Introduction to Public Policy

Week 11

Policy Implementation

Theodolou & Kofinis, pp. 166-188.

Knill & Tosun, pp. 148-173.

Implementation

- Few, if any, public policies are implemented as intended.

- Implementation is the center/focus of the post-decision phase
    - Is the stage where government executes an adopted policy
    - When words are translated into action
    - Desire for change becomes actual change

Place of Implementation

- Post-decision phase
  - Implementation
  - Evaluation
  - Policy change or termination

Implementation

Policy Decision:

No smoking near the building entrances

Implementation Problem

Sigara kapı önünde de yasak olacak

Sağlık Bakanı Fahrettin Koca, "Restoranların, kafelerin en güzel yerleri sigara içenlere ayrılıyor. Sigara içmeyen yüzde 70'i arkaya küçük bir yere, sigara içen yüzde 30'u en güzel yere alıyorsunuz. Bundan sonra buralarda da kapalı bölümler olacak" dedi.

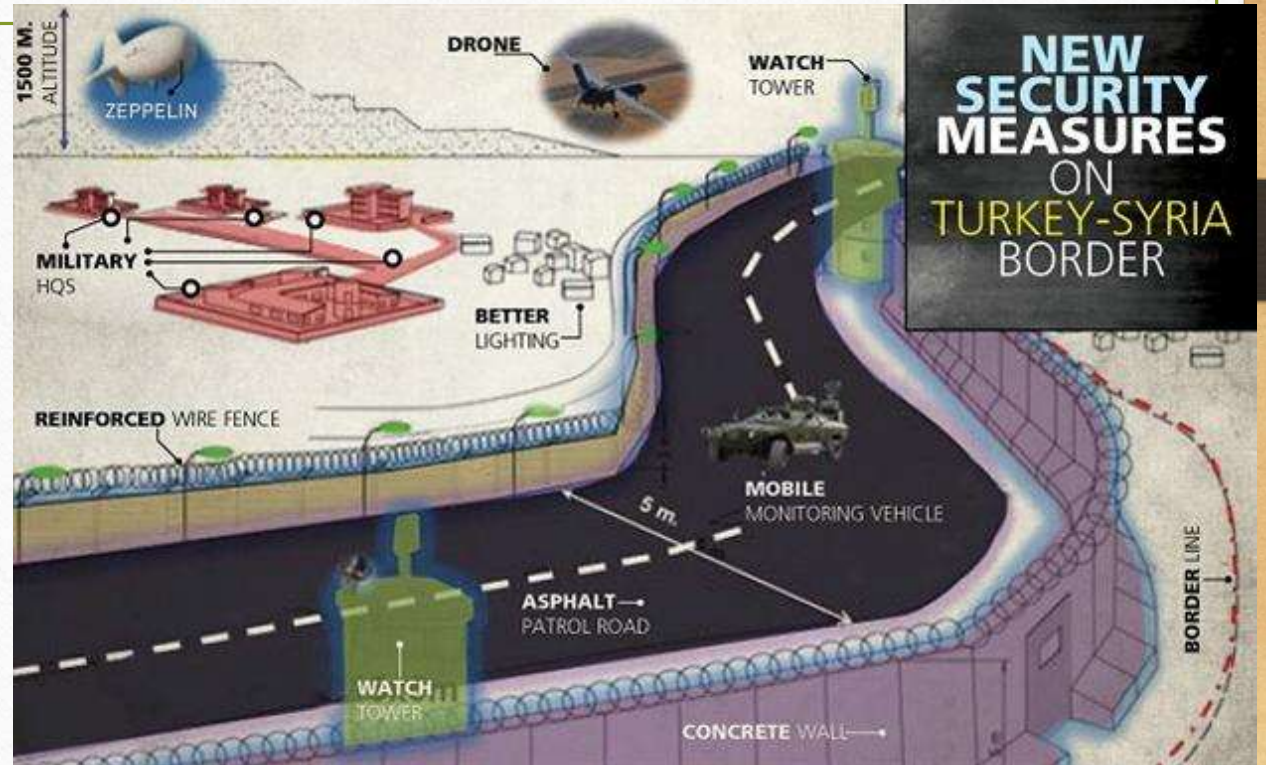ntv.com.tr 01.02.2019 - 08:19 | Son Güncelleme : 01.02.2019 - 09:16

