NATIONAL OPEN UNIVERSITY OF NIGERIA

SCHOOL OF ARTS AND SOCIAL SCIENCES

COURSE CODE: POL 317

COURSE TITLE: PUBLIC POLICY ANALYSIS

MAIN CONTENT :

COURSE CODE: POL. 317
COURSE TITLE: PUBLIC POLICY ANALYSIS (3-CREDIT)

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COURSE DESCRIPTION

POL 317: Public Policy Analysis (3 Credit Units)

This course examines the foundation of policy analysis. It dwells into analytical tools required in explaining decision making process. The policy makers that are known as the actors are well analysed. The study exposes rudiment and criteria involved in public policy making. The various frameworks that are necessary to the understanding of public policy are given attention in this course while the models, approaches and theoretical postulations in policy analysis reflect in the manual. It is a comprehensive composition of the subject matter which gives an in-depth insight into the fundamental knowledge of Public Policy Analysis

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INTRODUCTION

POL317 Public Policy Analysis is a one semester course in the third year of B.sc (Hons.) degree in Political Science. It is a three unit credit course designed to enable you have a comprehensive understanding of relevant issues in Public Policy Analysis. This is imperative for students of Political Science to be equipped with analytical tools on decision making process especially in a political system. The course begins with a brief introductory module that will expose you to basic foundational knowledge on Public Policy Analysis. The meaning and definition of Public Policy, types of Public Policy, the importance of Public Policy Analysis and the nexus between Public Policy Analysis and other Social Sciences Disciplines are addressed in the first module to give a solid foundation on the subject matter. The study has five (5) modules. Each of the modules is structured into at least four (4) units. A unit guide comprises of instructional material. It gives you a brief of the course content, course guidelines and suggestions and steps to take while studying. You can also find self-assessment exercises for your study.

COURSE AIMS AND OBJECTIVES

The primary aim of this course is to provide students of Political Science with a comprehensive knowledge of Public Policy Analysis. However, the course specific objectives will enable you to:

  i. Have a basic knowledge on Public Policy Analysis by understanding how policies are made, what makes public policy differs from individual policy and.;
  ii.   Familiarize with the key actors involved in decision making process.
  iii.   Have understanding on what prompts certain policies and why decisions are taken

The specific objectives of each study unit can be found at the beginning and you can make references to it while studying. It is necessary and helpful for you to check at the end of the unit, if your progress is consistent with the stated objectives and if you can conveniently answer the self-assessment exercises. The overall objectives of the course will be achieved, if you diligently study and complete all the units in this course.

WORKING THROUGH THE COURSE

To complete the course, you are required to read the study units and other related materials. You will also need to undertake practical exercises for which you need a pen, a note-book, and other materials that will be listed in this guide. The exercises are to aid you in understanding the concepts being presented. At the end of each unit, you will be required to submit written assignment for assessment purposes.

At the end of the course, you will be expected to write a final examination.

THE COURSE MATERIAL

In this course, as in all other courses, the major components you will find are as follows:

1.   Course Guide
2.   Study Units
3.   Textbooks
4.   Assignments

STUDY UNITS

There are 21 study units in this course. They are:

MODULE 1: FOUNDATION OF PUBLIC POLICY ANALYSIS

UNIT 1:   MEANING AND DEFINITION OF PUBLIC POLICY
UNIT 2:   TYPES OF PUBLIC POLICY
UNIT 3:   THE CONCEPT OF PUBLIC POLICY ANALYSIS
UNIT 4:   PUBLIC POLICY AND SOCIAL SCIENCES: THE NEXUS
UNIT 5:   SCOPE AND CHARACTERISTICS OF POLICY ANALYSIS

MODULE II: POLICY ANALYSIS AND POLICY MAKING

UNIT 1:   BASIC TERMINOLOGIES IN PUBLIC POLICY ANALYSIS
UNIT 2:   METHODS AND APPROACHES TO POLICY ANALYSIS
UNIT 3:   THEORIES OF POLICY ANALYSIS
UNIT 4:   POLICY MAKING CYCLE

MODULE III: KEY ELEMENTS OF PUBLIC POLICY ANALYSIS

UNIT 1:   PUBLIC POLICY ACTORS
UNIT 2:   POLICY MODELS
UNIT 3:   TOOLS OF POLICY-MAKING ANALYSIS
UNIT 4:   PHASES IN PUBLIC POLICY ANALYSIS

MODULE IV: PLANNING AND PUBLIC PLICY ANALYSIS

UNIT 1:   CONCEPT AND STRATEGIES OF PLANNING
UNIT 2:   PLANNING IN THE DEVELOPING WORLD
UNIT 3:   PLANNING, PROGRAMMING AND BUDGETING SYSTEM
UNIT 4:   NETWORKING IN POLICY ANALYSIS

MODULE V: DIMENSIONS FOR POLICY ANALYSIS

UNIT 1:   POLICY ANALYSIS FRAMEWORK
UNIT 2:   COST-BENEFIT ANALYSIS AND COST-EFFECTIVENESS ANALYSIS TECHNIQUES
UNIT 3:   ANALYSIS OF SUBSTANTIVE POLICY ISSUES
UNIT 4:   CONSTRAINTS OF POLICY ANALYSIS

As you can observe, the course begins with the basics and expands into a more elaborate, complex and detailed form. All you need to do is to follow the instructions as provided in each unit. In addition, some self-assessment exercises have been provided with which you can test your progress with the text and determine if your study is fulfilling the stated objectives. Tutor-marked assignments have also been provided to aid your study. All these will assist you to be able to fully grasp knowledge of Public Policy Analysis.

TEXTBOOKS AND REFERENCES

At the end of each unit, you will find a list of relevant reference materials which you may yourself wish to consult as the need arises, even though I have made efforts to provide you with the most important information you need to pass this course. However, I would encourage you, as a third year student to cultivate the habit of consulting as many relevant materials as you are able to within the time available to you. In particular, be sure to consult whatever material you are advised to consult before attempting any exercise.

ASSESSMENT

Two types of assessment are involved in the course: the Self-Assessment Exercises (SAEs), and the Tutor-Marked Assessment (TMA) questions. Your answers to the SAEs are not meant to be submitted, but they are also important since they give you an opportunity to assess your own understanding of the course content. Tutor-Marked Assignments (TMAs) on the other hand are to be carefully answered and kept in your assignment file for submission and marking. This will count for 30% of your total score in the course.

TUTOR-MARKED ASSIGNMENT

At the end of each unit, you will find tutor-marked assignments. There is an average of two tutor-marked assignments per unit. This will allow you to engage the course as robustly as possible. You need to submit at least four assignments of which the three with the highest marks will be recorded as part of your total course grade. This will account for 10 percent each, making a total of 30 percent. When you complete your assignments, send them including your form to your tutor for formal assessment on or before the deadline.

Self-assessment exercises are also provided in each unit. The exercises should help you to evaluate your understanding of the material so far.
These are not to be submitted. You will find all answers to these within the units they are intended for.

FINAL EXAMINATION AND GRADING

There will be a final examination at the end of the course. The examination carries a total of 70 percent of the total course grade. The examination will reflect the contents of what you have learnt and the self-assessments and tutor-marked assignments. You therefore need to revise your course materials beforehand.

COURSE MARKING SCHEME

The following table sets out how the actual course marking is broken down.

ASSESSMENT	MARKS
Four assignments (the best four of all the assignments submitted for marking)	Four assignments, each marked out of 10%, but highest scoring three selected, thus totalling 30%
Final Examination	70% of overall course score
Total	**100% of course score**

COURSE OVERVIEW PRESENTATION SCHEME

Units	Title of Work	Week Activity	Assignment (End-of-Unit)
Course Guide	**Public Policy Analysis**		
Module 1	**Foundation of Public Policy Analysis**		
Unit 1	Meaning and Definition of Public Policy	Week 1	Assignment 1
Unit 2	Types of Public Policy	Week 2	Assignment 1
Unit 3	The Concept of Public Policy Analysis	Week 3	Assignment 1
Unit 4	Public Policy and Social Sciences: The Nexus	Week 4	Assignment 1
Unit 5	Scope and Characteristics of Policy Analysis	Week 5	Assignment 1
Module 2	**Policy Analysis and Policy Making**		
Unit 1	Basic Terminologies in Public Policy Analysis	Week 6	Assignment 1
Unit 2	Methods and Approaches to Policy Analysis	Week 7	Assignment 1
Unit 3	Theories of Policy Analysis	Week 8	Assignment 1
Unit 4	Policy Making Cycle	Week 9	Assignment 1
Module 3	**Key Elements of Public Policy Analysis**		
Unit 1	Public Policy Actors	Week 10	Assignment 1
Unit 2	Policy Models	Week 11	Assignment 1
Unit 3	Tools of Policy Making Analysis	Week 12	Assignment 1

Unit 4	Phases in Public Policy Analysis	Week 13	Assignment 1
Module 4	**Planning and Public Policy Analysis**		
Unit 1	Concept and Strategies of Planning	Week 14	Assignment 1
Unit 2	Planning in the Developing World	Week 15	Assignment 1
Unit 3	Planning, Programming and Budgeting System	Week 16	Assignment 1
Unit 4	Networking in Policy Analysis	Week 17	Assignment 1
Module 5	**Dimensions for Policy Analysis**		
Unit 1	Policy Analysis Framework	Week 18	Assignment 1
Unit 2	Cost-Benefit Analysis and Cost Effectiveness	Week 19	Assignment 1
Unit 3	Analysis of Substantive Policy Issues	Week 20	Assignment 1
Unit 4	Constrains of Policy Analysis	Week 21	Assignment 1

WHAT YOU WILL NEED FOR THE COURSE

This course builds on what you have learnt in the 100 Levels. It will be helpful if you try to review what you studied earlier. Second, you may need to purchase one or two texts recommended as important for your mastery of the course content. You need quality time in a study friendly environment every week. If you are computer-literate (which ideally you should be), you should be prepared to visit recommended websites. You should also cultivate the habit of visiting reputable physical libraries accessible to you.

TUTORS AND TUTORIALS

There are 15 hours of tutorials provided in support of the course. You will be notified of the dates and location of these tutorials, together with the name and phone number of your tutor as soon as you are allocated a tutorial group. Your tutor will mark and comment on your assignments, and keep a close watch on your progress. Be sure to send in your tutor marked assignments promptly, and feel free to contact your tutor in case of any difficulty with your self-assessment exercise, tutor-marked assignment or the grading of an assignment. In any case, you are advised to attend the tutorials regularly and punctually. Always take a list of such prepared questions to the tutorials and participate actively in the discussions.

ASSESSMENT EXERCISES

There are two aspects to the assessment of this course. First is the Tutor-Marked Assignments; second is a written examination. In handling these assignments, you are expected to apply the information, knowledge and experience acquired during the course. The tutor-marked assignments are now being done online. Ensure that you register all your courses so that you can have easy access to the online assignments. Your score in the online assignments will account for 30 per cent of your total coursework. At the end of the course, you will need to sit for a final examination. This examination will account for the other 70 per cent of your total course mark.

TUTOR-MARKED ASSIGNMENTS (TMAs)

Usually, there are four online tutor-marked assignments in this course. Each assignment will be marked over ten percent. The best three (that is the highest three of the 10 marks) will be counted. This implies that the total mark for the best three assignments will constitute 30% of your total course work. You will be able to complete your online assignments successfully from the information and materials contained in your references, reading and study units.

FINAL EXAMINATION AND GRADING

The final examination for POL 217: Public Policy Analysis will be of two hours duration and have a value of 70% of the total course grade. The examination will consist of multiple choice and fill-in-the-gaps questions which will reflect the practice exercises and tutor- marked assignments you have previously encountered. All areas of the course will be assessed. It is important that you use adequate time to revise the entire course. You may find it useful to review your tutor-marked assignments before the examination. The final examination covers information from all aspects of the course.

HOW TO GET THE MOST FROM THIS COURSE

1. There are 21 units in this course. You are to spend one week in each unit. In distance learning, the study units replace the university lecture. This is one of the great advantages of distance learning; you can read and work through specially designed study materials at your own pace, and at a time and place that suites you best. Think of it as reading the lecture instead of listening to the lecturer. In the same way a lecturer might give you some reading to do. The study units tell you when to read and which are your text materials or recommended books. You are provided exercises to do at appropriate points, just as a lecturer might give you in a class exercise.

2. Each of the study units follows a common format. The first item is an introduction to the subject matter of the unit, and how a particular unit is integrated with other units and the course as a whole. Next to this is a set of learning objectives. These objectives let you know what you should be able to do, by the time you have completed the unit. These learning objectives are meant to guide your study. The moment a unit is finished, you must go back and check whether you have achieved the objectives. If this is made a habit, then you will significantly improve your chance of passing the course.

3. The main body of the unit guides you through the required reading from other sources. This will usually be either from your reference or from a reading section.

4. The following is a practical strategy for working through the course. If you run into any trouble, telephone your tutor or visit the study centre nearest to you. Remember that your

tutor's job is to help you. When you need assistance, do not hesitate to call and ask your tutor to provide it.

5. Read this course guide thoroughly. It is your first assignment.

6. Organise a study schedule – Design a 'Course Overview' to guide you through the course. Note the time you are expected to spend on each unit and how the assignments relate to the units.

7. Important information; e.g. details of your tutorials and the date of the first day of the semester is available at the study centre.

8. You need to gather all the information into one place, such as your diary or a wall calendar. Whatever method you choose to use, you should decide on and write in your own dates and schedule of work for each unit.

9. Once you have created your own study schedule, do everything to stay faithful to it.

10. The major reason that students fail is that they get behind in their coursework. If you get into difficulties with your schedule, please let your tutor or course coordinator know before it is too late for help.

11. Turn to Unit 1, and read the introduction and the objectives for the unit.

12. Assemble the study materials. You will need your references for the unit you are studying at any point in time.

13. As you work through the unit, you will know what sources to consult for further information.

14. Visit your study centre whenever you need up-to-date information.

15. Well before the relevant online TMA due dates, visit your study centre for relevant information and updates. Keep in mind that you will learn a lot by doing the assignment carefully. They have been designed to help you meet the objectives of the course and, therefore, will help you pass the examination.

16. Review the objectives for each study unit to confirm that you have achieved them. If you feel unsure about any of the objectives, review the study materials or consult your tutor. When you are confident that you have achieved a unit's objectives, you can start on the next unit. Proceed unit by unit through the course and try to space your study so that you can keep yourself on schedule.

17. After completing the last unit, review the course and prepare yourself for the final examination. Check that you have achieved the unit objectives (listed at the beginning of each unit) and the course objectives (listed in the course guide).

CONCLUSION

This is a theory course but you will get the best out of it if you cultivate the habit of relating it to political issues in domestic and international arenas.

SUMMARY

'Public Policy Analysis' introduces you to general understanding of the contemporary tools in analysing public policy. It gives you a clue on the scientific approach to the understanding and analysis of public policy. All the basic course materials that you need to successfully complete the course are provided. At the end, you will be able to:

- Explain the concept of Public Policy Analysis;
- discuss the framework guiding policy analysis;
- have an understanding of the implication and consequences of public policy

**List of
Acronyms**

NHP-   **National Health Policy**

ADP   **Agricultural Development Project**

ASUU   **Academic Staff Union of Universities**

CBA   **Cost Benefit Analysis**

CEA   **Cost Effectiveness Analysis**

CPM   **Critical Path Method**

PERT   **Programme Evaluation and Review Technique**

PPBS   **Planning, Programming and Budgeting System**

WHO   **World Health Organisation**

NCDC   **National Control of Disease Centre**

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MODULE 1:   FOUNDATION OF PUBLIC POLICY ANALYSIS

INTRODUCTION

This module gives background information on Public Policy Analysis. It looks at the meaning and various scholarly definition of the concept of Public Policy. The typology of public policy is given adequate analysis while the significant of the subject matter is thoroughly examined in this module. The module concludes with analysis of the nexus between public policy analysis and other fields in the social sciences

UNIT 1:   MEANING AND DEFINITION OF PUBLIC POLICY
UNIT 2:   TYPES OF PUBLIC POLICY
UNIT 3:   THE CONCEPT OF PUBLIC POLICY ANALYSIS
UNIT 4:   PUBLIC POLICY AND SOCIAL SCIENCES: THE NEXUS
UNIT 5:   SCOPE AND CHARACTERISTICS OF POLICY ANALYSIS

UNIT 1: MEANING AND DEFINITION OF PUBLIC POLICY

1.0   INTRODUCTION

Public Policy Analysis is one of the branches of Political Science. The evolution of the subject to the study of politics became imperative after the second world. The paradigm shift from the historical and descriptive method of studying political phenomenon necessitated the decision making approach as an alternative in the study of politics. The attention and focus on institutional and structural arrangement was redirected towards understanding the decision making process that shape the behaviours of government and political institutions. With the new thrust in research, Public Policy Analysis became one of the vital subjects in the field of Political Science. Several factors were responsible for this, namely:

1)   Awareness that policies and government programmes need to be understood by the citizens;

2)   The roles of decision makers in the modern day government must be comprehended and analysed

3)   The study of institution and structural arrangement must reflect understanding of the behavioural approach of policy makers;

4)   The yearning of political scientists for scientific approach and analysis of government policies and decision making process.

2.0   OBJECTIVES

At the end of this unit, students would be able to:

- understand the meaning of public policy

- define public policy analysis

- understand the characteristics and rational for the study of Public Policy analysis

3.0   MAIN CONTENTS

3.1 MEANING OF PUBLIC POLICY

Prior to the i n t e l l e c t u a l revolution championed by the Behaviouralists, the study of Political Science was largely dominated by the Traditionalists who borrowed a lot from the historical method of analysis (descriptive method). However, the emergence of Behaviouralism after the Second World War placed the study of politics on scientific methodological approach. This paved way for decision makers to be studied rather than institutional and governmental running. Invariably, public policy became germane to the field of politics by opening scholars mind-sets to decision making dynamics and actors in policy process. This therefore popularised the study of public policy as a distinct field in Political Science (Ebenezer, 2011).

This increased interest has been accompanied both by grandiose claims for how "policy science" can improve the decision-making capacity and the outputs of government, and imitative relabeling as "public policy" of traditional courses in government or public administration. A study of the origins of this interest can help us to understand the current status of policy science and policy analysis. In brief, past studies on public policy have been mainly dominated by scholars of political science and public administration and have tended to concentrate more on the content of policy, the process of its formulation and its implementation. The study of public policy has evolved into what is virtually a new branch of the social sciences- the so called policy sciences (Dror, 1968:8-9). This concept of policy sciences was first formulated by Harold Lasswell in 1951. Today, the policy sciences have gone far beyond new and naïve aspirations for societal relevant knowledge. The policy science movement grew out of a quest for a science of policy. Its key proponents among others were Yehezkel Dror and Harold Lasswell. According to Dror (1971:3), "policy science is a new supra-discipline, oriented towards the improvement of policy-making and characterized by a series of paradigms different in important respects from contemporary normal science.

Policy Science is regarded as a higher transition from policy analysis. It believes in the enhancement of methods, techniques and systematism (Ikelegbe, 1994:14). However, the line delineating policy analysis from policy science is blurred. Most advocates of policy sciences are policy analysts and the shift of emphasis to policy science is nothing but to create identity as a discipline for solving social problems.

However, the use of "public policy" as a label for a field of governmental activity and involvement is both a common and an apparently common-sense one. It covers past, current, and potential activities. It makes no distinction between policy as aspiration and policy as achievement- and it does not readily distinguish between policy as action and policy as inaction. On a more practical level, it will quickly become evident that the everyday language of policy "fields" and "areas" suggests a degree of boundary definition and self-containment which simply does not hold up when we attempt, for example, to draw sharp dividing lines between economic, foreign, and defence policies.

Other areas in which policy can be conceptualized are:

- **POLICY AS AN EXPRESSION OF GENERAL PURPOSE OR DESIRED STATE OF AFFAIRS**. State of policy in this context expresses the broad purposes (or "ends") of governmental activity in one field and also describes the state of affairs which would prevail on achievement of those purpose;

- **POLICY AS SPECIFIC PROPOSALS**. In this context of policy, we often see statements of specific actions which political organizations (interest groups, parties, the Cabinet itself) would like to see undertaken by government;

- **POLICY AS DECISIONS OF GOVERNMENT**. Most times Political Scientists tend to focus on case study of government decisions, they may take a larger view of policy-making, looking for broader patterns of related decisions and taking into account ha longer time span which should certainly extend to what happens after the moment of choice and to questions of implementation and actual outcomes. However, policy is larger than decision because it usually involves a series of more specific decisions. While one decision in the sequence may be seen as crucial, an understanding of the larger policy requires some study of decisions both preceding and following the so called "crucial" episode;

- **POLICY AS FORMAL AUTHORIZATION**. When it is said of government that it has a "policy" on a particular topic, the reference is sometimes to the specific Act of Parliament or statutory instrument which permits or requires an activity to take place. Or it may be said when legislation is enacted that the policy is to be carried out or implemented;

- **POLICY AS A PROGRAMME**. Most American students refer to policy as programmes. A programme is defined as relating to specific sphere of government activity involving a particular package of legislation, organization and resources. For example, government policy can be said to consist of a number of programmes, such as: the provision of subsidized council houses, a housing improvement programme, an option mortgage programme, and so on. Programmes are usually seen as being the means by which governments pursue their broader purposes or ends.

- **POLICY AS OUTPUT**. Here, policy is seen as what government actually delivers as opposed to what it has promised or has authorized through legislation. Such an outputs can take many forms – the delivery of goods or services, the enforcement of rules, or the collection of taxes, the form of outputs varies between policy areas. It is sometimes difficult to decide what the final "output" of government policy is in a particular area. For example, in the health service, there is a tendency to describe such items as more funds, more trained staff, and more beds as the outputs of a policy intended to improve the quality of medical care. In fact, these are necessary but not sufficient conditions of improved medical care: they should be regarded as important contributory factors to the desired output, but not the output itself. They could perhaps be described as "intermediate outputs" rather than the

final or "ultimate" output.   Outputs in practice may not conform to state intentions;

- **POLICY AS OUTCOME**. Another way of looking at policy is in terms of its outcome, that is, in terms of what is actually achieved. This distinction between outputs (the activities of government at the point of delivery) and outcomes (the impact of these activities) is often slurred over, and is sometimes difficult to make in practice, but it is an important one. Thinking of policy in terms of outcomes may enable us to make some assessment of whether the stated purpose of a policy

- **POLICY AS A THEORY OR MODEL**. All policies involve assumptions about what governments can do and what the consequences of their actions will be. These assumptions are rarely spelt out, but policies nevertheless do imply a theory (or model) of cause and effect. At its simplest explanation, this type of theory takes the form "if X then Y will follow". Therefore, we can see that failure of a policy can arise either form the Government's failure to do X in full or because X fails to have the consequences expected according to the theory.

