

## CHAPTER TWO

### THEORETICAL FOUNDATION OF PUBLIC POLICY

#### 2.1 INTRODUCTION

The South African National Basic Education Department (SANBED), as one component of the public sector, is underpinned by various public policies and guidelines which direct and govern its general operations to ensure effective delivery of basic education according to the Constitutional mandate. Public policy implementation (PPI) is the central core upon which the operational plans should be mapped out at all levels of the basic education department. The Empangeni Education District (EED), a sub-component of the SANBED, is also subject to all the PPI processes under which any public sector is subjected to. The EED is one of the six districts in KwaZulu-Natal province, which form the KwaZulu-Natal Basic Education Department (KZNBED). This implies that the KZNBED is a provincial component of the SANBED and, consequently, public policies and guidelines to be implemented are cascaded from the SANBED to the KZNBED and further down to the EED, which further cascades public policies and guidelines to the District Wards (DWs) and schools respectively. In that regard, at all levels there is a link of responsibility and accountability on the PPI from one level to another. For example, schools are accountable to DWs, which are accountable to the EED, which accounts to the KZNBED, which ultimately accounts to the SANBED. Besides responsibility and accountability, this link also shows that for any effective PPI, there must be functional and sustained inter-dependability at all levels (i.e. schools, DWs, EED, KZNBED and SANBED).

The effectiveness of the EED to deliver quality education revolves around its public policy implementation process. Mokhaba (2005:112) contends that the PPI is a demanding process, since impediments could be blocking the public policy intended actions. According to Cloete *et al.* (2006:03), the public policy process has several phases, including initiation, design, formulation, dialogue, implementation and evaluation. This is compounded by the fact that the PPI usually occurs after several stages of cascading the intended public policy objectives. It occurs in phases, thus

heightening the chances of variation and deviation during each phase of implementation. This further suggests that public policy implementation (PPI) may vary from the intended public policy objectives. Contextual factors are likely to cause this variation. According to De Clercq (2002:91), public policy intentions may not take into account contextual factors such as conditions under which the PPI has to take place. Consequently, if contextual conditions are not aligned with the public policy intended objectives, the PPI faces complexities. Complexities, in turn, hinder the achievement of the public policy intended objectives.

The Empangeni Education District (EED) of the KwaZulu-Natal Basic Education Department (KZNBED) has a responsibility to ensure effective PPI in the education environment. The PPI manifests at various levels of the EED and its effectiveness is reflected by each school's level of basic functionality. Gallie (2007:151) identifies the school management team (SMT), the school governing body (SGB), the atmosphere of trust within the school, the professional working relationships, the link that the school has with community and the support rendered by the department of basic education as factors that determine the level of school functionality. Mhlongo (2008:10) views school functionality as stability for effective implementation and monitoring of education related public policies. This suggests that a school where implementation and monitoring of public educational policies prevail can be regarded as a functional school. For the purpose of this study, a functional school, therefore, suggests a school where public educational policies are well implemented and effectively monitored.

The PPI has to ensure that the complexity of aligning intended public policy objectives with contextual conditions is overcome in order to achieve the outcome for which the public policy was designed. To achieve this, loyalty by all the PPI agents is crucial. Loyalty towards the PPI is a battle to ensure a correct reading of the mandate and its accurate execution (De Leon & De Leon, 2002:475). This suggests that in order for all the actors (role-players and stakeholders) involved in the PPI to be dubbed loyal to the predetermined intended public policy objectives, there should be evident and traceable ability to employ a PPI strategy that does not alienate the mandate of public policy objectives. Determining a correct mandate and seeking its correct execution points to the in-depth commitment by the actors to public policy

implementation (PPI). Brynard (2005:660) affirms that public policy may have the necessary bureaucratic structure, but if those responsible for carrying it out are uncommitted, PPI may be impaired. This suggests that the lack of commitment among actors erodes their loyalty to the PPI. Therefore, for the purpose of this study, loyalty on the PPI is perceived as the willingness and commitment by actors involved to support all the processes aimed at ensuring effective PPI. Gallie (2007:45), however, contends that the general scenario of the South African education system to expect loyalty from all implementation agents, be it departmental officials or teachers at school level to be naïve. The Empangeni Education District (EED), faced with the task of ensuring effective public policy implementation, has a challenge of sustaining loyalty and support amongst all actors involved.

It is, therefore, against this backdrop that the nature and scope of public policies and guidelines will be discussed. Focus will be on models or theories of public policy process as to how they impact on the PPI, which is an important component of the public policy process. To outline what the nature of public policy entails, stages of the public policy process will also be explored. The PPI is the core of this research; hence, critical variables for the PPI will be outlined and explained in seeking to present a balanced discussion on what is a public policy process. Hence, while the public policy process enshrines the making, implementation, monitoring, evaluation or modification of public policy, its practical embodiment entails the PPI, which seems to be the central core and the determinant of the effectiveness and intensity of the public policy process.

## **2.2 SOUTH AFRICA'S NEW DISPENSATION**

The concept of the PPI is dependent on understanding the nature of the public policy process which is embodied in the successful implementation of, especially new public policies. The setting up of a new government in South Africa has ushered in new ideas, transparency and active participation among various stakeholders. Consequently, setting up of new public policies and guidelines could not be obviated. While a public policy making process has been existent prior to the new dispensation, political transformation and the new legislation have had a direct influence on public policy making in South Africa. De Coning and Cloete (2006:31)

agree that an initiative for public policy making is derived from legislative institutions, public officials and interest groups. This enables legislation to be one of the integral components or facets that inform the public policy process. Therefore, legislation, referred here as public policy making instrument (PPMI), has special legalising and binding roles.

According to Pearmain (2007:20), public policy is not law and in order for it to be binding it should be reflected in the PPMI. Hence, the PPMI helps in crystallising public policy objectives into enforceable mediums. Reflecting public policy on the PPMI also suggests maintaining the public policy process that does not override, amend or is in conflict with legislation. Pearmain (2007:20) also affirms that the public policy principles can be enduring because they are based on the PPMI. This ensures that public policies remain applicable in spite of the dynamic environment and consequently, cannot be changed in the long term.

This underscores the suggestion that legislative transformation initiates the formation of new public policies. In that regard, the public policy making process in the new South African dispensation took a new direction from the process embarked upon in the old dispensation. According to De Coning and Cloete (2006:30), public policy making in the new dispensation has embodied participation and public choice which entail direct representation, empowerment and active decision making. Therefore, the nature of the public policy making process suggests that it is transparent, inclusive and consultative; attributes which were not so evident in the old order.

### **2.2.1 Trend of the public policy process in South Africa**

The nature of public policy in South Africa could never be the same after the ushering in of a new dispensation. The intended objectives of public policies and the actors involved in the public policy making process mark a significant departure from the centralised, non-embrasive and top-down approach. According to Gumede (2008:16), South Africa's governmental commitment since 1994 in, *inter alia*, meeting basic needs, building the economy, democratising state and society and promoting nation building, has in essence redirected the targets and objectives of public policy making towards building national unity. The democratising ability is a

pointer to how South Africa had come a long way in entertaining inclusive opinions on public policy issues. In that sense the public policy process ought to take on a new trend of accommodating collective action by citizens to respond to and shape public policies (Nel and Van Wyk, 2003:51). Consequently, it is the responsibility of public officials to ensure that the public policy process follows this new dispensation's intended trends.

However, Nel and van Wyk (2003:49) pointed out, citing the foreign policy of the Mbeki administration, that the self-understanding of public policy in the new dispensation based on democratic practices, attuned to the will and interest of the people, is not affected as more centralised attributes are perpetual. Evident in public policy making and stake-holding were changes from broad consultation to early centralisation (Booyesen, 2006:731). This implies that, while the nature of public policy process ought to pursue new democratising trends, public officials have to put this into practice through formulating public policies that attest to democratising culture of inclusivity and consultation.

There are a number of theories applicable and relevant to the policy-making process, which as mentioned, includes policy implementation. In the next section, the relevant and significant models applicable to the study will be discussed to get a better understanding of the policy making process.

## **2.3 PUBLIC POLICY MAKING THEORIES AND MODELS**

The process of public policy making and implementation cannot be isolated from theories and models. This suggests a close relationship between theories and models. In light hereof, the following exposition seeks to elaborate on these two concepts. It is envisaged that this elaboration will succeed in displaying a difference, albeit small, between theories and models. The theories and models are discussed next under 2.3.1 and 2.3.2 respectively.

### 2.3.1 Public policy theories

De Coning and Cloete (2006:33) maintain that theories are systematic, consistent and reliable explanation and prediction of relationships among specific variables built on various concepts. Schofield and Sausman (2004:239) claim that there is a need for better theories whose impact on the public policy process should be reviewed. This suggests an important link between the public policy making and the need to identify its end results. Robichau and Lynn (2009:21) affirm that the public policy theories seek to establish a relationship between public policy making, its implementation and its consequences. Therefore, the theories of public policy have, inevitably, an influence on how the public policy design informs public policy implementation. This suggests that theories have an influence to whether the nature of public policy implementation follows a top-down approach, bottom-up approach or a combination of both.

According to the Geocities Report (2009:01), theories on public policy making process help to describe how public policy making and implementation occur. Thus, theories focus on a framework and make specific assumptions that are necessary for an analyst to diagnose a phenomenon, explain its processes and predict outcomes (Hill & Hupe, 2009:118). However, Howlett and Ramesh (2003:14) argue that theories have their own flaws and weaknesses. This implies that each theory has its own merits and demerits; hence the public policy making process cannot be best described by one theory.

Cloete *et al.* (2006:29) state that the theories that inform the public policy process transpire within a general society and are subject to legally instituted bodies like government departments and certain ideologies and systems endemic to that society. Hyman *et al.* (2001:90) concur that normative beliefs in a society are foundations for public policies. According to Gumede (2008:11), South Africa's post 1994 system of transformation is a trajectory of redress, reconciliation, nation building, reconstruction, redistribution and growth which are all embodied in the public policy making processes. This indicates that the shaping of public policies and translating them into actionable programmes is driven by an underlying theory or a combination of underlying theories and beliefs. Consequently, reconciliation, action

building, reconstruction, redistribution and growth could be referred to as end-products of one or more theories influencing the thinking process that brought about public policy process perpetuating transformation. In that regard, De Coning *et al.* (2006:29) conclude that public policy making has been closely associated with public policy shaping theories. Inherently, theories shaping public policy making thrive and are nurtured by various ideologies, which include the classical capitalist approach, socialism and welfare state. De Coning and Cloete (2006:29) define the welfare state as the promotion of the well-being of citizens, spiritually and materially, and provision of opportunities for development in life.

According to Hirano (2005:27), capitalist approach refers to an economic and social system in which:

- the means of production are privately controlled;
- labour, goods and capital are in a market;
- profits are distributed to owners or invested in new technologies; and
- wages are paid to labor.