Definitions of Implementation

- «What happens after a bill becomes a law» (James Anderson)

- «All the activities designed to carry out the laws enacted by the legislative branch of government» (Thomas Dye)

- «Carrying out of a basic policy decision, usually made in a statute (Executive orders & court decisions)» (Paul Sabatier & Dan Mazmanian)

Policy Implementation
Example: Building a Security Wall in Turkey-Syria Border

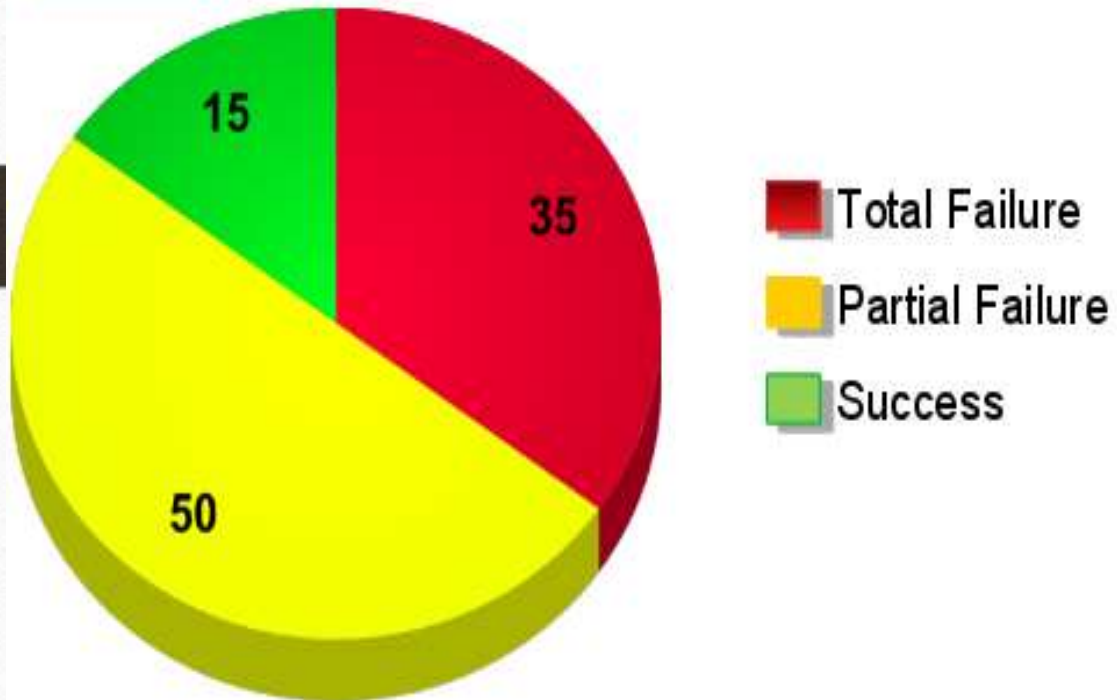http://www.milliyet.com.tr/suriye-sinirina-duvar-onlemi-gundem-2079793/

Importance of Implementation

- Until a policy is implemented,
  - We can not know its effect(s) on the target population(s) or for the society.
  - The policy can not be evaluated/judged either as a success or as a failure.

