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Differentiating Public Policy, Program, and Project Management Policy

Public Policy

Definition:

Refers to principles, actions, and decisions made by governmental bodies or public institutions to **address societal issues**, promote **public welfare**, and **guide governance**.

Scope

It can be developed at various levels: **national, regional, or local**.

It can cover a wide range of areas: healthcare, education, environmental protection, economic development, and more.

Public Policy

Nature :

Public policy is typically formulated through a **complex process** that involves research, analysis, stakeholder consultation, and political considerations.

It aims to **solve** societal problems, shape public behavior, allocate resources, and create legal frameworks.

Program Management

Definition:

involves the coordinated management of a group of related projects to achieve specific objectives or outcomes that contribute to the organization's strategic goals

Focus: Program management focuses on **aligning** multiple projects with the **organization's overall strategy**, coordinating resources, managing interdependencies, and ensuring the successful delivery of outcomes.

Timeframe: Programs are usually **long-term initiatives**, often spanning several years, and are composed of multiple projects that contribute to a common goal.

Project Management

Definition: Refers to the **application** of knowledge, skills, tools, and techniques to plan, execute, monitor, and control individual projects to achieve specific goals within defined constraints.

Activities: Involves the **defining project** scope, creating a project plan, estimating resources, managing schedules, monitoring progress, and mitigating risks.

Focuses:

Detailed management of project tasks, timelines, budgets, and resources to ensure the project's successful completion.

Public Policy and Process

PUBLIC POLICY DEFINITIONS

Public policy can be generally defined as a system of laws, regulatory measures, courses of action, and funding priorities concerning a given topic promulgated by a governmental entity or its representatives.



PUBLIC POLICY..



- Attempt by a government to address: public issue by instituting laws, regulations, decisions, or actions pertinent to the problem at hand.

Nature and Scope of Public Policy

- “The authoritative allocation of values for a society.”
- “The process of deciding who gets what, when, where and how.”
- “What the government chooses to do or not to do about a specific problem.”
- Establish the boundaries of our freedoms & color the contours of our interactions with other people in our political, social & economic systems

HISTORICAL PERSPECTIVE



- Woodrow Wilson, who is arguably the father of modern public administration, contends, “**public policy is the laws and regulations which are made by legislative statesmen and implemented by public administration personnel**” (as cited in Wu Qiyuan, 1985, p. 4).
 - This definition is obviously characterized by “the **dichotomy** between politics and administration,” which narrows the scope and limits the range of public policy makers.
 - First, **public policy** includes **not only laws and regulations**, but also government’s **plans, instructions, decisions, and other symbolic systems**.
 - Secondly, those who participate in the making of public policy include not only statesmen, but also representatives of citizens, experts, and scholars. Especially in the modern era of the “administrative state” (Waldo, 1984), with the sharp expansion of governmental function and the wide application of administrative judicial rights, executive authorities’ participation in making public policy has increased steadily

<https://onlinedegrees.kent.edu/political-science/master-of-public-administration/community/father-of-public-administration>

TRADITIONAL VIEWS

- Harold Lasswell and Abraham Kaplan (1970) define public policy as “a projected program of goals, values, and practices”. The aforementioned definition confuses public policy with programs, making the latter seem overly extensive. **A program can be public policy, but not all public policies are programs.** As has been pointed out, public policy also includes **instructions, decisions, laws, regulations,** and other symbolic systems that government sends out.



Harold Lasswell



Abraham Kaplan

TRADITIONAL VIEWS



- Thomas R. Dye (1987) thinks, “Public policy is whatever governments choose to do or not to do”.
 - Dye focuses not only on **government action**, but also on government inaction, and therefore, his definition shows the obvious character of behavioralism. It reflects the practical discipline quality of public policy analysis.
 - “Action” means that government takes measures or uses symbols openly in order to solve some public problem. “Inaction” means that government does not take measures or express active symbols, abiding by the principle of noninterference. Both are important solutions to public problems.

TRADITIONAL VIEWS

- Robert Eyestone (1971) defines public policy **most extensively**. He states, “In a broad sense, public policy is the relationship between governmental organs and their environment”.
 - It is evident that Eyestone is influenced by the science of ecological administration.
 - Indeed, public policy is the function of a governmental system and its living environment, namely $P = F(G, E)$ (here, P refers to public policy, G refers to governmental system, and E refers to the living environment).