Socialism on the other hand refers to theories of economic organisations advocating public or direct worker ownership and administration of the means of production and allocation of resources characterised by equal access for all (Motabeng, 2004:02). The above views suggest a link between ideology and public existence which inevitably makes these ideologies to be influencing thinking that shape public policy. Deduction could be drawn that it is vital to understand these ideologies which are a basis for theories that influence and shape public policy. Howlett and Ramesh (2003:45) claim that theories are derived from concepts and ideologies. This implies that a broaden understanding of the public policy, which in turn entails the PPI, should be linked to theories.

According to Abukhater (2009:64), planning is an integral part of the PPI process. On the other hand, Hill and Hupe (2002:54) argue that the top-down approach, the bottom-up approach and the hybrid approach also influence the PPI process. It is envisaged that, in order to be able to come up with a strengthened PPI model, as per the study objective, the researcher has to establish and understand the planning

theory which underlies the EED's current PPI model. In addition to understanding the approaches that influence public policy, the PPI process suggests the creation of an informed point of departure for the designing of a strengthened PPI model. It is in light of this that the planning theory and the significance of approaches drawn from theories to PPI processes are under 2.3.1.1 and 2.3.1.2 respectively.

### **2.3.1.1      *The planning theory***

According to Fainstein (2000:466), the planning theory is characterised by the top-down and consensus-seeking approaches. Stiftel (2000:04) further contends that the planning theory is the engine that drives the implementation of policies. This implies that the planning theory is the source from which all planning for public policy process that culminates into implementation, emanates. In light of hereof, the planning theory for public policy implementation embodies the writings about activities and practices of planners as they undertake their planning tasks for an organisational entity or function (Watson, 2003:403). Ferreira *et al.* (2009:35) describe the planning theory as being a collaborative and process-oriented theory, meaning that it entails the involvement of a number of actors over protracted period of time. Consequently, for the purpose of this study, the planning theory suggests integration, consensus seeking and project approaches towards pursuing public policy processes which entail implementation of public policies. This is in line with Van Baalen (2006:198) who argues that the project approach to collaborative nature of the planning theory warrants that the PPI be coordinated through on-going activities and projects. This suggests that the PPI, embracing collaboration that appeals to projects, indicates the scope, quality and time, all of which are suggestive of a cycle of events with specific PPI deliverables.

From the theoretical review, it can be deduced that a model can be used to simplify the complex theories. Public models are discussed in 2.3.2 (see page 24). The implementation approaches from public policy theories is discussed next.



### **2.3.1.2        *Implementation approaches from the public policy theories***

The description of the public policy implementation approaches in this study, as indicated earlier in this chapter (cf. 2.3.1), is envisaged to embody the top-down approach, the bottom-up approach, the hybrid approach and, in addition, four additional approaches that present new dimension to implementation approaches.

These are discussed here-under.

#### **2.3.1.2.1        *TOP-DOWN IMPLEMENTATION APPROACH***

According to Barret (2004:255), the top-down implementation approach puts the main emphasis on the ability of the decision makers to produce unequivocal public policy objectives and on controlling the implementation stage. Hill and Hupe (2009:60) contend that the top-down approach takes a prescriptive format that interprets public policy as an input and public policy implementation as output factors.

Therefore, the top-down implementation approach implies that adequate bureaucratic procedures should be established to ensure that public policies are executed as accurately as possible. To this end, public institutions should have sufficient resources, established implementation system, clear responsibilities and hierarchical control to supervise the actions of the implementers (Pulz & Treib, 2010:91).

#### **2.3.1.2.2        *BOTTOM-UP IMPLEMENTATION APPROACH***

Hill and Hupe (2009:61) argue that the bottom-up implementation approach suggests that implementation should entail the identification of networks of actors from all agencies collaborating in public policy implementation. According to Pulz and Treib (2010:94), in the bottom-up implementation approach, implementers have a large amount of discretion making the implementation process eminently political and consequently, the public policies are shaped by a decisive extent at the implementation level.

This implies that the apolitical hierarchical guidance in this approach is not considered, as the main actors in the PPI process are implementers who negotiate the implementation processes.

#### **2.3.1.2.3**      *HYBRID IMPLEMENTATION APPROACH*

According to Barret (2004:258), the hybrid implementation approach seeks to overcome the divide between the other two approaches by incorporating elements of top-down, bottom-up approaches. Pulz and Treib (2010:90) further suggest that transformation of public policy goals into actions depends upon the interaction of a multitude of actors with separate interests and strategies, thus giving more weight on public policy processes of co-ordination and collaboration.

It can be inferred that the hybrid public policy implementation approach embraces both the central steering process, an attribute of a top-down approach, and local autonomy, an attribute of the bottom-up approach. In light of this, a framework for reconciled implementation is created between policymakers (usually accustomed to top-down approach) and implementers (who are proponents of bottom-up approach) (Chand, 2011:01).

#### **2.3.1.2.4**      *ADDITIONAL IMPLEMENTATION APPROACHES*

Public policy is a dynamic process (Hill & Hupe, 2002:42). This implies that the evolution of growth and concept development on public policy and its surrogate processes, like implementation, are inevitable. Barret (2004:259) argues that social scientists have contributed a lot to facilitate the understanding of the implementation process by explaining the gaps in the above-mentioned approaches (i.e. the top-down, the bottom-up and hybrid approaches). Consequently, other additional implementation approaches evolve from studies of implementation of public policies.

Chand (2011:03) identifies and defines the following additional approaches of the implementation process:

- Structural approach which entails an organisational structure that promotes feedback and continuous back and forth interaction between the public policy

design and the implementation of public policy, thus featuring implementation that is characterised by less emphasis on hierarchy; more flexibility and adaptation to changing environment.

- Procedural approach which advocates for the introduction of appropriate procedures in an organisational structure to control; set pace; co-ordinate, schedule timeline; monitor and manage the implementation progress of public policies.
- Behavioral approach states that organisational structures, policy processes, techniques and managerial tools are as good as underlined human beings executing them whose behaviour, competency and attitude impact on implementation process.
- Political approach emphasises the pattern of the use of power within an organisation and its influence ensures the success of the implementation of public policies is reliant on the coherent willingness of dominant groups and an ability of pursuit by coalition partners within the organisation or with outside agencies.

The above-mentioned public policy implementation approaches suggest an implementation process that is adaptable and consequently, responsive to the implementation needs, thus rendering it (i.e. implementation) to be a less rigid and a non-stereotyped process.

### **2.3.2 Public policy models**

A model is a representation of a more complex reality that has been oversimplified in order to describe and explain the relationships among variables and sometimes prescribing how something should happen (Cloete *et al.*, 2006:28). The focus on models in this study is in line with the objective of this study which aims at presenting an improved model which will seek to explain, in a simplified version, the PPI process. Hence the ensuing discussion on public policy models briefly describes each model and focuses in detail on the significance of these models in the PPI process. Since the PPI is the focal point of this research, various models that have

been identified by various authors to be central to the public policy process are listed and discussed below.

According to Fox *et al.* (2006:11:13), models influencing public policies could be descriptive and prescriptive in nature. They further outline that the descriptive models analyse public policy making process while prescriptive models describe public policy options. The descriptive and prescriptive models are discussed below.

### **2.3.2.1      *Descriptive models***

De Coning and Cloete (2006:36) view models of public policies as capable of analysing the public policy processes in terms of who is involved, how and why. Who is involved, how and why suggest the incorporation of the implementation process. Inevitably, deduction could be drawn that establishing what public policy entails, points to PPI being inextricably linked to all public policy processes. This study sought to give a brief description of each identified model since there is a large volume of knowledge that has to be discussed in a limited space. The models discussed below are: the functional process model; the elite or mass model; the group model; the systems model; the institutional model; the political systems model; the social interaction model and the rationale-choice model.

#### **2.3.2.1.1      *FUNCTIONAL PROCESS MODEL***

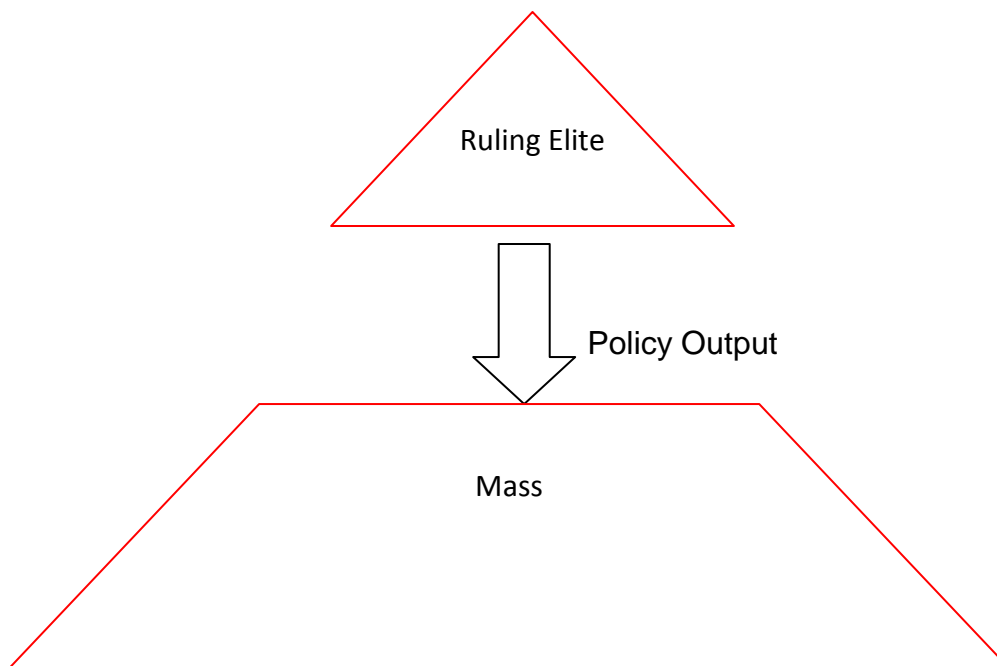
According to Mamburu (2004:126), the functional process model suggests a serious consideration of effective generation of other public policy process alternatives, which can be achieved through active grassroots participation during the public policy process. This model focuses on the functional activities involved in the policy making process and is concerned with the “how” aspect of policy making (Fox *et al.*, 2006:12).

For this study and based on the above definitions, the functional process model could be defined as a comparative and all inclusive approach aimed at forging collaboration with the public policy process. In that sense, this model, through its comparative approach, suggests public policy enhancing strategies such as

consulting actors involved at grassroots level in the public policy process. The PPI being part of the public policy process and the involvement of actors at grassroots level are the core objective of this study (cf. 1.5). It is in light of this that this model can be used as a backdrop to establish how the creation of a favourable climate for public PPI and involvement of actors are achieved in EED's jurisdictional area.