Success or Failure?

eGov Success rate

- E-government initiatives in developing/transitional countries:

  35% are total failures

  50% are partial failures

  15% are successes

Implementation: Definitions

- Studying implementation is studying change
    - How does change occur?
    - Study of the political system inside and outside the organization
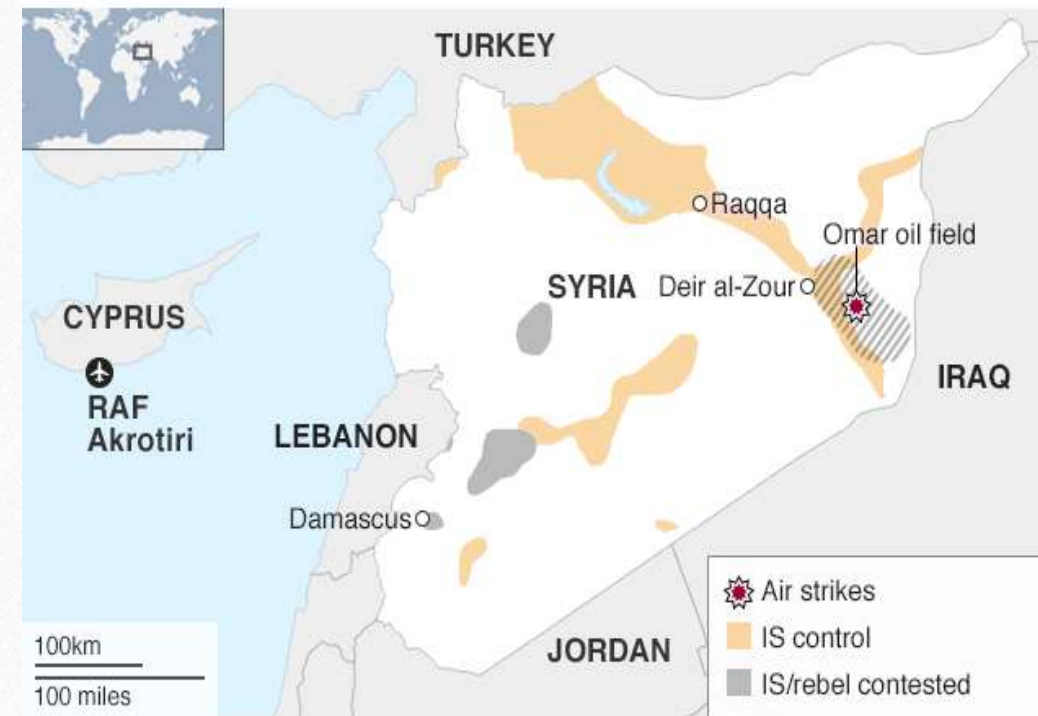   - What motivates implementors?

Implementation Example

Adoption: Decision-Making in the British Parliament

Implementation: Bombing of the Islamic State (ISIS) in Syria

Implementing the **right types** of policies?

- Thinking about implementation before the policies are designed.

  - Better policy design

  - Stronger foundation of knowledge

Policy Design & Implementation Relationship

		IMPLEMENTATION	
		POOR	GOOD
POLICY DESIGN	POOR	**VERY POOR** NEGATIVE IMPACTS INTENDED & UNINTENDED	**UNINTENDED IMPACT** UNKNOWN EFFECTS
	GOOD	**NO IMPACT** INEFFECTIVE	**EFFECTIVE POLICY** INTENDED IMPACT ACHIEVED

Source: Theodolou & Kofinis, 2004: 169.

Bike Use in Beytepe Campus:
Good or Poor (Bad) Design? Good or Poor Implementation?

'Aktif Kampüs Projesi' kapsamında 160 bisiklet dağıtıldı

Sağlık Bakanlığınca "Aktif Kampüs Projesi" kapsamında Hacettepe Üniversitesine hibe edilen bisikletlerden 160'ı öğrencilere dağıtıldı.

19 Kasım 2015 Perşembe 17:32

A¹ A⁺

f Beğen 13   Tweet   G+1   Pin it   ☑ E-posta gönder   Çıktı al

Sağlık Bakanlığınca "Aktif Kampüs Projesi" kapsamında Hacettepe Üniversitesine hibe edilen bisikletlerden 160'ı öğrencilere verildi.