Process to create a new public policy

- ▶ The typically follows three steps



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The Philippine Public Policy: Past, Present and Future

Public Policy as a Study – A Brief History

- The **post-war years** saw the emergence of public policy as a subfield of public administration.
- In the US, interest in policy studies started in **1950s**. In the Philippines, however, it started not too long ago, in **1970s** in the then Institute of Public Administration in the University of the Philippines.
- Generally, **policy studies** can focus on the content of **public policy, its processes, models, theories** and approaches of public policy its impact as well as evaluation of public programs and projects.

Public Policy as a Study – A Brief History

Dye (1995) said that certain theoretical approaches and models have been introduced in studying public policy which include

- institutional,
- process,
- group,
- elite,
- rational,
- incremental,
- game theory,
- public choice and
- systems model.

Approaches to Public Policy

- Analycentric
 - focuses on **individual problems** and **their solutions**; its scope is the micro-scale and its problem interpretation is usually of a technical nature
- Refer to a perspective or framework that emphasizes the use of **rigorous analysis** and evidence in decision-making processes. It promotes the idea that policies should be based on objective analysis and empirical data rather than ideology, political bias, or personal opinions. Here are some key points to note about the analycentric approach in public policy

Policy Process

- puts its **focal point** onto **political processes** and involved **stakeholders**; its scope is the meso-scale and its problem interpretation is usually of **a political nature**
- refers to the series of steps and stages involved in the development, implementation, and evaluation of policies. It is a dynamic and complex process that involves multiple actors, considerations, and factors. Here are some key points to note about the policy process in public policy

involves various stages:

agenda setting to policy formulation, adoption, implementation, evaluation, and potential revision or termination.

The influenced by political, institutional, and contextual factors and relies on stakeholder engagement and feedback to inform decision-making and improve policy outcomes.

Meta-policy Approach

- systems and context approach; i.e., its scope is the macro-scale and its problem interpretation is usually of a structural nature
- refers to a framework that focuses on the analysis and management of policy processes themselves rather than specific policy content. It involves examining the structures, procedures, and strategies used to develop, implement, and evaluate policies.

Public Policy in the Philippines

There are several institutional built-in systems of policy-making in the Philippines, some of these are:

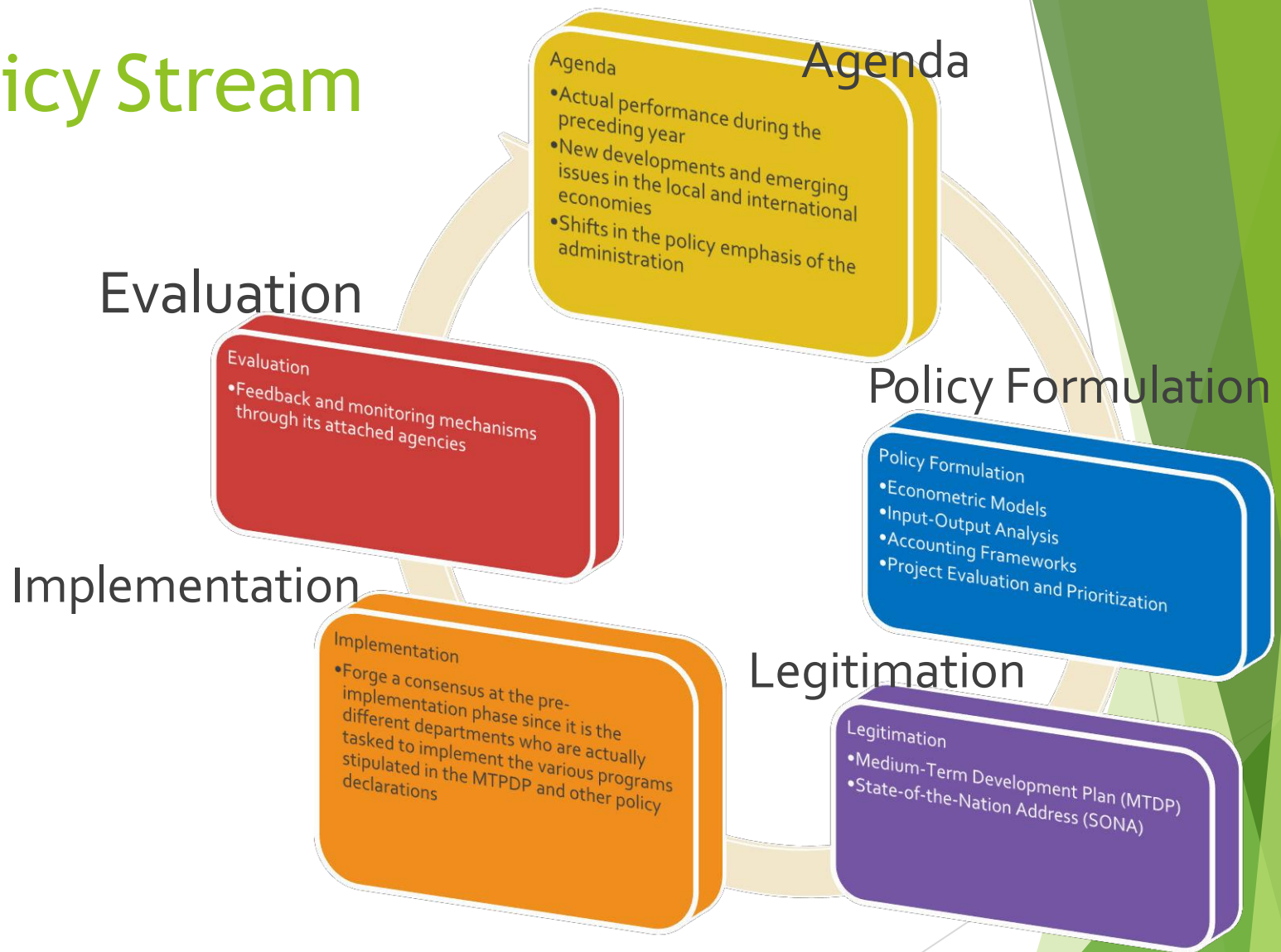
- National Economic Development Authority (NEDA) – for socio-economic policies
- National Security Council (NSC) – for security and defense
- Legislative Executive Development Advisory Council (LEDAC) – general legislative agendas
- Metro Manila Development Authority (MMDA) – local level agencies for concerns affecting basic services

The last three agencies mentioned do perform certain stages of the public policy process, none of them have a more defined and extensive mandate and a more permanent structure than NEDA.

NEDA

- The highest policy making body responsible for all aspects of the development program
- NEDA Board is headed by the President with selected Cabinet secretaries and other executive staff officers and members.
- NEDA Secretariat is the research arm of the NEDA board.
- NEDA Director-General heads the Secretariat, and is also the Social-Economic Planning Secretary (per EO#230)

Policy Stream



Policy Stream

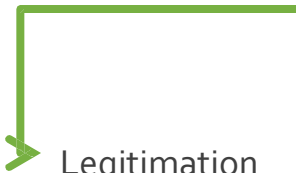
Agenda

- Actual performance during the preceding year
- New developments and emerging issues in the local and international economies
- Shifts in the policy emphasis of the administration



Policy Formulation

- Econometric Models
- Input-Output Analysis
- Accounting Frameworks
- Project Evaluation and Prioritization



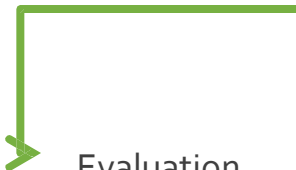
Legitimation

- Medium-Term Development Plan (MTDP)
- State-of-the-Nation Address (SONA)



Implementation

Forge a consensus at the pre-implementation phase since it is the different departments who are actually tasked to implement the various programs stipulated in the MTPDP and other policy declarations



Evaluation

Feedback and monitoring mechanisms through its attached agencies

Stakeholders in Philippine Public Policy



Problems and Criticisms

- New Influence Players
 - Religious Group – with two EDSAs' protest
 - Mass Media – compelling instrument to manipulate and /or direct public opinion
 - Civil Society – takes it upon themselves to rise up and partake of the largesse of power

Policy Analysis

Description
Approaches
Forms
Methodology

“A problem well
formulated is a problem
half solved.”