  Policy can be regarded as a model. One of the tasks of the policy analysts is to try to tease out the theories underlying policies and examine the internal consistency of the resulting model and the apparent validity of its assumptions;

- **POLICY AS A PROCESS**. Policy involves a process over a much longer period of time. It could begin from the statement of an objective, moment of decision or approval, implementation and evaluation. Developing this process approach to the study of public policy would enable us understand the contributions which might be made by policy analysis.

  Furthermore, a policy may be general or specific, broad or narrow, simple or complex, public or private, written or unwritten, explicit or implicit, discretionary or detailed, and qualitative or quantitative.   Here, the emphasis is on "public policy" which is what a government chooses as guidance for action.   From the viewpoint of public policy, activities of government can be put into three categories:

  First, activities that are attached to specific policies. Second, activities which are general in nature; and third, activities which are based on vague and inconsistent policies. However, in practice, a government rarely has a set of guiding principles for all its activities. A public policy may cover a major portion of its activities which are consistent with the development policy. Socio-economic development, equality, or liberty or self-reliance or similar broad principles of guidance for action may be adopted as a developmental policy or national goal. A public policy may be narrow, covering a specific activity, such as family planning. A public policy may also be applied to all people in a country or it may be limited to a section of its people.

  Besides, each level of government – central, state and local-may have its specific or general policies.   Then, there are "megapolicies".   General guidelines to be followed by all specific policies are termed "megapolicy".

According to Dror, (1968), "megapolicies" form a kind of master policy as distinct from concrete, discrete policies, and involve the establishment of overall goals to serve as guidelines for the larger sets of concrete and specific policies. All policies generally contain definite goals or objectives in more implicit or explicit terms. Policies have outcomes that may have been foreseen.

Public policies in modern political systems are purposive or goal-oriented statements. Public policy may be positive or negative in form. In its positive form, it may involve some form of overt government action to deal with a particular problem. On the other hand, in its negative form, it involves a decision by public servants not to take action on some matter on which a governmental order is sought. Public policy has a legally coercive quality that citizens accept as legitimate. For example, taxes must be paid unless one wants to run the risk of fines or jail sentences. This legally coercive quality of public policies makes public organizations distinct from the private organization (Sapru, 2010). Thus, the nature of "policy" as a purposive course of action can be better or more fully understood if we relate it to the concept of "public".

3.1.1 DEFINITION OF PUBLIC POLICY

The convenient and simple method for a foundational student of Public Policy Analysis is to have better understanding of peculiar terms since literature do not agreed on a specific definition of 'Public Policy'. Barret and Fudge (1981) provide explanation on what 'Public' connotes when they identify that public policy remains decisions emanating from the public institution or sector. This includes decisions from national, state and local government created agencies. For instance, any decision made by government owned agencies at various levels falls under public policy. The Water Corporation (either at national, state or local level) decisions are categorised as public policy. The term 'Public' is basically an expression to indicate government and its agencies. Individual decision which is tagged 'private' is not applicable to the general populace. Such decision is not the concern of our discussion.

Put differently, Olaniyi (1998) in his reference to Roberts and Edwards (1991) posits that any policy made by the political actors concerning a targeted goals and methods of attaining them remains a public policy. The concern of policy is towards achieving a particular goal in a specified situation. Basically, it might be long term or short term goal but policies are made to attain targeted goals. Be that as it may, public policy is a set of inter-related decisions by political actors or group of actors concerning the selection of goals and the means of achieving them with a specified situation.

Put differently, Roberts and Clark (1982) submit that public policy is a series of government steps towards solving problems which require allocation of resources in order to aid the implementation process of the policy. This implies government decision making to suit the demands of the general public. In another way, it is not only decision taken by government that can be categorised as public policy.

Thomas Dye (1972) believes that whatever government chooses to do and not to do constitutes public policy. This connotes that inaction is also an action which can as well formulate a public policy.

Nevertheless, public policies in modern political systems do not, by and large, just happen. They are instead design to accomplish specified goals or product definite results, although these are not always achieved. Second, policies consist of courses or patterns of action taken over time by governmental officials rather than their separate, discrete decisions. Third, public policies emerge in response to policy demands, or those claims for action or inaction on some public issue made by other actors – private citizens, group representatives, or legislators and other public officials-upon government officials and agencies. In response to policy demands, public officials make decisions that give content and direction to public policy. These decision ns may enact statutes, issue executive orders or edicts, promulgate administrative rules or make judicial interpretations of law.

3.3 CHARACTERISTICS OF PUBLIC POLICY

As rightly by Sambo (1999: 283), some basic elements differentiate public policy from private policies and other forms of policy

(1)   Public policy is a purposive course of action or goal- oriented action rather than a random or chance behaviour.

(2)   Public policy consists of courses or patterns of action by government officials.

(3)   Public policy is what governments actually do, not what they intend to do or say they are going to do. However, this is still a subject of debate since future plans of governments over certain matters of concern can be seen as a commitment to resolving such issues within the set time. This also follows from Sharkansky's position that a policy is a proposal (1978).

(4)   Public policy involves some forms of overt government action to affect a particular problem; it involves a decision by government officials not to take action, to do nothing on some matter on which governmental involvement is sought.

(5)   Public policy is based on law and is authoritative. That means public policy is legally binded with coercive while private policy does not. For instance, the monthly sanitation in some states in Nigeria has a legal and authoritative force which attracts punishment for anybody that breaches it.

3.4 WHY WE STUDY PUBLIC POLICY

The study of public policy which is believed to be fundamental to the study of politics is guided by some rationalities. These inform its basis in the field of political science. Globally, government of different countries (developed and developing) are engaged in diverse tasks to expand socio-economic and political atmosphere. While the

developed countries are working to consolidate their socio-economic progress, the developing states are struggling hard to develop their economy, to sustain improvements in the social system and to increase the capacity of their political system with a view to achieving national development. Given this, the former (developed countries) improve on policies that will enhance sustainable development while the latter (developing states) keep making decisions that would assist to cross to developmental stage. They seek to improve the relevant policies. The study of public policy represents a powerful approach for this purpose. Public policy is an important mechanism for moving a social system from the past to the future. It helps to shape the future. In other words, the study of public policy helps the development of professional advice about how to achieve particular goals.

Public policy can also be studied for political and administrative reasons in order to ensure that governments select and adopt appropriate policies. The study of public policy has much to offer to the development of administration in different sectors of the economy. It will enable the administration to engage in such issues as are of public importance and are concerned with the transformation of values into public policy-making and demanding the meaningful actions of public servants.

The social scientists, especially political scientists, manifest concern with what governments should do with appropriate public policy. They contend that political science cannot be "silent" or "impotent" on current social and political problems and that political scientists and academics in public administration have a moral obligation to put forward a particular policy on a particular problem. They should advance the level of political knowledge and improve the quality of public policy in whatever ways they think best, notwithstanding the fact that substantial disagreement exists in society over what constitutes appropriate policies. Public policy improves the democratic or political capacities of people, and not simply the efficiency and effectiveness of delivery of goods and services.

Finally, the field of public policy has assumed considerable importance in response to the increasing complexity of the society. It is not only concerned with the description and explanation of the causes and consequences of government activity, but also with the development of scientific knowledge about the forces shaping public policy. The study of public policy helps to understand the social ills of the subject under study.

SELF-ASSESSMENT EXERCISE

Describe the nature of Public Policy

4.0   CONCLUSION

The intellectual breakthrough in the field of politics led to the movement from

traditional approach as a mechanism of studying political phenomenon to behaviouralism. With the aid of behavioural approach, the decision making process complied with the understanding of decision makers rather than studying government structures and institutions. This popularised the study of public policy as an avenue to understand government decision making process. The rational for studying public policy was the need to improve the quality of policy formulation and implementation, especially in the developing countries of the world.

5.0 SUMMARY

This unit has been able to examine the meaning and definition of public policy analysis. The unit also exposes students to the evolution of public policy analysis and the paradigm shift from traditional and institutional approach to a more scientific methodology as enunciated by the Behaviouralists which invariably enhanced better understanding of the behaviour of decision makers. This gives more holistic analysis to public policy. It is concluded with rational for the study of public policy analysis

6.0 TUTOR-MARKED ASSIGNMENTS (TMAs)

(i)   Explain the nature and meaning of public policy

(ii) Discuss why we study public policy

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UNIT 2:   TYPOLOGIES OF PUBLIC POLICY

CONTENTS

1.0   Introduction
2.0   Objectives
3.0   Main Contents
3.1   Classification of Policy
3.2   Policy Types
4.0   Conclusion
5.0   Summary
6.0   Tutor-Marked Assignment
7.0   References/Further Reading

1.0   INTRODUCTION

Some social scientists and scholars have attempted to discuss typologies of policy issues. These facilitate comparison between issues and policies. Governments at all levels in the Nigeria – national, State, and Local- have increasingly active in developing public policies. Every year, a large volume of laws and ordinances flow from the nation, state, and local legislative bodies. That volume of laws in turn is greatly exceeded by the quantity of rules and regulations produced by administrative agencies acting on the basis of legislative authorizations. This proliferation of public policies has occurred in such traditional areas of governmental action as foreign policy, transportation, education, welfare, law enforcement, business and labour regulation, and international trade. In this unit, we shall discuss the classification and policy types.

2.0   OBJECTIVES

At the end of the unit, students would be able to:
- Identify the categories of public policy and
- Policy types

3.0   MAIN CONTENT

3.1   CLASSIFICATION OF PUBLIC POLICIES

Governments at all levels are involved in a large number and complexity of public policies. These policies are classified by political scientists and others according to various categories of policies.   Although these categories are convenient for designating various sets of policies and organizing discussions about them, they are not helpful in developing generalizations, because they do not reflect the basic characteristics and content of policies. Policies may be classified as either substantive or procedural.

3.1.1 SUBSTANTIVE POLICIES

Substantive policies involve what government is going to do, such as constructing highways, paying welfare benefits, acquiring bombers, or prohibiting the retail sale of liquor. Substantive policies directly allocate advantages and disadvantages, benefits and costs, to people.

3.1.2 PROCEDURAL POLICIES

Procedural policies, in contrast, pertain to how something is going to be done or who is going to take action. So defined, procedural policies include laws providing for the creation of administrative agencies, determining the matters over which they have jurisdiction, specifying the processes and techniques that they can use in carrying out their programmes, and providing for presidential, judicial and other controls over their operations. However, procedural policies may have important substantive consequences. That is, how something is done or who takes the action may help determine what is actually done. Frequently, efforts are made to use procedural issues to delay or prevent adoption of substantive decisions and policies. For example, an agency's action may be challenged on the ground that improper procedures were followed.

3.2 POLICY TYPES

Differentiating policy according to its types explains the effect of such policy on the society and the relationships among those involved in policy formation. Lowi (1972:298-310) suggests a classification of policy issues in terms of being:

(i) Distributive
(ii) Regulatory
(iii) Redistributive and
(iv) Constituent policy issues.

2.1. DISTRIBUTIVE POLICY

Policy issues concerned with distribution of new resources are distributive policies. Distributive policies involve allocation of services or benefits to particular segments of the population – individuals, groups, corporations, and communities. Some distributive policies may provide benefits to one or a few beneficiaries. The policies involve using public funds to assist particular groups, communities, or industries. Those who seek benefits usually do not compete directly with one another.

3.2.2 REDISTRIBUTIVE POLICY

Redistributive policy issues are those which are concerned with changing the distribution of existing resources. Redistributive policies involve deliberate efforts

by the government to shift the allocation of wealth, income, property, or rights among broad classes or groups of the population, such as: haves and have-nots, proletariat and bourgeoisie. Redistributive policies are difficult to enact because they involve the reallocation of money, rights, or power. Those who possess money or power rarely yield them willingly, regardless of how strenuously some may discourse upon the "burdens" and heavy responsibility attending their possession. Example of re- distributive policy is graduated income tax or taxing the wealthy to allocate resources to the poor.

3.2.3 REGULATORY POLICY

Regulatory policy issues are those which are concerned with regulation and control of activities. Regulatory policies impose restrictions or limitations on the behaviour of individuals and groups. That is, they reduce the freedom or discretion to act of those regulated, whether utility companies, or agencies. When we think of regulatory policies, we usually focus on business regulatory policies, such as those pertaining to control of pollution or regulation of transportation industries. Among others, these sorts of policies were the focus of the movement for deregulation. The most extensive variety of regulatory policies, however, is that which deals with criminal behaviour against persons and property. Examples of regulatory policies are: consumer protection policies, NAFDAC, SON, NDLEA, policies that regulate entry into businesses-National Communication Commission, Federal Character Commission, PHCN regulatory policies etc.

3.2.4 CONSTITUENT POLICY

Constituent policy issues are those which are concerned with the setting-up or re-organisation of institutions. Each of these policy issues forms a different power arena. However, it may be mentioned here that Lowi's view of politics as a function of policies has been criticized as over-simplistic, methodologically suspect, and testability.

3.2.5 MATERIAL AND SYMBOLIC POLICY

Public policies may also be described as either material or symbolic, depending upon the kind of benefits they allocate. Material policies actually either provide tangible resources or substantive power to their beneficiaries, or impose real disadvantages on those who are adversely affected. Legislation requiring employers to pay a prescribed minimum wage, appropriating money for a public-housing programme, or providing income-support payments to farmers is material in content and effect.

Symbolic policies, in contrast, have little real material impact on people. They do not deliver what they appear to deliver; they allocate no tangible advantages and disadvantages. Rather, they appeal to people's cherished values, such as: peace, patriotism and social justice. The material – symbolic typology is especially useful

to keep in mind when analysing effects of policy because it directs attention beyond formal policy statements. It also alerts us to the important role of symbols in political behaviour

3.3 THE IMPORTANCE OF PUBLIC POLICY

The relevance of public policy in the administration of state can be summed up in the following terms:

(1) It is a mirror that guides government in its actions. This is because a government without a definite plan of actions is like a traveller without a destination (Chijioke, 1987:5). He may cover many kilometres and yet not be able to say where he is going or how far he has gone. Public policy thus helps government to reconcile the numerous public demands and scarce resources based on priority.

(2) It arouses in citizens public consciousness and critical minds to take up the challenge of assessing government- planned activities and performance over time.

(3) It provides the platforms to question the why *of government,* i.e. why do governments do what they do? It seeks an understanding of the causes or determinants of political/policy actions.

(4) It provides the opportunity for various interest groups and the general public to know government's responses and reactions to their demands. Such reactions show the pattern of action government adopts or intends to adopt.

(5) It promotes professionalism in the art and science of policy-making. Applying the knowledge of social science

SELF-ASSESSMENT EXERCISE
Highlight the importance of public policy

3.0 CONCLUSION

In this unit, we have been able to examine the classifications of public policy issues. Given the large number and complexity of public policies, the task of trying to make sense of them is enormous. This unit summarizes number of general typologies that political scientists and others have developed for categorizing public policies. Although, these categories are convenient for designating various sets of policies and organizing discussions about them, they are not helpful in developing generalizations, because they do not reflect the basic characteristics and content of policies. The discussion of typologies will also provide the reader with a notion of the scope, diversity, and different purposes of public policies.

4.0 SUMMARY

Policies have been classified into categories as: substantive and procedural policies. Substantive policies involve what government is going to do, such as constructing highways, paying welfare benefits. On the other hand, procedural policies pertain to how something is going to be done or who is going to take action. Moreover, some social scientists and scholars have attempted to discuss the typologies of policy issues. This typology differentiates policies by their effect on society and the relationships among those involved in policy formation. The policy types include: distributive policy, redistributive policy, regulatory policy, constituent policy, material and symbolic policies. These categories are convenient for designating various sets of policies and provide reader with a notion of the scope, diversity and different purposes of public policies.

6.0 TUTOR-MARKED ASSIGNMENTS (TMAS)

(1)   Discuss the arguments that public policies could be categorized into substantive and procedural.

(2)   Comment with examples on:
   i)   Distributive policies;
   ii)   Re-distributive policies;
   iii)   Regulatory policies; and
   iv)   Symbolic policies

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UNIT 3:   CONCEPTUALISNG PUBLIC POLICY ANALYSIS

1.0   INTRODUCTION

Public Policy analysis involves the study of the causes, processes, formation, implementation and consequences of public policy.   It entails the description, explanation and prescription of particular policy choices and content, the determination of strategies or techniques for optimal policy-making.   It uses collected data to systematically explain, describe and prescribe public policies with the aid of social science methods, theories and approaches. The study of public policy prepares and helps us to cope better with the future.   It improves our knowledge about the society.   An important part of the study of public policy is concerned with society's future. In this unit, we shall examine the meaning of Public Policy Analysis and the common denominator of various definitions.

2.0   OBECTIVES

At the end of this unit, students would be able to:

- Conceptualize public policy analysis and

- Understand the elements of good Policy Analysis

3.0   MAIN CONTENT

3.1   THE CONCEPT OF PUBLIC POLICY ANALYSIS

The understanding of the term "Public" in policy analysis distinct decision making emanating from the government and its agencies from individual's private policy. This places public policy to be vital in assessing government decision making process. However, as it is known that public policy affects a larger society or community, there is need to basically understand certain predisposing factors guiding different public policies. This makes the idea of 'analysis' to surface in comprehending public policy in any polity.

Meanwhile, like the idea of "public", the term "policy" does not have a precise explanation. For clarification, ' policy' denotes, among other elements, guidance for action. It may take the form of:

- A declaration of goals;
- A declaration of course of action;
- A declaration of general purpose; and
- An authoritative decision

However, policy takes different forms. There is thrust to designate policy as the "outputs" of the political system, and in a lesser degree to define public policy as "more or less interdependent policies dealing with many different activities. Dror, (1968) defines policies as "general directives on the main lines of action to be followed". Peter Self defines policies as "changing directives as to how tasks should be interpreted and performed"

Public Policy analysis, therefore, has been variously defined by scholars. Public policy analysis is a set of techniques and criteria applies in evaluating public policy options and to rationalize the selection among the development and implementation of the policy. According to George Kent, Public Policy Analysis is a systemic analytical and creative way to study the purpose of an action from the government and its agencies. Given this, it indicates that Policy Analysis is an enquiry towards understanding the purpose of decision taken by the authority. On the other hand, it is an expository mechanism to understand decision making process.

However, Quade (1975), views Public Policy Analysis as "any type of analysis that generates and presents information in such a way as to improve the basis for policy-makers to exercise their judgment". On his part Chandler and Plano, (1988:96) posit that policy analysis involves "systematic and data-based alternative to intuitive judgments about the effects of policy or policy options". Ikelegbe (1994:5), defines it as the study of the causes, processes, formation, implementation and consequences of public policy.

Dye (1976) defines policy analysis "as finding out what governments do, why they do it and what difference it makes". He labels policy analysis as the "thinking man,s response" to demands. He observes that specifically public analysis involves:

1. A primary concern with explanations rather than prescription;

2. A rigorous search for the causes and consequences of public policies; and
3. An effort to develop and test general propositions about the causes and consequences of public policy and to accumulate reliable research findings of general relevance.

Policy analysis as a technique puts data to use in, or deciding about, estimating and measuring the consequences of public policy. Its purpose is twofold. It provides maximum information with minimal cost about:

(i) The likely consequences of proposed policies, and

(ii) The actual consequences of the policies already adopted.

To achieve these two purposes, various methods or approaches are applied. Among the principal methodologies are:

(a)   Systems analysis and simulation;
(b)   Cost benefit analysis;
(c)   New approaches to budgeting;
(d)   Policy experimentation and
(e)   Policy evaluation

Policy analysis is thus an inter-discipline drawing upon data from other discipline. The common denominators in these definitions are:

•   Policy analysis involves the application of systematic research and process;

•   It is data-base alternative to intuitive judgments;

•   Policy analysis is problem-oriented and analytical in nature;

•   Policy analysis is inter-disciplinary and an academic discipline that draws on the knowledge, methods, theories, and models developed in political science, economics, psychology, sociology, law and philosophy. It is descriptive and prescriptive in nature, especially as it attempts to proffer solutions to social problems.

For our purpose, policy analysis can be conceptualized as the study of the formation, implementation and evaluation of public policy, the values of policy-makers, the environment of the policy-making system, the cost of policy alternatives and the study of policies for improving policy-making (meta-policy). Its goal is to improve the basis of policy-making and generate relevant information needed to resolve social problems.   Public policy analysis is aimed at improving the basis for public policy making.

3.2   ELEMENTS OF GOOD POLICY ANALYSIS

The key elements of good policy analysis include the following (Nagel, 1984):

(i)   VALIDITY

Validity, in general, refers to being accurate. In the context of policy analysis, validity refers to the internal consistency of logically drawing a conclusion that follows from the goals, policies, and relations, the external consistency with empirical reality in describing the relations between the alternative policies and the goals; the policies being considered encompass the total set of feasible alternatives (feasibility in this context refers to being capable of being adopted and implemented by the relevant policy makers and policy appliers); and the   listed goals include all the major goals and only the goals of the relevant policy makers in this context.

(ii) IMPORTANCE

The concept of importance can be defined in two ways. First, does the research deal with issues on which there are big societal benefits and/or big societal costs being analysed? Second, does the research deal with a subject matter or a set of causal hypotheses that potentially have broad explanatory power? This is theoretical importance, as contrasted to policy importance.

(iii) USEFULNESS

Usefulness as its lowest level involves doing policy research that is not referred to by the people who make policy in the subject-matter area. At the next level is research referred to by policy makers orally or in a citation, even if the research cited is not on the winning side. At a higher level is research that reinforces pre-conceived decisions. Policy researchers should be pleased if their research accelerates a worthwhile decision that otherwise might be delayed. At the highest level is the rare case of policy research that converts decision makers from being negative to being sensitive, or vice versa, on an issue.

(iv) ORIGINALITY

Originality refers to the extent to which policy research differs from previous research, although even highly original research builds and synthesizes prior research.

(v) FEASIBILITY

Feasibility is an additional criterion for judging proposed policy research, as contrasted to completed policy research. Feasibility is concerned with how easily research can be implemented given the limited time, expertise, interest, funds, and other resources of the researcher.

SELF-ASSESSMENT ASSIGNMENT

Discuss the term Public policy analysis

4.0 CONCLUSION

We have been able to discuss the meaning of Public policy analysis in this unit. A Public policy analysis is a set of techniques that seeks to answer the question of what the probable effects of a policy will be before they actually occur. Thus, Public policy analysis is aimed at improving the basis for public policy making, the content, the knowledge about the outcomes and impact of public policy and ways and means of improving public policy performances

5.0 SUMMARY

Public policy analysis is a multi-disciplinary and systematic investigation aimed at

gathering and analyzing information about the likely consequences of public policies both before and after they occur.   It involves collection and interpretation of information in order to predict the consequences of alternative course of action. It entails the application of social science research techniques to formulate, execute and evaluate public policy in order make effective decision. Public policy analysis is aimed at improving the basis for policy making. It helps to facilitate sound decision making and contributes to better policy implementation and performance.