Hacettepe Üniversitesine hibe edilen bisikletlerden 160'ı, Beytepe yerleşkesindeki kız ve erkek öğrenci yurdunda kalan gençlere dağıtıldı.

BİSİKLETİNİZİ İADE EDİN
YENİ SAHİBİNE VERELİM !
17 Ekim 2016, Pazartesi, 11:00-16:00
18 Ekim 2016, Salı, 11:00-16:00
Yer : Kız yurdu önü bisiklet park alanı

AKTİF KAMPÜS

Başvuru için:
www.aktifkampus.org

Definitions of Implementation

- The stage at which

    - Policy action occurs to address a recognized policy problem,

    - The design of a policy proposal is put into effect,

    - Policies are executed by respective administrative agencies,

    - Selective instruments are applied reflective of the legislative mandate, bureucratic interpretation, and capacity,

    - Specified target populations, and the society, experience the first tangible effects of the policy once implemented.

Example: Implementing a Sugar Tax to Decrease Obesity

← → C | 🔒 Güvenli | https://www.theguardian.com/society/2017/feb/22/mexico-sugar-tax-lower-consumption-second-year-running

Health

Mexico's sugar tax leads to fall in consumption for second year running

Health experts are watching the progress of the tax to see if it will lower the rates of obesity-related diseases and type 2 diabetes

13,105

Sarah Boseley Health editor

Wednesday 22 February 2017 21.00 GMT

ⓘ More than 70% of the population of Mexico is overweight or obese. Photograph: Alamy

Mexico's sugar tax appears to be having a significant impact for the second year running in changing the habits of a nation famous for its love of Coca-Cola, and will encourage countries troubled by obesity and contemplating a tax of their own.

Implementation: Definitions

- Policy-making does not come to an end once a policy is set out or approved.
  - Policy is being made as it is being administered and administered as it is being made.
  - Black-Box Model
    - What is happening between input and output?
    - Problems of implementation were rarely analyzed.
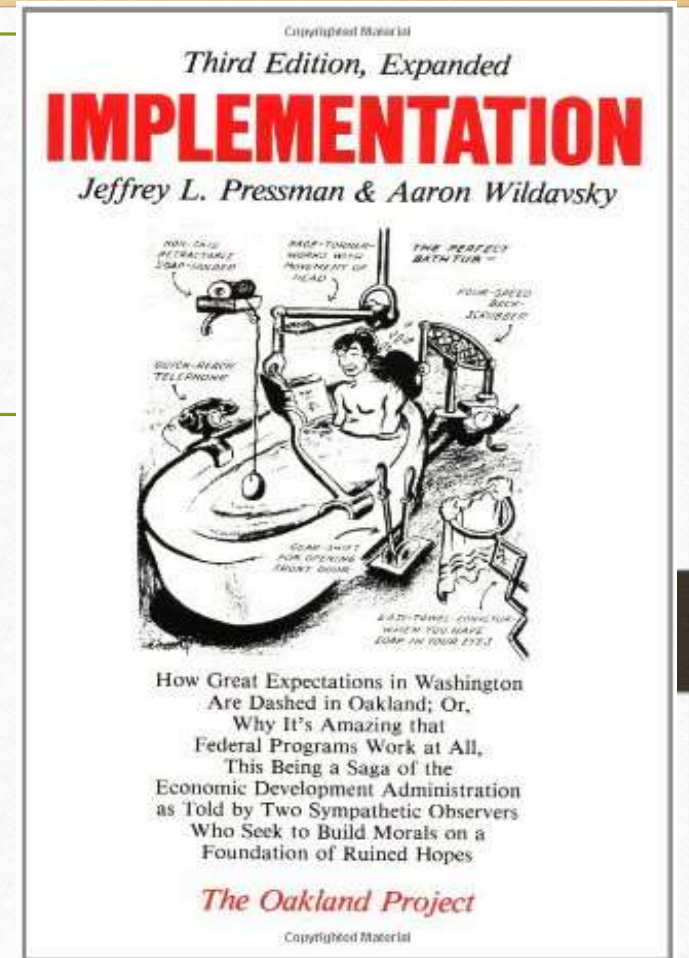 - Bureaucrats are not just neutral public servants

Black Box of Implementation

Development of Implementation Studies

- The analysis of failure (Early 1970s)

- Rational (Top-down models)

- Bottom-up critiques of the top-down model

- Hybrid Theories: Implementation as:

    - Evolution

    - Mutual adaptation

    - Learning, exploration

    - Inter-organizational analysis, etc.