We want to learn how to
look at problems from
multiple perspectives to
achieve the best problem
definition and possible /
feasible solutions

Not all Public Problems are amenable to policy analysis, but when they are, the analysis can support decision making to:

- Determine whether a new policy is required to address the problem
- If a policy already exists, determine whether it needs to be modified or terminated
- Analyze one policy (retrospectively or prospectively)
- Compare two or more policies that address a similar problem
- Assess future implications of current or new policies
- Explore stages in the development of particular policies

Challenges of Public Policy problems

- May show up in ways that are difficult to address
- “Inherently multidimensional”, overlap & contradict
- Are ill defined, so “wicked problems”
- The consensus over social goals may be illusory
- Decision-makers have different preferences and values, often conflicting
- The definition of a policy problem is not completely scientific or systematic: creativity, sagacity, socially constructed

Three Approaches to Policy Analysis

Approach	Primary Question	Type of Information
Empirical	Does it and will it exist? (facts)	Descriptive and predictive
Valuative	Of what worth is it? (values)	Valuative
Normative (value-critical)	What should be done? (action)	Prescriptive

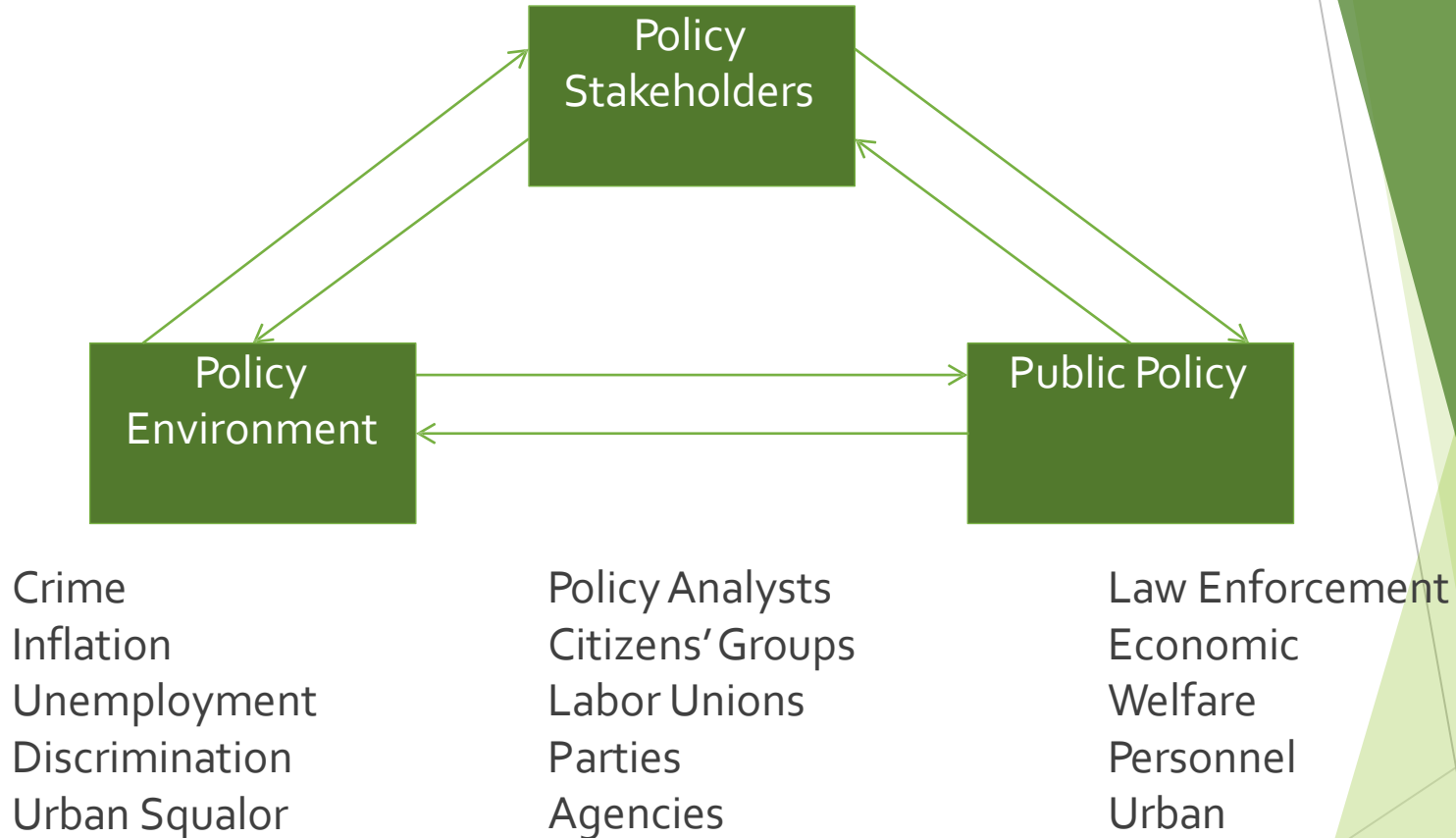
Five types of Policy relevant information: interrelated and interdependent