6.0   TUTOR-MARKED ASSIGNMENTS (TMAs)

(i)   Explain the key elements in public policy analysis

(ii)   Evaluate the relationship between policy-making and policy-analysis

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UNIT 4:   PUBLIC POLICY AND SOCIAL   SCIENCES: THE NEXUS

CONTENTS

1.0   INTRODUCTION

Public policy is inter-disciplinary in nature.   It borrows methods, theories, and techniques from other disciplines, such as Economics, Psychology, Sociology, Law, Political science and Public Administration.   As a policy analyst, there is the need to borrow certain skills and knowledge that are needed to solve social problems. In this unit, we shall examine the relationship between Social Science, political Science and public Administration on one hand and Public Policy analysis on the other.

2.0   OBJECTIVES

At the end of this unit, students would be able to:

• Describe the relationship between Social Science and Public Policy Analysis

• Explain the relationship between politics and public policy and

• Explain the relationship between Public Administration and Public Policy

3.0   MAIN CONTENT

3.1   RELATIONSHIP BETWEEN SOCIAL SCIENCE AND PUBLIC ANALYSIS

Policy analysis is inter-disciplinary in nature. It adopts social science techniques to resolve social problems.   For a policy analyst to be effective, he requires knowledge of social science disciplines, such as: Political Science, Sociology, Economics, Psychology, Statistics, Philosophy and even Law.   In short, policy analysis is an applied social science discipline. Its methods, study and training is inter-disciplinary, particularly within the social science and humanities.

However, Moore (1983) argued that both social science and policy analysis are different in orientation. According to him, the social sciences address broad problems of understanding in terms of a tradition of discourse within given academic disciplines, while policy analysis seeks to advise on likely consequences of alternative policies. Social science seeks to maximize internal logical consistency and empirical rigour, while policy analysis seeks to be useful and relevant to a specific problem. Social science claims a special access to truth because of its methods, but policy analysis is more limited in its claim. Prewitt (1983), while acknowledging that Moore's argument expresses a theme "which most observers generally share", suggests that social science makes profound contributions to policy-making in the course of normal research, but does so through subverting pre-existing policy premises.

Prewitt (1983) supports the venerable view that the social sciences have a mission in "debunking" societal myths and practices. Social science research is only one source of information used in the policy process and often its impact may amount to no more than confirming pre-existing suspicions. It is sometimes useful in re-defining a policy problem, offering a fresh perspective or filling gaps in what people know. Some have suggested that this should become the goal of social science policy research. Lindblom and Cohen (1979) suggest that providing organizing frameworks or perspectives is "sometimes the major contribution" of professional social inquiry to social problem-solving. Weiss (1983) suggests that the current literature on evaluation shows that "research does seem to contribute a series of concepts, generalizations and ideas that often come to permeate policy discussion". Sharpe (1977:50) sees a considerable, but indirect role for social scientists in "changing the climate of ideas about how a policy problem is viewed".

While there are still those who argue for greater "relevance" in the social sciences (Lapalombara, 1982), the literature review in Glaser et al (1983), suggests that the prevailing view is closer to Moore's. It stresses the distance between social science and policy analysis and suggests that the usefulness of social science to practical policy problems will either be slight or exceedingly general.

This portrait is, however, both inaccurate and inappropriate. It is inaccurate because academic social scientists still train most of those who go on to do applied, professional policy analysis. Academic social scientists routinely serve on commissions and do applied policy research, professional policy analysis. Academic social scientists routinely serve on commissions and do applied policies research on a consulting basis. Academics write articles and books reflecting on and assessing public policies and social science methods are at the core of policy analysis. In fact, a considerable portion of research, investigations and the development of rigorous methodologies, in policy studies have been undertaken by Economists, Psychologists, Sociologists and other disciplines.

From this collection of social sciences, one can readily perceive that the study of governmental policy problems is clearly an inter-disciplinary activity, since many disciplines have something to contribute. For any social scientist, it would be too much to acquire expertise in all the perspectives relevant to public policy study. Indeed, it would simply be unrealistic to expect every policy analyst to become an

expert in all the subfields within his or her own social science or discipline. Nevertheless, there probably is a consensus that if one is interested in developing competence in policy analysis, he or she should be familiar in a general way with the potential contributions and drawbacks of various social sciences. Such familiarity will at least enable one to know when to call on a fellow social scientist.

3.2 THE RELATIONSHIP BETWEEN POLITICS AND POLICY ANALYSIS

Political Science as a field of study can be described as the systematic study of politics. The subject assists people in the understanding of human relationships. But, more importantly, political studies always focus on individual behaviour as a unit of political analysis on one hand and relationships between the individual and other members of the society. The interaction calls for decision-making. Politics is the means by which values or objectives can be injected into analysis at the beginning of the policy process, with the decision naturally emerging from the analysis. That is, a piece of analysis once completed is consumed and (if utilized at all) injected into the political process, from which a decision will then emerge.

The relationship between politics and analysis at its best is iterative (repetitious). The importance of the political setting and the consumption of analysis at all stages of the policy process from agenda setting onwards. Even after an option has been selected, the role of policy analysis - and politics – is far from over. Analysis is seen, therefore, gas supplementing the more overtly political aspects of the policy process rather than replacing them. There is no such thing as totally "neutral" analysis. Values are at the centre of policy-making.

3.3 THE RELATIONSHIP BETWEEN PUBLIC ADMINISTRATION AND POLICY ANALYSIS

Policy analysis emerged as an activity in Public Administration for its perceived contribution to the improvement of the quality of administration and management of state affairs. Policy analysis has become very crucial with the advent of systematic planning for economics, social and technological development. Development planning has generated a new and special interest among policy-makers with respect to systematic analysis of public policy issues as well as orderly and coordinated inter- relationships among different policies. At the highest level of decision-making, policy analysis can better guide political decision-makers to make appropriate choices among different alternatives.

At the operational level, policy analysis tools and techniques can equally facilitate the translation of overall policy objectives into workable action programmes. For these reasons, public policy has become an important sub-unit of public administration.

4.0   CONCLUSION

Policy-making and social sciences are related because of long-standing and continuing inquiry into the political, economic, social, scientific, technological administrative and environmental issues and problems pertaining to state administration. Its scope and perspectives have become broader and more crucial following the rapidly expanding responsibilities of governments, generated, in turn, by the challenging and complex demands of economic and social development of the nation. The activity has, therefore, embraced participants from different disciplines and specialization, including politicians, administrators, social scientists, physical and natural scientists, technologists and citizens at large.

5.0   SUMMARY

Policy analysis is related to Social Sciences, Politics and Public Administration. It adopts social science techniques to resolve social problems. For a policy analyst to be effective, he requires knowledge of social science disciplines, such as: Political Science, Sociology, Economics, Psychology, Statistics, Philosophy and even Law. In short, policy analysis is an applied social science discipline. Its methods, study and training is inter-disciplinary, particularly within the social science and humanities. In particular, administrators have become more involved in analysis because of their direct responsibility to make the system of public administration more effective, efficient and responsive to the needs of economic and social development.   Thus, policy analysis is an applied social science discipline. Its method, study and training are   inter-disciplinary   particularly   within   the social   sciences   and   humanities. Moreover, Policy   analysis   is a sub-field within Political Science and Public Administration. This explains the reason it is studied in the departments of Political Science and Public Administration.

Public analysis is, therefore, aimed at improving the basis for public policy-making, the context, the knowledge about the outcomes and impact of public policy and ways and means of improving public policy performance. Public policy analysis is entirely problem-centred. Its object, especially at its prescriptive body is to ameliorate current societal problems that require governmental or public action. It is involved on the prescription of policies and strategies for tackling social problems. In policy advocacy, it helps to influence future policy choices. Finally, policy analysis encapsulates analysis of policy content, process output and policy evaluation as well as process advocacy and policy advocacy.

6.0   TUTOR-MARKED ASSIGNMENT

1.   Critically assess the statement that Public Policy Analysis could be described as inter-disciplinary in nature.
2.   Explain how Politics influences Policy Analysis.
3.   Evaluate the relationship between Public Administration and public policy analysis.

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UNIT   5: SCOPE AND CHARACTERISTICS OF POLICY ANALYSIS

CONTENTS

1.0   Introduction

2.0   Objectives

3.0   Main Contents

3.1   Scope of Public Policy Analysis

3.2   Characteristics of Public Policy Analysis

4.0   Conclusion

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1.0   INTRODUCTION

Public policy is what government chooses to do or not to do. It is government actions or proposed course of action directed at achieving certain goals.   Its scope includes variety of areas and issues, such as: economy, education, health, defence, social welfare, foreign affairs, transportation and housing. Policy analysis is the study of public policy. It is the study of the causes, processes, formation, implementation and consequences of public policy.   In this unit, we shall examine the scope and characteristics of Public Policy Analysis.

3.0   MAIN CONTENT

3.1 SCOPE OF PUBLIC POLICY ANALYSIS

Policy analysis can be delineated into two broad areas:

(1) It involves policy research and analysis and is directed at better policy-making.   Generally, it involves marshalling techniques, models, policy choices and strategies;

(2) Policy analysis involves impact evaluation research. This research is aim at improving the performance of existing policies. This is mainly programme evaluation studies.   The programme evaluation could be prospective or retrospective. Prospective evaluation assesses the programme alternatives in terms of feasibility, capability and prospects, prior to implementation. The

goal is to determine which policy alternative could be better implemented or would achieve higher performance. Programme evaluation can be retrospective if it concerns the evaluation of on-going or completed programmes. The goal is the collection of programme data, which will help managers and others to decide on issues of improved performance and modifications.

However, the scope and sheer size of the public sector has grown enormously is all the developing countries in response to the increasing complexity of technology, social organization, industrialization and urbanization. At present, the functions of practically all governments, especially of the developing countries, have significantly increased. They are now concerned with the more complex functions of nation-building and socio-economic progress. Today, the government is not merely the keeper of peace, the arbiter of disputes, and the provider of common goods and day-to-day services. It has, directly or indirectly, become the principal innovator, the major determiner of social and economic programmes and the main financier as well as the main guarantor of large-scale enterprises.

In many developing countries, there is great pressure on government to accelerate national development, make use of up-to-date and relevant technological innovations, adopt and facilitate necessary institutional changes, increase national production, make full use of human and other resources, and improve the level of living. These trends and developments have, therefore, enhanced both the size and scope of public policy. In our everyday life, we are affected by myriad of public policies. The range of public policy is vast: from the vital to the trivial. Today, public policies may deal with such substantive areas as defence, environmental protection, medical care and health, education, housing, transportation, taxation, inflation, science and technology, and so on.

3.2 CHARACTERISTICS OF POLICY ANALYSIS

Many scholars have outlined certain characteristics of policy analysis, as follows (Rhodes, 1979a:27; Dror, 1968:241-4; Spring, 1970):

(1) Policy analysis is applied scientific research rather than prom-blind, prescriptive as well as descriptive;

(2) Inter-disciplinary as well as multi-disciplinary. Policy analysis is no single discipline but inter-discipline, which combines in a synergistic manner elements from many disciplines;

(3) Politically-sensitive planning. There is concern with developing some sophisticated indicators of social conditions and problems, better forecasts, hierarchies of objectives, improved definition and appraisal of options and so on. To this extent, there is an obvious overlap between policy analysis and policy planning. However, there is an awareness that policy analysts should be trained with political skills as well as planning techniques to understand the political nature of the policy process. This is intellectual necessity since any analyst must understand the complexities and constraints of the political system if his recommendations are to have any impact.

(4) Client-Oriented. Policy analysts are often hired by government or other agencies. Some operate as academic analysts, which often place them as agent of social change with a commitment to the amelioration of society.

SELF-ASSESSMENT EXECISE

Examine the scope of Public Policy Analysis

4.0 CONCLUSION

In this unit, we examined the scope and characteristics of Public Policy Analysis. Public policy analysis is aimed at improving the basis for public policy making, the content, the knowledge about their outcomes and impact of public policy and means of improving public policy performance. Public policy analysis is entirely problem-centred. Its object, especially at its prescriptive context is to ameliorate current societal problems that require governmental or public action. It attempts to systematically gather data to describe or explain public policies with the aid of social science methods and techniques for policy makers or decision makers.

5.0 SUMMARY

The scope of policy analysis can be classified into two broad areas: policy determination and policy impact evaluation. Policy analysis is client-oriented, politically sensitive, and inter-disciplinary and adopts scientific methods in its analysis. Aside, policy analysis is involved in prescription of policies and strategies for tackling social problems. In policy advocacy, it helps to influence future policy choices. It focuses on the study of the causes, processes, formation, implementation and consequences of public policy. Finally, policy analysis encapsulates analysis of policy content, process, output and policy evaluation as well as process advocacy and policy advocacy.

6.0 TUTOR-MARKED ASSIGNMENTS (TMAs)

  (i) Describe the characteristics of public policy analysis:

  (ii) Explain the scope of public policy analysis

  (iii) Discuss how Public Policy Analysis is multi-disciplinary in character.

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MODULE II: POLICY ANALYSIS AND POLICY MAKING

INTRODUCTION

This module captures some basic terminologies in policy analysis. These terms would assist your understanding of relevant points in explaining the functionality of decision making process. This is followed with the approaches in the study of Public Policy Analysis. The theoretical postulations will assist you in understanding diverse views and lens in assessing public policies. The last unit of the module reflects the decision making process using policy cycle to indicate how public policies are developed.

UNIT 1:   BASIC TERMINOLOGIES IN PUBLIC POLICY ANALYSIS
UNIT 2:   METHODS AND APPROACHES TO POLICY ANALYSIS
UNIT 3:   THEORIES OF POLICY ANALYSIS
UNIT 4:   POLICY MAKING CYCLE

UNIT 1:   BASIC TERMINOLOGIES IN PUBLIC POLICY ANALYSIS

1.0   Introduction
2.0   Objectives
3.0   Main Contents
3.1   Basic Terminologies in Policy Analysis
4.0   Conclusion
5.0   Summary
6.0   Tutor-Marked Assignments
7.0   References/Further Reading

1.0   INTRODUCTION

The understanding of public policy analysis requires basic knowledge of some relevant terminologies. This will enhance student analytical strength in classification and clarification of policy process and decision making. Those terminologies are constantly used in the public policy discourse. In essence, the terminologies simplify our understanding of public policy analysis.

2.0   OBJECTIVES

At the end of this unit, students would be able to:

• Understand the underlying terminologies in public policy analysis;
• Identify the relevance of those terminologies to policy analysis

3.0   MAIN CONTENT

The terminologies in policy analysis require better understanding for us to be versatile with the nature and dynamics of policy analysis and decision making process. The terminologies are policy demands, policy decisions, policy statement, policy output, policy outcomes, policy studies and policy science. Let us examine each of the terms

1. ***Policy Demands****:* In Public policy analysis, demands often emanate from the populace based on their interests on areas they want policy makers to look into. These demands are request that can guide decision making process by the key actors in policy formulation. Basically, policy demands are usually the values, claims and interests from the people for policy actions or inactions in order to solve specific social problem. This conforms to the argument of Chandler and Plano's (1988) view that public policy is the strategic allocation of resources to alleviate national problems or government concerns. The important clause of policy demand is that responses from policy makers should be designed to meet the yearnings and demands of the people. Invariably, public policies should respond to the need of the people that demand for satisfactory policy response from the policy formulators. The demands represent the input from the people.

2. ***Policy Decisions****:* Policy demands need to be transformed for authoritative decision. This policy taken by the authority represents policy decisions that imply government direction. The import of policy decisions is to give authoritative direction to policy actions. Policy demand can only receive action for implementation when public officials/policy-makers has given authoritative approval to its contents and direction. Policy decisions include the decisions to enact statutes, make judicial interpretation of laws on conflicting matters, issue executive orders, issue administrative rules, and so on.

3. ***Policy Statements****:* Generally, the official or formal expression of public policy by institutions of government, including legislative statutes, presidential orders, decrees, regulations and administrative rules fall under policy statement. Policy statement is largely associated with a democratic government to carry the people along. This view is supported by Dye (1978) in his assertion that policy statement indicates the measures that would be put in place by the authority for improvement of citizens' life. Put differently, policy statements also include speeches made by public officials indicating the position of government on a particular issue as well as when and how it will be achieved. Policy statements are often laced with ambiguity arising from the conflicting interests and competency of public officials making such statements.

3. ***Policy Outputs****:* This is simply the manifestation of public policy in accordance with the actual government execution of policies. It is a stage of realistic based on the policy statement. Also policy outputs are described as the concrete, sure able and identifiable projects or policies implemented by the government. A policy is simply what government has actually done as against what it proposes to do. For instance, the number of roads constructed by

government as distinct from the number projected, the number of schools built by government as distinct from the number proposed, etc.

4. ***Policy Outcomes****:* The overall manifestation of public policies with particular reference to attainment of goals. This could be intended or unintended consequences of policy for the society where the policy is implemented and this could be as a result of the action or inaction of government. Policy outcomes involve appraising whether public policies achieve their set goals in terms of the successes recorded. This can also be referred to as policy evaluation. It indicates the perception and assessment of the government policy by the beneficiaries or the general populace.

5. ***Policy targeted population***: This indicates the main beneficiaries of a policy. Not all government policies are beneficial to everybody and such is the essence of understanding the people specific policy is targeted at. For instance, the immunization policy is usually targeted at children and they remain the targeted population as far as the policy is concerned. In public policy analysis, we need to understand what informs some policies and who the real targeted audience to benefit from it are.

6. ***Policy Studies****:* In simple terms, this entails the analysis of the policy process by placing emphasis on the policy formulation. They could be normative or analytical. A policy environment is normative when it critically studies how policy is made and how the processes could be improved. It is therefore the study of the interdisciplinary nature of public policy: politics, economic, operational research, organisational theory and public administration. It is analytical when it deals with developing the models and explanation of the policy process specific target of people.

7. ***Policy Science****:* This is the method of investigating the policy process with the view to making the study of decision-making process scientific. It is particularly a problem-solving approach that cuts across many disciplines to deal with the most important social decisions.

SELF-ASSESSMENT EXERCISE

What do you understand by Policy Statement?

4.0   CONCLUSION

In this unit, we have been able to explain the relevant terminologies in public policy analysis. The importance of those terms is that it assists our understanding and assessment of different government approaches to issues

arising. It also enhances our comprehension on how polices are drafted.

5.0 SUMMARY

The understanding of those terminologies is vital in making valid analysis of any public policy. The terms make a better clarification of relevant keywords in the public policy analysis. This will expose students to have better outlook on different government policies and major factors guiding government actions and inactions.

6.0 TUTOR-MARKED ASSIGNMENTS (TMAs)

    (i)   Differentiate policy demands and policy output?

    (ii)   What is your understanding of policy targeted population?

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UNIT 2:   APPROACHES TO THE STUDY OF PUBLIC POLICY ANALYSIS

CONTENT

1.0   INTRODUCTION

There are several approaches and methods of studying public policy analysis. However, two major schools of thought emerged as to what should be the approach to study policy analysis. One school of thought holds on to the view that policy analysis could be studied using the descriptive approach, while the other school of thought argues in favour of the prescriptive paradigm. In this unit, we shall examine the two schools of thought.

2.0   OBJECTIVES

At the end of this unit, students would be able to:
- Describe the descriptive approach to the study of policy analysis and
- Explain the prescriptive approach to the study of policy analysis

3.0   MAIN CONTENT

3.1   THE DESCRIPTIVE APPROACH

This school of thought seeks understanding of public policy at the level of descriptions and explanation of government activities and policies. This approach makes use of historical analysis of past policies. It dwells on the causes and factors that necessitated previous government decisions process and policy making. By and large, it considers the evolution of past policies, the strength and weaknesses via a vis general analysis of problems associated with public policy. Not only that, descriptive approach also includes analysing the level of implementation of policies.

It considers if public policy is implemented by studying the facts and figures of the policy. Descriptive studies in public policy analysis are guided by some attributes. These characteristics as highlighted by Ikelegbe (1996:24) clarify that:

(1)   Descriptive studies are more of academic exercise geared towards the needs of policy actors;

(2)   The studies seek the understanding of policy processes, policy problem and situations;

(3)   They are more concerned with the investigations of policy contents, implementation, output and impact of particular policies. Thus, many descriptive studies are at the micro-level;

(4)   Many descriptive studies are evaluator. However, many of the evaluator studies are retrospective and relate to studies of on-going or completed programmes.

In summary, this school of thought believes that public policy in this paradigm should be described and explained. The approach investigates and reports on the typical behaviour of policy makers. We can explain the approach as follows:

• Consider a behavioural perspective

• Pick a policy-making territory

• Study particular cases

• Categorize observations

• Report on cases and generalize observations, identifying methodologies in use

3.2   PRESCRIPTIVE APPROACH

The focus of prescriptive approach is to provide analysis for future forecasting and states the implementation of the policies. The approach is more of projection method that allows prediction of future policies. In another perspective, proponents of this paradigm believe that public policy should focus on the fundamental problems affecting society. This should be done towards realization of human dignity. Scholars that originated such idea include Harrold Laaswell, Yehezkel Dror and Hald Wildavsky. As suggested by Lasswell (1951), public policy analysis perspective is expected to concentrate more on fundamental challenges of man in the society.

The idea of prescriptive approach is the need to add value to the study of public policy beyond descriptive perspective. However, the prescriptive approach is typically dependent on the nature, beliefs and perception of the policy makers. The policy makers make initiation on policy to be formulated and which sometimes might not suit or solve the fundamental problem of a man in the society.

However, Wildavsky (1979) in his "politics of thee budgetary process" contends that policy analysis is a problem-centred activity. This implies that policy analysis must be concerned with the problems facing policy-makers and should aim at ameliorating these problems through creativity, imagination and craftsmanship.

He believes that policy-maker should engage himself in action if he is to solve social problem. This action involves a combination of what he calls intellectual capitation (thinking how is seeking) solutions to problems) and social interaction. Therefore, he calls for an intellectual perspective that combines understanding with advocacy which should be the point of analysis, rather than looking at the two perspectives as mutually exclusive. They should be looked at in terms of their complimenting one another. The advocate of Wildavsky centres on the need to combine the two approaches in order to arrive at optimum benefits of analysis.