First Implementation Studies

- Pressman & Wildavsky (1973)

  - A federal jobs creation project in the US, which did not work well as expected, but why?

  1. Role of administrative actors such as government agencies on policy effectiveness
     - Cooperation or competition among policy actors?
  2. Unclear policy intent
  3. Concern for implementation was seen secondary, even unnecessary

Models of Implementation

- Forward Mapping (Top-down)
    - Government decision, management & oversight plus bureaucratic execution is enough
    - Control over people and resources are enough for successful implementation
    - Is only a myth
    - Not the nature of the implementation process

- Backward Mapping (Bottom-up)
    - What really important is the relationship between policy makers and policy deliverers
    - Begin at the phase when the policy reaches its end-point
    - Then analyze and organize policy by taking into account organizational and political environments
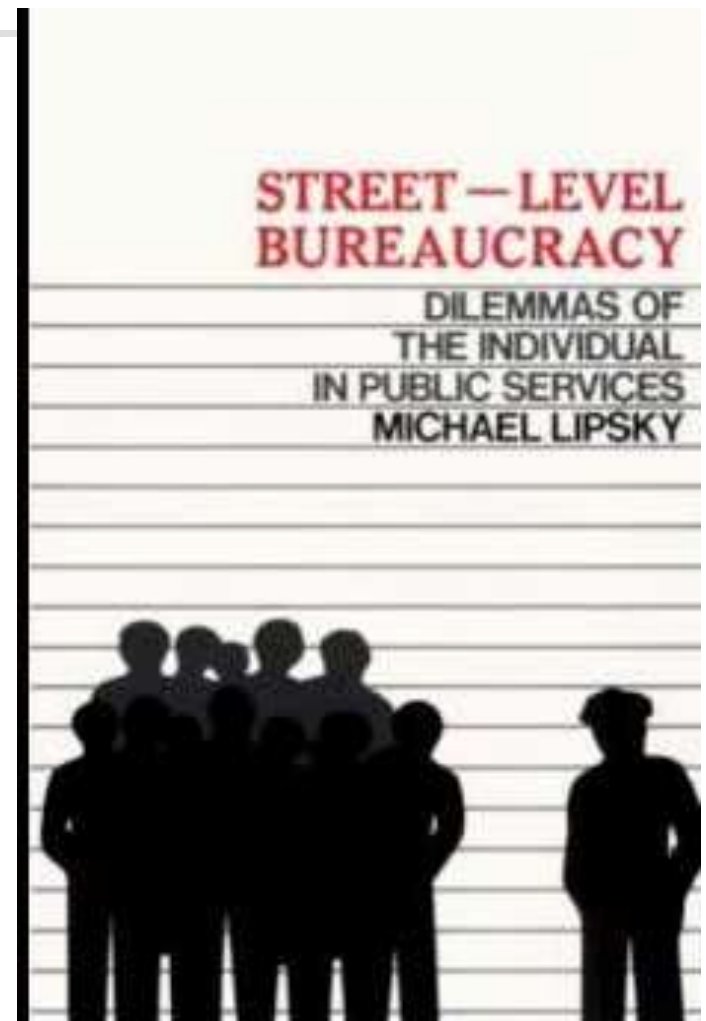
Criticisms to the Rational Model

- Implementation is not a perfect line of causation (x causes y)
- There is too much emphasis on the definition of goals from the top (rather than role of workers on the line)
- This model excludes any consideration of how real people actually behave
- Implementors make policy as well (discretion)
  - The interaction of bureaucrats with their "clients" at street level
    - Is it right for teachers and police to make policy?
      - Interpretation of rules

Bottom-Up Model (Richard Elmore, Michael Lipsky and others)

- Emphasizes the actors directly responsible for policy execution:
  - «Front-line» or «Street-level» actors
- Lipsky's book entitled Street-level Bureaucrats (1980) has been viewed as the leading challenge to the top-down model of policy implementation models and the starting point of bottom-up model.

