

KAY 203

INTRODUCTION TO PUBLIC POLICY

WEEK 2

Development of the policy approach in general & in Turkey

Parsons, 1995: xv-xviii, 1-41; 54-57 & Yıldız, etal., 2011

Unannounced Pop-Quiz Example-2

I. State only one of the institutional settings that one can find policy analysts:

Universities

II. What is Harold Lasswell's definition of public policy?

Policy analysis is "speaking truth to power".

III. State one of the reasons for the diffusion of public policy studies in Turkey, according to Yıldız and others, 2011

EU Exchange Programs such as ERASMUS

WHAT IS PUBLIC POLICY?

- What governments choose to do or choose not to do (Thomas Dye)
- An analytical problem-solving and decision-making process
 - Multi-disciplinary, multi-method, problem-focused and action-oriented (Wayne Parsons)
- Minimize or Maximize something
 - Decrease what is too much, increase what is too little.
- Speaking truth to power (Aaron Wildavsky)
 - In pluralist democracies, speaking truths to powers
- Policy sciences of democracy (Harold Lasswell)



Nature of Public Policy Studies

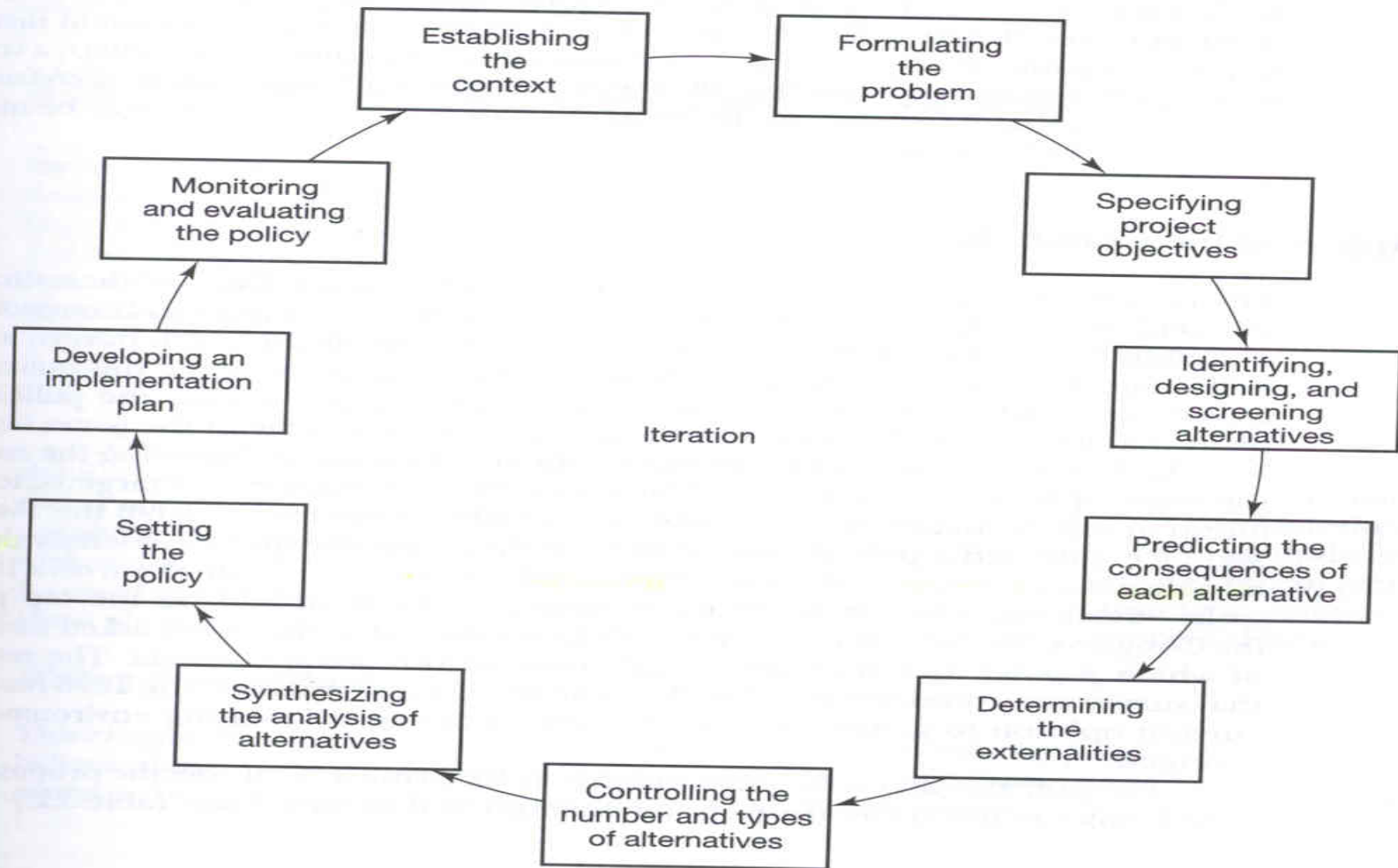
- Interdisciplinary (multi-disciplinary)
 - Integrates knowledge from different disciplines
 - Public adm., political science, sociology, psychology, economics & management
- Multi-method
 - Qualitative and quantitative
- Problem-focused, action-oriented
 - Analyzes public choices & decision-making
 - We expect governments to have policy