The prescriptive approach according to Ikelegbe (1996:23) has the following attributes:

- It is analytical, emphasizing the generation of data analyzed with social science techniques or methodologies;
- The studies are goal and problem-oriented; they are directed at specific problems. The goal is to proffer solutions and advice;
- It advocates policy options. This is done as a solution to policy problem addressed and is directed to improve social and societal well-being;
- Prescriptive studies tend to be more client-oriented, as they tend to addresses issues relevant to policy actors or that have been suggested by such actors

3.3 QUALITATIVE APPROACH

The qualitative approach is an in-depth analysis of a policy using various methods to gather and analyse data. The approach is not new policy analysis as it allows observation (participant/non participant) and the conduct of in-depth interview to obtain information from policy makers and the targeted population benefiting from a policy. Qualitative approach makes policy analysts to view public policy from diverse perspectives. It is assumed that social problem requires different ways and this gives room for issues emanating from policy to be viewed from various dimension. The policy analyst using qualitative approach can come up with relevant themes associated with policy and break its pros and cons for better understanding by the policy makers and the people such policy is directed at. Asides the thematic analytical way of expressing and analysis public policy, modern software such and NVIVO and ATLAS are adopted in qualitative method of analysis

3.4 QUANTITATIVE APPROACH

Policy analysis adopts quantitative techniques to define a policy problem, demonstrates its impact and possibly proffers solution. This approach requires sophisticated method to identify policy problem and its impact using numerous variables. As pointed out by Wagle (2000), development of more sophisticated quantitative techniques is crucial to aid policy direction and decision making process. Quantitative method helps to demonstrate whether there is a relationship

between policy proposal and policy outcome. This will determine if there might be need to generalise or limit the findings to a specific policy and environment. With the aid of quantitative approach, policy can be evaluated to examine the socio-economic and political impact it has in the society. The advantage of quantitative approach is to assist policy makers towards designing better policies with positive impact on the people. Largely it involves statistical data analysis of policy influence, impacts and implications. This approach has its intellectual root with the work of Harold Lasswell (1951, 1970; 1971). Since the emergence of quantitative approach in policy analysis, series of software packages have been designed ranging for histogram, bar chat, inferential equation, multiple regression analysis, time series analysis and modern application of PLS and AMOS.

3.5   MICRO CASE APPROACH

The micro or case study approach concentrates on the study of the analysis of specific policies.   It does not attempt to consider general patterns of policy behaviour but makes a case-by-case study of public policy analysis.   For each particular policy a thorough investigation is made into the process of generating options, evaluating the options, selecting, implementing and assessing an option.   The approach is basically descriptive but it can, as well, be used to prescribe in a specified policy analysis territory.   The prescription cannot, however, be generalized.   The advantage of this approach is that detailed examination and provision of exhaustive information is clearly understood. The disadvantage is that it has a narrow focus of the analysis.

3.6   MACRO-ANALYTIC APPROACH

Macro studies focus on general aspects of policy analysis. The approach takes a global view of policy making and analysis and emphasizes the development of broad knowledge and understanding of the nature of public policies. The objective of macro studies is to provide an insight into the nature of public policies and prepare analysts for operating effectively in any policy analysis territory. Macro studies provide broad concepts, theories, tools and models for policy making and analysis in a broad range of policy environments. The approach repudiates the narrow focus and specificity of case studies with all its deficiencies.

Some macro studies concentrate on describing the dynamics of policy making and analysis, actions and inter-actions between groups, individuals and institutional structures. Some narrow their focus on theories and models to explain and interpret policy issues. Other groups of macro studies direct attention to different policy areas. Policy area study is different from cases studies in that there are myriad of cases in a policy area, for example, Economic, Education, Agriculture, Health, Foreign policies and so on. The study of these areas permits in-depth studies of policy analysis in the policy areas.

SELF-ASSESSMENT EXERCISE
Describe descriptive approach to the study of policy analysis

4.0 CONCLUSION

In this unit, we have been able to explain the descriptive, prescriptive, qualitative, quantitative, micro-analytical and macro-analytic approaches to the study of policy analysis. The approaches relate to the study of policy research. Descriptive studies are usually qualitative with some mix of quantification. Prescriptive studies, on the other hand, could also use qualitative or quantitative methods, but are largely quantitative. However, combination of qualitative and quantitative approaches which can be referred to as mixed mode of analysis can be applied.

5.0 SUMMARY

The essence of applying approaches to the study of public policy analysis is to enhance a better assessment of policy in order to have a reliable findings on impacts of authoritative decisions. These approaches have divergent methods that can be applied to represent and evaluate public policy in the society.

6.0 TUTOR-MARKED ASSIGNMENTS
1. Explain qualitative and quantitative approaches as tools of policy analysis
2. Analyse prescriptive approach

7.0 REFERENCES/FURTHER READING

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UNIT 3:   THEORIES OF PUBLIC POLICY

CONTENTS

1.0   INTRODUCTION

Adopting theories to explain public policy has provided a deep and better understanding of policy process. Theorising public policy has also assisted us to see the linkage between politics and policy making. The application of theories in policy analysis is to appropriately comprehend government and political actions. This will make us to appreciate what informs a policy and the consequence of the policy. Generally, theories provide explanation for social phenomenon

2.0   OBJECTIVES

At the end of this unit, students would be able to:

- Analyse the importance of theory in policy analysis

- Explain various theoretical approaches to the study of policy analysis
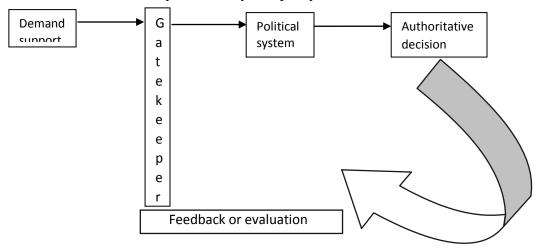
3.0   MAIN CONTENT

3.1   THE SYSTEM THEORY

This theory is borrowed from the Biological Science in explaining life processes considering the contribution of each other towards the stability of the environment (Ham and Hill, 1985; Ebenezer, 2011). However, the theory was adopted and popularized by David Easton to the study of political system. This informs the basis to view public policy from the response of a political system as a result of the demands arising from its environment. Public policy simply indicates an interaction of the political system with environment forces brought to bear on it. According to Easton (cited in Sambo, 1999:290) a political system is that "system of interaction in any society through which binding and authoritative

allocations are made." Given this, public policy according to system theory is an output of the political system. This makes the political system formation to be based on input and output.

The input into the political system from the environment consists of demands and supports. The environment consists of all those conditions and events external to the boundaries of the political system. Demands are the claims made by individuals and groups on the political system for action to satisfy their interests. This generally revolves around request from the people on what action government is expected to take

These authoritative allocations of values constitute public policy. The concept of feedback indicates that public policies (or outputs) may subsequently alter the environment and the demands generated therein, as well as the character of the political system itself. Policy outputs may produce new demands, which lead to further policy outputs, and so on in a continuing, and never ending flow of public policy. To simplify this, the above diagram represents the input and output syndrome of David Easton system theory in a polity

Source: Olaniyi(1998:58)

The usefulness of systems theory for the study of public policy analysis is limited by its highly general nature. It does not say much concerning how decisions are made and policy is developed within the "black box" called that political system. Nonetheless, systems theory is a useful aid in organizing inquiry into policy formation. However, the usefulness of the system model is limited due to several factors. First, this model is criticized for employing the value-laden techniques of welfare economics, which are based on the maximization of a clearly defined "social welfare function". The missing ingredients in the systems approach are the "power, personnel and institutions" of policy making.

In examining these, there is need to note that decision-makers are strongly constrained by economic factors in the environment of the political system. Secondly, the model also ignores an important element of the policy process, namely, that the policy makers (including institutions) have also a considerable

potential in influencing the environment within which they operate. The traditional input-output model would see the decision-making system as "facilitative" and value-free rather than "causative" that is as a completely neutral structure. In other words, structure variations in the systems are found to have no direct casual effect on public policy.

Finally, the extent to which the environment, both internal and external is said to have an influence on the policy-making process is determined by the values and ideologies held by the decision-makers in the system. It suggests that policy-making involves not only the policy content but also the policy-makers perceptions and values. The values held by the policy-makers are fundamentally assumed to be crucial in understanding the policy alternatives that are made (Basu, 2004:443).

3.2 GROUP THEORY

According to the group theory of politics, public policy is the product of the group struggle and a negotiated agreement between government and pressure groups organised in a political community (Ham and Hill, 1985). This concurs with the perception of Dye (1976) that believes that interaction and struggle among group remains the central fact of political life. As one writer states: "what may be called public policy is the equilibrium research in this (group) struggle at any given moment, and it represents a balance which the contending factors or groups constantly strive to weight in their favor". A group is a collection of individuals that may, on the basis of shared attitudes or interests, make claims upon other groups in society. It becomes a political interest group "when it makes a claim through or upon any of the institutions of government. And of course, many groups do just that. The individual is significant in politics only as he is a participant in, or a representative of groups. It is through groups that individuals seek to secure their political preferences.

Public policy, at any given time, will reflect the interest of dominant groups. As groups gain and lose power and influence, public policy will be altered in favour of the interests of those losing influence. Group theory, while focusing attention on one of the major dynamic elements in policy formation, especially in pluralist societies, such as the United States, seems both to overstate the importance of groups and to understate the independent and creative role that public officials play in the policy process. Indeed, many groups have been generated by public policy. Therefore, the concern of the political system, according to Thomas Dye (1976: 20), is to resolve group conflict by:

   (a)   Establishing the rules of the game in the group struggle;

   (b)   Arranging compromises and balancing interests;

   (c)   Enacting compromises in the form of public policy; and

   (d)   Enforcing these compromises

3.3 ELITE THEORY

This theory sees policy making as a top bottom approach where power is concentrated in the hand of the powerful minority group known as elites that control the political space of the society. In this approach, public policy can be regarded as the values and preferences of the governing elites. The essential argument of the elite theory is that it is not the people or the "masses" who determine public policy through their demands and action, rather, public policy is decided by ruling elite and effected by public officials and agencies. Dye and Zeigler, (1981) in the "Irony of Democracy" provide a summary of the elite theory:

(i)   Society is divided into the few who have power and the many that do not. Only this small number of privileged persons allocate values for society, the masses do no decide public policy;

(ii)   The few who govern are typical of the masses who are governed. The elites are drawn disproportionately from the upper socio-economic strata of society;

(iii)   Movement of the non-elite to elite positions must be slow and continuous to maintain stability and avoid revolution. Only the non-elite who have accepted the basic elite consensus can be admitted to governing circles;

(iv)   The elites share a consensus on the basic values of the social system and the preservation of the system;

(v)   Public policy does not reflect demands of the masses but rather the prevailing values of the elite. Changes in public policy will be incremental changes permit responses to events that threaten a social system with a minimum of alteration or dislocation of the system;

(vi)   Active members of the elites are subject to relatively little direct influence from apathetic masses. The elites influence the masses more than masses influence the elite.

So state, the elite theory is a rather provocative theory of policy formation. Policy is the product of the elite, reflecting their values and serving their ends, one of which may be a desire to provide for the welfare of the masses. Thus, elite theory does focus our attention on the role of leadership in policy formation and on the fact that, in any political system, a few govern the many. However, whether the elite rule, and determine policy, with little influence by the masses is a difficult proposition to handle.

3.4 INSTITUTIONAL THEORY

The study of government institutions is one of the oldest of political science. The approach focuses on the formal or structural aspects of an institution and can be adopted in policy analysis. An institution is a set of regularized patterns of human behaviour that persist over time. Some people, unsophisticated, of-course, seem to equate institutions with the physical structures in which they exist. It is their differing sets of behaviour, which we often call rules, structures and the like, that can affect decision-making and the content of public policy. Rules and structural arrangements are usually not neutral in their impact, rather, they tend to favour

some interests in society over others, some policy results rather than others. Public policy is formulated, implemented and enforced by government institutions.

Government institutions give legal authority to policies and can legally impose sanctions on violators of its policies. As such, there is a close relationship between public policy and governmental institutions. It is not surprising, then, that political scientists would focus on the study of governmental structures and institutions. Institutionalism, with its focus on the legal and structural aspects can be applied in policy analysis. The structures and institutions and their arrangements and can have a significant impact on public policy. Traditionally, the focus of study was the description of government structures and institutions. The study of linkage between government structures and policy outcomes remained largely unanalysed and neglected.

The value of the institutional approach to policy analysis lies in asking what relationships exist between institutional arrangements and the content of public policy and also in investigating these relationships in a comparative manner. It would not be correct to assume that a particular change in institutional structure would bring about changes in public policy. Without investigating the actual relationship between structure and policy, it is difficult to assess the impact of institutional arrangements on public policies.

3.5 WINDOW THEORY

This theory which is also known as streams theory was propounded in 1995 by Kingdon. The assumption of the theory is that policy analysis requires the understanding of the three important streams. The streams which are problem stream, political stream and policy stream are essential to policy making. By the problem stream, it involves the concentration of the policy makers and the peoples' attention on a social problem. Such problem can be resolved through an existing policy or allowing it to fade away.

The political stream according to Kingdon (1995), focuses on the level at which government agenda is formulated. This is essential because it captures the development of government policies. It should be noted that issues in problem stream may or may not reflect in the political stream. Before any issue can make government agenda, it must have been agreed on by the core players in the political stream. Those core participants (players) are known as the visible clusters. They are the people visible at the political stage. For instance, the lawmakers, the interest groups, the media, the bureaucrats are related players. The main tool of the cluster members is bargaining.

The third stream known as the policy stream involves the decision agenda of the government, and the development of different options that can be used to resolve issues rose in policy problem or those identified in the agenda of government. At this point, the activities of the hidden clusters become noticed and significant. Those are forces that influence the alternative policy that would eventually be chosen by government. According to Kingdon, those hidden clusters adopt the tool of persuasion as opposed to bargaining of the visible clusters. To Kingdon, government policies are formulated

where and when these streams coverage. It is at the stage that we have a window. Whenever there is an opening of the window, then there is a change in government or policy.

SELF-ASSESSMENT EXERCISE
Describe the system theory and explain how it could be used to study public policy analysis

4.0 CONCLUSION

This unit has been able to expose us to the theoretical framework guiding the analysis of public policy. The political system which is represented by Easton's model emphasises the operation of political system on the basis of input and output. Also, the group theory stipulates that policies are reflection of group interest while the elites theory captures the role of the powerful minority small group that control the policy output in the society. The institutional theory looks at the role of structural institutional setting in decision making. The unit is concluded with window theory that specifies the understanding of the essential streams as a yardstick in policy analysis.

5.0 SUMMARY

The theoretical analysis of policy is key to our understanding of various perspectives public policy can be viewed. All the highlighted theories expose us to the effectiveness of basic analysis of public policy using theoretical framework to explain what leads to a particular policy framework and why a given policy is adopted.

6.0 TUTOR-MARKED ASSIGNMENTS (TMAs)

1. Describe the role of institutional theory to the study of public policy analysis
2. Describe the role of systems theory in the study of public policy analysis and its limitations

7.0 REFERENCES/FURTHER READING
Basu, R. (2004). *Public Administration: Concepts and Theories*. New Delhi: Sterling Publishers Pvt. Ltd.

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UNIT 4:   THE PUBLIC POLICY MAKING PROCESS

CONTENTS

1.0   Introduction
2.0   Objectives
3.0   Main contents
3.1   Stages in public policy process
4.0   Conclusion
5.0   Summary
6.0   Tutor-Marked Assignments
7.0   References/Further Reading

1.0   INTRODUCTION

Public policy does not happen in a vacuum. It is a combination of many stages with each of the stages indicating the process involves in decision making. One cannot understand the purpose and target of a policy, if all the required stages are not followed to the latter. It is in view of this that this unit will explain various processes that policy passes through for effective and efficient assessment by a policy analyst. These stages are independent but interrelated and policy analysts must understand what informs each of the processes involved in public policy making.

2.0   OBJECTIVES
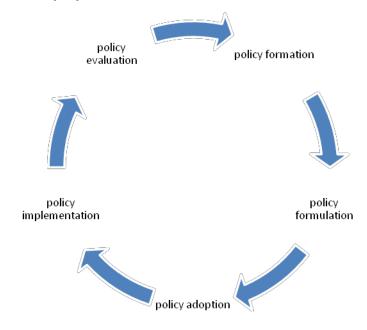
At the end of the unit, students would be able to:

- Understand the concept of policy making cycle
- Explain the stages in public policy process

3.0   MAIN CONTENT

3.1   POLICY MAKING PROCESS

Policy making process is a sequential pattern of action involving a number of functional categories. The complex activities involved in policy making process prompts Sambo (1999) to view it as a pattern of action extending overtime and involving many decisions. These activities are independent stages but interrelated to achieve a policy mission. These stages constitute policy cycle. They are important in order to understand how policy is designed to solve social problem. The policy cycle is another way of making reference to policy process and this has five distinct stages. Public policy process can be classified into five stages, as illustrated in figure (1) below:

Fig. 1: Public Policy Cycle or Process

However, Anderson, Brady and Bullock, (1978: 8) have suggested a model for public policy process, which made of six stages:

3.1.1 POLICY FORMATION STAGE

STAGE 1:   PROBLEM IDENTIFICATION
This involves a situation where human needs, deprivation or dissatisfaction appear that must be addressed. If enough people believe the nature of the problem is such that government should respond, it than becomes a public rather than a private problem. Public problems involve large numbers of people and have broad-ranging effects including consequences for people not directly involved such as national minimum wage. Thus problem identification entails the demand for action to resolve a problem.

STAGE 2:   POLICY AGENDA
These are problems among many, which receive the government serious attention.

Not all problems get policy agenda stage. Those that do reach there, get there by a variety of routes.

APPROACHES TO AGENDA SETTING
There are three approaches to agenda setting in a democratic society (Stones, 1977:

37-8)

1. **LET IT HAPPEN APPROACH**
   Here government takes a relatively passive role but maintains channels of access and communication so that those affected can be heard. This approach has its problems as the success depends on many of the principles of group theory, which states that people will define its own interests, organize and seek access, involve others in support of their cause; influence decision-making, monitor implementation and so on.

2. **ENCOURAGE IT TO HAPPEN APPROACH**
   Here, government reaches out to people in defining and articulating their problems. The emphasis here is that government equips people to participate not identifying and defining problems for them.

3. **MAKE IT HAPPEN APPROACH**
   In this approach, government plays an active part in defining problem and setting goals. In other words, government defines problems, set priorities and establishes goals with the two other approaches as well. However, one drawback with this system is that it places enormous burden on government. Out of these three approaches, "make it happen" approach is predominant in example, government decision-makers try to make it happen" in foreign issues. They try to define the problems set the priorities than domestic issues some critics also feel that deference establishments are influenced by certain basic industries, hence decision-makers "let it happen" that is allow such industries to define the problems and set the priorities.

   In spite of these classifications, agenda setting approaches are not mutually exclusive. The breakdown of agenda setting into three approaches is to assist analysts understand government action on individual public problems and facilitate comparisons between issues. Whether a problem gets on the public policy agenda or not depends on the power, stature and number of people in the interest group political leadership influence agenda setting. The office of the president in Nigeria plays a great role in this regard. Beside these, approaches, crisis, events, such as wars and depressions as well as protests and demonstrations put problems on the policy agenda.

3.1.2 POLICY FORMULATION STAGE

This involves the development of pertinent and acceptable proposed courses of action for dealing with public problems. Policy formulation in Nigeria is often done by the president and his immediate advisers, other members of the executive branch, career and appointed administrative officials, specially appointed committees and commissions and legislators, who introduce bills for consideration by the national assembly.

TYPES OF FORMULATION

Many types of formulation can be identified depending on the criteria for classification. However, the most interesting and useful basis for identifies the nature of decision-making. Three types can be identified (Jones, 1977; 56).

- Routine formulation: A repetitive and essentially changeless process of reformulating similar proposals within an issue area that has a well-established place on the agenda of government.

- Analogous formulation: Treating a new problem by relying on what was done in developing proposals for similar problems in the past i.e. searching for analogies.

- Creative formulation: Treating any problem with an essentially unprecedented proposal one, which represents a break with past practice. However, it is sometimes to see creative formulation government as many proposals are normally modified along the way towards past practices during the implementation stage.

Policy formulation process includes the following:

(i)   The identification of the policy issues/problems

(ii)   Specification of objectives/targets

(iii)   Development of options/strategies

(iv)   Selection of preferred option/strategies

(v)   Policy decision-making

(vi)   Design of implementation strategy; and

(vii)   Policy review and reformulation

The conception of the problems could be identification of the policy issues/problems against the background of the peoples' needs and societal problems. Problems have to be perceived, interpreted and defined. The distribution of social problems can be identified by the use of sample survey technique for data and data processing capacity of computers.

The process of policy formulation requires wide consultation prior to the initiation of policy and involvement of stakeholders, particularly labour unions, the organized private sector, the civil society and lower ties of government, legislative and executive arms of government and so on.

3.1.3 POLICY ADOPTION STAGE

Legitimating of public policy is the fourth stage. This process means having a particular proposal authorized. Formulators do not think only of problems and how to solve them, but whether the course of action is feasible getting it authorized. Decision or choices of policy requires some authoritative ratification as an aspect of the principle of public accountability. While decision may be effectively reached at one level, they will often be authorized and confirmed at another. Therefore, some strategic considerations are directed toward the legitimization of process –

building support for a proposed course of action, maintaining support held previously, deciding where compromises can be made; calculating when and where to make the strongest play and controlling information flow to advantages.

This is often done by the notion of majority lobby building in legislature. In other words, a course of action is legitimate when a majority in both houses of the legislature (National Assembly) approves and the chief Executive affixes his signature to the measure. So, given the necessity for building majority in a given course of action, formulators of policies must consider all factors involved in its legitimating process. However, the most formal adoption strategy is one of proposal, legislative approval and Presidential (Executive) signature although there are other adoption strategies that exist in government (Anderson et. al, 1978:9-10).

3.1.4 POLICY IMPLEMENTATION

Policy implementation is the process of assembling resources (including people), allocating resources and utilizing resources (operations), in order to achieve policy objectives. The administrative agencies are the primary implementers of public policy, but the judiciary and legislature are also involved. The legislature may over- rule the decision of the executive by two-third majority, while the Courts interpret statutes and administrative rules and regulations. Agencies also make "administrative laws" through delegated legislative authority by the legislature when implementing statutes passed by the congress or National Assembly. The application of a public policy passed by the Legislature can change the nature of the policy itself, as implementation often affects policy content (Anderson, et al, 1978:10-11).

3.1.5 POLICY MONITORING AND EVALUATION STAGE

This is the last stage of the policy process. It involves an attempt to determine whether a policy has actually worked. It is essential to monitor formulated policies during implementation. Monitoring involves the assessment of progress on policies, programmes and projects in comparison with what was initially planned. Its object is the detection of deviations, so that corrective measures could be applied. Evaluation, on the other hand, is concerned more with results of a policy or programme. It tries to determine the relevance, effectiveness and impact of policy and programme activities in the light of their objectives. It is also concerned with the efficiency with which programmes are implemented. Such an evaluation can lead to additional policy formulation to correct deficiencies. Anderson, Brady and Bullock, (1978) categorized evaluation in two ways:

- Political evaluation to assess the political feasibility of the policy;
- Systematic evaluation seeks to objectively measure the impact of the policies and determine how well objectives are actually accomplished. Such an evaluation focuses on the effects which a policy has on the problem to which it is directed.

SELF-ASSESSMENT EXERCISE

Describe the formation and formulation of public policy

4.0 CONCLUSION

The public policy is a process. It entails issue or problem search, filtration and definition, formulation, adoption, implementation, monitoring and evaluation. The existence of monitoring and evaluation, however, does not totally prevent policy failure. This necessitates policy review and evaluation. Evaluation gives room for the assessment of the impact of policy and provides feedback to improve policy implementation. It systematically judges the value of changes (planned and unplanned) resulting from policy and project against the original plan.