STREET—LEVEL BUREAUCRACY

DILEMMAS OF THE INDIVIDUAL IN PUBLIC SERVICES

MICHAEL LIPSKY

Street-level Bureaucracy Model (Michael Lipsky)
(Listen to Lipsky at: https://www.youtube.com/watch?v=ZX1IivgPspA)

- Street-level bureaucrats (Doctors, teachers, police officers etc.) interact directly with the public and represent the frontlines of government policy.

- They deliver the policy that has been decided elsewehere.

Street-level Bureaucracy Model (Michael Lipsky)

- Apply the policy quickly and with limited information
  - They work under huge caseloads, ambiguous agency goals, and inadequate resources.

- With wide discretionary authority and the ability to interpret policy on a case-by-case basis, they can create a big difference between government policy and in its actual practice.

Street-level Bureaucracy Model (Michael Lipsky)

- Policy Drift (Sapma) and Sabotage
  - The cumulative effect of street-level decisions made on the basis of routines and simplifications about clients can distort the intended direction of policy.
  - Limiting discreation (takdir hakkı) may minimize policy drift.

Example of Policy Drift:
The Judge Not Ruling for Preventive Measures

- ## Law No 6284 (2012): Law on Protection of the Family and Prevention of Violence against Women
  - ### Hâkim tarafından verilecek önleyici tedbir kararları
    - MADDE 5 – (1) Şiddet uygulayanlarla ilgili olarak aşağıdaki önleyici tedbirlerden birine, birkaçına veya uygun görülecek benzer tedbirlere hâkim tarafından karar verilebilir:
    - a) …
    - b) Müşterek konuttan veya bulunduğu yerden derhâl uzaklaştırılması ve müşterek konutun korunan kişiye tahsis edilmesi