Public Policy

- Problems
 - Public and private
- Public policy is about the solution of public problems.
- Types of Agendas
 - Systemic Agenda
 - Institutional Agenda

CYCLICAL POLICY PROCESS

FIGURE 3.1. The Iterative Framework for Policy Analysis



In the real world, there are no defined or distinct phases.



POLICY PROCESS

- What is it?
 - A cyclical problem-solving activity
 - Analytical, legislative, budgetary and administrative steps
- Why is it complicated?
 - Diverse population, many stakeholders
 - Frame the issues differently
 - Special-interest groups;
 - Different priorities
 - How to discover the collective will in diversity?

Where did public policy come from?-1

- **Explanation 1:** Since the emergence of organized societies
 - After the division of labor regarding the rulers and the ruled, rulers needed advice.
 - Advisors beginning from ancient China, Egypt and India
 - Wazir: the ones who help carry the load
 - Oral and written advice.
 - No real data collection and analysis
 - Mostly experience-based

Where did public policy come from?-2

- Explanation 2: Late 1700s, Early 1800s
 - French Revolution
 - Enlightenment
 - Industrial Revolution
- Migration to cities and urbanization
 - How to solve the problems of urbanization?
 - Crime, education, health, infrastructure...
- Systematic data collection and simple data analysis

Where did public policy come from?-3

- Explanation 3- During and After the second World War, in the US and its allies
 - Systematic data collection and complicated data analysis
 - Statistics, mathematical models, operations research...
 - Uses spread into the civilian domain after the War



Enlightenment Notion in PP

- Background of the growth of the policy approach
 - The world is full of puzzles and problems which, through the application of human reason and knowledge, could be solved.
- Policy science as the desire for knowledgeable governance.
 - The acquisition of facts and knowledge about problems so as to formulate better solutions.
- The analysis of policy requires that we have an understanding of the historical, legal, anthropological and geographical contexts of PP.



Meanings of Public Policy

- Public policy (PP) as rationalization of the state and politics as a policy-making activity.
 - Concerned with what decision policy makers have or do not have.
- Empirical assumptions:
 - the laws that govern human behavior exist independent of human control,
 - the units of analysis in social systems are highly similar over time and space.



The growth of PP

- The growth of PP as a distinct field of academic activity may be dated to the late 1960s.
- In 1972 the **Policy Studies Organization** was founded.
- 1970s and 1980s witnessed an explosion of think-tanks and research institutions in which interdisciplinary approaches to policy thrived.
- In the 1980s and 1990s the PP field has spread beyond America to other countries.



The growth of PP-2

- Expansion of government as a problem solver
- In the US, in 1960s, governments increasingly required more information and analysis about education, transport, health, etc.
- A belief in social science as a form of engineering and medicine.

How did public policy emerge?

Explanation	Data Collection	Data Analysis	Policy is Based On
Explanation 1: Since the emergence of organized societies	Almost none	Almost none	Mostly experience transmission
Explanation 2: Since the Industrial Revolution	Systematic data collection	No Complicated analysis	Scientific analysis
Explanation 3: During and After the second World War, in the US and its allies	Systematic data collection	Statistics, mathematical models, operations research	Scientific analysis



PUBLIC POLICY FRAMEWORK

- What is a public?
 - The idea of public policy presupposes that “ there is a sphere or domain of life which are so designated as public, as opposed to private”.
 - The public comprises that dimension of human activity which is regarded as requiring governmental or social regulation or intervention, or at least, common action.
 - People as a whole
 - “Res publica” in Romans: the “public thing”: Buildings, property, funds and other physical resources involved in the performance of public office vs. “Res priva”
- Public versus Private
 - Different but related

