

■ Policy

- Reference to the product of formulation
- The frames of reference, the legislative, executive, judicial
- Laws, regulations, standards, etc.

■ Politics

- Lobbying
- Ability to vote
- Power, money, position
- Patterns of influence
- Spheres of control
- Persuasion
- “the game”

Both occur in the context of a political system – that is, the complete set of institutions, political organizations, interest groups, the relationships among them as well as the norms and rules that govern their functions.



Policy Typology

Based on how benefits and costs are distributed

(Theodore Lowi, The End of Liberalism (New York: W. W. Norton, 1969).

REDISTRIBUTIVE: Provide benefits to special social groups or organizations in order to satisfy a social objective. They include broad categories of citizens where resources from one group are “taken” and redistributed to provide benefits to other groups through income, taxes or services (public health services, education or food vouchers)

REGULATORY: How the executive interpret and implement law, designed to influence the actions, behaviors and decisions of other actors through direct approaches. Represent limits that also restrict unacceptable behaviors. Different types:

1. Restrictions from entry to the market (e.g. accreditation of professionals)
2. Price controls (changes of services, water, health, pharmaceuticals)
3. Quality control in the delivery of services (regulations related to safety and efficacy of drugs and medical technology)
4. Controls that preserve the market (anti-monopolic)
5. Social regulation (e.g. social security laws, occupational safety, immunization, environmental pollution)

DISTRIBUTIVE: Governmental decisions to provide direct benefits to specific groups or activities (e.g. research, national parks, highway and airport construction).

Degree of Conflict ↑



Possible Effects of Different Types of Policy

	TYPE OF POLICY		
	DISTRIBUTIVE	REGULATORY	REDISTRIBUTIVE
Impact	Low	Depends	Broader
Visibility	Low	Depends	Very high
Conflicts	Few	Many	Many
Limits	Public Goods	Public and Private Goods	Private goods
Tangibility	Symbolic	Tangible	Tangible and symbolic
Example	Highway and airport construction, public safety, worksite safety, research.	Environmental pollution control, food safety.	Welfare reform, tax reform



Source:

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Policy-making



Elements that Intervene in Policy Making

Actors

- Individuals, groups, institutions

Power

- Political Model
- Political resources

Positions

- Taken
- Ready to take
- Resources invested in the policy

Perception

- Framing the problem, definition, solutions to the problems
- Measures
- Symbolic consequences

Social Actors with Decision Making

Power or Influence (Health)

- Politicians at national, state, provincial or local level
- Bureaucrats
- Interest groups
 - Coalitions, networks, consumer groups, professional associations, industry lobby, etc.
- Religious groups
- Mass media
- Other



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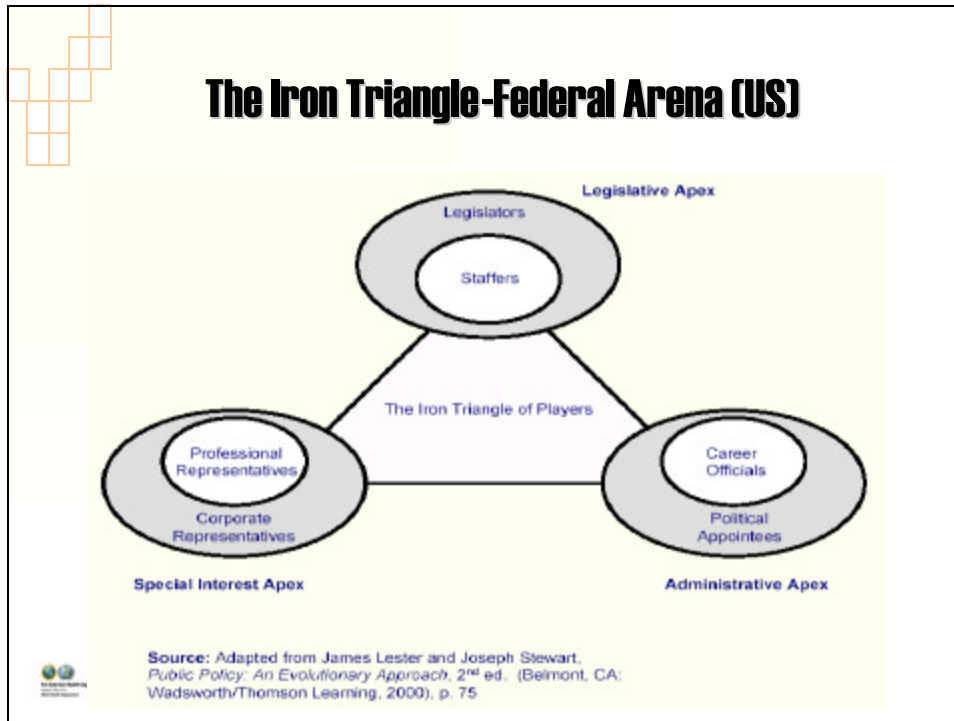
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A Policy Development Process