5.0 SUMMARY

This unit explains the policy process. The main stages of the policy process described include: problem identification, policy formulation, policy implementation and evaluation. Public policy is cyclical. Here, Policy issues or problems identified, filtered and defined during formation and formulation stage of policy making process. As policy decisions or approval are made and implemented, criticism in the form of feedback puts new decisions on the policy agenda. This starts the policy-making cycle all over again.

6.0 TUTOR-MARKED ASSIGNMENTS (TMAs)
(a)   Describe what you understand by public policy implementation
(b)   Explain the stages in public policy process
(c)   Describe the public policy adoption process

7.0 REFERENCES/FURTHER READING

Anderson, J.E (2003).   *Public Policy-making, 5th edition.*   New York: Houghton
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MODULE III: KEY ELEMENTS OF PUBLIC POLICY ANALYSIS

INTRODUCTION

Policy making does not happen in a vacuum. There are key players known as actors in policy formulation and execution. This module examines the actors in decision making and their role. The different models in analysing public policy also surface in this unit. The tools or instruments of policy making process are well captured in part of the units of the module while the phases involved in public policy analysis are discussed in the concluding unit of this module.

CONTENTS

UNIT 1:   PUBLIC POLICY ACTORS
UNIT 2:   POLICY MODELS
UNIT 3:   TOOLS OF POLICY-MAKING ANALYSIS
UNIT 4:   PHASES IN PUBLIC POLICY ANALYSIS

UNIT 1:   PUBLIC POLICY ACTORS

CONTENTS

1.0   INTRODUCTION

Public policy means series of decisions and activities resulting from structured and recurrent interactions between different key players known as actors. These actors comprising of public and private individuals who are involved in different capacities to the emergence of policy designed to resolve social problem. Given this, the term actor can be designated to connote an individual (minister, member of the legislative), several individuals, legal entity or social group. In lieu of this, this unit will look at the various actors involved in policy making. This is because understanding the policy process without adequate knowledge on who is responsible for what for the policy making would make the study of public policy analysis less productive. Those actors which can be categorised into state actors and non-state actors. The former includes government and its agencies at all organs (Executive, Legislative and Judiciary) while the non-state actors include policy makers outside the government bodies (Interest Groups, Mass Media, Political Parties, Private Individuals etc)

2.0   OBJECTIVES

At the end of the unit, students would be able to:

- Explain the role of official Actors in public policy making process
- Understand the indirect role of unofficial Actors in public policy-making process.

3.0   MAIN CONTENT

3.1   EXECUTIVE

One of the key actors which falls to the category of state actor is the executive. In the modern political system, the executive is vital when it comes to policy making process. The executive which is usually headed by the President (Presidential System

of Government) takes decisions that affect the general public in the country. The power assigned to the executive team makes it to be formidable in policy making process. For instance, in Nigeria, the Federal Executive Council (FEC) often meet to take decisions on some issues that would have impact on the populace. On the other hand, the parliamentary system has the members of the cabinet as the executive team. The cabinet takes decisions for the interest of the general public. The Prime Minister usually heads the cabinet and public policy flows from the cabinet decision making. Britain is an example of the country that adopts parliamentary system of government.

3.2   LEGISLATURE

The legislative body is a government institution saddled with the responsibility of making laws. Asides law making, the legislature controls the purse of the country. This means the body has the power of appropriation which is done through budget approval. In any democratic arrangement, either presidential or parliamentary, the legislature law making power, approval or appropriation of budget, confirmation of executive nominees such as the ministers and heads of agencies and parastatals etc have placed the legislative arm as a key player in public policy making. The legislature is also part of the state actor in policy making as it belongs to the government institutions that determines authoritative allocation of values in the society. For instance, the Nigeria's national budget must be endorsed before it can be implemented. This singular power alone makes the legislative arm to be a major player in decision making and public policy process.

3.3   THE JUDICIACY

The role of law interpretation assigned to the judicial arm of government is key to the policy making process. The different courts of law competence are engaged in making judicial pronouncement on matters arising. The pronouncement known as court judgement is binding and which invariably determines the policy making process. Courts are approached to interpret and decide the meaning of legislative provisions that often generally stated and permit conflicting interpretations. In Nigeria for instance, several court pronouncements have become law which affected persons or institutions must obey. The interpretation of laws by the courts becomes policy. Though any court judgement by the lower court can be appealed, the apex court determines some cases which the final judicial pronouncement has become a policy statement in the country.

3.4   THE BUREACRATS

The administrators play major role in policy implementation. Most of the policies formulated by the executive arm are passed to the administrative institutions for effective implementation. Various ministries and agencies work assiduously to ensuring policies are executed. For instance, if the executive gives approval to construction of road, this can come to reality through its implementation by the

Ministry of Works. Put differently, sometimes the bureaucrats also participate in policy formulation process as experts and technocrats in administrative agencies advise the executives on what to be done at a particular point in time. They supply information and help to articulate the broad objectives that guide policy directions as a totality of management. The advice of experts can also lead to the initiation of policies by decision-makers or politicians, apart from the vision of the government itself in addition, experts assist with the scientific management of the policy process through policy formulation and analysis. The expertise role of the seasoned bureaucrats cannot be over emphasised.

3.5. POLITICAL PARTIES

The political parties remain one of the key non state actors of public policy. The political party as an institution vies for political office by participating in elections with the aim of wining political seats. However, the parties play significant role when it comes to decision making process by proposing submissions to the government on policy required. Most importantly, the party politics interface between the ruling party and oppositions political parties makes the issue of policy making process more robust. In some instances, the criticism from the opposition parties forms the basis for government decision making. Though parties are known for interest aggregation, they seek to convert such into general policy alternatives. The way in which the parties "aggregate" interests is affected by the number of desire of the parties to gain widespread electoral support will force both the parties to include in their policy proposals popular demands and avoid alienating the most important social groups.

3.6 INTEREST GROUPS

Basically, the existence of interest group is to influence government decisions to favour their respective associations or general public. They sensitise the general public on the content analysis of certain government policies. The awareness usually creates public enlightenment on matters arising from decision makers. Asides creating awareness by t sensitising the general public, they also make policy demands on behalf of their members and general public which constitute inputs into policy formulation. The interest groups do pressurise the government to ensure their demands are considered. For example, the issue deregulation of petroleum product in Nigeria generated a lot of contributions and demands from policies various interest groups, such as labour various, media, private sectors/ professional bodies, non-governmental organizational and civil society organizations. The government got inputs from them before formulating policy with regards to deregulation of the oil sector. Example of such interest groups are Nigeria Labour Congress NLC), Academic Staff Union of Universities (ASUU).

3.7 INDIVIDUAL CITIZENS

The role of the citizens are mostly heard through public opinion. However, some individuals with special attentions from the government usually influence

decision making. In fact, some members of the society belong to the category of national and international figures. They have a lot respect locally and internationally. This places their opinion to be respected by the government in formulating policy. Apart from few individuals that enjoy certain charisma, the larger society can also influence government decision through mass protest and showcasing their opinions on issues affecting their wellbeing. With the aid of social media in the contemporary societies, the citizens contribution in policy making is significant as opinions can be easily sent to reach the government representatives via different social media platform.

3.8 THE MASS MEDIA

The popular channel through which information are channelled from the people to the government is the media. This makes the media to be the gatekeepers that communicate peoples' agitation and request to the policy makers. Invariably, the media assists in reshaping the actions and reactions of the people to government largely in a democratic system. By publicizing specific causes, the media act as the most important source of information for the government on the public's reactions to contemporary issues. However, if the citizen is to make rational decisions about public policy, the media should be of a high standard of reliability. This called for objective and investigative journalism. With neutral and objective report, the mass media can effectively pass the peoples' messages across to the government. But the abuse of the media makes it to become a political resource that can be manipulated. In this development, the mass media can manipulate public opinion. The basic ethics of journalism is to report objective perspective and serve as a fair channel between the populace and government. By and large, with the power of reportage, the media is key in policy making process and becomes a major actor in public policy analysis.

SELF-ASSESSMENT EXERCISE
Examine the role of the executive in public policy

4.0 CONCLUSION

In this unit, we have been able to discuss the state and non-state actors of public policy. These are actors are key to our understanding of how public policy are formulated and as well implemented. The unit concludes that all the highlighted actors are viable in policy making process

5.0 SUMMARY
The players or actors in public policy have been analysed on the basis of classification. The first category belongs to the state actors representing government and its agencies.

6.0 TUTOR-MARKED ASSIGNMENTS (TMAs)

(a) Describe the role of the judiciary in public policy formation

(b) Explain how interest groups contribute to policy formation of public policy

7.0 REFERENCES/FURTHER READING

Anderson, J.E (2003).   *Public Policy-making, 5th edition*.   New York: Houghton
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UNIT 2:   POLICY MODELS

CONTENTS

1.0   INTRODUCTION

There are several models used in analysing decision-making process. . Instructively, the concern of those models is to select among the competitive alternatives. This makes it easier for a good analysts to understand different approaches   and models guiding policy makers' decision process. For easier clarification, four models would be examined.

2.0   OBJECTIVES

At the end of the unit, students would be able to:

- Understand rational comprehensive model of decision-making
- Explain Incremental model of decision –making
- analyse bureaucratic institutional model of decision-making
- describe belief system model of decision-making and

3.0   MAIN CONTENT

RATIONAL COMPREHENSIVE MODEL

The model is usually associated with Herbert Simon in his book 'Administrative Behaviour' published in 1945. The model is scientific analytical tool that carefully examine a policy before making a choice. According to Simon, human rationality is key to decision making process. And that every decision made is a careful logical reasoning of an administrative man. The model is guided by five basic elements.

1.   Identification of problem: In public policy analysis, a problem must be identified before any decision could be made. As obtainable in science, the

basis of any finding or research to solve problem is to firstly identify a problem. So, this principle guides rational comprehensive model.

2.   Setting of Goals on Preference: The model emphasises setting of goals as basic requirement in decision making. These goals are set on the basis of individual's preference.

3.   Consideration of Alternative Options: As a model that believes in rational decision making, it argues that policy makers consider available alternatives in decision making process. It implies that options are always available for an administrative man before taking decision.

        Analysis of the Alternative: The model is of the view that alternatives are analysed on efficiency and reliable parameters. It states that policy making is anchored on the effectiveness and reliability of alternative decisions when it is required.

4.   Selection of the Best Alternative: The models believes that decisions are made having considered the best available alternatives and its cost implications.

However, the model is criticized for being idealistic. The reality is that sometimes decisions are taken on political and environmental factors without considering the economic and cost implications. This was supported by March and Simon (1958), decisions are taken sometimes for minimum satisfaction which is against the maximum benefits of the rational model

3.1   RATIONAL COMPREHENSIVE MODEL

The rational comprehensive model has the following elements:

(i)   The decision-maker is confronted with a given problem that can be separated from other problems or at least considered meaningfully in comparison with them.

(ii)   The goals, values or objectives that guide the decision-maker are classified and ranked according to their importance

(iii)   The various alternatives for dealing with the problems are examined

(iv)   The consequence (Cost and benefits) that would follow from the selection of each alternatives are investigated

(iv)   Each alternative and its attendant consequences can be compared with the other alternatives

(v)   The decision-maker will choose that alternative and its consequences that maximize the attainment of his goals, values and objectives.

However, these assumptions are difficult to attain in real world. There are many barriers associated with rationality.   In rational comprehensive model, all information required for alternative decisions are not available.   All alternatives cannot be possibly obtained and consequences predicted. Beside, most societal values do not reach the decision agenda because of powerful elites and interest

groups. Hence, the model is criticized by scholars as being too idealistic and narrow because it neglects some political variables of decision making.

3.2 THE INCREMENTAL MODEL

This model was popularised by Lindblom Charles in 1959. It was regarded as a rejoinder to the proposition of the rational comprehensive model. Unlike the rational model, the incremental model recognised the limitation of policy makers. The limited capacities of man was not factored in by the supporters of rational comprehensive model Also, the costliness analysis of rational model failed to realise that such might not be obtainable in some instances . However, the incremental model emphasises that every policy is a slight variation of the existing policy and agenda of government. The model stipulates further that government is continuous and that policy makers do not want to make new policies except consolidation on existing ones. This is necessary due to the available resources, limited time and knowledge to evolve new policies.

However, this model is believed to be conservative in its approach on decision making process. By the argument that new policy is a variation of the past decisions, the model sees incremental adjustment in the behaviours of decision makers. And by implication, policies made are marginal adjustment of the past decisions. This according to Sambo (1999) forgo the rigorous process of canvassing for new policies by decision makers.

3.3 BUREAUCRATIC ORGANISATION MODEL

This model is propounded by Graham Allison in 1971. It combines two basic elements. The model tries to explain the role of organisational structure and the bureaucrats in decision making process. The model combines two theoretical approaches namely; organisational process theory and bureaucratic politics theory.

a. **Organisational Process Theory**: This theory explains the critical role of the organisational structure in decision making. It states that the values, assumptions and patterns of behaviours in an organisation determines to some extent how decisions are made in the organisation. It also stipulates that organisational decisions are reflections of cultural affinity of the policy makers in the organisation. Nevertheless, the role of individuals is suppressed by the organisational structure.

b. **Bureaucratic Politics Theory**: This talks about the power of bargaining between the employers and employee as a yardstick to arriving at decision making process. So, decisions are made on the basis of negotiation and bargaining before arriving on a policy. This is a reflection of synthesis of the role of bureaucratic and organisational structure in public policy making.

3.4 BELIEF SYSTEM MODEL

This model predicates changes in policy on the values. It seems policies made particularly in Nigeria are either not effective or lack implementation. This according to the model threatens the achievement of the goals of some policies. Successive governments in Nigeria seem to see public policy issues as a matter of political jamboree which can be played around with. Many promises are made by politicians, particularly during electioneering campaigns, and eventually find their ways into becoming public policies but government often lacks the political will to ensure the execution of such policies. At another level, lack of requisite data needed for effective national planning has constituted an albatross to policy- making in Nigeria

SELF-ASSESSMENT EXERCISE
Describe the rational comprehensive model of decision-making

4.0 CONCLUSION

In this unit, we have been able to discuss various models of decision-making.

All the models help to describe and prescribe decision-making. The major model is rational comprehensive model decision-making. All others are reactive to it. They tend to reflect and describe decision making in the real world situations than the rational model. However, it makes a decision-maker want to act rationally in decision- making or get net benefit of policies.

5.0 SUMMARY

In this unit, four models to the study of public policy analysis has been discussed. Each of those models gives a better analogy on how decision making is guided and what makes policy makers to act. The models explain the dynamics and patterns of decision making process.

6.0 TUTOR-MARKED ASSIGNMENTS (TMAs)

(a) Describe incremental model of decision making?
(b) Explain the criticisms levelled against rational decision making?

7.0 REFERENCES/FURTHER READING

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UNIT 3:   TOOLS OF POLICY-MAKING ANALYSIS

CONTENTS

1.0   INTRODUCTION

Policy analysis involves the use of different types of modern management decision techniques and strategies, depending upon the nature of the decisions to be taken. These techniques are largely different aspects and applications of system analysis and include operations research, system engineering and network analysis tools embracing programme evaluation and review techniques (PERT) and Critical Path Method (CPM), scheduling, planning and programme budgeting system (PPES), cost-benefit analysis and statistical methods.   Others are scenario construction and paradigms, organization analysis, management-by-objectives, etc. Most of these techniques have been developed or given greater attention and aimed at clarifying the task of policy analysts, policy planners and policy-makers. Almost all of these techniques are based on scientific methods for solving problems and will lead to rational decision-making.

In this unit, we shall examine various analytical tools and techniques used for policy analysis.

2.0   OBECTIVES

At the end of unit, students would be able to:

- Understand general operational research tools for policy analysis
- Describe tools and techniques of policy analysis

3.0 MAIN CONTENTS

3.1 USE OF MODELS

Models can be constructed and used to compare performance of options and to discover the relative effectiveness of them. A model is an abstract representation of the real world. The process of applying the management decision techniques, different models in the form of mathematical equations, computer programmes, management games, scenario, organizational charts, maps, charters, rules and regulations, standard procedures, budget documents, etc, are used. These facilitate experimentation which is a crucial step in the process of policy analysis. Policy analysis models could be viewed as a continuum reflecting different degrees of their physical or symbolic characteristics as well as the types of techniques suited to the various levels of qualification or use of judgment. Five steps of models (quantitative, qualitative and judgmental (models) can be identified:

(a)   Analytical models- take the form of sets of mathematical equations which are susceptible to mechanical solution;

(b)   Computer models- are more suited to decision problems in which the relevant variables are too numerous and the inter-relationship too complex to be handled analytically by conventional methods.

(c)   People and computer models- involve a mix of people and all computer models in the overall structure of the situation being studied

(d)   Verbal models – are those models which have no quantitative content.

Basically, they involve determining what factors in a given situation are relevant, measuring the relativities among those factors and tracing out their interactions and implications.

3.2 SCENARIO CONSTRUCTION

Is a description of the conditions and events under which a system is being studied is assumed to be existing. Most scenarios are future-oriented, although they may be reconstructions of the past or synoptic descriptions of the present. Scenarios are particularly suited to dealing with conditions and events taken together and to integrating several aspects of a situation more or less simultaneously. Scenarios are often used in the field of foreign policy analysis.

3.3 SYSTEM ANALYSIS

System analysis is a systematic approach to helping a decision-maker chose a course of action by investigating the problem; searching out objectives and alternatives; and comparing them in the light of their consequences, using an appropriate framework- insofar as it is possible/analytic – to bring expert judgment and intuition to bear on the problem. Since, system analysis generates and

presents information in such a way as to improve the basis for decision-makers to improve the basis for decision-makers to exercise judgment, which has the same purpose as policy analysis. System analysis as a key technique in the process of decision-making has recently been receiving considerable attention; a few comments on its limitations would, therefore, be in order.

In spite of its acclaimed usefulness as a tool in the processes of decision-making, system analysis is in general, ineffective where the problems to be solved are behaviour-oriented and therefore, do not lend themselves to quantitative measurement. Secondly, its successful application has been impeded by the lack of the necessary skills. Thirdly, the attitudes and perceptions of professional systems analysts have in many cases proved to be at variance with needs to be met. More specific weaknesses and difficulties associated with the application of systems analysis as a tool of policy analysis in developing countries could be categorized as follows:

- Imprecise formulation and frequent and radical changes in the definition of national goals; this undermines the stability of policies;

- The dearth of reliable data; and

- Alien foundation and orientation of the policy-making processes stemming in most cases from the influences of colonial administration of pre-independence days.

3.4   DECISION TREE

Decision tree is a decision making tool that presents graphically or diagrammatically, the sequence in the decision process, to enable easier understanding, management and choice in decision- making.   It is a diagrammatic model and a conceptual frame, which denotes precisely the flow or sequence, the structure, stages, tasks, activities and consequences in the decision making process. It, thus, enables a summary of essential information on a flow chart, relating to a particular decision problem. It presents the decision-maker with the sequence, the choices available, the uncertainties and calculations of probabilities and outcomes.

The calculated pay off and the per cent chances of probabilities and outcomes. The calculated pay-off and the percent chances of probabilities, form the basis of decisions. The decision tree does not postulate techniques or methods of analysis. Rather, any technique or analytical tool could be used in the valuation of uncertainties, probabilities and outcome or pay-off. Cost-benefit analysis for example may be useful in calculating pay-offs. Thus, a decision tree is just a flow chart or diagram. This seeming inadequacy enables wider applicability of the model.

3.5   PATH ANALYSIS

Path analysis is one of the methods of clarifying casual thinking about the causes and consequences of public policy. Path analysis enables us to portray our ideas

about the causes or consequences of public policy in diagrammatic fashion. Path analysis provides an overall estimate of the explanatory value of a model. It also assists in identifying spurious relationships. More importantly, it permits the testing of both direct and indirect casual paths in the determination of a dependent variable. We can ascertain whether a determining variable acts on a dependent variable directly or through mediating variables or both and we can compare the relative influence of direct and indirect casual paths.

3.6 FORECASTING

The policy analysis approach to forecasting requires knowledge of what techniques are available and of their limitations in theory and practice, but is not obsessed with methodology or numbers as such. Forecasts cannot predict the future but they can assist decision-makers to cope with uncertainty and change and to explore the implications of policy options. The policy options approach to forecasting also recognizes the crucial importance of how forecasts are consumed by decision-makers rather than simply with how forecasts are carried out by experts. Forecasting can be costly and a balance has to be struck between possible benefits from forecasting and the costs of carrying out forecasts and consuming them.

3.7 COST-BENEFIT ANALYSIS

One possibility for guiding choice between programmes designed to accomplish widely differing tasks would be to measure the benefits and costs in the same units in all programmes, so that the difference between the benefits and costs could be calculated for each programme and compared with the corresponding difference for other possible actions. In practice, this means expressing both the benefits and the costs in monetary units, naira for example. This process is often done arbitrarily and this leads to the neglect of certain benefits and certain costs. This technique is discussed more exhaustively in the last unit of this module.

3.8 COST-EFFECTIVENESS

It is a form of systems analysis in which the alternative actions or systems under consideration are compared in terms of two of the consequences: naira or resource costs and the effectiveness associated with each alternative. The effectiveness of an alternative is measured by the extent to which that alternative if implemented will attain the desired objective. The preferred alternative is usually taken to be either the one that produces the maximum effectiveness for a given level of cost or the minimum cost for a fixed level of effectiveness. Cost-effectiveness has been exhaustively discussed in the last unit of the module.

3.10 MANAGEMENT BY OBJECTIVES (MBO)

It is management techniques that emphasizes establishing, clarifying and operationalizing objectives, such that different sets of activities operations and personnel within the organization or programme could be directed and managed in accordance to defined objectives and achieve such objectives. The belief is that the clarification of purposes and planned organization to achieve them is considerably important to efficient and rational management and effectiveness. MBO is not just a technique but a philosophy or belief in subordinate-manager participation in goals setting and management and cooperation in the joint act of achieving effectiveness.

SELF-ASSESSMENT EXERCISE

Explain what you understand as system analysis to policy analysis

3.0   CONCLUSION

In this unit, we have been able to examine various tools and techniques of decision- making. Some of these techniques include: system analysis, cost-benefit analysis, cost of effectiveness analysis, path analysis, scenario construction, models and so on. These tools are adopted to analyse and rationalize choices in policy making.

5.0 SUMMARY

Over the years, attempts have been made by government to improve the contents of government decision making process. There are several tools and techniques which are used in the planning, analysis, evaluation and management of government policies and programmes. These tools include; system analysis, models, scenario construction, cost-benefit analysis, cost-effectiveness analysis, forecasting, path analysis and management by objectives. These tools are adopted to analyse and rationalize choices in policy making.

6.0   TUTOR-MARKED ASSIGNMENTS (TMAs)

1. Critically assess path analysis in policy analysis
2. Describe how cost benefit analysis tool can be used to analyse policy

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UNIT 4:   POLICY PARTICIPATION AND POLICY INTEREST

CONTENTS

1.0   INTRODUCTION

The study of public policy has given us a basic understanding of the social problem that invariably warrants decision making towards solving the problem. However, the participatory process in decision making needs to be explored in order to actualise the interest of the participants vis a vis decision making.