Hannah Arendt's Analysis of the Dichotomy in Greeks



■ Public

- Polis
- Freedom
- Male
- Equality
- Immortality
- Open

■ Private

- Household
- Necessity
- Female
- Inequality
- Mortality
- Closed



PUBLIC

- Not only government units and officers
 - Elected, appointed and contracted
- Public purposes of non-governmental actors
 - Hospitals and schools built by private persons and firms (e.g. public-private partnerships)
- Elements of civil society
 - Member serving organizations: e.g. Political parties
 - Public serving organizations: TEMA
 - E.g. Reports of associations

TÜRKİYE KAMU YÖNETİMİ ve DEĞİŞİM

İDARENİN BÜTÜNLÜĞÜ

*Hiyerarşik / Hiyerarşik
Yönetim / Denetim
(Performans Yönetimi/Denetimi)*

(Yerellik-Subsidiarity)

MERKEZİ YÖNETİM

İdari Vesayet

YERİNDEN YÖNETİM

(Görevler Ayrılığı)

(Böl.Kal.Ajanı)

Merkezi Yönetim *Yetki Genişliği*

Taşra Yönetimi

Yerel Yönetimler

Hizmet Yerinden
Yönetim Kuruluşları

Meslek
Kuruluşları

Sendika
Vakıf

STK

Özel Sektör

(1) Yerelleşme

(2) Yerelleşme

(3) Yerelleşme (Sivilleşme)

(4) Yerelleşme

(Özelleştirme)

Bakanlıklar (taşra yasağı)

Bağlı Kuruluşlar

İlgili Kuruluşlar (tasfiye)

İlişkili Kuruluşlar (Üst Kurullar)



TURKISH GOVERNMENT UNITS (2015)

<https://www.e-icisleri.gov.tr/Anasayfa/MulkiIdariBolumleri.aspx>

- Central Government
 - 81 Provinces/il
 - 919 Sub-Provinces/İlçe
- Local Government
 - 50 Provincial Special Administrations/İl Özel İdaresi
 - 1397 Municipalities/Belediye
 - 30 Metropollitan Municipalities/Büyükşehir
 - 18.232 Villages/ Köy

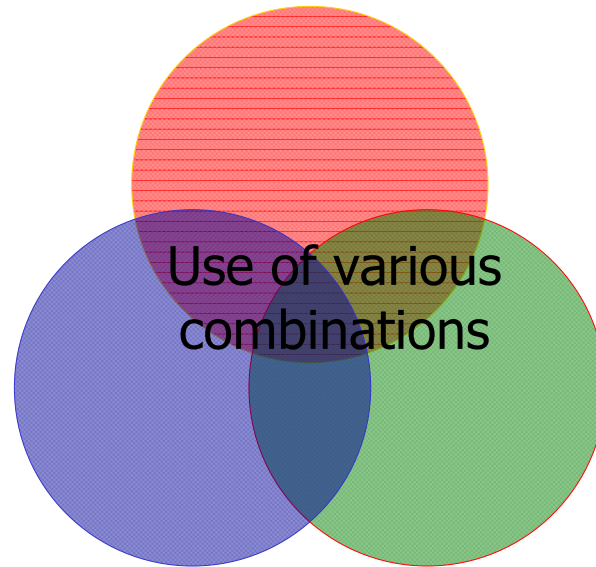


PUBLIC POLICY FRAMEWORK

- What distinguishes public problems?
 - Scale/ Bigness: Problems confronting whole populations
 - Complexity: Many different views and preferences
- Actors:
 - Public, Private and Civil Society Sectors; and multiple combinations
- Question: How much government is required?

ACTORS OF PUBLIC POLICY

Public Sector



Private Sector

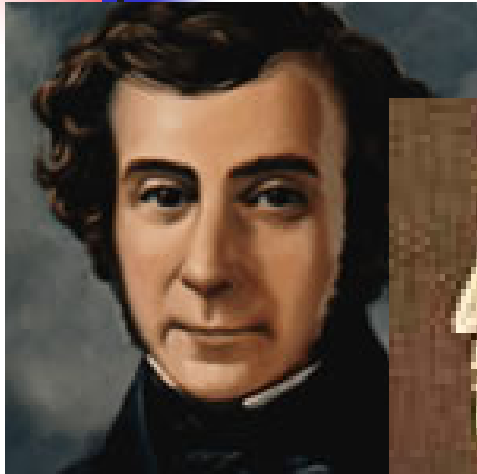
**Civil Society
The Third Sector**

- Three sectors compete & cooperate for doing public work
- How much government is required? At which level?