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THE POLICY PROCESS: Schematic Explanation	
Problem Recognition	President/Cabinet /Congress examine a problem facing the nation with the purpose of addressing its solution.
Agenda Setting	Period when public officials after learning about a problem (s) "facing the nation", decide to include them in the policy agenda, and initiate debates in committees or public, interest groups lobby.
Policy Formulation	Denotes the total process of creating, adopting, and implementing a policy. Can also be referred to as the policy process. In contrast, policy formulation refers only to the crafting of alternatives or options for dealing with a problem. (Congress may write legislation, interests groups and bureaucrats can influence the process)
Decision Making/Policy Adoption	Rational, incremental, mixed, political? etc. Pertinent , agreed upon ("acceptable") courses of action for dealing with a problem are identified and acted upon). See issue and policy networks. (e.g. Congress/Parliament may vote on a bill, the President /Prime Minister may sign or veto, etc.)
Policy Implementation	Stage enabling laws; administrative rule making; states (provinces?) appropriate resources; legislators monitor and enforce laws; lawmakers redesign policies to respond to flaws.
Policy Change	1) Incremental changes in existing policies 2) Enactment of new statutes 3) Major shifts in public policy
Policy Evaluation	Learning about the consequences of public policy, assessed in terms of the policy outcomes of established programs to make the necessary changes so that the problem is solved. May include: administrative evaluation, judicial evaluation, political evaluation.
Policy Termination	Agency termination, partial termination, program termination, basic policy redirections, and fiscal retrenchments.



Example from the United States

Problem recognition – Congress and President will examine a problem that is facing the nation and try to devise a policy idea that will help solve the problem.

Agenda setting – Congress takes the initiative in determining when to deal with new policies, through debating in committees and subcommittees. The leaders of Congress can also speed up or slow down the process, and interest groups can lobby to do the same.

Policy formation – The legislation writes the bills and initiates the process of passing the bills. Interest groups and bureaucrats can influence the legislators in their development of the policy.

Policy adoption – Congress will vote on the bill and if it passes, it will move on to the President who will sign or veto it. Interest groups will again try to influence Congressmen and the President during this stage. The White House staff will try to have Congress vote for or against this bill by pressuring them with the threat of a veto.

Policy implementation – The bureaucracy is vital in this stage. Bureaucrats sometimes can drift away from the policy they are supposed to implement, and they do this out of self-interest. Bureaucrats can also be captured by the interest groups to delay policy implementation. Congress, however, has oversight of the bureaucracy to make sure they implement the policy accordingly.

Policy analysis/Evaluation – The bureaucracy is again very important. They are the first to examine how effectively the policy works. Congress has oversight and can try to fix the policy if it is not working effectively. Interest groups are stronger in this process, and professionals in the field the policy effects play a larger role. The idea is to determine how effective the policy is, and if it is not effective, to make the necessary changes that will allow the problem to be solved.



Source:

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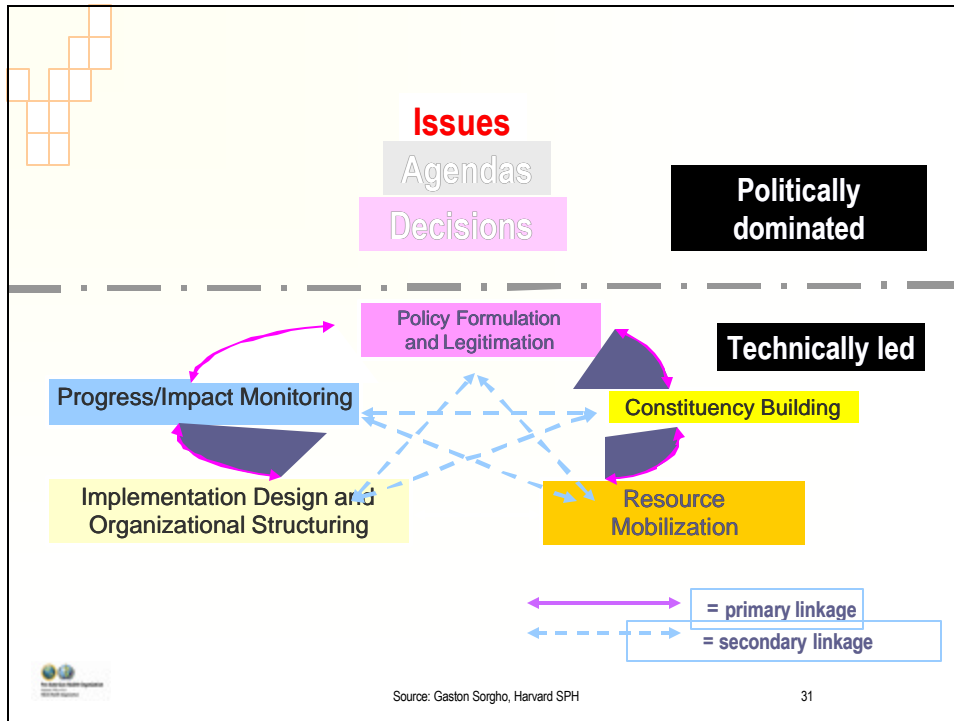
Yet, policymaking processes are not linear, simple or neat

- Multiple human and social needs.
- External and internal factors and events.
- Individual and collective social actors with different perspectives and often conflicting values and interests.
- Limited resources.
- Changing contexts of decision, varying degrees of uncertainty and risk.
- Each problem has different solutions, which may imply contradictory selection (or priority) criteria.
- Precise decisions are often made with imprecise information.