### 2.3.2.1.2 ELITE / MASS MODEL

According to Geocities Report (2009:21), the Elite/Mass model advocates for a stratified society comprising on one hand the elites who are regarded as well-educated and influential, and the less influential masses on the other. Figure 2.1 below demonstrates and sums up how this model operates in society:



**Figure 2.1:** Elite/Mass Model  
**Source:** Cloete *et al.* (2006(b):37)

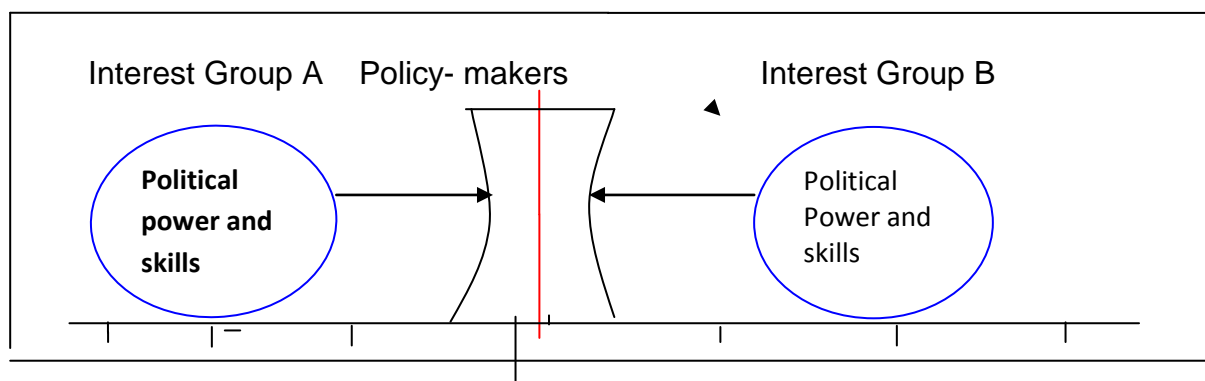
Underlying this model is the implication that the society is divided into those that have power (the elites) and those that are powerless and un-informed. This implies that the policy making process, which is epitomised by the policy implementation stage, is influenced by the ruling elite of the society. Consequently, the PPI emanating from this policy model seems biased towards the achievement of the objectives of the ruling elite. The dominance of the elite in the society, inevitably,

further suggests a top-down approach to the public making process and, consequently, to PPI processes.

### 2.3.2.1.3 GROUP MODEL

According to Fox *et al.* (2006:12), public policy may derive from interest groups who continuously interact with policy makers to influence the policy making process. In seeking to define this model, the Geocities Report (2009:01) states that some policies may be made by judges in consultation with other groups but only to discover that the President has great influence over what policy areas are given attention. This implies that a monopoly of influence over some polices areas can be perpetuated by this model during public policy formulation.

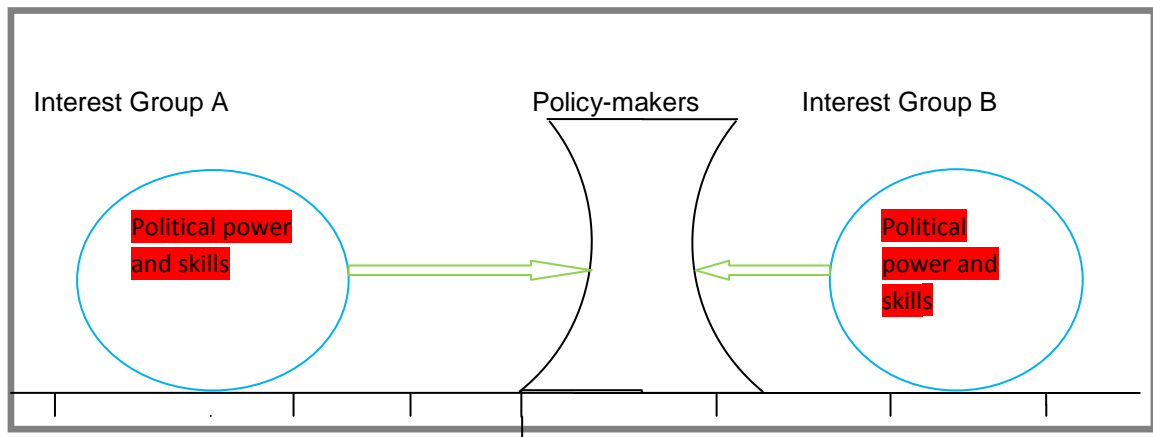
De Coning and Cloete (2006:38) use the following figures to describe the public policy process as influenced by the group model. It shows how each interest group (in this case group A) gains dominance over another interest group (group B) resulting in group A having a greater influence on the policy as policy makers move towards public policy outcomes favourable to group A as Figures 2.2 indicates.



**Figure 2.2:** Phase 1 of the group model of public policy making  
**Source:** Cloete *et al.* (2006(b):38)

Hence after pressurising, lobbying and consultation, public policy formulation comes to fruition with one interest group having dominated the public policy.

Figure 2.3 below indicates phase 2 of the group model of public policy making.



**Figure 2.3:** Phase 2 of the group model of public policy making (showing a shift of policy towards the direction applied by group A)

**Source:** Cloete *et al.* (2006(b):38)

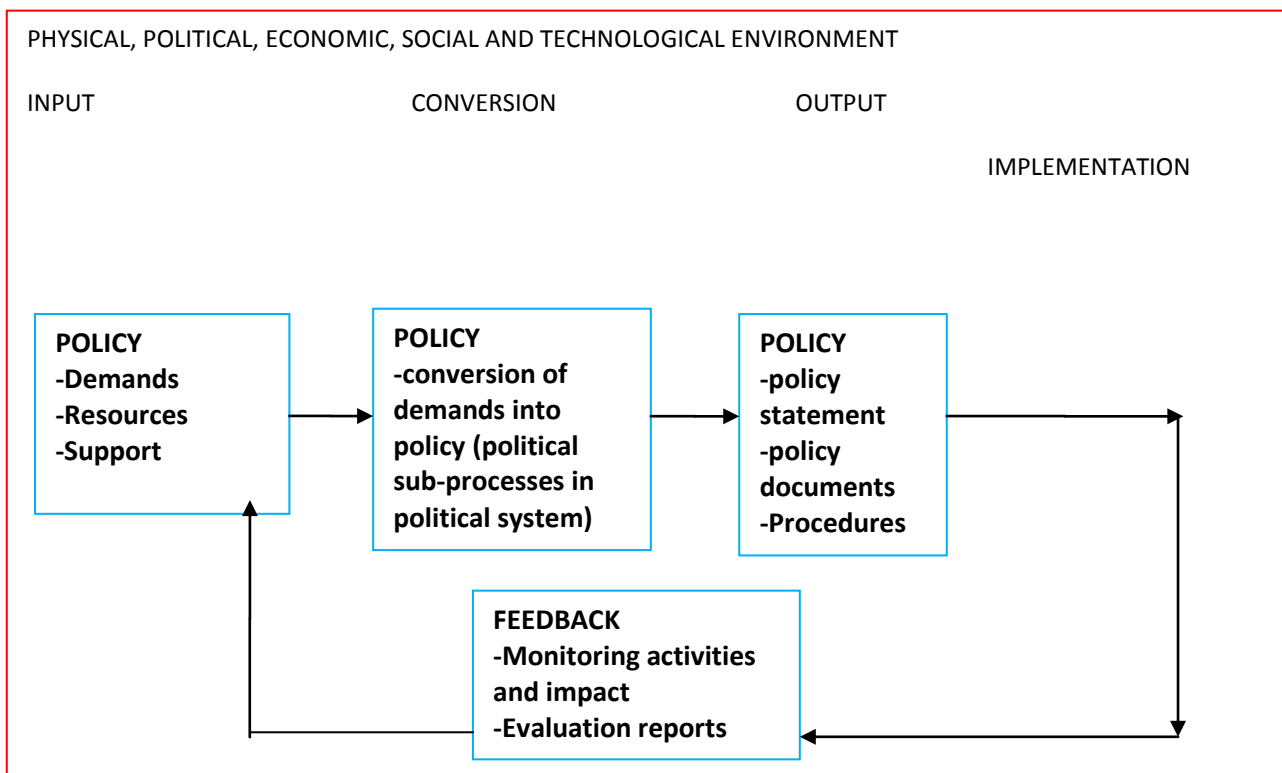
The implication of this model is that public policies implemented will be bearing the influence of those that have applied more power, influence and skills (e.g. Interest group A, with reference to Figure 2.3). This is significant for this study as it suggests a top-down approach to public policy making and implementation.

#### 2.3.2.1.4 SYSTEMS MODEL

According to Fox *et al.* (2006:42), the Systems model is a response by the political system to the goals, problems, needs, wants and demands of society compromising both individuals and interest groups. They further elaborate that this model allows for debates, proposals, counterproposals, adaptations, consensus on public policy, review of implementation and feedback. Carter (2008:46) argues that politics form the interplay between the PPI and the political context. According to the Geocities Report (2009:01), when political context influences public policy, the Systems model assumes the view that demands and support (inputs) enter and filter through a government system into the public policy process.

This suggests that the Systems model can evolve on inputs (demands and support) which are subjected to political opinion. It, therefore, shows other like moulding and critiquing which emerge as the public policy output. It is also indicative that the public policy implementation will be influenced by the system to which it has been subjected. Implicit in this model is the intention of government to allow an influence

which will result into public policies that are responsive to public demands. This means that those responsible for public policy making may influence it when determining the appropriateness of the public policy and the needs of society. This further suggests a public policy making environment that allows for flexibility in public policy implementation in a quest to meet societal needs, which are inevitably inextricable from the underlying physical, political, economic social and technological influence. Figure 2.4 below outlines public policy processes encapsulated in the Systems model.



**Figure 2.4:** Systems model: public policy making  
**Source:** Cloete *et al.* (2006(b):42)

### 2.3.2.1.5 INSTITUTIONAL MODEL

According to Gumede (2008:11), public sector institutions are integral to the public policy making process. Inherently, they influence the public policies and their implementation. Fox *et al.* (2006:12) claim that the Institutional model is premised on the basis that public policy is the product of public institutions, whose structures are responsible for public policy implementation. This, therefore, highlights the dependency factor of public policy to Institutional model.



It can be further deduced that institutions, both governmental and non-governmental, have an impact on a public policy process. In that regard, the Institutional model remains a pinnacle around which the PPI evolves.

#### **2.3.2.1.6**      *SOCIAL INTERACTION MODEL*

According to Shannon (2005:01), this model emerged almost eighty years ago and forms a strong foundation today for social-interaction induced public policies. Garcia *et al.* (2009:02) view the Social Interaction model as a tool through which social relationships are systematically approached, modelled and channelled in a way that allows composition of rules derived from social exchanges. From the perspective of what transpired in evolution of new political dispensation, the Social Interaction model encourages participation, negotiation, mediation and conflict resolution for public policy processes (Cloete *et al.*, 2006:40).

#### **2.3.2.1.7**      *RATIONAL – CHOICE MODEL*

This model is based on the view that individuals are seen to be motivated by the wants or goals that express their preferences (Scott, 2009:01). The Geocities Report (2009:01-02) indicates that in the Rational-Choice model, public policy makers pursue their own self-interest instead of national-interest. Therefore, the rational-choice model implies that individuals must anticipate the outcomes of alternative courses of action and calculate that which will be best for them. Hence it is an egocentric (self-centred) approach to the PPI process.