S. No.	Types	Importance
1	Policy Problems	Conceptualizing problem from different angles- viable solutions
2	Policy Futures	Identifying consequences of future course of action
3	Policy Actions	Forecasting & evaluating consequences of action based on different alternatives
4	Policy Outcomes	Ensuring an observed consequences of policy actions
5	Policy Performance	Finding the degree of value contributed by policy outcome (useful in forecasting policy future)

Five Info is obtained by the means of - Policy Analysis Process of Inquiry

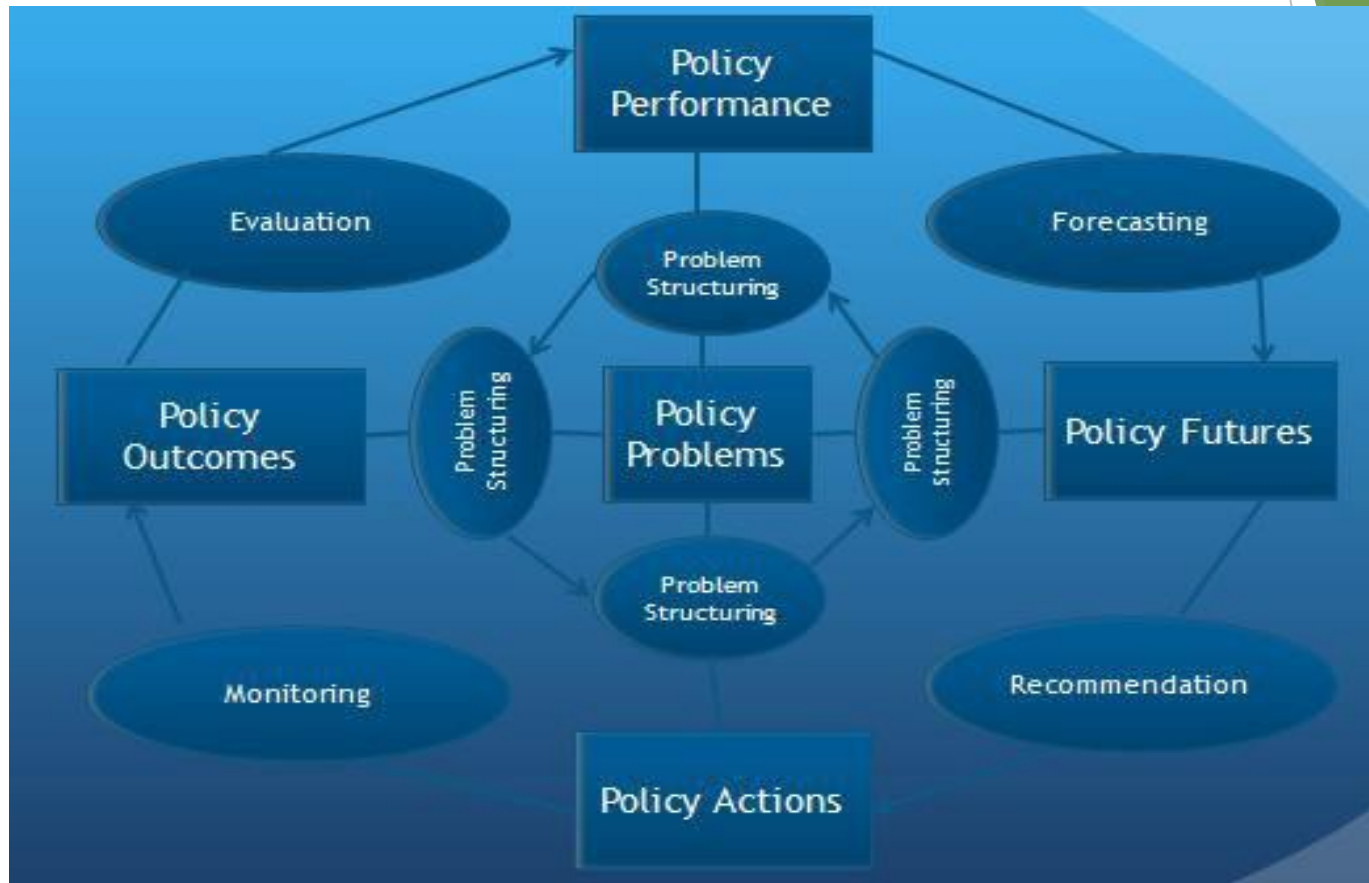
S. No.	Procedure	Information
1	Definition (Problem Structuring)	Conditions giving rise to a policy problem
2	Prediction (Forecasting)	Future consequences of acting on policy alternatives, including doing nothing
3	Prescription (Recommendation)	Future course of action
4	Description (Monitoring)	Present and Past causes and consequences of acting on policy alternatives
5	Evaluation	Value or worth of consequences in solving the problem