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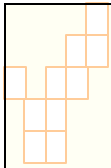


Policy making as practice

- build the argument ('rational choice?')
- build constituency (to drive implementation)
- build capacity (because of uncertainty)

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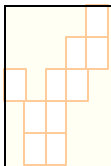
Characteristics of Modern Policy-making

- Forward looking: takes the long view
- Outward looking: learns from elsewhere
- Innovative and creative: questions the status quo
- Evidence-based: uses best evidence available
- Inclusive: takes account of the interests of all
- Joined-up: works across institutional boundaries
- Reviews: keeps policy under review
- Evaluates: builds evaluation into the policy process
- Learns lessons: learns from experience of what works



Source: UK Cabinet Office. Better Policy Making, 2001

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The Policy Capacity of Governments



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Government Capacity

Policy capacity

Policy capacity: ability to structure, coordinate, and feed analysis into the decision-making process

- Information-gathering capacity
- Staff expertise
- Institutional weight in the policy process
- Skill level of local officials
- Ability to build rapport with other local, regional and national actors
- Availability of essential resources
- Level of public sector salaries

Implementation capacity

Implementation authority: ability to carry out decisions and enforce rules

- Internal compliance (corruption)
- Social compliance in different policy sectors
- Amount of formal authority of local government
- Local social fragmentation and political stability
- The influence of the degree of decentralization

Operational efficiency

Operational efficiency: ability to deliver goods and services efficiently and at reasonable level of quality

- Cost-efficiency
- Service quality (including delays).
- Available resources
- Internal administrative and technical ability
- Level of corruption
- Quality of subcontractors



Polidano, 1999

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Suggested Indicators

Country Name	Policy Capacity		
	Information-gathering capacity	Staff expertise	Institutional weight in the policy process
	Indicators		
	Completeness of country data in international publications	Bureaucratic quality/ technical competence	Political intrusiveness/ policy continuity



Adapted from Polidano, M.

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Example

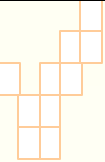
Countries	Policy Capacity			Implementation				Operational Efficiency			
	Information-gathering capacity	Staff expertise	Institutional weight in the policy process	Internal compliance		Social compliance in different policy sectors (double weighting)		Cost-efficiency		Service quality (including delays).	
	Indicators			Indicators				Indicators			
	Completeness of country data in international publications	Bureaucratic quality/ technical competence	Political intrusiveness/ policy continuity	Corruption	Net primary school enrolment	Tax revenue mobilization	Percentage of labor force working in the informal sector	Wages and salaries (% of government expenditure)	Net financial flows from government to public enterprises (% of GDP)	Spending on teaching materials (% total public spending on education)	Bureaucratic red tape/ delays

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Summary of proposed indicators of public sector capacity (Polidano, 1999)			
Element of public sector capacity	Indicator	What it measures	Data source(s)
Policy capacity	Completeness of country data in international publications (Dean 1996)	Ability to collect and process information	IMF statistics yearbooks
	Bureaucratic quality/ technical competence	Ability to provide policy advice	BERI, PRS, Moody's
	Political intrusiveness/ policy continuity	Institutional weight of the bureaucracy	IMD, Moody's, BERI
Implementation capacity	Corruption	Ability to enforce rules uniformly	Transparency International, IMD, BERI, PRS
	Net primary school enrolment	Compliance with rules on mandatory schooling	World Development Indicators
	Tax revenue mobilisation	Ability to enforce tax laws, combat evasion	IMD
	Percentage of labour force working in the informal sector	Ability to enforce labour laws	Source not identified
Operational efficiency	Wages and salaries as percentage of government expenditure	Indication of overstaffing	Government Finance Statistics Yearbook
	Net financial flows from government to public enterprises as % of GDP	Efficiency of public enterprise/parastatal sector	World Development Indicators
	Spending on teaching materials as percentage of total public spending on education	Indirect measure of quality of service	World Development Indicators
	Bureaucratic red tape/ delays	Service quality	IMD, BERI, Economist Intelligence Unit