#### **2.3.2.2**      *Prescriptive models*

The ability to determine which public policy to pursue is the integral part of the public policy process for which the PPI is indispensable. The prescriptive model's existence seeks to meet this need.

According to Fox *et al.* (2006:13), prescriptive models influence decision making on public policies to be pursued after determining public policy impact and eliminating negative consequences before, during or after the PPI. Cloete *et al.* (2006:33) affirm

that these models focus on analyses of approaches for determining the most appropriate public policy options. The public policy theorists have identified various models in this category which, *inter alia*, are:

- rational – comprehensive model;
- incremental model;
- mixed – scanning model;
- garbage can model; and
- satisficing model.

The above models are discussed hereunder:

#### **2.3.2.2.1**      *RATIONAL – COMPREHENSIVE MODEL*

Fox *et al.* (2006:67) claim that the rational-comprehensive model enables policy makers to have a full range of options from which to choose regarding public policies to be pursued. Implicitly, the rational comprehensive model advocates for multi-considerations that underlie and guide policy makers on public policy formulation choices.

According to Mamburu (2004:134), the nature of the rational-comprehensive model enables actors involved in each public policy process (which also include PPI) to make decisions after weighing alternatives. Therefore, from the PPI perspective, a link may be suggested that the rational-comprehensive model advocates for multi-considerations or alternatives on policy makers that could be cascaded to and translated into diverse considerations for actors involved in the PPI processes. In that light, the rational-comprehensive model presents a relevant influence (of diverse considerations or alternatives) on pursued the PPI process, which is the core of this study's objectives (cf. 1.5).

#### **2.3.2.2.2**      *INCREMENTAL MODEL*

According to Cloete *et al.* (2006:34), the incremental model is a reaction to the rational comprehensive model and is a continuation of existing government activities

with the potential for small, incremental adoptions. The author's outline that the proponents of this model present the following reasons in supporting the model, namely:

- that incremental change is more expeditious than comprehensive change;
- that the potential for conflict is considerably lower than with radical changes since there are limited public policy alternatives available in incremental fashion; and
- that incremental adaptation contributes to a redefinition of public policy on a continuous basis.

The term increment means addition. This implies that the incremental model advocates for adding to what already exists, rather than a complete overhaul the processes.

#### **2.3.2.2.3**      *MIXED – SCANNING MODEL*

Making a decision on public policy to be formulated may appeal to the application of more than one model. Inevitably, the model required the public policy process should be flexible in order to accommodate what is relevant to the public policy. The mixed-scanning model offers such flexibility and multi – alternative approach. According to Cloete *et al.* (2006:35), the mixed – scanning model integrates the good characteristics of the rational comprehensive model with those of the incremental model by:

- reviewing the overall public policy;
- concentrating on specific needs for public policy; and
- focusing on public policy results or public policy impact.

#### **2.3.2.2.4**      *GARBAGE – CAN MODEL (GCM)*

The Garbage-Can model (GCM) is another prescriptive model in the public policy process. Tiernan and Burke (2002:86) perceive GCM as a model that rejects conventional policy cycle models which envisage the policy development process as rational and underpinned by the logic of problem solving. The authors further

describe GCM as where, over time, policy ideas, problems and possible alternatives are dumped together, resulting in a complex combination of problems and solutions, in a quest to identify and link preferred solutions to problems. This implies that it is as though the decision maker reaches into the garbage can to pull out a problem with one hand, a public policy proposal with the other and joins the two together in seeking to find a resolution.

#### **2.3.2.2.5      *SATISFICING MODEL***

According to Fox *et al.* (2006:14) the satisficing model is based on an alternative that provides satisfactory and sufficient public policy solutions to problems. They further outline that the satisficing model is characterised by:

- bounded rationality, whereby public policy decisions are limited to elementary understanding of the problem rather than allowing liberal thinking that can present complex alternative solutions; and
- incrementalism whereby the public policy makers are inclined to consider only those alternatives that differ in a relatively small degree from the choice currently in effect.

The satisficing model implies that if and when an acceptable alternative is found, the search process stops and an alternative is retained. It also suggests invoking very limited change in the public policy process.

### **2.4 SIGNIFICANCE OF DESCRIPTIVE AND PRESCRIPTIVE MODELS TO PUBLIC POLICY IMPLEMENTATION**

One of the objectives of this study is to identify the major challenges faced by the EED in implementing the Development Appraisal System (DAS), Integrated Quality Management System (IQMS), Whole School Evaluation (WSE) and Discipline and Safety National Guidelines (DSNG). Therefore, the implementation of DAS, WSE, IQMS and DSNG is inevitably and covertly under-laid by models that shape the above mentioned public policies and national guidelines.

It is envisaged that seeking to establish the significance of models to the public policy process will enhance the general understanding of what informs the public policy process. Enhanced understanding of underlying models, especially their implication to the PPI, will contribute to the analyses of aspects of the public policy process, which culminate in the PPI, in order to effectively give an informed view in this study, on challenges faced by the EED in implementing DAS, WSE, IQMS and DSNG public education policy. In that regard the implications that both descriptive and prescriptive types of models have on the PPI will also be looked at.

#### **2.4.1 Implication of descriptive models to public policy implementation**

The descriptive models, focusing on who are involved and how they are involved in the public policy process, suggest a bearing on the actual PPI. Fox *et al.* (2006:12) affirm that the elite group is responsible for public policy making which, in turn, is dictated down to large masses. This suggests that public policies influenced by descriptive models (for example, Elite/Mass model) may reflect only the interests and values that originated from the elites while implemented to all masses. This inevitably requires intensive advocacy in order to ensure that all actors develop a common sense of ownership and passion to drive the implementation of the public policy. From the perspective of who initiates public policies, a deduction could be drawn that the public policies, that never propagate values and interests of the elite, could never be implemented.

Cloete *et al.* (2006:38) affirm the issue of the PPI that in a given situation where there are interest groups, public policy implementation will seek to address the needs and interests of a specific dominating group. The question could also arise as to how the PPI impacts in a situation where there is no dominant group but an equally balanced influence. In this regard, it could be concluded that the PPI may be accommodative of all groups as there is no interest group with a resultant dominance. However, this is an ideal situation because implementation of public policies suggests some form of due influence from various interest groups, namely: political, religious, environmental and human rights groups.

It is inferred from this assumption that the overt or covert influence renders public policies and inherently the PPI to be devoid of an individualistic attitude. Instead it denotes an inclusive, extensively consultative and collaborative attitude. It is against this backdrop of inclusivity, consultation and collaboration that the effectiveness and the success of the PPI can be determined. Inclusivity, consultation and collaboration suggest hallmarks of descriptive models' implication to the PPI. Consequently, it is envisaged that these hallmarks may be applied in determining the challenges and in establishing the effectiveness and success of implementing education related public policies like the DAS, WSE, IQMS and DSNG in EED's area of responsibility.

Based on the above-mentioned attributes of inclusivity, consultation and collaboration, implementation of public policies suggests the adoption of maturity levels which forms the basis of the public policy implementation maturity model (PPIMM). These are discussed below.

#### **2.4.1.1      *Public policy implementation maturity model (PPIMM)***

According to Makhalemele (2007:176), the implementation maturity model is the institution's potential for growth in capability and capacity to implement public policies. Prier *et al.* (2011:3684) argue that the implementation maturity model is the process of enabled interaction amongst the institution's stakeholders (also referred to as actors in this study) in the quest to achieve pre-set objectives of the implemented public policy. In light hereof, the implementation maturity model in this study is defined as the ability of the institution to harness all resources towards the implementation of public policies in a manner that does not compromise the public policy intended objectives.

Below, Makhalemele (2007:177) identifies five levels or stages of the implementation maturity model:

- Level O (the initial stage).
- Level A (the repeatable stage).
- Level B (the defined stage).
- Level C (the managed stage).

- Level D (the optimising stage).

These levels are described hereunder.

#### **2.4.1.1.1**     *LEVEL O (THE INITIAL STAGE)*

This is the first level or stage of the implementation maturity model. According to Barret (2004:250), at this level the institution lacks internal structures for the effective implementation of public policies and it is also characterised by inefficiency, absence of institutional goals and poor communication between public policy implementers.

This inevitably points to this level being indicative of actors that are immature, inexperienced and in need of support and guidance regarding PPI processes (Barret, 2004:251).

#### **2.4.1.1.2**     *LEVEL A (THE REPEATABLE STAGE)*

This is the second level or stage of the implementation maturity level. Makhalemela (2007:177) claims that implementation activities are based on the results of the successful implementation of previous policies, by considering and repeating all earlier successes on public policies implemented. Prier *et al.* (2011:3685) affirms that those involved in the implementation processes are at the novice stage of implementing public policies and are, consequently, beginning to learn public policy implementation principles at the hand of previous successes.

This stage, therefore, suggests that at this level of maturity a trend, which influences the management of basic PPI process positively, is established.

#### **2.4.1.1.3**     *LEVEL B (THE DEFINED STAGE)*

Croom and Brandon-Jones (2009:76) claim that at this level (the third level of the implementation maturity model), the implementation activities are co-ordinated and documented. Prier *et al.* (2011:3687) agrees that the implementation of public policies follows defined institutional goals and the implementation of each public

policy is guided by operational standards. This suggests that the implementation processes are not only defined but are also preceded by preparation to ensure conformity to pre-set institutional goals.

This implies that the level of implementation maturity of education-related public policies is at an advancing stage as it could be defined and linked to public policy implementation goals.

#### **2.4.1.1.4**     *LEVEL C (THE MANAGED STAGE)*

This is the fourth level of the implementation maturity model. According to Makhalemela (2007:178), the implementation process is managed and supervised to such an extent that the institution, at this level, has developed rules and conditions under which public policies are implemented.

Barret (2004:258) argues that where there is evidence of management capacity, PPI processes tend to be purpose-driven. This is in line with Mazibuko (2007:64) who maintains that the success of any implementation process is linked to the person who manages it. The evident management and visible supervision of the implementation bears testament to the implementation maturity level. In light of this the institution whose implementation of public policies are in line with this level can be described as having reached this fourth level of PPI maturity.

#### **2.4.1.1.5**     *LEVEL D (THE OPTIMISING STAGE)*

Level D, also known as the managed stage, marks the fifth level. Barret (2004:254) affirms that at this stage the institution is on continuous improvement of the implementation processes. Prier *et al.* (2011:3688) confirm that the institution detects the weaknesses of the PPI processes with a view of determining the causes of any errors on implemented public policy. The ability of those involved in the institution to detect causes of errors in the PPI process suggests that evaluation of PPI takes place and this consequently implies that the level of implementation maturity is at its optimum level. This stage also marks the rectification of the identified errors (Prier *et al.*, 2011:3689).