2.0   OBJECTIVES

At the end of the unit, students would be able to:

- explain the participants in decision making
- understand the interest of decision makers

3.0   MAIN CONTENT

3.1   PUBLIC PARTICIPATION IN POLICY MAKING

This is a belief that those to be affected by a decision or policy have the right to be involved in the process. By public participation, promotion and sustainability of decisions can be ascertained. According to Warren (1996), public participation creates room for democratic deliberation on decision making process. This allows several individuals' input and public inclusion in the activities on any project for the masses. Generally, public participation facilitates the involvement of the potential beneficiaries of decision making. Such revolves around public interest and decisions are influenced by public contributions.

In another dimension, public participation may be regarded as a strategy to empower the larger society in taking vital decision for the general public interest. This remains

people centred or 'human centric' principles in decision making process. The human centric perspective appears in the western democratic culture to allow peoples involvement in taking decisions in areas such as education, business and social services programmes. This is advanced to be a paradigm of people first which challenges the concept of 'small is better' that is commonly associated by elitist policy making projection.

The importance of public participation in decision making was also emphasised in 1990 through the African Charter for Popular Participation in Development and Transformation held in Arusha, Tanzania. The Charter was endorsed by the Economic Commission for Africa and Sixteenth meeting of the Economic Commission for Africa Conference of Ministers responsible for Economic Planning and Development. The central concern to embrace public participation in decision-making is to enhance human development. This has led to the establishment of International Association for Public Participation.

However, the contention has always been what constitutes public participation? How can public participation in decision-making be increased? In response to this, Dalton (2004) argues that the reduction in voters turn out in Western Europe was an indication of citizens' frustration in government policies. This was interpreted to be a gap between decision makers' policies and citizens' real needs, which might result to legitimacy crisis of the government. Based on this, three principles must be met to determine public participation in decision making process. These are:

Transparency: The government activities must be subjected to public scrutiny
Accessibility: Public information should be accessible to the people at any point in time
Responsiveness: The new demands from the people must be efficiently responded to by the government

3.2   SPECIAL INTEREST AND POLICY MAKING

The issue of interest in public policy is key and this creates room for contention of who actually benefits from a policy. For a policy to gain momentum among the decision makers, such policy tends to serve interest of specific stakeholders. The argument here is that no policy gets attention from the actors except it favours their interest. This leads to the question that, whose interest does a policy serve? Does a policy actually enjoy popular support? Be that as it may, special interest in decision making exposes the self –centeredness of policy makers.

Basically, policy analyst needs to identify the salient interest a policy intends to serve. The more the populace lobby their demands to suit the interest of the deciders, the better for decision making. However, the issue of special interest in policy making has been criticised thus:

1.   It gives space for policy abuse and corruption.
2.   The policy makers become autocrats
3.   The principle of special interest in policy making defeats democratic tenets of accountability and transparency

4.   The special interest negates public interest

In the final analysis, for a good understanding of public policy, it is pertinent to understand the interest involved in a policy. This requires understanding the political dimension of decision making. Given this, one can situate the rationale behind allocation of values in the society

3.3   POLICY CHANGE AND POLICY TERMINATION

Policy termination is very important in policy analysis. Termination means the end of something, conclusion or cessation, a result or outcome of something. Termination in public policy analysis means the deliberate stoppage or cessation of government policy or program. There is also partial termination of government program. In this scenario, government services are significantly redirected in order to justify its continuous existence.

By the inclusion of termination option, it is an indication that a policy needs not to live longer and this calls for policy change. It means a policy objective has been reached and there is need to replace the policy with another one. So, the previous one would be terminated and new one designed to enhance policy change. An example is the issue of coronavirus that emanated from China in 2019 which later transmitted to various countries in the world. Nigeria as a member of World Health Organisation (WHO) through the Ministry of Health, and Nigeria Centre for Disease Control (NCDC) introduced a policy of social distancing among people in order to curb the spread of the virus. Such policy seized to exist and became terminated when the fight against coronavirus was over and vaccine developed to tackle the infection. This indicates that social distancing as a policy was no more relevant and had to be changed.

SELF-ASSESSMENT EXERCISE
Explain the concept of policy interest

4.0   CONCLUSION

Public policy allows multiple dimension to its analysis. This places the field to be scientific as researchers have diverse instruments to identifying motives and implications of decision making. Asides having basic knowledge on decision making processes, the participants in public policy can be ascertained.

5.0   SUMMARY

In this unit, we have explained policy participation and the dynamics of decision making using the public participation, policy interest and policy changes as yardstick of understanding decision making.

6.0   TUTOR-MARKED ASSIGNMENTS (TMAs)

1. Describe the perception phase of public policy analysis

2. Explain the design phase of public policy analysis

7.0   REFERENCES/FURTHER READING

Eneanya, A.N. (2010). *Policy Research, Analysis and Effective Public Policy-Making in Nigeria.* Lagos: Concept Publications Ltd.

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MODULE IV: PLANNING AND PUBLIC PLICY ANALYSIS

INTRODUCTION

Public policy requires a serious planning before a decision can be reached. This makes it imperative in this module to analyse the strategic planning involved in decision making process. The development of any country lies in its planning and effective policies. This module will expose you to the factors responsible for categorisation of countries to developed and developing. This would be done vis a vis planning as a mechanism. The module also discusses planning and budgeting system in Nigeria and concludes with explanation of networking in policy analysis

CONTENTS

UNIT 1:   CONCEPT AND STRATEGIES OF PLANNING
UNIT 2:   PLANNING IN THE DEVELOPING WORLD
UNIT 3:   PLANNING, PROGRAMMING AND BUDGETING SYSTEM
 UNIT 4:   NETWORKING IN POLICY ANALYSIS

UNIT 1:   **CONCEPT AND STRATEGIES OF PLANNING**

CONTENTS

1.0   Introduction
2.0   Objectives
3.0   Main Contents
3.1   Meaning of Planning
3.2   Characteristics of planning
3.3   Basic Steps in Planning
3.3   Strategic Planning
3.4   Relationship between planning and policy analysis
4.0   Conclusion
5.0   Summary
6.0   Tutor-Marked Assignment
7.0   References/Further Reading

1.0   INTRODUCTION

The essence of planning in any organisation cannot be underemphasised. Planning assists community, society, institution and individual to be well coordinated on what to do, how to do it and why it should be done. Public policy requires a rigorous planning in order to enhance sustainability of targeted goals and objectives. This

makes it imperative in this unit to consider the concept of planning and the strategic ways it can be done to achieve desired objectives.

2.0   OBJECTIVES

At the end of the unit, students would be able to:
- Describe the concept of planning
- Know the processes and strategies of planning
- Understand the relationships between planning and public policy analysis

3.0   MAIN CONTENTS

3.1   MEANING OF PLANNING

Planning is the process of thinking and outlining required activities towards sustaining a goal. It is considered the basic and fundamental function in management. For any organisational, societal or individual goals to be achieved, planning is required to map out ways and how the objectives can be attained. According to Omran (2002:68), planning is the process that allows individual or organization to decide in advance on future actions. To Coffey (1999), planning involves selection from among alternatives future courses of action for an organization. In the word of Dimock et al, (1983:89), planning is "the use of rational design as contrasted with change, the reaching of a decision before a line of action is taken instead of improving after the action has started". It is the process of devising a basis for a course of future action. Chandler and Plano (1988:92) explained planning from political point of view, thus:

Conceiving meaningful goals and developing alternative choices for future action to achieve these goals. It involves a systematic procedure for the reduction of many alternatives to an approved course of action. It determines not only goals but the sequential order in which they are pursued, the need for coordination and the standards for maintaining control.

From these definitions, these scholars regard planning as a technique which anticipates policy decisions. Planning in the context of administration begins where general policy stops. It is the means by which ends can be brought to fruition . In other words, in public sector, government lays down the general policy, the Administrative planning unit gives it practical shape to that policy in the form of development plan for period of years envisioned. For our purpose, planning involves some strategies.   It specifies a definite goal and prescribes the method and the mechanism by which concrete results may be achieved.

3.2   CHARACTERISTICS OF PLANNING

The characteristics of planning as stated by Bhagwan and Bhushan (2006: 244) indicate that :

(i)   Planning is closely associated with the goals of the organization. These goals might be implicit or explicit. However, well-defined goals lead to efficient planning;

(ii)   Planning is primarily concerned with looking into the future. It requires forecasting of future situation in which organization has to function;

(iii)   Planning involves selection of the best alternative to achieve the objectives of the organization;

(iv)   Planning is comprehensive and includes every course of action in the organization;

(v)   Planning is an inter-dependent and integrative process. It coordinates the activities of various departments, sections and sub-sections;

(vi)   Planning is flexible as it is concerned with future conditions which are dynamic;

(vii)   Planning is a continuous affair. It needs constant review and re-adjustment in the light of achieved targets and future possibilities;

(viii) Planning as a process of formulation and evaluation is primarily a staff function.

3.3   BASIC STEPS IN PLANNING

1.   **Establishing Objectives**: The statement of objectives is the first step in planning. These objectives should be clearly stated and known by the concerns stakeholders in order to have good knowledge of the target purposes. Objective stipulates what needs to be done, identify the procedures and rules guiding the goals.

2.   **Establishing Planning Premises**: Proper planning must have an agreement involving the relevant stakeholders. By disseminating critical planning premises, there would be room to give a forecast data and application of basic policies for organizational goals. The premises will showcase the assumptions and future setting of planning.

3.   **Determining Alternative Courses**: Planning involves searching for alternative courses of actions especially those that are not immediately clear. So, in planning there is opportunity to have alternative course of actions.

4.   **Evaluating and selecting from the Alternatives**: Planning requires to sought from the alternatives courses and evaluate the strong and weak points. This is about weighing the various factors in the light of objectives and premises. Selection from the alternative is adoption of a course of action. This allows selection from different available alternatives using rational model perspective.

5.   **Formulation of Plans**: After evaluation and selection process, plans are formulated. This is followed with working out of modalities to enhance proper breaking down of the goals.

3.4 STRATEGIC PLANNING

Strategic planning has a very important role to play in public policy process. It gives a better understanding to policy formulation and policy priorities. Generally, strategic planning refers to the processes by which an organisation, community or society or an individual sets up goals and objectives to be achieved with available resources. In essence, strategic planning guides decision makers on what to do, how to do it and why it should be done. It involves three major processes: Formulation of plan, execution and evaluation of plans. Bhagwan and Bhushan (2006) the three steps required in strategic planning thus:

i. **FORMULATION OF THE PLAN**

This is the first and most important step of planning process. An ill-conceived plan based on unreliable data and impractical targets may not only mean wastage of precious human and financial resources but may also create popular dissatisfaction. Formulation in this context entails formulation of goals and objectives, which should be clearly and unambiguously determined. This is followed by an assessment of the means or resources available to realize these goals, such as: money, men, material, equipment, ethical standards, political and administrative feasibility. The preparation of a work programme designed to achieve the determined objectives. The various available alternatives should be examined in the light of organizational objectives and planning premises and after objective evaluation of these alternatives the possible alternative should be selected.

ii. **EXECUTION OF PLAN**

The execution or implementation of the plan is as important step of the planning process as its formulation. A well-conceived plan may be set at naught by poor implementation. Effective implementation of plan has been the weakest link in the chain of the entire planning process. To ensure effective implementation, the planning body should provide adequate manpower, and financial resources, arrange sufficient officials, build up the character and morale of the plan executors and stimulate public cooperation.

iii. **EVALUATION OF PLAN**

Planning is a continuous process, therefore should be flexible enough to incorporate unexpected events and make necessary adjustment in the light of a plan appraisal. The appraisal of various plan projects particularly of a long duration plan is necessary to ensure its right direction. The uncertainty of the future necessitates continuous evaluation. The problems hindering the effective implementation can be drawn only through constant evaluation of the plan.

3.4 THE SYNERGY BETWEEN PLANNING AND POLICY ANALYSIS

Planning and policy analysis have their areas of commonalities. Olaniyi, (2001) highlights the following as the common ground for planning and policy analysis

(a)   Problem identification or situation;
(b)   Collection of all the relevant facts;
(c)   Developing alternatives for future action to achieve these goals;
(d)   Sequential orders for achieving these goals; and
(e)   The need for coordination and control.

No doubt, planning and policy analysis have relationship as the former emphasises on how to go about achieving a goal and objective while the latter identifies the basic needs for public policy to be effective and efficient. Nevertheless, both variables are import in identifying social problem that requires decision making.

SELF-ASSESSMENT EXERC ISE
Explain the term planning

4.0 CONCLUSION

In this unit, we have been able to define the concept of planning, the characteristics, basic steps in planning, strategic planning and the nexus between planning and policy analysis.

5.0 SUMMARY

Planning represents a new interest among policy makers in analyzing policy. It helps policy analysts to know what to plan for, how to plan it and how to carry out the plan. Planning is thinking before acting, establishing goals before setting out and appreciating the limitations.   .

6.0 TUTOR-MARKED ASSIGNMENTS (TMAs)

(a)   Discuss what you understand as planning
(b)   Explain the relationship between planning and policy analysis

7.0 REFERENCES/FURTHER READING

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UNIT 2:   PLANNING IN THE DEVELOPING COUNTRIES

CONTENTS

1.0   INTRODUCTION

The significance of planning in socio-economic and political development of any country cannot be undermined. The developed countries are believed to have attained such feat with the aid of effective planning supported with visionary leadership. However, most the developing countries and Nigeria in particular face the challenges of strategic planning vis a vis leadership crisis. In view of this, this unit explores the pre-requisite requirement for effective planning and some of the huddles in developing countries as a result of lack of effective planning.

2.0   OBJECTIVES

At the end of the unit, students would be able to:

- Understand   the pre-requisites for effective planning for socio-economic development; and
- Identify some of the limitations of planning in developing countries

3.0   MAIN CONTENT

3.1   PRE-REQUISITE FOR EFFECTIVE PLANNING

(1)   EFFICIENT ADMINISTRATIVE STURCTURE

The development of any society aligns with effective planning with efficient administrative structure. The achievement of governmental goals and objectives can be facilitated through solid administrative body for proper implementation Planning requires devoted personnel able to

provide initiative and support. The personnel enhance policy target by ensuring robust implementation. Though the political leadership must support the administrative setting with adequate resources, planning remains one of the heartbeats of successful state which requires efficient administration.

(2)   ADEQUATE INFORMATION SYSTEM

Information is also a key to the success of any planning. The more informed an organisation or society, the better for effective planning. The availability, accurate, reliable and up –to-date statistical data is an important pre-requisite for effective planning. Without reliable data about materials, capital, human and natural resources and accurate information about the magnitude of the problems, achieving the goals and objectives of the decision makers become a mirage. Abuse of relevant data would jeopardise the mission and goals of an organization, individual or state. Without reliable data, planning cannot solve the identified problems.

(3)   IDENTIFICATION OF SPECIFIC OBJECTIVES AND TARGET

A plan must be very specific about its objectives and proposed targets to be achieved. This must have a time span to guide the execution of the plan and how the social problem should be tackled, the priorities should be clearly defined and targets should not be too ambiguous. The objectives should be realistic, limited and feasible.   Similarly, the targets fixed for various sectors should be concrete ones. If there are constraints of resources, targets should be accordingly reviewed to suit the limited resources.

(4)   LEADERSHIP COMMITMENT

The success story of most of the developed countries could be largely ascribed to vibrant and visionary leadership. The government remains the most active player to drive effective planning for progressive decision making process. The leaders should have the political will to embark on efficient planning. However, the absence of visionary leaders and where corruption is allowed to thrive would definitely face the consequence of wallowing in poverty. The leadership commitment is required for a progressive planning and effective decision making process.

(5)   STRENGHTENING INTERNATIONAL COLLABORATIONS

The idea of partnership and collaboration among sovereign countries is one of the valid mechanisms for efficient planning. No country can be isolated as international political system recognises bilateral and multi-lateral relationships to boost socio-economic sectors. This is applicable to planning that needs collaborations from different sovereign states. For a better economic progress and increased productivity level, a county needs to strategically plan with other nations in order to enhance investment drive.

3.3 PROBLEMS OF PLANNING IN DEVELOPING COUNTRIES

(i)   **LACK OF ACCURATE DATA**

The availability of reliable data in developed world makes planning an easy task. The data guides policy makers on what to be done and the category of people decisions affect directly or indirectly. However, reverse is the case in developing countries where data are not only reliable but lack accuracy. This remains a limitation to effective and strategic planning. Without reliable data, formulation of policy to serve the targeted people might be difficult. For instance, Nigeria suffers from reliable and accurate data which makes it difficult to actualise the percentage and numbers of people belonging to a particular category. During the fight against COVID-19 in Nigeria, the government disbursement of cash to poorest people was criticised on the basis of reliability of data used to generate the beneficiaries. Be that as it may, the lack of reliable data has affected planning as decision makers formulate policy which later resulted to 'policy summersault'.

(ii)   **INSURFICIENTRESOURCES**

Most of the developing countries are usually faced with resources to execute their planning. The resources which include human and materials are not adequate in most of the developing nations. This leads to dependant on developed states and international donor to come to their rescue. For instance, the humanitarian supports for foreign donors are largely directed to developing nations in Africa, Asia and Latin America. Countries with good ideological drive might have difficulty in planning if the required resources to execute plans are lacking. It is on this basis that places developing economies to be depending largely on foreign assistance.

(iii)   **PROBLEM OF EXPERTISE**

Economic planning requires technical know-how for its formulation and implementation to be effective. There is lack of skilled personnel with adequate experience and education to formulate national development plan. Most developing countries rely on technical assistance from foreign countries in order to implement development programmes. In some cases, there is lack of clear understanding of the objectives, leading to planning with wrong priorities and subsequent failure of the programme or project.

(iv)   **IMPLEMENTATION PROBLEM**

In most developing countries, after a successful plan, people face the challenge of implementation. When policies are made and the implementation fails to meet the goals, such makes decision making process to suffer setback in developing countries. Planning must be followed to the latter by ensuring proper implementations. However, developing countries do contend with full implementation. This is largely caused by corruption that paves way for lack of proper monitoring mechanism to ascertain policies made are complied with full implementation. In most cases, decision makers plan but to execute such which invariably results to setback in the developing countries.

(v)   **LOOSE TIME FRAME**

Timing is a key to ensuring effective and realisation of planning goals and objectives. Most of the developing countries fail in strict compliance to time span of planning. Time is a limiting factor for plan makers. When a plan or project is delayed, it can invariably lead to denial. Asides that, it becomes more costly as the plan may be reviewed with many additional cost implication. The costs incurred in the formulation of the plan can better be applied to the actual implementation of the previous project and schemes. Planning cannot afford to go beyond a certain time limit and it must justify its costs.

4.0   CONCLUSION

Planning is important in understanding the direction of a country. This unit has specifically explores the prerequisites elements of good planning. These have been proven as sources to development of socio-economic and political atmosphere of countries. However, the limitations face by the developing countries in the area of planning have showcased why most of the states within this category are yet to be developed.

5.0   SUMMARY

The relationship between planning and policy analysis has made it easier for our understanding of developmental approaches to decision making process. The viability of resources either human or material has been justified in this unit. This contributes to the placement and categorisation of countries. The major huddles of developing economies on planning must be tackled to ensure effective achievement of planning goals and objectives in the societies.

6.0   TUTOR-MARKED ASSIGNMENTS (TMAs)
(i)   Discuss what you understand by planning
(ii)   Explain the pre-requisites for effective planning
(iii)   Analyse the problems encountered for effective planning in the developing countries.

7.0   REFERENCES/FURTHER READING

Olaniyi, J.O. (2001). *Foundations of Public Policy Analysis* Ibadan: Sunad Publishers Limited

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UNIT 3: PLANNING, PROGRAMMING & BUDGETING SYSTEM (PPBS)

CONTENTS

1.0   INTRODUCTION

PPBS embrace and emphasize the three concepts of Planning, Programming and budgeting. The "Planning" aspect of PPBS involves long-term determination of goals and specifying the best programmes to attain them.   The "programming" aspect of PPBS involves structuring the budget in terms of goals (programmes). The budgeting function is the allocation of resources in money terms to achieve the specified goals, programmes and projects. PPBS is a macro-economic, centralized top-down policy and long-range planning technique. In this unit, we shall examine the meaning of PPBS, its elements, advantages, disadvantages.

2.0   OBJECTIVES

At the end of the unit, students would be able to:

▪ Explain the concept of PPBS
▪ Understand its elements
▪ Understand its advantages and disadvantages; and
▪ Nigeria's experience in its application

3.0   MAIN CONTENT

3.1   INTRODUCTION

It is an integrated system of planning which involves systematic consideration of alternatives in the choice of strategies, and programming in the determination of manpower, material and other needs for accomplishing a programme. Then, budgeting is added to provide financial backing.   In this unit, we shall examine

the components of PPBS, the advantages and disadvantages.

3.2   ELEMENTS OF PPBS

PPBS constitute five following elements:

(i)   A program structure – a classification of the courses of action open to an organization for attaining its objectives;

(ii)   An approved program document that includes precise, quantitative data on needs, resource inputs, and program outputs extending a number of years into the future;

(iii)   A decision-making process that establishes the functions, rules, and timetables for the actions required by the PPBS;

(iv)   An analysis process for measuring effectiveness and for weighing alternatives; and

(v)   An information system that supplies the data required to implement the system.

PPBS is a management tool for providing a better analytical basis for decision-making and for putting such decisions into operation. The PPBS specifies that these activities should be integrated and coordinated within an organization. The integral components of PPBS involve:

(i)   Setting of specific objectives

(ii)   Systematic analysis to clarify objectives and to assess alternative ways of meeting them.

(iii)   Establishing resource requirements for each alternative

(iv)   The framing of budgetary proposals in terms of programmes directed towards the achievement of the objectives;

(iv)   The projection of the costs of these programmes for a number of years in the future;

(v)   Estimating benefits to be gained from each programme alternative in terms of probable outcome;

(vi)   The formulation of plans of achievement on yearly basis for each programme and

(vii)   Testing the long-range fiscal implication of the plan by analysing both direct and indirect costs;

(viii)   Evaluating the annual budget

(ix)   Evaluating the success with which programme benefits are achieved;

(x)   Revising planning standards; and

(xi)   Repeating the cycle to accommodate changes and objectives, goals, available resources and the institution/agency's environment.

(xi)   An information system for each programme to supply data for the monitoring of achievement of programme goals and for the reassessment of the programme objectives as well as the appropriateness of the programme itself (Oshisami, 1994:68).