Summary of proposed indicators of the enabling environment (Polidano, 1998)			
Environmental factor	Indicator	What it measures	Data source(s)
Ethnic/regional fragmentation	Ethnic fractionalization/ tensions/politically significant social cleavages	Extent of cleavages and political impact	BERI, PRS, Standard and Poor's
Civil society	Daily newspaper circulation, no. of radios per 1,000 people	Indirect indicator of concern with public affairs	World Development Indicators
	Democratic accountability/ political responsiveness	Impact of public concern on politics	PRS, Standard and Poor's
Political instability	Political instability/ social conflict/regime legitimacy/ military influence in politics	Direct indicators of political instability	BERI, Economist Intelligence Unit, PRS, Moody's, Standard and Poor's
Economic crisis	Overall deficit/surplus as % of GDP, central government expenditure; rate of inflation	Pressure on government finances, coupled with impact of prolonged wage restraint	World Development Indicators, Government Finance Statistics Yearbook
Aid dependency	Aid as % of GDP, central government expenditure	Straightforward indicators	World Development Indicators

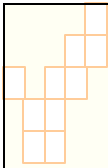
Polidano, M. 39



Policy Development Frameworks

(Frameworks, theories and explanatory models of public policy)






Decision making frameworks

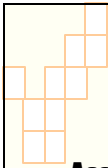
Models that help decision makers to identify the most important elements that intervene in the process of policy making and analysts to generate the necessary questions for the analysis.
(Ostrom, 1997)

There are many, we will look at a few...

**Rational
Incremental
Political**




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Rational Model

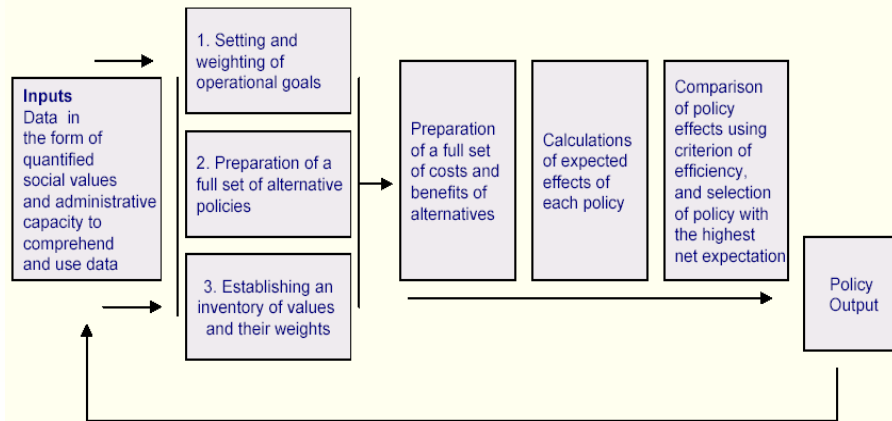
Assumptions:

- System is stable
- The government is a rational and unitary actor and that its actions are perceived as rational choices
- The policy problem is unambiguous.
- Well defined objectives are established; alternatives and consequences are known; preferences are clear; there are no limitations of time or cost.
- Policy as maximum social advantage that also maximizes the economic advantages.



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Rationalist Approach to Public Policy

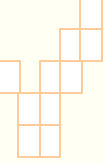


Source: Adapted from Nicholas Henry, *Public Administration and Public Affairs*, 7th ed. (Upper Saddle River, NJ: Prentice Hall, 1999), p. 357.

What is wrong with this framework?

- Difficult to apply in the public sector.
- Social problems are complex, ill-defined and interdependent.
- Conflict arises over appropriate role of government, and over the social value of an intervention.
- It is difficult to forge consensus and in the end, policies are the result of compromise.
- Time, knowledge, resources and “predicibility” are always limited.
- There is always pressure to select the first solution that seems “good”.
- Time is short to produce results (political time?)





There is no better illustration of the dilemmas of rational policy making in America than in the field of health...the first obstacle to rationalism is defining the problem. Is our goal to have good health - that is, whether we live at all (infant mortality), how well we live (days lost to sickness), and how long we live (life spans and adult mortality)? Or is our goal to have good medical care - frequent visits to the doctor, well-equipped and accessible hospitals, and equal access to medical care by rich and poor alike?

Thomas Dye
Understanding Public Policy



Incremental (muddling through)

■ **Assumptions:**

- Public policy deals with moving targets
- The process is not completely rational, analysis is limited, information is ambiguous and subject to interpretation
- Different stakeholders may hold varied opinions about means and ends.