#### **2.4.2 Implication of prescriptive models to public policy implementation**

In light of the impact of the prescriptive models to public policy implementation (PPI) which is the essence of what this study seeks to establish with regard to EED, the prescriptive models are integral component of the public policy process. Ijeoma (2008:102) points out that with the prescriptive models being central to public policy making and implementation, the following conditions are essential to the public policy process:

- Policy makers must identify a public policy problem on which there is consensus among all relevant stakeholders.
- All goals and objectives, the attainment of which would represent a solution to the problem, need to be defined and consistently ranked.
- Policy makers must forecast all consequences that will result from the selection of each alternative.
- Each alternative must be compared in terms of its consequences for the attainment of each goal.
- Policy makers must choose an alternative that maximises the attainment of goals.

These above mentioned conditions on the public policy process point significantly to the PPI for each condition to be realised. Therefore, the yardstick to realise the extent to which the conditions are met suggests or bears all the hallmarks of public policy implementation. The above mentioned conditions to the public policy process further imply that the PPI should embrace communication and consultation. Communication and consultation inform consistent definition and ranking of the PPI objectives and increases the opportunities of attaining pre-set goals (Ijeoma, 2008:103).

Fox *et al.* (2006:67) claim that the prescriptive model, like the rational comprehensive model, enables actors to have a full range of options from which to choose regarding public policies to be implemented. Implicitly, the prescriptive models advocate for multi-considerations, to underlie and guide actors in their quest to effective public policy implementation. Multi-considerations suggest hallmarks or

characteristics of influence that cannot be avoided when implementing the public policy. Ijeoma (2008:103) identifies the characteristics of a prescriptive model, namely, the comprehensive-rationality model, which influence public policy making and implementation as follows:

- Economic rationality, characterised by comparing costs and benefits in bringing the needs of the people on board before embarking on public policy implementation.
- The legal rationality, which advocates that public policy options have to be legally compliant to ensure that public institutions in their daily implementation of public policies comply with the relevant legislation.
- Social rationality, which influences the PPI, thus advancing and embracing democratic participation and democratic approaches.
- Substantive rationality, allowing for key questions to be asked about the usefulness of the PPI (benefits that may accrue to members of the public, the impact of the implemented public policy and its consistence with the Constitution).

The above characteristics underscore the multi-considerations and multi-faceted nature of the prescriptive models' influence on the PPI. The diversified nature and the multi-considerations in the general public policy process stand to create various public policy implementation branches. These branches are to be considered for enhancing prospects of the implemented public policy such that it yields results that meet pre-set PPI objectives. Cloete *et al.* (2006:35), in concurring with the multi-faceted influence of prescriptive models on the PPI, outline that in addition, a prescriptive model (namely the mixed-scanning model) allows for:

- problem structuring, which accommodates in the public policy process issues like causes and effects, stakeholders involvement and argumentation techniques;
- forecasting, which promotes public process that embraces theory mapping, modeling, scenario development, gross impact assessment and feasibility assessment; and
- public policy recommendation, which applies methods such as cost benefit analysis, mapping value clarification, monitoring and evaluation.

The above underscore the trend of this model to be perpetuating flexibility and all-encompassing attitude to all characteristics, which contribute towards a viable public policy implementation process. In light of this Fox *et al.* (2006:14) perceive the prescriptive model as having an ability to allow actors to scan for relevant alternatives by applying proper reviewing and analysis when embarking on public policy implementation. The flexible nature of the prescriptive model further implies that public policy actors have the liberty to scan for all alternatives that can make the PPI workable, informed and feasible enough to meet all identified and intended needs. However, Johnson (2005:01) perceives the prescriptive model as demanding to the PPI in terms of time and resources that must be devoted to it, making the costs of pursuing it to outweigh its benefits. Yet the deduction could be drawn that the ability of this model to create a platform for the best possible PPI option, remains a stark reality.

The other perceptual dimension, in which the influence of prescriptive type of models to PPI is evident, is its incremental aspect, since the incremental model is the core of prescriptive models. According to Rusaw (2007:354), the incremental model-induced PPI brings about minimal changes as they are aligned with existing strategic goals; are flexible and require few resources to implement. Drawn from this view is the perception that the PPI recognises what has been pre-existing and seeks to build and improve on it. It could be further deduced that the incremental aspect has less potential to replace or completely overhaul the PPI status quo, since its character and nature are based on continuity in order to enhance what is already in place. In that regard the PPI fashioned by this model is seemingly inclined to have elements of pre-existing *status quo* and offer only adaptations instead of new alternatives. The blatant shortfall about the incremental influence to public policy implementation is its apparent perpetuation of conditions that may contribute to ineffective public policy implementation and possible continuous failure to achieve public policy implementation objectives, as it is premised on transferring some elements of the existing *status-quo*, into the new cycle of implementing public policy. In that sense a recurrence of similar problems experienced before, in seeking to implement a public policy, remains unavoidable.

There are also other aspects of the prescriptive model that are perceived to have a negative influence on public policy implementation. According to Lipson (2007:81), the prescriptive model in the form of Garbage-Can model (GCM) explains decision making on public policy using the following characteristics:

- problematic preferences, which refer to ambiguity regarding problems and goals whereby organisational actors may be uncertain of the nature of problems they face and what they hope to achieve as they decide on and analyse public policy options;
- lack of clarity, which implies that organisational members or those tasked with making decisions on public policy are uncertain of the rules, structures and processes by which decisions are made; and
- fluid participation, which means that different actors are involved in different decisions or in the same decision at different times.

The combination of the aforementioned characteristics allows for an existence of a mix and interaction approach in which distinctive patterns of public policy implementation tend to be reactive rather than planned. Tiernan and Burke (2002:86) claim that the GCM prescriptive type of model which promotes reaction rather than planning, is an antithesis of good rationale required for effective public policy implementation. This suggests that actors in public policy implementation apply the instinctive approach rather than logical approach, thus rendering any public policy implemented to be inclined towards being reactive. Implicitly, reactive policy implementation, characterised by insufficient planning and consultation, is likely to dampen the effectiveness of the public policy implemented, consequently, making it difficult to match public policy objectives with the needs that it seeks to quench. Cloete *et al.* (2006:36) view this characteristic of prescriptive models as a form of encouraging laissez-faire approach to public policy implementation. The laissez-faire aspect of prescriptive models suggests a culture of responding rather than being proactive. Inevitably, deduction could be drawn that public policy implementation guided by the laissez-faire approach is likely to advance poor forecasting and consequently, poor goal setting, which in turn, may compromise the effectiveness of the public policy being implemented.

The stages of the public policy process are discussed next to demonstrate how PPI is interconnected with them.

## **2.5 STAGES / COMPONENTS OF THE PUBLIC POLICY PROCESS**

De Leon and De Leon (2002:471) argue that the public policy process comprises of various interlinked components or stages. This suggests that the stages or components of public policy implementation are integral factors in seeking to establish what the public policy entails. The Fox *et al.* (2006:51) concur that the process of the public policy is a grouping of action determining events that are interrelated. This implies that the inter-relatedness of these events translate into interlinked and interdependent components or stages of the public policy process.

The public policy implementation, which is the primary focus of this study, constitutes one of these inter-connected components of public policy. The inter-connectedness of these components of public policy suggests inter-dependability and indispensability. By implication the effectiveness of the PPI is informed by the extent at which the other components or stages are viable. In that sense public policy implementation is indispensable to other components of the public policy process for it is through public policy implementation that the success rate, efficiency and effectiveness of all components of the public policy process are established. It is envisaged that this interconnectedness of the PPI could be utilised to advance the objective of seeking to establish what public policy entails and what challenges there are in implementing public policies.

Consequently, focusing on all components or stages of public policy suggests a deepened and informed understanding of public policy and its implementation challenges, which the afore-said objective seeks to advance. The stages or components of the public policy process have drawn the attention of various public policy theorists, who have used stage or phase models to explain and enhance the understanding of the nature of the public policy process. A model in this case refers to a representation in an oversimplified manner, of a complex reality in order to describe and explain the relationships and to show how something should happen (Cloete *et al.*, 2006:27). The understanding of stages of a public policy process can

be enhanced by the explanation of how the public policy process unfolds. It is in that light that for the purpose of this study, focus is placed on the implementation of education-related public policies. Stage models remain a pre-requisite to understanding the implementation public policies.

The Dunn's stage model and the Wissink's stage model are discussed under topics hereunder. It is envisaged that this discussion can highlight the stage processes and their influence on the PPI processes.

### **2.5.1 Dunn's stage model**

One way to describe and simplify the nature of a public policy process is Dunn's stage model. According to Cloete *et al.* (2006:48) this is the process which shows the public policy process as comprising various subsequent phases or stages and these are:

- problem structuring which is associated with agenda setting;
- forecasting which is linked to public policy formulation;
- recommendation which deals with public policy adoption;
- monitoring which is associated with public policy implementation; and
- evaluation which is linked to public policy assessment.

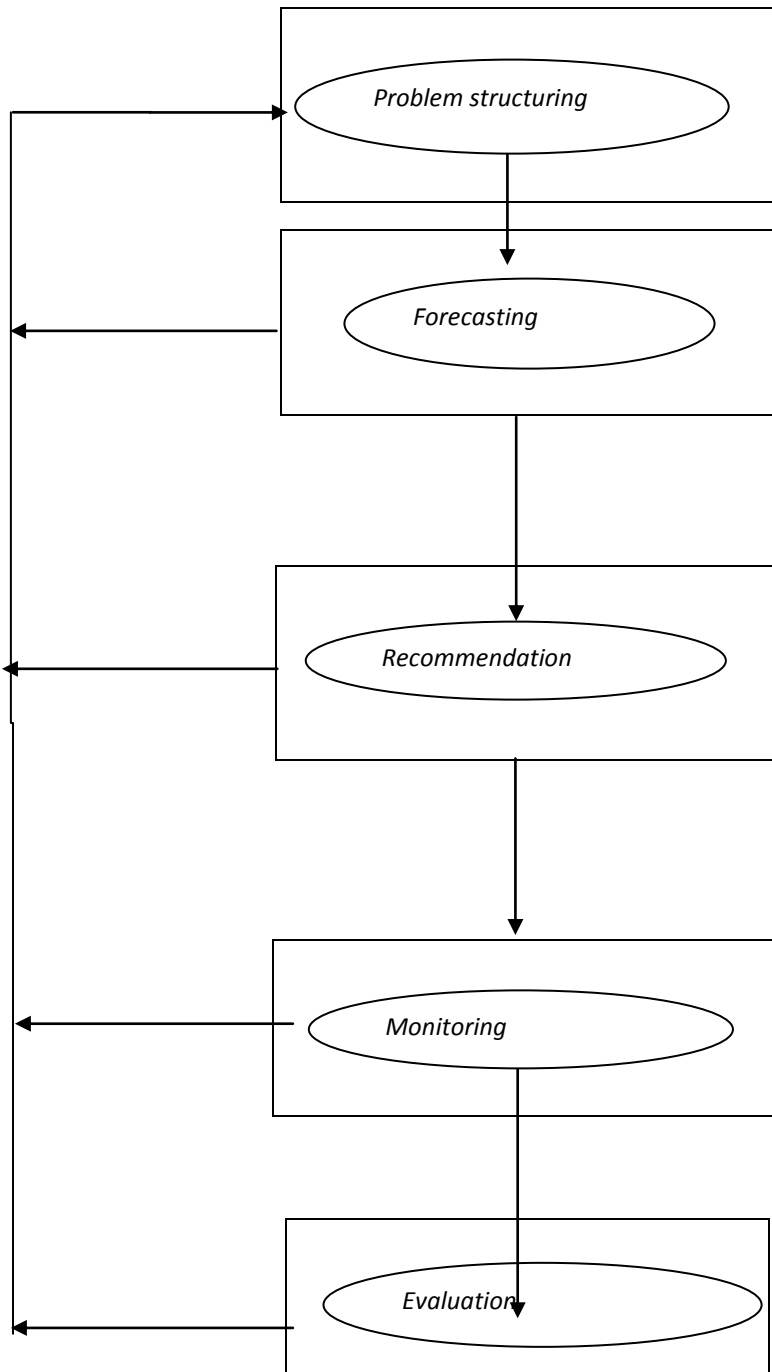
Although public policy review is not directly mentioned, it is suggested and implied that after each assessment there ought to be review of public policy.