In other words, the organization's budgeting must be integrated with its plans and programmes, such that the activities of the organization are clearly organized, guided and appraised. The budget time in PPBS is that of critical reviews and decisions regarding plans, programme and project reviews, projections and accomplishment levels. PPBS are, therefore, a comprehensive planning and budgeting system, which unifies the entire organizations in terms of coordinating the entire activities and functions of the organization. It is aimed at attaining organizational goals in an efficient and effective manner. Institutions and governments are often committed to PPBS because it permits the evaluation of:

▪The efficiency and economy of programme;

▪Alternative programmes or ways of implementing the same programme; and

▪Giving priority to various programmes to determine their overall effectiveness

3.5 APPLICABILITY OF PPBS IN NIGERIA

In Nigeria, it was first adopted in the Western State in 1972-73 financial years. The Udoji Commission recommended its use for the nation's public service. By the end of 1970s, however, the system was hardly still in use in any of the governments that adopted it. This was because the technique encountered numerous problems. According to Ikelegbe (1994), these problems were:

(i)   The requirement of goal determination which could generate possible conflicts;

(ii)   The requirement of cost-effective, most beneficial programmes with the quantifications and analysis involved which was rigorous

(iii) The system required projections which are saddled with enormous data requirement analysis and uncertainties

(iv)   The problem of time. The time span required to plan and design programmes, review them and allocate resources could be considered long and may constitute delays.

The system was also placing in the hands of officials rather than policy-makers and politicians, the crucial role of deciding goals, planning programmes, making crucial decisions and allocating resources. As PPBS emphasized rationalism, efficiency and change, its introduction was resisted by officials because of the rigour, time and changes required (Eneanya, 2010:193-4).

3.3 ADVANTAGES OF PPBS

1)   Clearer definition of objectives and strategies

2)   Enhancement of the flow of information and about inputs and expected outputs

3)   Facilitating the skills and knowledge of budget officers in the analysis of the factors associated with informed decision

4)   It is useful for capital budgeting

3.4 DISADVANTAGES OF PPBS

1) PPBS is weak and unsuitable, especially in times of economic or financial decline;

2) It is not designed to improve administrative control over expenditure of fund;

3) It focuses on what will be done, not how to do it;

4) It does not provide an operating tool for line officer, who implements the policy and programme decisions

5) It is difficult for PPBS to evaluate the benefits of some government programmes

6) The dearth or complete non-availability coupled with conflicting social objectives and inability to relate outputs to objectives further complicate the difficulties

SELF-ASSESSMENT EXERCISE

Explain the Advantages and disadvantages of planning, programming and budgeting system

4.0   CONCLUSION

In this unit, we have been able to examine planning, programming and budgeting system. PPBS is an integrated systems of planning which involves systematic consideration of alternatives in the choice of strategies, and programming in the determination of manpower, material and other needs for accomplishing a programme. Then, budgeting is added to provide financial backing. PPBS is aimed at attaining organizational goals in an efficient and effective manner.

5.0   SUMMARY

PPBS is a comprehensive planning and budgeting system which unifies the entire organizations in terms of coordinating the entire activities and functions of the organization. It is aimed at attaining organizational goals in an efficient and effective manner. PPBS is made up of five elements:

(i)   A program structure – a classification of the courses of action open to an organization for attaining its objectives;

(ii)   An approved program document that includes precise, quantitative data on needs, resource inputs, and program outputs extending a number of years into the future;

(iii)   A decision-making process that establishes the functions, rules, and timetables for the actions required by the PPBS;

(iv)   An analysis process for measuring effectiveness and for weighing

alternatives; and

(iv)   An information system that supplies the data required to implement the system. PPBS is a management tool for providing a better analytical basis for decision-making and for putting such decisions into operation.

6.0   TUTOR-MARKED ASSIGNMENTS (TMAs)

(i)   Describe the major components of planning, programming and budgeting system.

(ii)   Discuss the disadvantages of planning, programming and budgeting system.

7.0   REFERENCES/FURTHER READING

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UNIT 4:   **NETWORKING IN POLICY ANALYSIS**

CONTENTS

1.0   INTRODUCTION

The focus of network analysis is to establish a link between different sections involved in policy making process and public policy outcome. Also, Network analysis is the technique used in planning and controlling well-defined programme or project and their implementation. However, in this unit, the sophisticated forms of networking to be discussed are: Critical Path Method (CPM) and Program Evaluation and Review Technique (PERT).

2.0   OBJECTIVES

At the end of the unit, the students would be able to:

- analyse networking policy analysis
- Understand the relevance of networking techniques in public policy analysis

3.0   MAIN CONTENT

3.1   NETWORK ANALYSIS

Network Analysis is a set of integrated techniques adopted to depict relationship among actors of social phenomenon. In the context of Public Policy Analysis, Network Analysis is a technique used in planning and controlling of well-defined programs or projects and their implementations. It can be used in executing, building appropriate scheduling, monitoring and control of proms. Examples of sophisticated forms of networking are as follows: Critical Path Method (CPM); Programme Evaluation; and Review Technique (PERT).

3.2 FORMS OF NETWORKING

There are two major types of networking, namely: Critical Path Method and Programme Evaluation and Review Technique.

Critical Path Method (CPM): This is also known as Critical Path Analysis. It is commonly used in program evaluation. Basically, it is mathematical tool embraced in assessing project and reviewing techniques .CPM is commonly used with all forms of projects, including construction, aerospace and defence, software development, research projects, product development, engineering, and plant maintenance, among others. Any project with interdependent activities can apply this method of mathematical analysis.

Programme Evaluation and Review Technique (PERT): This is a statistical tool, used in project management that is, designed to analyse and represent the tasks involved in completing a given project. It is used in conjunction with Critical Path Method (CPM). It was able to incorporate uncertainty by making it possible to schedule a project while not knowing precisely the details and durations of all the activities. It is more of an event-oriented technique rather than start- and completion-oriented, and is used more in projects where time, rather cost, is the major factor. It is applied to very large-scale, one-time, complex, non-routine infrastructure and Research Development projects.

SELF-ASSESSMENT EXERCISE
Explain network analysis

4.0 CONCLUSION

In this unit, we have been able to describe network analysis construction. Network analysis is the technique used in planning and controlling well-defined programme or project and their implementation. Examples of sophisticated forms of networking are: Critical Path Method (CPM) and Program Evaluation and Review Technique (PERT). They are both used as modelling techniques for simple and complex projects, respectively.

5.0 SUMMARY

Network analysis is a technique used in planning and controlling of well-defined programs or projects and their implementations. It can be used in executing, building appropriate scheduling, monitoring and control of proms. Examples of sophisticated forms of networking are as follow: Critical Path Method (CPM); and Programme Evaluation and Review Technique (PERT).

6.0 TUTOR-MARKED ASSIGNMENTS (TMAs)

    (i)   Explain what you understand as Network analysis

    (ii)   Examine the forms of network analysis

7.0 REFERENCES/FURTHER READING

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MODULE V: **DIMENSIONS FOR POLICY ANALYSIS**

INTRODUCTION

There are various dimensions for policy analysis. This module will explore all the necessary framework guiding policy analysis. The cost benefit and effectiveness will be explained as well to enrich our understanding of decision making. The essence of cost analysis cannot be undermine in policy analysis. The module will also expose you to some government policies in the area of education, health and agriculture. The assessment of those sectors would be done using their targeted objectives and goals as yardsticks. The constraints in policy analysis are well captured in the last unit of this module.

CONTENTS

UNIT 1:   POLICY ANALYSIS FRAMEWORK
UNIT 2:   COST-BENEFIT   ANALYSIS   AND   COST-EFFECTIVENESS
             ANALYSIS TECHNIQUES
UNIT 3:   ANALYSIS OF SUBSTANTIVE POLICY ISSUES
UNIT 4:   CONSTRAINTS OF POLICY ANALYSIS

UNIT I: POLICY ANALYSIS FRAMEWORK

CONTENT

1.0   INTRODUCTION

Policy Analysis is guided with different dimensions. This informs diverse techniques in analysing public policy. This unit focuses on six analytical framework that enrich understanding of public policy analysis. The framework such as effectiveness, unintended effects, equity, cost, feasibility and acceptability would be analysed vis a vis policy making.

2.0   OBJECTIVES

At the end of the unit, students would be able to:

- Understand the framework of analysing public policy
- Distinct the dimension of each of the policy analysis framework

3.0   MAIN CONTENT

3.1   EFFECTIVENESS

The first element that can be used in assessing the success of a public policy is effectiveness towards its objectives (Salamon, 2002). For instance, any policy on health issue is to remedy problem regarding health sector. In order to promote health policy, it is necessary to underscore the impact of the public policy made. This indicates effectiveness of a policy is a vital framework that can be used in analysis and evaluation. By this, it is possible to report the effects of the policy under study in order to aggravate the target problems. Though sometimes, it takes time to judge the ultimate effects of a policy, nevertheless, it is required to ascertain the success of a decision. However, in a situation whereby to examine the link between public policies and their ultimate effects proves difficult, hence the value of taking into account intermediate effects. It becomes necessary to deconstruct the chain of expected effects between the public policy under

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study and the targeted social problem.

3.2   UNINTENDED EFFECTS

This is a consideration which is usually given to identify the effects produced as a result of implementation of a policy. Such effects that are unrelated to the set objectives which are external to the chain of the main goals. Given the complexities of human societies, policy might not be regulated to achieve the targeted goals alone, there is every tendency to have unintended effects which can be produced in all kinds of areas. For instance, health policy might have socio-economic implications which ordinary are not part of the objective but surface as unintended effects.

3.3   EQUITY

This is a framework to access whether the policy produces different effects on various group of people. This involves categorization of the people by age, religion, gender, socio-economic status, etc. By this, one can understand if the policy gives room for inequality in the distribution of goods and services to the targeted population. It is very important to take into account equity and not just general effectiveness of a policy. Because sometimes policy might be generally effective but create inequalities among the people. This is a signal that not all policies are equally distributed. For example, policy on nutritional feeding is mostly less effective among the uneducated and lower income earners, whereas the group generally are more affected with the problem of overweighting and obesity.

3.4   COST

In a policy analysis, we think of financial cost government incurred in implementing a policy. However, a policy can also generate gains, though it is necessary to also consider costs of other factors (Salamon, 2002). A policy designed to improve health facility would invariably contributes to government revenue. This serves as a gain for the policy makers (government) at the long run. However, the relative cost can also be analysed. There is need to compare the cost of the policy under consideration with the cost of other potential policies. This consideration is valid to finalise at cost effective policies.

3.5   FEASIBILITY

This dimension is about examining the technical feasibility of the policy being analysed. By feasibility study, it can be done on the basis of given consideration to the available and required resources. It incorporates personnel, technology and material resources that a policy is required to achieve its objectives. It is also necessary to verify the conformity of the proposed policy with the existing legislation (Ciliska & Thomas, 2011). This will give a policy analyst better awareness about the distribution of responsibilities between levels of government. Before a policy can be made, consideration must be given to powers distributions among the various levels of government. This will ascertain the legitimacy of a policy. Invariably, policy must target the right decision makers for adoption. The essence of feasibility study in policy

analysis is to consider the workability of a policy without legal or institutional lacuna.

3.6 ACCEPTABILITY

According to Swinburn (2005), acceptability refers to how the policy being proposed is judged by the stakeholders. It focuses on subjective element of the actors that are making judgement on a policy. This means it partly depends on the external factors influencing policy under study because the position of each actor or judge is determined by his or her understanding, knowledge, beliefs, values and interest which might be political, economic or otherwise (Peters, 2002). A policy that fails to gather enough support (including the support from public opinion) is likely to have difficulty in terms of adoption and implementation. Invariably, it might face difficulty in achieving the targeted goals or desired effects. However, weak acceptability does not mean that a policy should be abandoned or shelved. In fact, a good policy analyst might be able to present the policy to stakeholders convincingly in a way that their fears might be addressed. What makes effective analysis of policy to gain acceptability is by identifying the beneficiaries of the policy and clarify the goals and objectives of such policy in a convincing manner.

SELF-ASSESSMENT EXERCISE
Explain the framework of policy analysis

4.0 CONCLUSION

This unit has been able to expose us to the framework of policy analysis. Each of the elements of the framework makes a policy analyst to be guided with effective instrument of measuring the relevance and success of a policy. With the understanding of the highlighted techniques, a policy analyst can be scientifically guided in policy analysis.

5.0 SUMMARY

The essence of technical tools in policy analysis cannot be undermined. The six techniques in this unit makes the study of public policy a more robust and scientific inquiry to our understanding of decision making process. The success and failure of a policy is basically on effectiveness and acceptability of the policy at large.

6.0 TUTOR-MARKED ASSIGNMENTS (TMAs)
1. Critically analyse Cost in policy analysis
2. Explain the relevance of acceptability in policy analysis

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UNIT 2:   COST-BENEFIT   (CBA)   AND   COST   EFFECTIVENESS   (CEA) TECHNIQUES

1.0   INTRODUCTION

There are several analytical techniques in policy analysis ranging from system analysis, linear programming, simulation, decision tree analysis, cost-benefit analysis, cost-effectiveness analysis and others. However, the central focus in this unit is to compare the cost benefit and cost effectiveness analytical tools

2.0   OBJECTIVES

At the end of the unit, students would be able to:
▪   Explain the meanings of Cost-Benefit Analysis and Cost-Effectiveness Analysis;
▪   Understand the differences between Cost-Benefit Analysis and Cost-Effectiveness Analysis

3.0   MAIN CONTENT

3.1   COST-BENEFIT ANALYSIS (CBA)

It is a technique for analysing decision of programmes or project. It involves evaluating all the costs of a programme or project whether tangible or not and all the benefits accruing to the programme or project whether there are in short term or long –time in qualitative and quantitative terms. The net benefit (subtracting cost from benefit) is what paves away to choice or decision. It helps to determine the most effective and alternative decision-decisions with net social benefits. Moreover, it helps in project evaluation so that decision can be taken on its choice or feasibility. In other words, cost-benefit analysis techniques are useful for decision-making and evaluations.

Cost-benefit analysis is in theory a much more powerful tool for decision-making than cost effectiveness. It can be used, for example, to choose between such diverse

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alternatives, such as: allocating funds to build educational institutions, a bridge or dam with irrigation and flood control as goals to providing ante- and post-natal facilities to reduce maternal and child mortality. If the project's cost about the same thing, it is merely a question of choosing the project for which the benefits exceed the cost by the greater amount. In the exercise, we should not forget to cost and value the indirect consequences resulting from a project - the so- called externalities, side-effects and spill-over, for example, the Bar Beach that over flowed its bank rendered shipping unusable; affected tourists and small road-side businesses. It should also be noted that a project may still find favour in public policy even if the costs outweigh the benefits. In circumstances, such as this, the government usually takes political and social factors into consideration as well.

3.2   COST-EFFECTIVENESS (CEA)

It is a tool for determining the least cost of alternative programme or project. It bears some similarity with cost benefit analysis. The major difference between costs-benefit analysis and cost –effective is that the former emphasizes net social benefit, while the latter emphasizes least cost of alternative or higher benefits (Ikelegbe, 1996). Cost effectiveness requirements are based on the realization of the obvious difficulties of quantifying and monetizing the benefits of public policy programmes. To an analyst using this technique, the benefits are assumed, and the search is for the lower cost, but maximally effective alternative to attaining the benefits. Cost effectiveness requires a clear statement of objectives and output. It requires the comparison of alternatives in relation to alternative objectives. The alternative that achieves most at the same cost is preferred.

Cost effectiveness is useful and applicable to policy makers or project managers in situations where the objectives and benefits of a programme accomplishment are fixed and identical and the issue is only the determination of the least cost alternative with highest effectiveness. Moreover, where the budget allocations or funds to perform certain activities are fixed and the issue is the determination of the alternative that would utilize the given level of funds to achieve greater benefits or higher level of effectiveness. Cost effectiveness is particularly useful because of the limited and inadequate resources available to governments and corporations amidst so much problems, demands and needs (Ikelegbe, 1996:50). Governments and Corporations often like to know the efficiency and effectiveness of resources expended.

However, effectiveness measurement could present a problem. However, the problem could be solved by measuring effectiveness on a scale that depends on the nature of the goal. For example, if we were to evaluate the effectiveness of educational programmes to improve reading performance, we could directly relate the effectiveness on a standardized reading test. We are often able to use cost-effectiveness to rank competing alternatives that seek different goals, for example, to decide on the best overall use of money when we have several long- range objectives in mind. That requires something more, for instance, that there be a way to compare the worth or benefit for a particular cost of achieving a certain effectiveness for one goal with that of another.

3.3.0 COMPARING CBA AND CEA SIMILARITIES

(1)   Aside from this major distinction, the two forms of economic analysis are basically identical;

(2)   Both approaches attempt to assess the desirability of alternatives;

(3)   Both look at short-and long-run costs and benefits;

(4)   Consequently, both are troubled with the same kinds of methodological problems

3.3.1   DIFFERENCES

(i)   The potential merit of cost benefit analysis over cost effectiveness analysis is that the former allows for analysis across subject areas. When the expressed ratio of benefits to costs of a program is 1.0, costs are equal to benefits. As the ratio increases, the benefits accruing have increased.   In contrast, cost-effectiveness analysis would not allow such direct comparisons since the effects would be expressed in time saved and families able to sustain themselves. It has limited utility it takes benefit as given;

(ii)   The technique does not help to justify the costs to benefits of alternative programmes;

(iii)   Beside, its utilization is difficult because of the quantification or monetization or enumeration of the benefits of the programme or its alternative;

3.3.2 CRITIQUES OF CBA AND CEA

Critics have observed that both tools of analysis have certain limitations which make them inadequate as tools of analysis and they include:

(1)   The first critical problem of either approach is that of estimating what are the causal relationships operative in the problem under analysis. In examining alternative programs, the analysis will be required to make some assumptions about causation in order to proceed. Some reliance can be placed upon earlier experiences or evaluation of existing programs of similar character.

(2)   In some cases, there may be little available material from which to make an assessment of causal relationships. This is the case particularly w h e n new technologies and materials must be developed as part of the project being analysed. In other words, predictions, estimates or guesstimates must be made regarding the relationships between resource inputs and technological breakthroughs;

(3)   There is the issue of what gets counted as a cost and a benefit. Determining the financial costs of existing programs is often difficult, because accounting systems are designed to produce information by organizational unit and not by program as specified in program structures.   Even, when this matter is resolved, all that is produced are the direct financial costs to government. Indeed, a standard criticism of economic analysis is that it tends to consider only the costs to government and not the costs imposed upon others. Failure to consider all costs tends to weight the analysis in favour of the proposed project under review.

(4)   Indirect costs as well as benefits imposed or granted to others are referred to as externalities or spill over, secondary and tertiary effects. These are costs and benefits that affect parties other the ones directly involved.   Most

government expenditure decisions involve the same kinds of spill-over effects. The costs of an urban renewal program may be assessed in terms of the outlays required for purchasing and clearing land to the exclusion of spillover costs upon families, businesses and industries that must be relocated. However, the argument is made that there are no such things as secondary or spillover effects that anyone or anything affected by a program should be part of the explicitly considered benefits and costs of that program.

(5)   Related to spillover costs and benefits are redistributive effects, a matter which analysis often ignores. Involved here is the matter of whether some groups in the society will be benefitted more than other groups. Other criteria for judging re- distribution include: race, educational level, and occupational class.

(6)   Even, if an ideal model was designed, displaying all of the relevant types of costs and benefits or effects, the problem of quantifying these remains. Much of the problem of setting naira values in the analysis stems from the fact that governmental programs do not entail market prices. Much of economic analysis in the public sector, however, must input the prices or values of programs.

This practice is known as shadow pricing. The procedure is easiest in dealing with business- like operations of government such as in providing water and electrical power and most difficult in areas involving social values. Thus, the relevant concept of the cost of a public expenditure is the value of the benefits forgone by not leaving the money in the private sector, where it would be consumed or invested.

There are other means than analysis for providing help to a decision-maker, who has to arrive at a choice between alternatives. These include: (Oshionebo, 1998:77-83):

•   Perceived needs of the people that is, relevance of programme irrespective of cost;

•   Political and social expediency

•   Pure intuition with or without divine guidance and "muddling-through" – a sort of trial and error process in which naturally occurring feedback from what actually happens, supplemented by limited analysis, serves to provide the help (Oshionebo, 1998:77-83)

SELF-ASSESSMENT EXERCISE
Explain Cost-Benefit Analysis

4.0   CONCLUSION

In this unit, we have been able to discuss cost-benefit analysis and cost-effectiveness analysis. CBA is a principal analytical tool used to evaluate public expenditure decisions. It requires systematic enumeration of all benefits and all costs, tangible and intangible, whether readily quantifiable or difficult to measure, that will

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accrue to all members of society if a particular project is adopted. On the other hand, cost-effectiveness analysis is characterized by measuring costs and benefits in different units, with no need to search for a common metric. Because benefits and costs are measured in different units, cost-effectiveness is not useful when we are unsure whether the total benefit from an undertaking justifies the total cost CBA's limitation as a tool of analysis stems from the fact that it is especially vulnerable to misapplication through carelessness, or outright deception. They can be no more precise than the assumptions and valuations that they employ. Cost-effectiveness analysis, on the other hand, is not a useful guide when we are trying to select the optimal budget level for a project.

5.0   SUMMARY

It is an analytical technique for analysing decision of programmes or project. It involves evaluating all the costs of a programme or project whether tangible or not and all the benefits accruing to the programme or project whether there are in short term or long –time in qualitative and quantitative terms. The net benefit (subtracting cost from benefit) is what paves away to choice or decision. It helps to determine the most effective and alternative decision-decisions with net social benefits. On the other hand, Cost effectiveness is useful and applicable to policy makers or project managers in situations where the objectives and benefits of a programme accomplishment are fixed and identical and the issue is only the determination of the least cost alternative with highest effectiveness.

To an analyst using this technique, the benefits are assumed, and the search is for the lower cost, but maximally effective alternative to attaining the benefits. Cost effectiveness requires a clear statement of objectives and output. It requires the comparison of alternatives in relation to alternative objectives. The alternative that achieves most at the same cost is preferred. Critics have observed that both tools of analysis have certain limitations which make them inadequate as tools of analysis and they include critical problem of either approach is that of estimating what are the causal relationships operative in the problem under analysis. In examining alternative programs, the analysis will be required to make some assumptions about causation in order to proceed. Some reliance can be placed upon earlier experiences or evaluation of existing programs of similar character.

6.0   TUTOR-MARKED ASSIGNMENTS (TMAs)

1. Discuss Cost Benefit Analysis
2. Itemise and discuss the limitations of CBA
3. Compare Cost-Effectiveness Analysis and Cost-Effectiveness Analysis

7.0   REFERENCES/FURTHER READING

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UNIT 3: ASSESSMENT OF FEW PUBLIC POLICIES

1.0 INTRODUCTION

Several governments in Nigeria have come with different policies in educational, health, agricultural, industrial and other relevant sectors. The targets of some of the policies have been on the need to improve the public social services delivery in those sectors. Interestingly, some were remarkable policies that yielded positive results while few have also failed to achieve the objectives and targeted goals. Given this, this unit will concentrate on public policies in three key areas of education, health and agriculture in Nigeria.