Three Elements of Policy System



Source: Adapted from Thomas R. Dye, Understanding Public Policy 3rd ed.

Dunn's Integrated Framework: Problem Centered Policy Analysis



Adapted from Public Policy Analysis: An Introduction by William N. Dunn

Forms of Policy Analysis

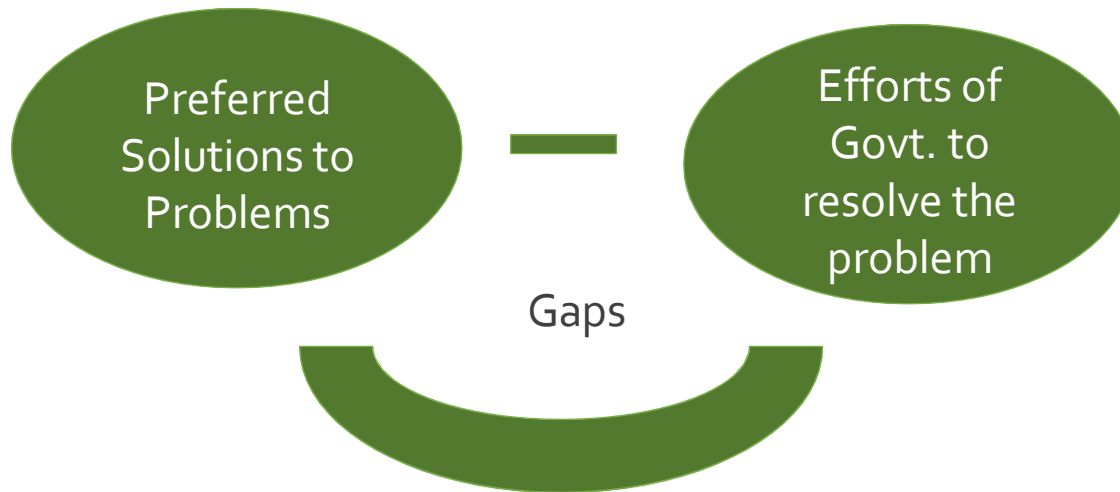
- Prospective Policy Analysis
- Retrospective Policy Analysis
- Integrated Policy Analysis

Prospective Policy Analysis

- The production and transformation of information *before* policy actions are initiated and implemented.
- Tends to Characterize the operating styles of economists, systems analysts, and operations researchers.
- Synthesizes information to draw policy alternatives and preferences.