The Dunn's stage model (Figure 2.5) seeks to highlight the stages of public policy and their inter-connectedness. These constitute the stages of the public policy cycle which according to the model are linked to each other. This implies that the activities such as problem structures, forecasting, recommendation, monitoring and evaluation are inter-dependable. The inter-connectedness of these processes, as indicated in Figure 2.5 below, further suggests that each of the above-mentioned stage is an integral part of the public policy cycle. It can also be deduced that the inter-dependability and inter-connectedness of all stages of the public policy process eradicate the stereotyped nature and rigidity.

The Dunn's stage model has evaluation as its final stage. According to Makhalemele (2007:102), public policy evaluation is the stage during which contents, implementation and impact of public policy are evaluated and assessed with a view of determining public policy decisions delivered and goals achieved. This suggests that the evaluation stage entails determining the consequences of public policy in practice which, in turn, assists in determining the success of the implemented public policy. In light hereof, it can be inferred that evaluation is the conduction of value assessment.

Fox *et al.* (2006:108) argue that the public policy process is not a one dimensional activity, but is rather a complex process involving many role-players and various stages. This suggests flexibility and ability to pause or move towards any stage process in a quest to ensure a successful public policy process, culminating in effective implementation that meets intended public policy objectives. Noticeable, in Dunn's stage model is the absence of the feedback stage which is also vital element of public policy process.

The interconnected public policy stage processes of the Dunn's model are shown in Figure 2.5.



**Figure 2.5:** Dunn's public policy stage model  
**Source:** Cloete *et al.* (2006(b):50)



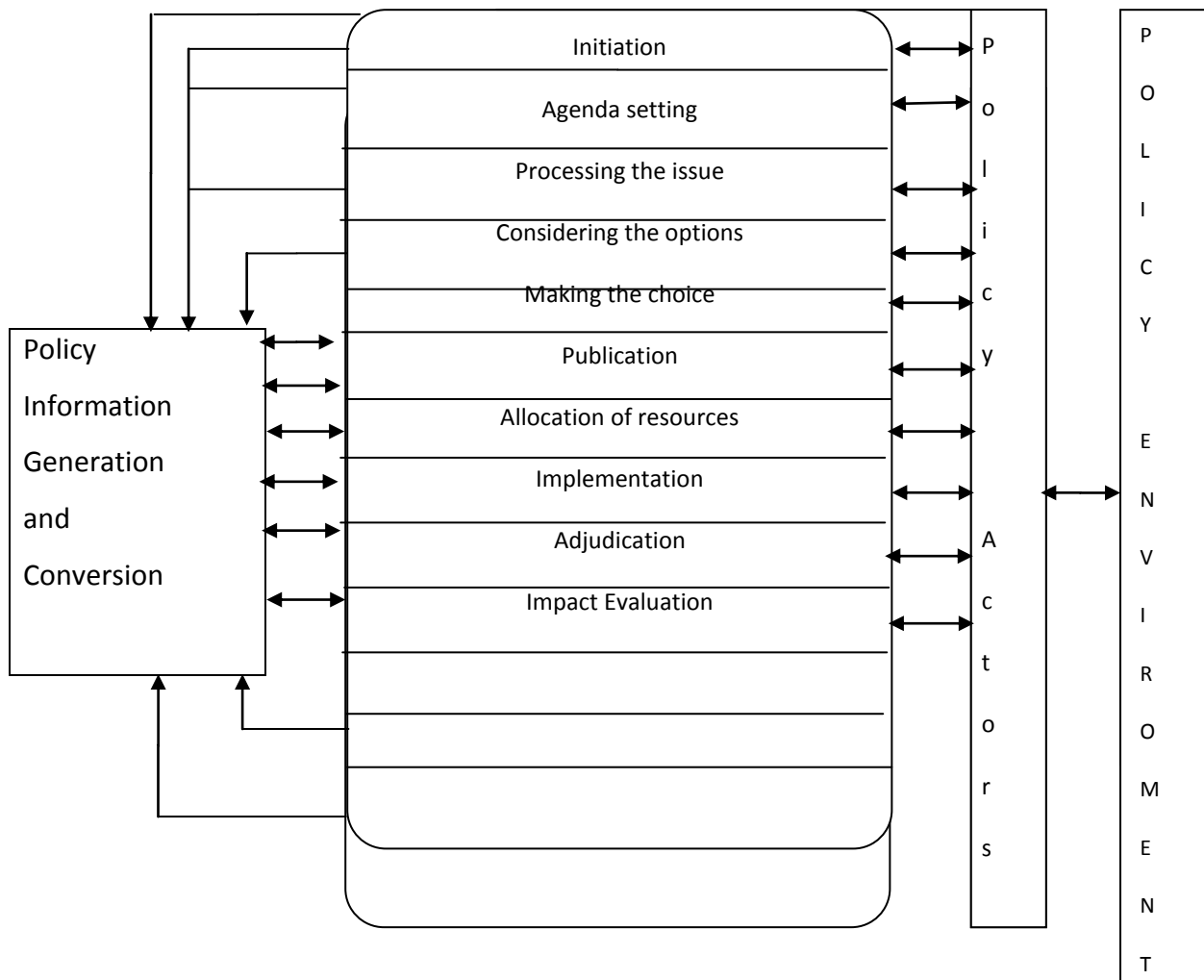
### 2.5.2 *Wissink's stage model*

Another public policy stage model developed in South Africa asserting the South African perspective on public policy process is the Wissink's public policy stage model.

The public policy stage model graphically represented below, attempts to include all related aspects of a public policy process, which, *inter alia*, are:

- Initiation – denoting the process of becoming aware of a public policy issue.
- Agenda setting – an act of placing the issue on the public policy- making agenda.
- Processing the issue – through problem and major actors identification.
- Considering the options – a process of seeking alternative forms of actions.
- Making the choice – marked by selecting an alternative or a combination of alternatives from among those that have been selected.
- Publication – dissemination of information through various media related to decisions taken.
- Allocation of resources – comprising of budgeting and selection of resources needed for the implementation of public policies.
- Implementation – rolling out of actual programmes.
- Adjudication – the use of administrative and legal procedures to enforce public policy.
- Impact evaluation – weighing the results and the value of public policy implementation.
- Feedback – report compilation and issuing of reports to relevant decision makers on public policy impact (Fox *et al.*, 2006:53).

The processes which entail Wissink's public policy stage model are diagrammatically encapsulated in Figure 2.6.



**Figure 2.6:** Wissink's public policy stage model  
**Source:** Fox *et al.* (2006:53)

The significance of this model is its elaborative nature and its ability to effect policy information at any stage and in any direction of the policy process. In addition, and unlike in Dunn's stage model, this model overtly indicates the perpetual involvement of actors in the public policy process from the state of initiation to the final stage of feedback. The continuous involvement of actors throughout the public policy process, suggests an owned and supported process which, inevitably, has in turn a positive impact on the effectiveness of the actual public policy implementation process.

However, since this study does not seek to be limited to one researched model, both Dunn's model and the Wissink's stage model have been collaboratively used to be a source from which to deduct a public policy cycle. The following discussion describes the public policy cycle, of which the PPI processes is an integral part.

### **2.5.3 Public policy cycle from the Dunn's and Wissink's stage models**

It could also be deduced, from the comparison of these public policy stage models, that all processes in each stage converge into a common public policy cycle. For example, initiation suggests it to be part of agenda setting, processing the issue and considering options points to public policy formulation, making the choice and publication suggest public policy adoption, allocation of resources and adjudication suggestively form part of the PPI while impact evaluation and feedback suggest the public policy assessment stage.

Therefore, through using Dunn's and Wissink's public policy stage models as a point of departure, it could be assumed that in order to establish the nature of a public policy process, focus should be on the public policy cycle comprising of:

- public policy agenda setting;
- public policy formulation;
- public policy adoption;
- public policy implementation;
- public policy monitoring;
- public policy evaluation/assessment; and
- feedback.

This above-mentioned public policy cycle is compatible with and comparable to the six stages of the public policy cycle identified by Colebatch (2002:50) and which can be indicated as follows:

- identifying the policy problem;
- agenda setting;
- identifying alternative solutions to the problem;
- choosing the most feasible alternative;
- implementing that alternative; and
- evaluating the impact of the public policy.

While these versions of public policy cycles may not be completely similar, they both suggest the public policy process to be a cyclic phenomenon. It could also be

deducted that the versions of public policy cycle encapsulate public policy implementation (PPI), which is the main focus of this study (cf. 1.5).

Therefore, the PPI does not take place in isolation. The ensuing discussion of the stages or components of public policy seeks to highlight that all public policy components or stages converge on the PPI, in the sense that the impact of each stage is inextricably linked to the PPI. Consequently, the stages or components of the public policy process tend to advance the prospects of the PPI. It is envisaged that unpacking them will enhance the understanding of what public policy entails, especially with regard to how the PPI relates to other public policy components or stages. In addition, highlighting them will help establish how the implementation of DAS, WSE, IQMS and DSNG ought to have unfolded, and how it is linked to other stages of public policy. It will also indicate and what challenges the implementation of these education-related public policies and national guidelines presents to EED.

The stage process of Dunn's and Wissink's stage models is discussed under the following seven sub-headings.

### **2.5.3.1      *Public policy agenda setting***

Agenda setting is the core of the public policy development and implementation. Indicatively, any public policy process evolves as a result of going through an agenda setting stage. In an attempt to unveil what agenda setting entails, Berger (2001:91) claims that agenda setting involves establishing a list of problems and determining priorities for action. Implicitly, conflicts, concerns and problems, gain prominence in order to be viewed and prioritised. In that regard issues of concern or identified problems have to compete for a place in the agenda. Cloete and Meyer (2006:105 & 108) claim that agenda setting is a deliberate process through which public policy issues of concern are identified and problems defined and prioritised for action. These aspects are influenced by the following (Cloete & Meyer, 2006:108):

- The crisis proportionality of the public policy problem – implying that the identified problem can no longer be ignored if it reaches crisis proportion.