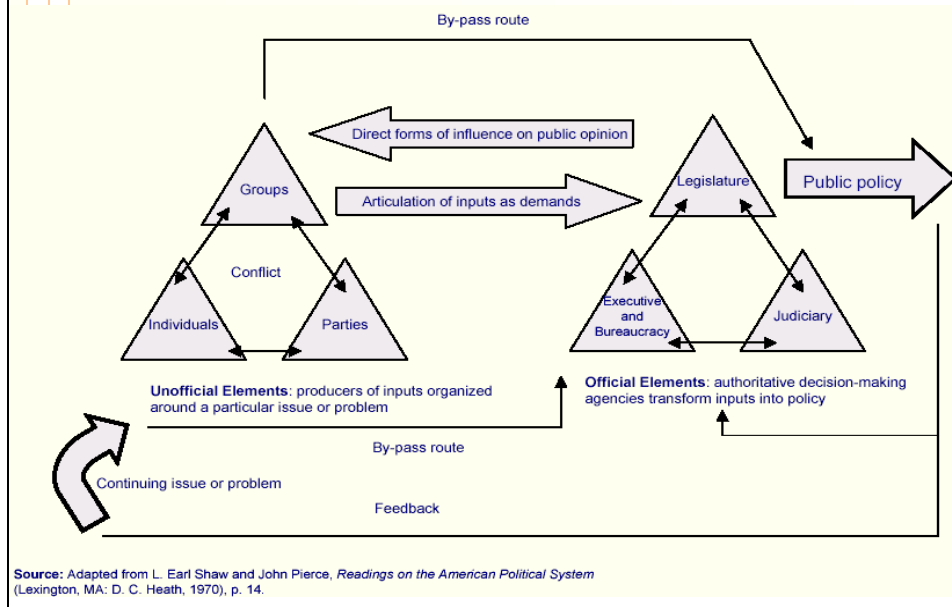
■ **Incrementalism:** “process of mutual adjustment of many actors with their own interests and perceptions about what is the public interest or good.”

- Helps to forge compromise and reduce or mutt conflicts
- Helps to build legitimacy
- Forecasting helps decision making in uncertain contexts; yet, the political short term may remain the main concern (e.g. elections)

“A good policy is one over which there is agreement.”



The Governmental System and Public Policy (US)



Political Model

Assumptions

- **“Policy as Political Activity”**
- There are many conflicting conceptions about what is a problem, what the goals should be (equity, liberty, safety).
- “Problem definition is never simply a matter of defining goals and measuring our distance from them. It is rather *the strategic representation of situations.*”
- Problems are portrayed by actors in a way that promotes their favored course of action, wins people to their side, and provides leverage over opponents.
- Politics are not always corrupt and turbulent.
- Policy analysis is dominated by market economy, which disrupts political life.
- Wide range of choice in the interpretation of the criteria of public policies. Actually, there are **no such thing as objective** rules, policies, criteria and goals.
- Policy politics is the process of making these choices in interpretation.

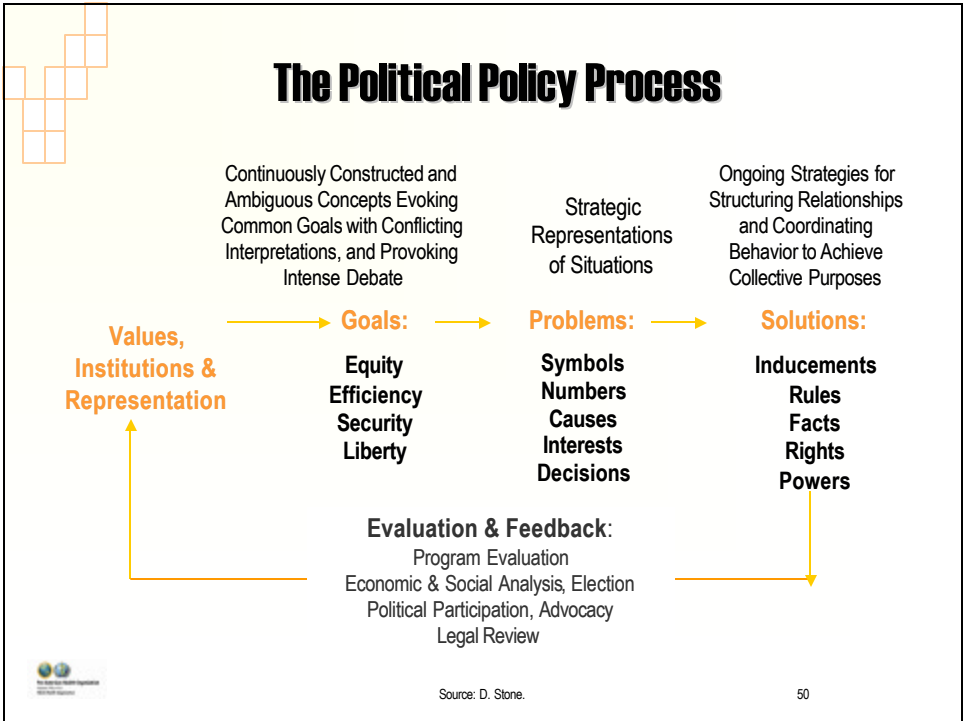
An example from D. Stone. According to this author...