Criticism on Prospective Analysis

Often creates large gap



Adapted from Public Policy Analysis: An Introduction by William N. Dunn

Retrospective Policy Analysis

- Confined to the production and transformation of information after policy actions have been taken.
- Operating styles of three major groups of analysts:
 1. Discipline oriented analysts
 2. Problem oriented analysts
 3. Application oriented analysts

Retrospective Policy Analysis

Discipline Oriented Analysis	Problem Oriented Analysis	Application Oriented Analysis
Political Scientists & Sociologists - seeks to develop and test discipline based theories.	Political Scientists & Sociologists - seeks to describe the causes and consequences of policies.	Also persons from social work, public administration & evaluation research. Seeks to describe causes
Describe the causes and consequences of the policies.	Less concerned with the development and testing of theories. Discipline Oriented Analysis What affected the policies	Not concerned with dev And testing of discipline based theories.
Seldom attempts to identity specific goals and objectives of policymakers (does not distinguish “policy variables”).	Seldom provides info about specific goals and objectives of policymakers. Coz the problem they analyze are usually of general nature.	They are concerned with the identification of goals and objectives of policy makers and other stakeholders. Good info for evaluating policy outcome.

Integrated Policy Analysis

Prospective Policy Analysis

Suffers from inadequate & unreliable info. About changes in values , goals and objectives which occur after policies have been implemented.

Integrated Policy Analysis

Builds on the strengths of both Prospective & Retrospective Analysis – multidisciplinary in full sense of the world

Multidisciplinary framework, concerns with the production & transformation of information both before and after policy actions have been taken.

Provides methodology for policy analysis (rules & procedures)

Retrospective Policy Analysis

Suffers from its nature i.e. confined with passive reporting of information about the consequences of implemented policies

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Integrated Policy Analysis Frame



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Methodology of Policy Analysis

- **Descriptive Decision Theory:** set of logically consistent propositions that describe action. Primary aim is to understand a policy problem rather than to solve it.
- **Normative Decision Theory:** set of logically consistent propositions that provide a basis for improving the consequences of action. Appropriate for predicting and recommending different courses of action before they have occurred. Aim is to solve the problem - “Problem Solving” methodology.

Models of Policy Analysis

Institutional Model

- Public policy is determined by political institutions, which give policy legitimacy.
- Government universally applies policy to all citizens of society and monopolizes the use of force in applying policy.
- The legislature, executive and judicial branches of government are examples of institutions that give policy legitimacy.

Process Model

Identification of a problem and demand for government action



Formulation of policy proposals by various parties



Policy Legitimation - Selection and enactment of policy



Implementation of the chosen policy



Evaluation of policy

Group Model

- The political system's role is to establish and enforce compromise between various, conflicting interests in society.

Elite Model

- Public policies are viewed as preferences and values of governing elite
- Policies flow down-ward from elites to masses; they do not arise from mass demands

Rational Model

- process for making logically sound decisions in policy making in the public sector, although the model is also widely used in private corporations.
- Herbert A. Simon, the father of rational models, describes rationality as “a style of behavior that is appropriate to the achievement of given goals, within the limits imposed by given conditions and constraints”

Rational Model

1

- Defining the problem by analyzing the data and the information gathered

2

- Identifying the decision criteria that will be important in solving the problem. The decision maker must determine the relevant factors to take into account when making the decision

3

- A brief list of the possible alternatives must be generated; these could succeed to resolve the problem

4

- A critical analyses and evaluation of each criterion is brought through. For example strength and weakness tables of each alternative are drawn and used for comparative basis. The decision maker then weights the previously identified criteria in order to give the alternative policies a correct priority in the decision.

5

- The decision-maker evaluates each alternative against the criteria and selects the preferred alternative.

6

- The policy is brought through.

Incremental Model

- Under this model, policy is a continuation of previous policy with minimum changes
- Existing programmes, policies and expenditures are considered as a base
- Policy makers accept the legitimacy of previous policies because of uncertainty about the consequences of new policies