- The particularity of the public policy problem- as it enables it to be viewed uniquely from other public policy problems, thus becoming noticeable.
- The emotive aspect of the public policy problem – meaning issues must have a driving force and be attention drawing.
- Impact – whereby issues with a wide impact have a better chance of reaching agenda status than issues with a low impact.
- Power relationships in societies – implying those who have power, skill, money and knowledge have a better chance to influence a public policy agenda than those who haven't these attributes.
- Fashionability of issues – implying that issues of symbolic value receive first priority of being placed on the public policy agenda.

According to Chand (2011:02), the influences serve as needs determinants through which a public policy agenda is set. Therefore, for issues to be prioritised and incorporated into the public policy agenda, they seemingly should appeal to some of the above factors, which generally influence the public policy agenda setting. Implied by the above influences is the tendency to be able to link a set public policy agenda to PPI, thus ensuring that the public policy implemented responds to the set public policy agenda. It is, therefore, in the light of public policy agenda setting that public policy implementation evolves, seeking to answer the set agenda as influenced by one or more of the afore-mentioned factors.

### **2.5.3.2      *Public policy formulation***

The public policy formulation stage marks the shape and direction of the public policy. Laauwen (2004:38) views this as a stage where the writing of a public policy, before it is formally adopted, takes place. At this stage a draft representing the idea and direction of the public policy is drawn and rules dictating on the public policy may be drawn after it has been adopted. During the public formulation stage, pertinent and acceptable courses of action are proposed and developed (Mokhaba, 2005:78).

Key to the formulation stage of public policy is to determine alternatives available, their benefits, cost implications and feasibility (Van Niekerk *et al.*, 2001:95). These attributes are testament to what could be referred to as a public policy design stage. Roux (2006:126) attests to this sentiment that public policy design is the planning and development of public policy content, the conversion of intellectual and financial resources into a plan of action, characterised by:

- goal and objective setting;
- prioritisation;
- option generation; and
- assessment.

The drawing of a plan of action points to the formulation or design of a public policy blue print that outlines all aspects that inform the public policy, including its actual implementation. James and Jorgensen (2009:150) affirm that problem definition, the public policy goals, target population, public policy costs and benefits are aspects that should be the core of public policy formulation or design.

The issue of legitimacy and efficacy in public policy formulation are inseparable. According to James and Jorgensen (2009:150), public policy formulation should be able to clarify who gets what, how and why. This inevitably determines the extent of public policy legitimacy and borders around who is involved and what benefits the formulated public policy brings. Montpetit (2008:264) claims that legitimacy is informed by the type of actors involved in the public policy formulation process. This implies that ensuring that citizens are increasingly involved in public policy formulation will improve its legitimacy. Efficacy, which refers to the desired effect of the public policy, should not be neglected because of its interconnectedness to legitimacy (Montpetit, 2008:264). Therefore, participating in the public policy formulation confers all relevant actors with a sense of belonging and offers them an opportunity to contribute to the effective formulation of public policy.

Beyond embracing public policy efficacy, actors' involvement in public policy design suggests a process that will generally be perceived legitimate. The legitimacy of public policy formulation implies positive repercussions for public policy

implementation. Since public policy formulation shapes and informs the implementation of formulated public policy, its legitimacy is bound to lubricate attitudes of actors and promotes ownership or sense of belonging, which in turn will help create a favourable climate for effective public policy implementation.

### **2.5.3.3      *Public policy adoption***

The public policy process also entails the stage where a decision has to be made on the public policy to be pursued. Inevitably, the capacity to make a decision becomes paramount, rendering this stage to be a public policy decision making stage. This issue of public policy decision making entails identifying and anticipating opportunities (Fox *et al.*, 2006:54). This calls for an ability to identify the public problem in order to invoke necessary decisions on public policy. Decision making is, therefore, a significantly integral part of public policy process. When considering a decision on public policy adoption, Brynard (2006:168) affirms that such process should incorporate:

- identification of the problem;
- development of the alternatives;
- analysis of the alternatives; and
- choice of the best alternative.

The above strategy suggests that actors involved in the public policy process should have the capacity to discern and to be creative in order to conduct analysis, which ensures viable alternatives towards implementing a public policy. As a result, it advances or promotes public policy that, when implemented, will yield desired results as per identified needs. Therefore, the careful considerations made point to the fact that each PPI strategy or alternative is subjected to intense scrutiny to ensure the choice of the best alternative and consequently, effective public policy implementation.

Accomplishing public policy adoption is not the final stage of the public policy process. Instead it suggests that the public policy implementation process will commence.

#### **2.5.3.4 Public policy implementation (PPI)**

After adopting a public policy, it has to be implemented. The implementation process can be perceived and defined in various ways. According to Mokhaba (2005:113), implementation entails assembling elements required to produce a particular outcome. Schofield (2001:254) holds the view that implementation equates to converting public policy into action. Van Niekerk *et al.* (2001:96) concur with Schofield (2001:254) that PPI entails the translation of decisions into actions. On the other hand, PPI is perceived to be a conversion of mainly physical and financial resources into concrete service delivery outputs aimed at achieving public policy objectives (Brynard & De Coning, 2006:183). Fox *et al.* (2006:58) describe the PPI phase as a plan set in motion. In this study, the PPI could, therefore, be perceived as translating the public policy plans into workable and actionable strategies that seek to meet the pre-set public policy objectives, through utilising available resources. In light of this, public policy implementation suggests the accomplishment education-related public policies through the planning and programming of operations and projects.

According to Fox *et al.* (2006:58), the utilisation of resources suggests the use of human capital, budgets and designed programmes to achieve public policy objectives. Therefore, it is envisaged that understanding the concept of the PPI should enable the unpacking and clarification of questions such as:

- What happens after a public policy has been enacted?
- Are the objectives of public policy achieved?
- Who can influence the public policy implementation?

Mokhaba (2005:113) indicates that PPI is not a simple exercise since it is expected that for every public policy implemented, right implementation activities should be found. In that regard, PPI requires planned and perceptive management (Fox *et al.*, 2006:58). This suggests that for effective PPI to occur, visionary management should be in place to live up to the challenges that inevitably accompany the PPI. It can be concluded that the implementation of public policy in any public institution and at any level hinges on the management capacity and vision. In addition,



Mhlongo (2008:35) outlines that the following five elements have to be in place to ensure the PPI:

- purpose – a clear and compelling purpose for the desired change;
- vision – a concrete and inspiring vision of the desired change;
- ownership – strong ownership for the desired change among those affected by it;
- capacity – broad capacity and skills for implementation of desired change; and
- support – tangible organisational support for making the desired change to happen.

The above elements underscore the perception that for the PPI to be effective, an implementation-friendly environment has to be created. Inversely, failure to provide a favourable environment, suggests a PPI process that may not be optimally able to achieve the pre-set public policy objectives.

Implementation of education related public policies follows specific methods. Makhalemele (2007:183) identifies the following methods, through which implementation unfolds:

- The sudden (“Big bang”) method- characterised by a complete change-over from the old to the new public policy and has a high risk of causing chaos within the system.
- The parallel method- which allows the running of both old and new public policies in order to check whether the new public policy works satisfactorily or not.
- The phased implementation method - which allows for a gradual adoption of education-related public policy to be implemented in an economical and less risky way.
- The pilot method- which allows for education related public policy to be trialled in a small scale over a period of time (with a view of identifying implementation needs and challenges) before a full scale implementation.

Public policy implementation has not been perceived at the same level over the years. According to Brynard and De Coning (2006:184) and Mokhaba (2005:113), scholarly perception of the PPI has occurred at three levels, namely:

- the first generation, with an assumption that the public policy implementation would happen automatically;
- the second generation, with a view that opposes the first generation assumption by explaining the public policy implementation failure in specific cases, and assuming that it is a complex political process; and
- the third generation, which is less concerned with the implementation failure but focusing on understanding how implementation works and how its prospects might be improved.

It can be implied that perception of the PPI is a determinant of implementation success and effectiveness. It also implies that perception on the PPI also impacts on the extent to which public policy objectives are identified and articulated by first, second and third generations.

The perception on the PPI has shifted over time suggesting that creating a PPI friendly environment could not remain static but it has also shifted accordingly. Brynard (2005:653) adds that while predictive implementation theory remains elusive, the third generation thinking has substantially enhanced the important clusters of variables that can impact on public the PPI. There are five critical variables for studying public policy implementation namely: context, content, commitment, capacity and clients and coalitions. According to Mokhaba (2005:128), the significance of these five critical variables, also known as 5-C protocol, is that they shape the direction of the PPI.

The five critical variables are discussed below.

#### **2.5.3.4.1**    *CONTENT*

The fundamental issue about the content is its ability to shape public policy implementation. Brynard and De Coning (2006:196) claim that content yields public

policies that are distributive, regulatory or redistributive in nature. Distributive public policies create public goods for the general welfare and are non-zero sum in character; regulatory public policies stipulate conduct rules with sanctions for failure to comply; and redistributive public policies seek to change allocations of power of some groups at the expense of others.

#### **2.5.3.4.2**    *CONTEXT*

Mokhaba (2005:129) asserts that public policy implementation does not take place in a vacuum but under specific political, social, economic and legal context. Brynard (2005:659) concurs that the conceptuality is an important factor to be considered by actors entrusted with the implementation process whenever focusing on the PPI.

#### **2.5.3.4.3**    *COMMITMENT*

The integral element of the PPI is indebted on those responsible for its execution. Hence commitment remains the pillar of ensuring public policy implementation.

According to Chiavenato (2001:19), commitment of administrative staff is important and should incorporate the development of officials on how to implement public policies. Mokhaba (2005:129) also affirms that even if a public policy satisfies all the requirements of cost benefit analysis, satisfactory policy content and available resources, it will not be implemented if its implementers are not committed. According to Brynard (2005:660), the synthesis of the PPI depends on the two following factors:

- that the commitment is important not only at the street level but at all levels through which the public policy passes; and
- that in keeping with the web-like conception of inter-linkages between the five critical variables, commitment will be influenced by, and will in turn influence, all the four variables i.e. content, capacity, context and clients and coalitions.

Commitment, therefore, is a positive catalyst to effective and responsive public policy implementation.

#### **2.5.3.4.4**    *CAPACITY*

Capacity refers to the structural, functional and cultural ability to implement the public policy objectives and it subsequently taps on the availability of and access to tangible resources which can be human, financial, material, technological and logical (Brynard, 2005:660).