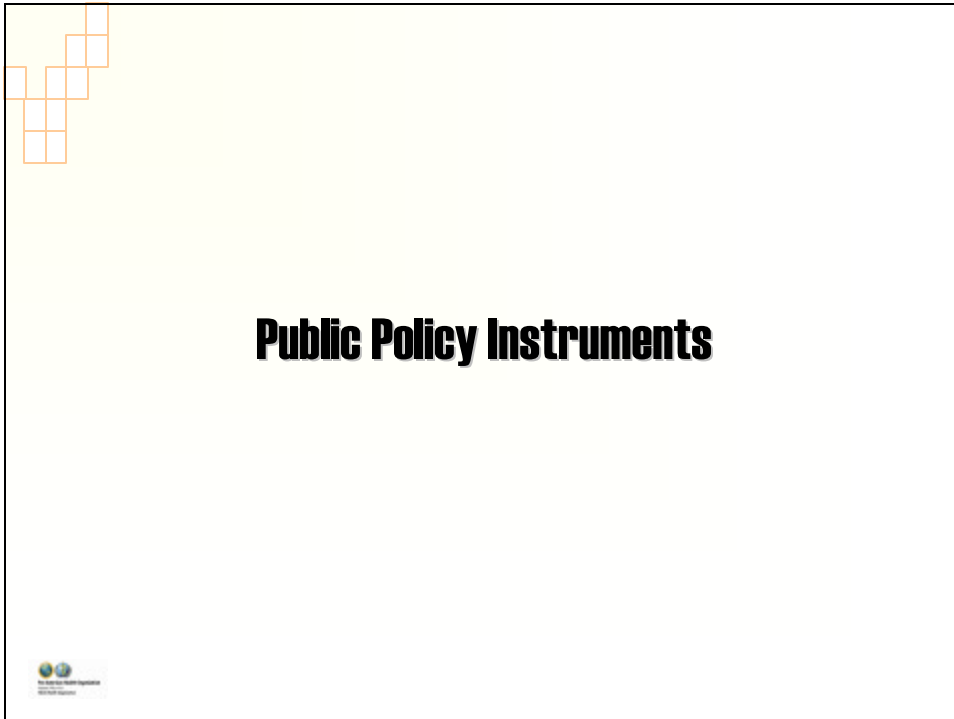
- “Numbers never stand by themselves in policy debates, they are clothed in words and symbols and carried in narrative stories...”

Counting is political:

- Includes decisions about inclusion and exclusion
- Implies norms about how much is too much, too little or just right
- Allow for ambiguity
- Tells stories
- Create illusion of control, boil complex issues down to numbers.

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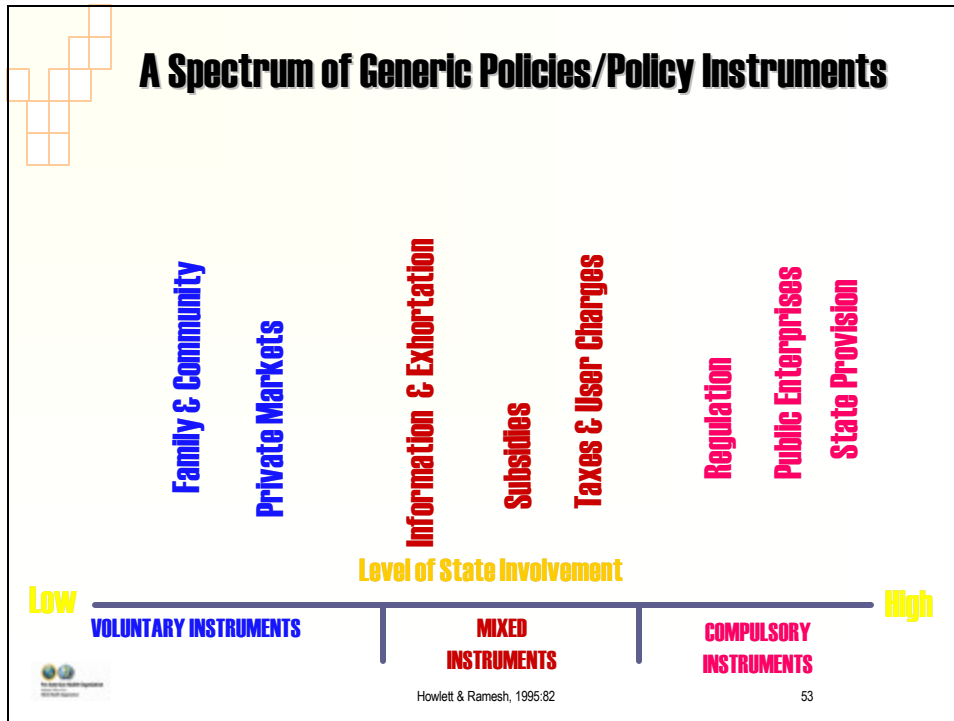




Public policies use tools or instruments to

- Prohibit behaviors that are considered risks to society (e.g. banning smoking from hospitals and schools)
- Protect certain behaviors or population groups (e.g., disabled people, ethnic/racial minorities)
- Permit and promote activities of value to the governments
- Stimulate activities through increases or reduction in taxes (e.g. reduce teenage smoking through increase in taxes to cigarettes).
- Provide direct benefits to citizens in order to assist/help them (e.g. social security payments)

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Summary of Instruments Inventory