2.0 OBJECTIVES

At the end of the unit, students would be able to:

- Understand and analyse government policy on education
- Examine government policy in the heath sector
- Comprehend public policy on agriculture

3.0 MAIN CONTENT

3.1 EDUCATION POLICY IN NIGERIA

Government has often viewed education as an instrument of national development. The need for national policy on education became necessary, especially the need to invest on education that would impact on the citizens and the society. Hence, after the National Curriculum Conference, a seminar of experts drawn from a wide range of interest groups within Nigeria was convened in 1973. The seminar, which included voluntary agencies and external bodies, deliberated on what a national policy on education for an independent and sovereign Nigeria should be. The outcome of the seminar was a draft document after due comments were received from the states and other interest groups, led to the final document, the National Policy on Education, first Published in 1977 and revised in 1981, 1998 and 2004, keep with the dynamics of social change and demands on educational policy innovations.

3.1.1 ANALYSING THE EXISTING SITUATION

Several efforts have been made from colonial times to structure the course of education in Nigeria. However, Nigeria waited till 1977 to introduce its own policy. This policy remains fussy and largely abandoned because of several socio-economic and political crises which have crippled the educational system in Nigeria.

3.1.2 GENERATING NEW POLICY OPTION

The desire to diversify and restructure the education system from those inherited from the British colonial regime 6+5+2+3 model (six years in primary school, five years in secondary schools, two years in high school and three years in universities) led to the introduction in Nigeria of the 6+3+3+4 model (six years in primary school, three years in junior secondary school, another three years in senior secondary schools and four years in the university of formal education. This new system was designed to provide compulsory pre-vocational core subjects at the junior secondary school level along with technology instead of importing or depending on its transfer.

3.1.3 EVALUATING THE POLICY OPTIONS

It could be observed that this policy actually covers almost all the possible foci of an education policy, ranging from its philosophy through pre-primary education, primary education, secondary education, higher education, including: professional education, technical education, adult and non-formal education, special education teacher education, educational services, administration and planning of education to financing of education.

3.1.4 RATIFYING THE POLICY OPTION

In 1977, the Federal Government formulated a New National Policy on Education, which ushered in the 6-3-3-4 system of formal education. The educational policy was based on the five main national objectives of Nigeria as contained in the second National Development plan (1970-1974) which include the achievement of;

(i)   A free and democratic society;

(ii)   A just and egalitarian society;

(iii)   A united, strong and self-reliant nation

(v)   A great and dynamic economy;

(vi)   A land of bright and full opportunities for all citizens

3.1.5 IMPLEMENTING THE POLICY OPTION

The 6+3+3+4 system formal education was actually designed to remove the imbalance in the 6+5+2+3 and to introduce compulsory pre-vocational core subjects at the junior secondary school along with Arts and Science subjects. The aim of the early introduction of the child into pre-vocational education is to arouse the interest of the child in science and technology. It was believed that with this early introduction to science and technology, the system will help to bring about vocational skills acquisition and technological advancement which are necessary ingredients for social, economic and political development.

3.1.6 ASSESSMENT OF POLICY OPTION

The federal and state governments are responsible for higher education. However, the performances of the federal and state governments on education are poor. There has not been enough interest on the part of various governments - federal and states in the provision of the most valuable aspect of education pre-primary education. Infrastructural facilities are lacking in most primary school. Instructional facilities are in short supply. Adequately trained teachers are not enough and those available are not enough and those available are not motivated enough to improve their job performance. The results are frequent strikes, disrupting the system and the increase in the number of private schools being established.

The performances of the tertiary institutions have also not been encouraging. Industrial strikes by the three unions in the universities, polytechnics and colleges of education are rife. These strikes have affected the quality of teaching and learning. The poor funding of the tertiary institutions have made private tertiary institutions to get more attentions among the prospective students. The primary and secondary educations are not effectively maintained as private primary and secondary schools have overshadowed the public schools. This remains the fear of the Academic Staff Union of Universities (ASUU) that the poor funding of the Nigeria's public tertiary institutions might result to partial collapse of higher education as obtainable in the primary and secondary levels.

Infrastructural facilities, instructional materials, library facilities, laboratories and workshop equipment are grossly inadequate for effective academic work. The leaders do not show enough concern over the shortage of instructional facilities in the universities, many of which are nothing but glorified secondary schools. Adult and non-formal educations have been relegated to the background. Pitiable revenue is allocated to adult and non-formal education annually. For example, between1970 to 1996, adult literacy increased from 25% to 56% (Human Development Report, 1997). The neglect of adult and non-formal education has affected adults who missed the opportunity of having formal education.

3.1.7 REDESIGNING POLICY: WAY FORWARD

The assessment of the performance of national policy on education over the years show that, there is need for our leaders to have a rethink on the attitude towards education, especially in the following area,

1. Budgetary allocation to education should be improved tremendously to meet UNESCO's benchmark of minimum of 26 percent. This will enhance improvement in Nigeria's educational sector.
2. There is need to step up the funding and management of adult and non-formal education, in order to provide opportunities for adults, who had earlier missed their opportunities to acquire formal education or those who had some education but would want to improve on the level of educational

attainment. Adult and non-formal education programmes help in giving equal education opportunities to every citizen, irrespective of age, sex, religion or social economic or political status in the society. The work and study technique adopted by the National Open University of Nigeria (NOUN) needs more backing from the government. This is an avenue to ensure adult education is sustained in the country.

3. Nigerian leaders should encourage research designed to improve the quality of education. This they can do by sponsoring and utilizing the result of research.

4. Government should provide the enabling environment to encourage teaching and learning, Teachers or lecturers should be given good working conditions. Salaries and allowances paid to teachers or lecturers should be motivating enough to boost effective performance.

5. The grossly ill-equipped laboratories and educational infrastructural facilities should be addressed. Laboratory spaces need massive expansion to cope with the demands of Nigeria students. Equipment must be provided and improved if possible.

3.2 AGRICULTURAL POLICY IN NIGERIA

Before the 1960s, the dominant role of agriculture was taken for granted. With little support from the government, the agricultural was able to provide food for increasing population in the country. The industrial sector too was getting raw materials for building increasing government revenue and creating employment opportunities for the populace. The little support from the government was channelled to export crops like cocoa, groundnut, palm produce, rubber and cotton as food sufficiency did not pose any threat worthy of public attention

However, indication of Nigeria's problem in agriculture became noticeable during the first decade of the country's independence (1960-1969). The increasing short falls in food supply, rising in food prices and declining foreign exchange from agricultural exports. It was assumed to be a temporary challenge not until the civil war surfaced (1967-1970). The second decade (1970-1980) witnessed a more deteriorating agriculture in Nigeria. Not only widening area of food shortage but sharp decline revenue generation from agricultural product. The residual effect of the civil was made the case to be compounded. The oil boom in this period contributed largely also to the neglect of the agricultural sector.

In an effort to tackle the problem, government initiated a number of programs and projects to boost the agricultural sector. There were three successful national development plans from 1970-1974, 1975-1980 and from 1981 to 1985. Experience form these policies and programs convinced the government and concerned stakeholders that agricultural products must be strengthen to promote growth and development in Nigeria.

3.2.1 THE ROLE OF AGRICULTURAL SECTOR IN NIGERIA

The agricultural sector is a mainstay of the Nigerian economy with several roles in the development plan of Nigeria. The following can be attributed as roles of the agricultural sector:

1.   Provision of adequate food for a larger and increasing population
2.   Supplying adequate raw materials for the growing industrial sector
3.   Contributing to the country's source of foreign exchange earnings
4.   Provision of a viable market for the products of industrial sector.

The assessment of Nigeria's policies on agriculture would be considered on the framework of the highlighted roles. Moreover, the overall importance of agriculture is to contribute to the Gross Domestic Product (GDP). In view of this, the next section will look at few agricultural policies and their assessment in line with the specified role of agricultural role.

3.2.2 AGRICULTURAL DEVELOPMENT PROJECTS

The first decade of Nigeria's post -independence tried to direct agricultural resources and services to the small scale farmers with a view to improving their productivity and output. Government is aware of the limitations of small scale farming strategy in an environment with outflow of young able bodied farmers from the rural areas. This made it a required policy to rely on the small scale farming strategy to provide short term solution in the country's agricultural problems unless government policies succeed in inducing a backward flow of the youths into farming. Tackling this problem would enhance a concurrent strategy of fostering development of medium-scale and invariably large scale for commercial purposes.

The second phase or target of the project was medium/large scale farming. It was believed that Nigeria would witness a steady decline in the number of small scale farming and gradual increase in the average size of farms in the coming decades. This would make government to pursue a strategy to accommodate medium and large scale farming side by side with the small scale farming. There was a consideration that favours a large scale farming strategy. This would improve production and enhance land consolidation. By this, scientific management techniques and the use of modern input would increase agricultural productivity. Also, the large scale is believed to generate mass employment.

The project was expected to look into backward integration. Under this strategy, agro-industries would make use of modern small scale contract farmers to undertake the production and supply of required agricultural raw materials. Farmers will be assisted with requisite inputs such as loans and agreement to purchase the farmers' produce and withhold part of the revenue due to the farmers in payment for outstanding loans.

The projection of the policy was to ensure back to the land mechanism that would enable youths and school leavers to get attracted to farming. This was to go with enough of incentives if the back to the land programme is embraced. The idea is to encourage younger and viable people to participate actively in the farming sector. The strategy is to induce a backward flow of able youths into farming

3.2.3 POLICY ASSESSMENT

The policy was well designed to ensure speed production from small scale farming to a larger production of agricultural products. Despite the fact that Nigeria is blessed with fertile land, the target to expand farming activities within the country could not achieve this purpose. Though there were series of small scale farming which basically covered household and communal consumption, the large scale production remained the basic challenge of the Agricultural Development Project (ADP).

The major threat to agricultural productivity that affected the goals of ADP was the discovery of oil in the 1970's. The oil boom era led to government diversion of focus leading to abandoning of agricultural sector. This invariably restricted the effectiveness of agricultural policy particularly on large scale production. The mono-cultural economy principle as a result of the country's reliance on oil production was a major setback to agricultural sector. The agricultural productivity sharply dropped and revenue generation form the sector was nothing to write home about.

In addition, the plan to engaging the abled youth in farming activities could not be failed to materialise. The attention on oil sector complicated the problem of agricultural productivity in Nigeria and more youth got attracted to the oil business than agriculture. The policy target towards attracting the youth in small scale and large scale farming became a mirage as majority of the abled young persons disserted the rural setting for white collar jobs in the urban cosmopolitan areas.

Be that as it may, asides the Agricultural Development Plan (ADP), several other national policy on agriculture were formulated. Policies such as Operation Feed the Nation, Agricultural Commodity Storage, Agricultural Commodity Processing, and many others were designed to improve agricultural productivity in order to enhance food security in the country. Nevertheless, most of the policies remain good but the major challenge has been implementation.

3.2.4 POLICY RECOMMENDATIONS

Having considered that agricultural sector needs to be revamped and boosted to enhance mass production for food security and self-sufficiency in the country, the following suggestions can improve Nigeria's agricultural productivity.

1. **Economic Diversification:** This diversification has always been part of the government proposal. It is high time such policy got perfect implementation. There is need to shift attention from the monopoly of oil as the revenue of Nigeria and more aggressive decisions towards improving agricultural sector is required. This has become imperative to engage more Nigerians on agro-business and make the sector more attractive. The oil price is falling of recent times and the country needed to improve its agricultural plan to fast-track the growth and development projects in the country

2. **Mechanised Farming:** In order to achieve a larger scale agricultural production, there must be modernised farming. The mechanisation of the farming activities will boost productivity and contribute to mass cultivation of agricultural products. The traditional farming has always been at slower paste without a larger production

3. **Loans and Incentives:** The Nigeria's government should increase its capacity in terms of loans and incentives to prospective farmers. Such move will attract more prospective farmers to scale up their production. It will also improve agro-business by widening opportunities in the agricultural industry.

4. **Improved Budgetary Allocation:** The government should make appropriation to the agricultural sector to be more robust so as to increase participation and production capacity. With this, the level of food security can be improved and self- sufficiency might be guaranteed

3.3 THE NATIONAL HEALTH POLICY

The National Health Policy was redesigned in 2016 with the mission of promoting   the health of Nigerians to accelerate socio-economic development. This emerged following an elaborate consultative process involving all stakeholders in the health sector. Professor Eyitayo Lambo was the Chairman of the Technical Working Group (TWG) on the development of the new National Health Plan. Prior to the development of this National Health Policy in 2016, Nigeria had developed and implemented two National Health Policies in 1988 and 2004 respectively. However, the 2016 National Health Policy came up after the enactment of the National Health Act 2014 for Nigeria and when there is global re-commitment to a new framework, Sustainable Development Goals (SDG) and increasing global support for the attainment of Universal Health Coverage (UHC).

3.3.1 THE SITUATIONAL ANALYSIS

The situational analysis that warranted the formulation of the new policy was based on examining the functionality of the Nigeria Health System from the perspective of Strategic Thrusts of the NHSDP and the WHO health system blocks. The situational report indicated the weakness of the Nigeria health system and lack of performing of major health structures across blocks. The governance of health system was weak and in fact, there was total absence of

financial risk protection in the health system. Though Nigeria had recorded milestone in the fight against guinea worm, control of Ebola and the interruption of wild Wild Polio Virus (NHP, 2016), there was need to improve on the health facilities that have shown a clear dichotomy in the society. In lieu of this, the Federal Ministry of Health through consensus building among stakeholders developed the 2016 National Health Policy with the vision of universal health coverage for all Nigerians.

3.3.2   POLICY OBJECTIVE AND THRUST

The overall goal of the policy is to straighten Nigeria's health system, particularly the primary health care. And to also deliver effective, efficient, accessible, affordable and comprehensive health care services to all Nigerians. However, the policy thrusts are ten (10) and were derived from NSHDP and WHO health system building blocks. They are: Governance, Health Service Delivery, Health Financing, Human Resources for Health, Medicines, Vacines, Commodities and Health Technologies, Health Infrastructure, Health Information System, Health Research and Development, Community Participation and Partnership for Health.

3.3.3   POLICY DIRECTION AND ASSESSMENT

The direction of the policy is tailored towards the aforementioned thrust. No doubt, the policy created rooms for creation of more primary health care centres across the country. This was done with partnership with National Primary Health Care being an agency of the Federal Ministry of Health. Also, part of the projection of the policy is for state and local governments to complement the effort of the national government in delivering health services to the people.

Be that as it may, most of the state and local government failed to develop a plan on domestication of the National Health Policy to suit the component units. The policy is yet to achieve its goals, though as planned, it would be reviewed in every 5 years. Up till date, most of the Nigeria's health facilities fail to meet the WHO prescribed standard. The political leaders hardly comply with some of the medical professional advices by not sufficiently finance the health sector. The budgetary allocation to the health system is not impressive which leads to the policy as a mere academic exercise.

3.3.4   WAY FORWARD

1.   There must be adequate finance of health system. This requires improved budgetary allocation to the sector
2.   Policy implementation should be holistic. The 2016 National Health Policy has a good framework and thrust but implementation remains the major challenge.

3. The public hospitals should be well equipped with modern facilities. The COVID-19 scenario exposed the relegated situation of the country's medical facilities

4. The health workers must be motivated and regular capacity building should be done

SELF-ASSESSMENT EXERCISE

Examine the impact of National Health Policy on Nigerians

4.0   CONCLUSION

In this unit, we have examined three sectors that are key to development of any country. The assessment indicates that more still requited to be done in the country. The policy makers have developed some good policies but the level of implementation has always been worrisome.

5.0   SUMMARY

In policy analysis, the impact of assessment makes one to understand the role a policy has played and how effective or otherwise decisions made are well executed. The analysis of education, health and agricultural sectors in this unit expose us towards policy assessment and effective evaluation.   The analytical framework indicates that more needed to be done in the area of health, education and agriculture.

6.0   TUTOR-MARKED ASSIGNMENTS (TMAs)

(1)   Give an account of the thrust of the National Health Policy
(2)   Analyse the Agricultural Development Project

7.0   REFERENCES/FURTHER READING

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UNIT 4:   POLICY ANALYSIS CONSTRAINTS

CONTENTS

1.0   INTRODUCTION

Policy analysis simply put is the study of the causes, processes, formulation, implementation and consequences of public policy. It involves the description and explanation of particular policy choices and contents; determination of strategies for optimal policy.-making, performance, implementation and impact of public policies.   It uses collected data to systematically explain, describe and prescribe policies with the aid of certain social science methods, theories and approaches.   However, almost all participants in policy formulation have stakes in the configuration that policy takes. This creates problem to policy analysts.   In this unit, we shall examine the constraints faced by the analyst in the course of decision- making.

2.0   OBJECTIVES

At the end of this unit, students would be able to:

- Understand the constraint of politics on public policy analysis;
- Understand the constraint of budget in policy analysis;
- Appreciate institutional constraint in policy analysis;
- Explain the constraint values place on policy analysis;
- Understand what the society accept as good policy;
- Understand that multiple cases of a problem can hinder appropriate solution to policy problems; and
- Understand that costly solution to a social problem would affect the acceptability of a policy

1.0   MAIN CONTENT

3.1   CONSTRAINTS OF POLITICS

The activities of political leaders constrain policy analysis. Policy ideas are dropped because elected politicians and other appointees oppose them. The reaction of Senators, House of Representatives, the President and Presidential Advisers are anticipated as proposals are debated. Many ideas are discarded because specialists cannot conceive of any plausible circumstances which they could be approved by elected politicians and their appointees. Policy analysis suffers these political constraints when policy issues are being analysed.

3.2   BUDGETARY CONSTRAINT

Budgetary constraints also affect policy analysis. Expectations may always outpace the capabilities of government. Before any proposals is accepted and approved, decision-makers need to be convinced that it has the resource to do them. As observed by Kingdom (1984:145-6), "decision-maker need to be convinced that the budgetary cost of the programme is acceptable; that there is a reasonable chance that politicians will approve; that the public in its various facets both mass and activists will acquiesce". There must, therefore, be sufficient fund to meet policy expectations, failure which policy analysis suffers.

3.3   INSTITUTIONAL CONSTRAINT

Policy analysts also face the problem of institutional acceptance on policy outcomes. Institutional characteristics limit what can or will be done. Specifically, an agency accustomed to doing things in a particular way cannot innovate very often. Rather, it looks for an effort to integrate new demands into existing patterns of doing business.

3.4   VALUES

Though, objectivity is relative as many analysts believe that policy analysis is not value-free since value judgment also influences how they record or present information. Nonetheless, policy analysts are more objective than programme administrators as analysts often recommend alternatives, review consequences before arriving at policy conclusion, whereas the bureaucrats are national maximizers of self-interests (Down, 1967, Niskanen, 1971). In relative terms, policy analysts are more objective where there is no conflict of interests. Policy analysis cannot provide solutions to problems when there is no general consensus on what the problems are. It is incapable of resolving societal value conflicts. At best, it can offer advice on how to accomplish a certain set of end values. It cannot determine what those end values should be. Furthermore, social science research cannot be value-free. Besides, it is difficult for the government to cure all or even most of the maladies of the society. The y are

constrained by certain values in the society, such as: religious beliefs, diversity in culture and languages. These cannot easily be managed by the government.

3.5   ANTICIPATION OF ACQUIESCENCE BY SOCIETY

Anticipation of acquiescence within a community is another constraint to policy analysis. Specialists in policy community know that ultimately their proposals must be acceptable to the public reaction as they design their proposals. The public possible negative reaction to policy proposals acts as a constraint to policy analysis.

3.6   MULLTIPLE CAUSES OF A PROBLEM

There are also certain societal problems which may have multiple causes and a specific policy may not be able to eradicate the problem. There are policies that solve the problems of one group in society which create problems for other groups. In a plural society one person's solution may be another person's problem. This is a constraint to many policy proposals and such policy analysis proposal to solve such societal problem becomes an uphill task.

3.7   COSTLY SOLUTIONS

Policy analysis also faces the constraint of solutions to some problem being more costly. For instance, certain levels of public disorder including riots, civil disturbances and occasional violence cannot be eradicated without the adoption of very regressive policies which would prove too costly to democratic values, freedom of speech and press; rights of assembly; freedom to form opposition parties. Thus, a certain level of disorder may be the price to pay for democracy. All these act as constraints to policy analysis.

3.8   UNCERTAINTY

As future is always uncertain, it is questionable whether policy analysis can find solutions to the problems regarding the future of society. Poverty, unemployment, inequality, and environmental pollution are some of the major problems in the society. Of course, this is an excuse for failing to strive for a better society. It must be realized that solutions to these problems may be difficult to find. There are several reasons for tempering our enthusiasm for policy analysis.

3.9   LACK OF COMMUNICATION

It has been observed that policy analyses are gathering dust because they are either too long or too hard to understand. A policy analysis is of no use if it cannot be communicated to others. Too often, the policy analysis deals with subjective topics and must rely upon the interpretation of results. Professional researchers often interpret the results of their analyses differently. Obviously, quite different policy

recommendations can come out from these alternative interpretations of the results of research.

SELF-ASSESSMENT EXERCISE

Describe how budgetary constraint affects public policy analysis

4.0   CONCLUSION

In this unit, we have been able to examine the constraints of policy analysis. Public policy analysis faces various problems, such as: politics, budget, institution, values and expectation of members of the society.   In spite of the constraints, it seems safe to say that social scientists can at least attempt to measure the impact of present and past public policies and make this knowledge available to policy-makers. Reason, knowledge and scientific analysis are always better than the absence of any knowledge. Lineberry (1977:135) notes that "policy analysis rests on the assumption that information is better than no information, and that right questions are better than no questions asked, even when the answers may not be definitive".

Policy analysis may not provide solutions to society's ills, but it is still an appropriate tool in approaching policy questions. Policy analysis enables us to describe and explain the causes and consequences of public policy.   Policy analysis is applied to inform the policy-maker

about the likely future consequences of choosing various alternatives. Policy analysis guides decision-makers in making optimum choices and outcomes among discrete alternatives.

5.0   SUMMARY

Policy analysis is limited in solving so many societal problems. Political consideration and self-interests conflict with objective formulation, selection and evaluation of public policy. The political system is not often structured for completely rational decision-making.   The solution of societal problems generally implies a rational model, but government may not be capable of formulating policy in a rational fashion. Instead, the political system ma y reflect group interests, elite preferences, institutional forces or incremental changes more than rationalism.

Moreover, expectations of members of the society may be more than the capabilities of governments leading to budgetary constraints. Progress in any policy area may simply result in an upward movement in expectations about what policy should accomplish. Policies that solve the problems of one group in society may create problems for other groups. Finally, the solutions to some problems may require policies that are more costly than the problem. In spite of these problems and constraints of policy analysis, policy analysis is a useful tool that guides policy-makers in making optimum choices and outcomes among discrete alternatives.

6.0 TUTOR-MARKED ASSIGNMENTS (TMAs)

1. Describe the problems policy analysts face in developing effective policy?
2. Discuss whether policy analysts could be value-free in their analyses.

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