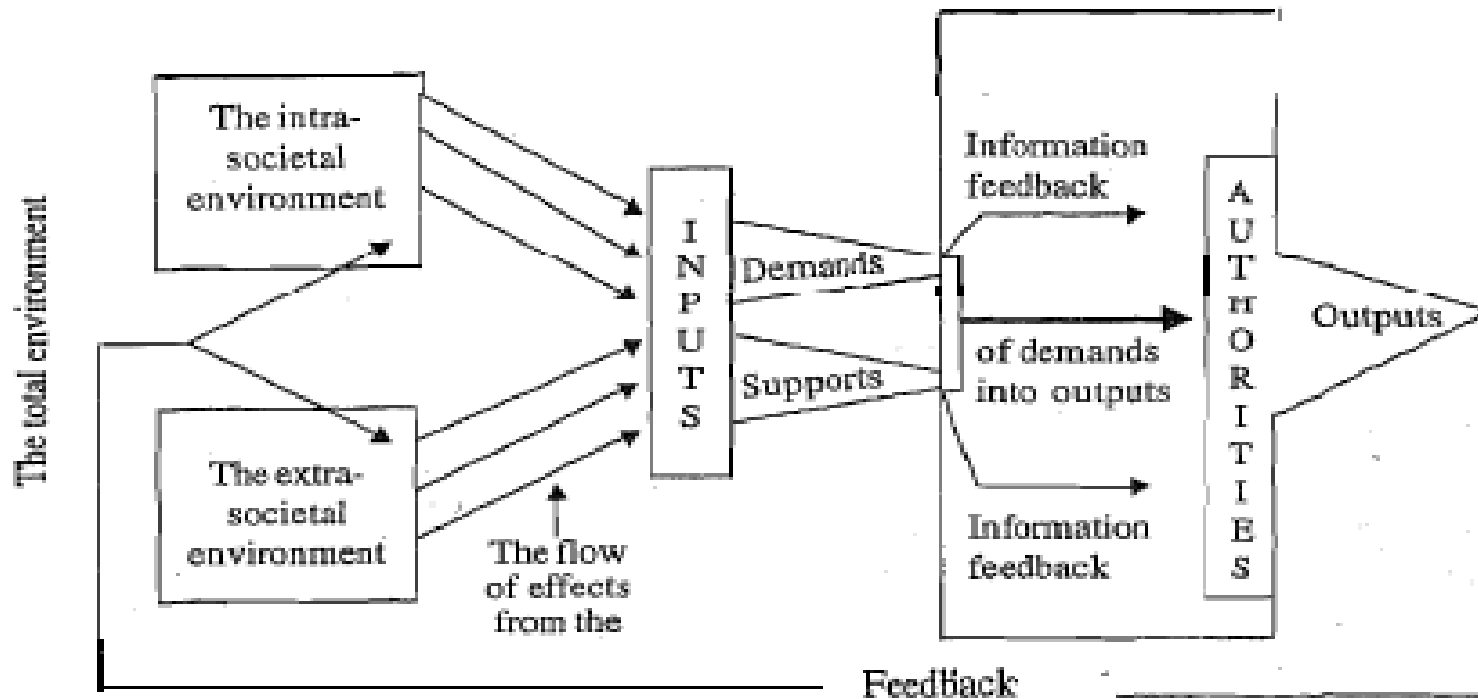
Game Theory

- It is a study of rational decisions in situations where two or more participants have choices to make and outcome depends on the choices made by each.
- Game Theory is an abstract and deductive model of policy making.
- It does not describe how people actually make decisions but rather how they should go about making decisions in competitive situations if they are rational.

Public Choice

- This model assumes that all political actors, voters, tax payers, legislatures, bureaucrats, political parties, etc. seek to maximize their personal benefits in politics as a market place.
- Individuals come together in politics for their mutual benefit, just as they come together in a market place.

Systems Model



from Easton's

(1965)

Why Policy Analysis Models are Important

- They:

- Create order and simplify reality
- Identify what is significant
- Can be congruent with reality
- Can provide meaningful communication
- Direct Enquiry and Research
- Suggest Explanations

Why Policy Analysis Models are Important

- Also,
 - Model are not competitive; anyone of the can not be judged as best
 - Each one provides a separate focus and each can help understand different things about public policy
 - Most policies are a combination of all models mentioned

What Policy Analysis Can and Cannot Do...

- Policy analysis can assist decision makers in choosing a preferred course of action from complex alternatives and under uncertain conditions.
- Policy analysis is not a panacea or a substitute for inadequate policymaking processes, defects of public decisions, bad judgment on the part of analysts or policymakers, an exact science or a tool for advocacy by the analyst for his/her own views.
- Adapted from Public Policy Analysis: An Introduction by William N. Dunn

**A good analysis or even
a good decision
DOES NOT GUARANTEE
that the optimal solution
will be selected
and / or implemented**

Adapted from Public Policy Analysis: An Introduction by William N. Dunn

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