Author(s)	Main Categories	Sub-Categories	Orientation
Kirchner	<ul style="list-style-type: none"> • public finance • money and credit • exchange rate • direct control • changes in institutional structure 	62	economic; means by which government affects factors of production, market transactions, and distribution
Hood	<ul style="list-style-type: none"> • nodality • authority • treasure • organization 	25	cybernetic; effectors and detectors that both act upon environment and draw information from it
McDonnell and Elmore	<ul style="list-style-type: none"> • mandates • inducements • capacity building • system changing 	N/A	government as channeling social forces in particular directions; acting "at a distance" through capacity building
Linder and Peters	<ul style="list-style-type: none"> • direct provision • subsidy • tax • contract • authority • regulation • exhortation 	24	inclusive approach based on perceptions of policy makers themselves
Schneider and Ingram	<ul style="list-style-type: none"> • authority • incentives • capacity • symbolic and hortatory • learning 	N/A	behavioural approach; effect on individuals' incentives and capacities
Loeber and Pfleid	<ul style="list-style-type: none"> • self-regulation • exhortation • expenditure • regulation • public ownership 	26	legislator's perspective; sliding scale of coercion and link to larger system's standards of legitimacy; coercion

Source: Pal, L. There ought to be a law. 54

Table 4.1: Examples of policy objectives and instruments in an open market environment

Policy Objectives	Examples of policy Instruments	Potential DOI Impact
Information Economy Level		
Economic growth	Expansive fiscal policy, monetary policy, competition in ICT	Infrastructure (3, 4, 5) Utilization (9)
Innovation rate	Targeted subsidies, innovation policy, competition in ICT	
ICT Sector Level		
ICT investment level	Direct public investment, targeted subsidies, tax incentives, competition in ICT	Opportunity (1) Infrastructure (3, 5)
Universality of service	Targeted subsidies, competition in ICT	Opportunity (1, 2, 3) Infrastructure (4, 5, 6, 7, 8) Utilization (9)
Broadband access	Targeted subsidies, competition in ICT	Infrastructure (8) Utilization (10, 11)
Affordability	Retail price caps, price benchmarking, competition in ICT	Opportunity (2, 3)
Quality of service	Mandated service quality, competition in ICT	Utilization (10, 11)
Protocols and standards	Mandated standards, voluntary agreements, international agencies	Opportunity (1) Infrastructure (4, 5, 6)
Consumer protection	Conditional regulation, consumer protection laws	Opportunity (2, 3) Utilization (9)
Inter-operator Level		
Competitive behaviour	Open market entry, anti-trust oversight	Opportunity (1, 2, 3) Infrastructure (7, 8) Utilization (10, 11)
Access to incumbent network	Open access, interconnection, unbundling obligations	
Wholesale prices	Price cap for wholesale price, monitoring of interconnection agreements	

Note: Items in blue font refer to policy instruments that are sometimes considered incompatible with competitive policies. The third column indicates where these policy measures could impact a country's DOI sub-index scores. The numbers in parentheses in this column refer to the individual indicators of the DOI, as numbered in Figure 2.3 in Chapter Two.

Source: Adapted from Johannes Baues, 2004⁵.

World Information Society Report 2006. From measurement to policy-making, Chapter 4.