Politics and Policy

- How much government we want or need in making decisions for us?
 - Pendulum swings from more government to less government (more market) and the other way around.
- Market failure and government failure
- Alternatives to government and markets
 - Etzioni and communitarianism
 - De Tocqueville and the power of associations/NGOs

Different Approaches to Government Involvement



- Thomas Hobbes 17th C.
 - `Leviathan`
- Adam Smith, 18th C.
 - `The Wealth of Nations`
 - Invisible hand
- Alexis De Tocqueville, 19th C.
 - `Democracy in America`
 - Power of associations



Degree of Government Involvement in Economy

■ Limited Involvement

- Adam Smith, Wealth of Nations
- Invisible hand
 - Government is best when it does the least
- The aggregate of people's self interests make up of the public interest
 - (clear distinction & well-defined boundary)

■ Larger Involvement

- Hobbes
 - Public order
- Reasons
 - Externalities
 - Monopolies
 - Imperfect Information
- Some Actions
 - Break up monopolies



Historical Development

- Woodrow Wilson (1880s)
 - Distinction between politics & administration
 - Bureaucracy as a defender of public interest
- Weber (Early 1900s)
 - Bureaucratic rationality
- Simon & Lindblom
 - Irrationality & bounded-rationality
- Public choice/ New Right literature
 - Bureaucrats have distinct goals of their own
 - The relationship between public & private is best defined by the market & freedom of choice



Harm, Utility & Market Failure Criteria

- The private is that sphere which did no harm to others (J. S. Mill)
- The greatest happiness to the greatest number (Mill & Bentham)
- The role of the state is to manage the public and its problems so as to deal with those aspects of social & economic life which markets are not capable of solving (Keynes, Roosevelt-New Deal)- 1950s to 1970s



New Right

- After the “stagflation” of the 1970s, beginning from the 1980s: New Right
 - The attempt to use public policy to promote the public interest was wrong (Hayek & Friedman)
 - New Right’s recipe is to expand the use of the market mechanism
 - New Public Management”



Institutional Settings

- Institutional settings that one can find policy analysts (not mutually exclusive):
 - Universities
 - Independent research institutions & think-tanks
 - In-house policy units
 - Pressure and lobby groups
 - Political parties
 - Freelance consultants



Methods of the comparative PP approach

- Single case studies of one party area in one country
- Statistical analysis of several case studies and countries
- A more focused comparison of a policy area or sector between a selected number of comparable countries



Analysis of the Policy Process

A. Analysis of Policy

1. Analysis of policy determination

- How policy is made; why, when & for whom?

2. Analysis of policy content

- How policy developed, from which frameworks?

3. Policy monitoring & evaluation

- Policy goals & impacts



Analysis of the Policy Process

B. Analysis for Policy

4. Information for policy

- Detailed research & advice

5. Policy advocacy

- Research & arguments that affect policy agenda

Yıldız etal. 2011, Diffusion of Public Policy Studies in Turkey

Üniversity	US and/or EU Educated Scholars	Post-Doctorate Studies in the EU and/or EU	Second Generation Scholars	Analysis Power of Public Policies	EU Exchange Programs such as ERASMUS
Akdeniz Ü.			√		
Ankara Ü.				√	
Balıkesir Ü.	√				
Ab. İz. Bay. Ü.			√		
Galatasaray Ü.	√				
Hacettepe Ü.	√				√
Mersin Ü.	√				
ODTÜ	√				
TODAİE		√			
Pamukkale Ü.	√				
Sakarya Ü.				√	√
Sül. Dem. Ü.	√				
TOPLAM	7	1	2	2	2

Public Policy Development in Turkey

- Windows of Opportunity (Akdoğan, 2011)
 - 1924-Ministry of Education report
 - 1950s to 1965- Foreign social scientists' empirical research efforts about Turkey
 - 1961- Establishment of the State Planning Organization
 - 1975- Formation of the Turkish Operations Research Society
 - 2002- Law Number 5018 on Public Finance Administration and Control Act