Implementation as a Political Game

- Conflict is not dysfunctional
  - On the contrary, it is essential in acquiring and maintaining power
- Deal-making is acceptable
  - Bargaining and persuasion under conditions of uncertainty
  - Actors are trying to win as much control as possible
- Groups and individuals seek to maximize their power and influence during implementation
  - Self-interested people playing games
  - Bardach, "The Implementation Game" Book (1977)
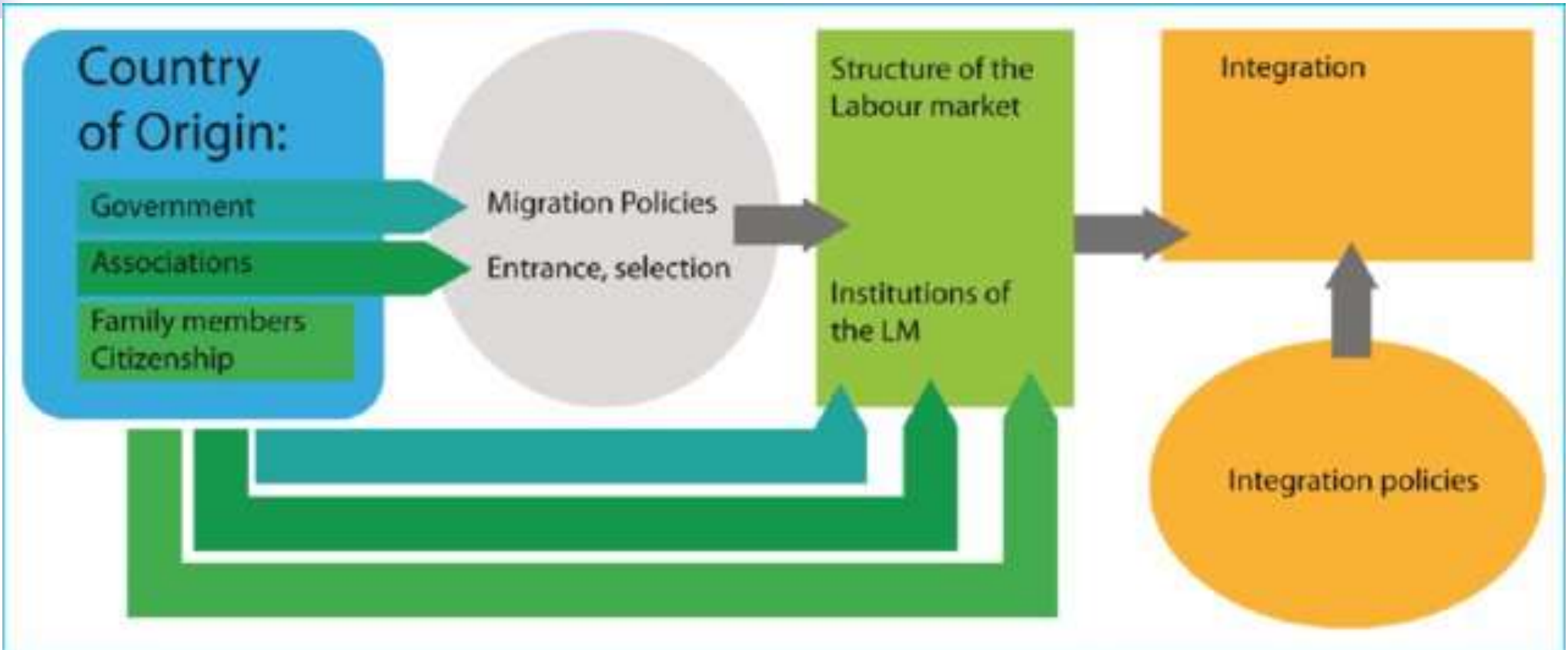
Implementation as a Political Game

Implementation as Evolution

- Top-down and bottom-up models oversimplify complexity
  - Implementation is constrained by the institutional context and the world around the institution
- It is an iterative bargaining process between policy enacters and resource controllers
  - Emphasis on power and dependence, interests, motivations and behavior
- Policy is something which evolves and unfolds over time

Implementation as Evolution

Actors in Implementation

- The President
- The Bureaucracy
- The Parliament
- Courts
- International organizations
- NGOs
- Interest Groups
- Citizens?

Citizens as Implementation Actors: Example of Citizen Traffic Inspectors

milliyet.com.tr/ekonomi/14-bin-716-yeni-fahri-trafik-mufettisi-geliyor-6070478

Milliyet Son Dakika Yazarlar Siyaset Ekonomi Dünya Milliyet TV Gündem Oyun **Pembenar Skorer Cadde**

02.11.2019 – 12.53 | Son Güncellenme 02.11.2019 – 12.53| DHA

14 bin 716 yeni fahri trafik müfettişi geliyor

Trafikte sürücülerin kurallara uyup uymadığını kontrol eden fahri trafik müfettişi sayısı, 14 bin 716 kişi daha eklenerek 34 bin 716'ya yükselecek.

İçişleri Bakanlığı'ndan yapılan yazılı açıklamada; Karayolları Trafik Kanunu'na göre, sürücülerin trafik kurallarına uyup uymadığını denetlemekle sorumlu olan yetkililere (polis ve jandarma) yardımcı olmak üzere Emniyet Genel Müdürü'nün teklifi ve İçişleri Bakanı'nın onayı ile uygun görülen kişilere, valiliklerce 'Fahri Trafik Müfettişliği' görevi

Some Challenges in Implementation

- Is the public supporting implementation?

- Are the policy goals clear & consistent?

- Is there enough information about the issue/problem?

- Are there enough financial resources?

- Are the political and administrative leaders supporting?

Is the public supporting implementation?
Wearing masks or not