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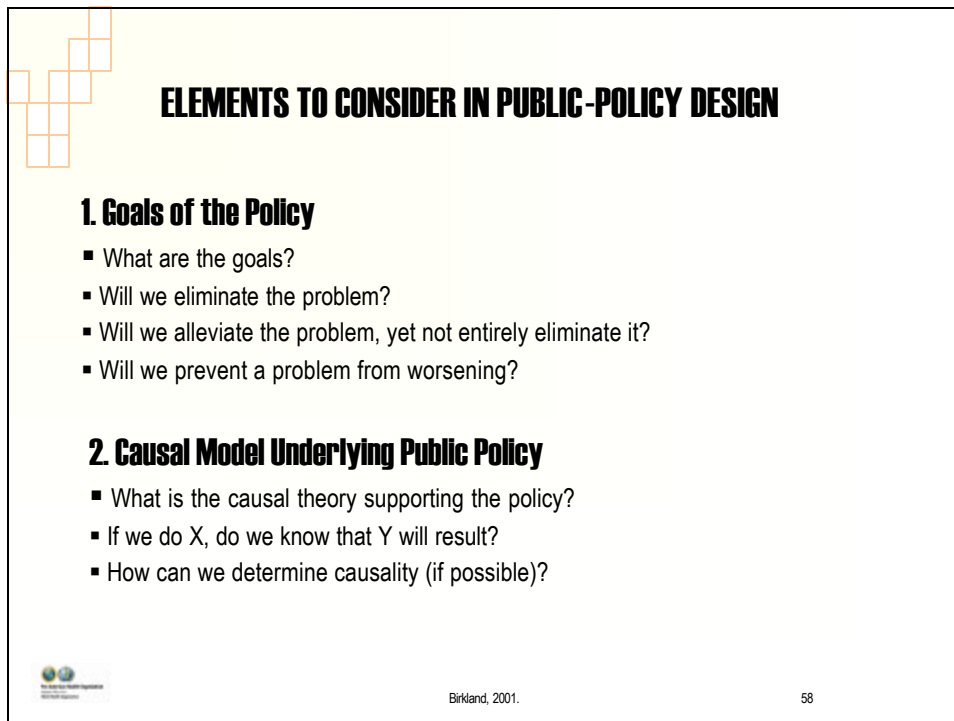
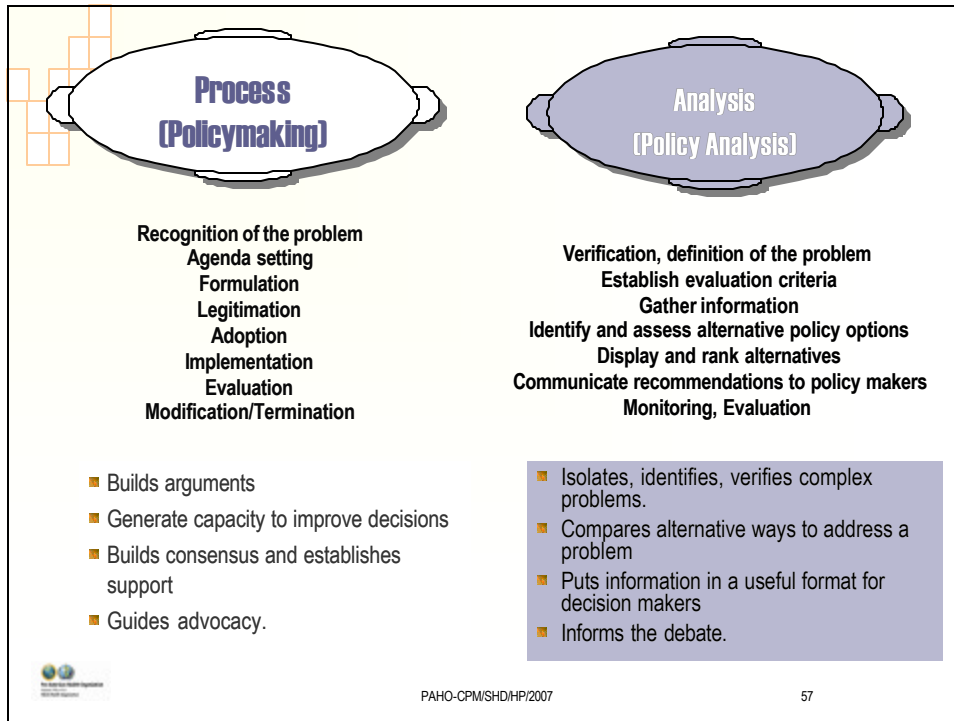
Ultimately

- Public policy instruments are a combination of regulation, persuasion and force.
- Possible limitations for governments:
 - “resources like astuteness, legitimacy, or experience”, which depend on networks of stakeholders to achieve its goals.
 - Democracies are limited by the electoral cycles.
 - Some policy choices are made because they are thought to deliver within a certain period of time, or coincide with elections.



Source:

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ELEMENTS TO CONSIDER IN PUBLIC-POLICY DESIGN (cont.)

3. Tools of the Policy

- What instruments will be used to implement the policy?
- What is the degree of coercion?
- Will tools rely on incentives? Persuasion? Information? Capacity -building?

4. Targets of Policy

- Whose behavior is supposed to change?
- Are there direct and indirect beneficiaries?
- What assumptions about the target population underlie the choice of tools?

5. Implementation of the Policy

- How will policy/program be implemented?
- Who will define the criteria for implementation?
- Who will enforce the implementation?



In conclusion...

- The process of formulation (policymaking) and the process of analysis (policy analysis) are different.
 - **Policymaking** is an essentially political process.
 - **Policy analysis** is rather a cognitive process that occurs during policymaking (thus in highly political environments).
- **Policy makers** (make decisions); **policy analysts** (provide policy-relevant advice).
- **Policy decisions** represent **distribution of power and resources (tangible or intangible)**, and they also **express the values**.
- **Policies are always formulated to achieve “someone’s” objectives.**
- Policy makers are expected to act on the basis of the perceptions of the public interest or of beliefs about what is appropriate or ethically correct in public policy. **Not always so.**
- **A good decision is not the same as a good result.**





Suggested Reading(s)

Aday, L. A et al. (2005) *Evaluating the Healthcare System. Effectiveness. Efficiency and Equity*. Ann Arbor, MI: Health Administration Press. Third edition. Pp. 1-56. (Introduction to Health Services Research and Policy Analysis)

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Polidano, C Measuring Public Sector Capacity. (2002) *World Development* 28 (5): 805-822.(Earlier version available from Institute for Development Policy and Management. University of Manchester.

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Walt, G. and L. Wilson. (1994). Reforming the health systems in developing countries. The Central Role of Policy Analysis. *Health Policy and Planning* 9(4) : 353-370.

Patton, C. y D. Sawicki. (1993) *Basic Methods of Policy Analysis and Planning*.

Englewood Cliffs, NJ: Prentice Hall. Second edition. Pp. 1-39 (The Need for Simple Methods of Policy Analysis and Planning, The Policy Analysis Process).