Brynard and De Coning (2006:199) add that capacity also includes intangible resources in the form of leadership, motivation, commitment, willingness, courage, endurance and other intangible attributes needed to translate public policy rhetoric into action. According to Makhalemele (2007:171), for the implementation of public policies institutions need to have appropriate capacity. Matheson (2009:1159) agrees that the extent to which public policy is concretised during implementation is dependent on, among other things, the need for local knowledge and expertise and the level of predictability.

Knowledge and expertise overtly point to the capacity needed to translate public policy into actionable and implementable strategy. Based here on, the implementation of public policies suggests profound dependence on the strength and stability of the personnel within and institution (Matheson, 2009:1160). It could be concluded and deduced that the level of predictability suggests skills and ability that can be utilised to interpret theoretical public policy into workable and predictable programmes that seek to achieve the set public policy objectives.

#### **2.5.3.4.5**    *CLIENTS AND COALITIONS*

According to Mokhaba (2005:132), forging coalitions with various interest groups, opinion leaders and other parties during the PPI process, is in the interest of achieving efficiency, cost-effectiveness and transparency. The Clients and Coalitions variable borrows from this afore-said perspective. The PPI requires collaboration, consultation and communication. Collaboration, consultation and communication

inevitably create a platform for brainstorming, sharing of ideas and predicting viable alternatives through which optimum results could be achieved.

Focusing on clients and coalitions strengthens the implementation process in the sense that it seeks to identify potentially influential clients and coalitions that are vital to the PPI process (Brynard, 2005:661). However, employing this critical variable is susceptible to leaving out key actors in the PPI process, as the identification of clients and coalitions tends to limit the scope. Mokhaba (2005:133) cautions that identifying clients and coalitions should be done in the way that seeks to identify whether influence will be favourable or unfavourable in order to determine those that may be needed for the PPI process. Therefore, embarking on this critical variable suggests that it should be cautiously done to ensure that it does not create a climate of non-support and non-ownership of the PPI process by actors at all levels of instituting public policy.

While the implementation stage remains the crucial stage of the public policy process, the evaluation stage, discussed hereunder, can be an exceptional instrument that can effectively attempt to address the question regarding whether the objectives of public policy are achieved or not.

#### **2.5.3.5      *Public policy monitoring***

According to Khosa (2003:47), PPI requires mechanisms of on-going monitoring over and above the turning of an initial decision into action. On-going monitoring in any PPI process suggests an improved accountability on those expected to implement the education-related public policies. Mbelu (2011:27) perceives monitoring as a process that entails determining how the public policies implemented reach its intended targets. This implies that public policy monitoring is the radar that guides and shapes the implementation processes in order for the pre-set objectives to be achieved.

For public policy implementation to achieve its intended objectives, monitoring should be on-going, co-ordinated and allow other actors to make an input in the process (Khosa, 2003:47). Co-ordination and allowing other actors are indicative of

public policy monitoring that is embrasive of collaboration from other actors, like NGOs. According to Aminu *et al.* (2012:03), collaborated monitoring of public policies allows for diverse opinion and broad perspective on the extent to which each implemented public policy meets the set public policy objectives. Monitoring informed by diverse opinion and broad perspective is suggestive of a process that allows detailed reporting and feedback on public policy monitoring challenges as each PPI process unfolds. Jones (2011:01) points out that monitoring of public policy are capable of establishing human resource capacity challenges facing institutions that are to implement public policies. According to Aminu *et al.* (2012:48), identification of PPI challenges encourage solutions to challenges and lead to improved accountability. Therefore, in the context of identifying challenges, monitoring suggests a yardstick against which the impact of PPI processes can be perceived.

#### **2.5.3.6 Public policy evaluation**

The success of any public policy is measured by how it is implemented and its effect (Pelser & Louw, 2002:01). Implicitly, this suggests evaluating the public policy and its implementation to determine its success and effect. Evaluation is an important stage of the public policy cycle. In seeking to understand evaluation, Cloete (2009:295) views evaluation as a systematic judgment or assessment of public policy programmes. Systematic assessment suggests determination of impact. Therefore, the public policy evaluation is a process through which feasibility, effectiveness and impact of the PPI could be assessed (Van Niekerk *et al.*, 2001:98).

On the other hand, Cloete (2006:247) perceives public policy evaluation or assessment as a judging process to compare explicit and implicit public policy objectives with real or projected outcomes or impacts. For the purpose of this research, public policy evaluation is all processes and tools employed to comparatively determine the extent to which public policy outcomes meet the pre-set public policy objectives. Conceptualised this way, public policy evaluation determines the impact of the PPI in meeting public policy objectives. Consequently, Makhalemele (2007:140) perceives evaluation of public policies to be a complex process that requires planning and decision making by the directive officials and other actors involved in the PPI processes.

Evaluation is purpose driven. According to Van Dijk (2005:204), the purpose of evaluation is three fold, namely:

- To gather information that will provide a framework for improvement.
- To pass judgment with a view of determining public policy's total effects.
- To learn from identified challenges during implementation in order to ensure that they are not duplicated.

This indicates that public policy evaluation is a process that should be undertaken for specific and clearly defined reasons. Cloete (2006:248) indicates that public policy evaluation or assessment is undertaken, *inter alia*:

- To measure progress towards the achievement of public policy.
- To learn lessons from the programme for future public policy review, redesign or implementation strategies.
- To test the feasibility of an assumption, principle, model, theory proposal or strategy.
- To provide accountability.
- To better advocate a cause.
- For public relations purposes.

From the above, it can be conceptualised that the evaluation, when linked to above-listed reasons, is likely to induce concrete public policy evaluation benefits. These above-mentioned criteria are utilised as standard determinants without which it could be difficult to establish the effectiveness of implemented public policy. Mokhaba (2005:141) affirms this view when he claims that from public policy evaluation, the following benefits could be derived:

- It provides precise evaluation of the nature and extent of the impacts expected, thus assisting planners to identify programmes that are likely to give value for money.
- It detects whether unsatisfactory situation is due to internal or external factors, thus enabling the avoidance of programmes that are likely to yield undesired results.
- It identifies factors contributing to programme impact, which in turn assists in enhancing programme design.

- It helps identify groups that are likely to benefit the least.
- It estimates the time period during which the impact of public policy implantation is likely to occur.

The afore-mentioned benefits of public policy evaluation do not only bolster the purposefulness of public policy evaluation, but they enhance planning and strategy development on the PPI. It creates an opportunity for actors to learn from implementation difficulties and failures, in order to be able to forecast and anticipate better whenever required to embark on the PPI.

Public policy evaluation takes place in various forms. According to Cloete (2009:296), there are three types of public policy evaluation, namely:

- Formative evaluation – frequently required at a very early stage to undertake a formal assessment of the feasibility of different public policy options.
- Ongoing or process performance evaluation – undertaken when public policy is being implemented.
- Summative evaluation – conducted at the completion of public policy to assess general results and impacts of public policy.

This suggests that the public policy evaluation is not limited to just after the PPI stage. Mokhaba (2005:142) concurs to this idea when he affirms that public policy evaluation should not take place suddenly, abruptly or haphazardly, but should be a continuous function. Continuous public policy evaluation also suggests focusing on short term, medium term and long term impact, which in turn assist in maximising public policy improvement strategy. While the PPI stage is a crucial indicator of how the public policy process unfolds, continuous public policy evaluation seems to be the viable tool of detecting problems at all stages of the public policy process.

Makhalemele (2007:141) claims that the following set of criteria listed below can be used to evaluate the actual results of each public policy implemented:

- Efficiency (to determine whether the actual result was achieved within the given time).



- Effectiveness (to determine the extent of costs in terms of resources like personnel and finance, for the development and implementation of public policies).
- Suitability (to determine to what extent the implemented public policy counter-acts the challenges it intended to alleviate, e.g. lack of support as a public policy challenge).
- Fairness (to determine how the results of implemented public policy meet the expectations of all the actors involved).
- Impact (to check if the actual results of the evaluated public policy, managed by the appointed personnel, meet the expectations and the needs of the community).
- Applicability (to determine if the actual results of the evaluated public policy are applicable in promoting effective and efficient programme for public policy implementation).

The above-mentioned criteria for evaluating the implemented public policies, suggests a traceable trend upon which the feedback could be based and by which it could be informed. The feedback stage of the public policy process is discussed below.

### **2.5.3.7 Feedback**

According to Du Toit *et al.* (2002:107), feedback is indispensable to the public policy process. Feedback encourages consultation, information-sharing sessions, openness and transparency (Nyamukachi, 2005:25). It can be inferred that feedback is a mirror against which reflection on the public policy process can be undertaken.

Makhalemele (2007:142) affirms that once the actual results of the implemented public policy have been compared to the expected results, it is necessary for these results to be fed back into the community where the problem or the need initially arose. This further suggests that the feedback prevents the value of the implemented and evaluated public policy from being lost. In light of this, the feedback results can

be used for training purposes, for through feedback, identified shortcomings in public policy process can be avoided in future.

The PPI and all other components or stages of the public policy process cannot effectively take place without involvement of various actors. It is, therefore, in that light that the following exposition seeks to highlight the important role of actors in the PPI and in other stages of the public policy process.

## **2.6 ACTORS INVOLVED IN THE PUBLIC POLICY PROCESS**

One of the primary factors in all stages of the public policy process is the involvement of all actors (role-players and stakeholders). Involvement of all the actors harnesses the resources in a coherent and purposeful way (Ijeoma, 2008:106). Roux (2005:83) claims that the extent of involvement of all the actors also depends on the nature of the public policy. This suggests that intensity and vigour of involvement of actors in the public policy process, centres on the interests of actors on the public policy at hand, interlinked with the stage of public policy process in which such interest is invigorated.

Various actors are involved in the public policy process. Ijeoma (2008:106) asserts that actors involved in the public policy process also include pressure groups from diverse backgrounds, geographic regions and socio-economic levels. He describes pressure groups as one group of actors exceeding internal boundaries of the organisation and in a quest to make their voices heard on behalf of its group members and stakeholders. The special interest groups involved in and influencing the public policy process with special social relationship could be described as pressure groups, which in turn are an embodiment of actors in the public policy process.

Ijeoma (2008:106) and Cloete and Meyer (2006:112) identify the following actors as important role players that influence the stages of the public policy process:

- Family- responsible for beliefs, values and opinions that shape and influence decisions in the course of public policy.

- Religion – through which religious indebted perception on issues like violence against women, political and religious tolerance, education, has prompted religious groups to be actively involved in forming pressure groups which influence the public policy making and implementation process.
- Academic institutions – which are the hotbeds of opinion makers that contribute to the public policy making process through seminars, debates, publications and even sometimes through rioting in a bid to register social problems that will shape the public policy agenda.
- Occupational based organisations (OBOs) – groups of people that associate with each other in a variety of ways namely; class, strata, systems, unions, to inform and influence public policy making process, by even staging riots and protests.
- Government – which is the heartbeat of the public policy process does not only focus on democratic justification, legitimacy and legality of the public policy process but initiates public policies that seek to support its developmental agenda, thus making it to play an impact in the public policy implementation process.
- Elected political office-bearers – which are elected representatives, who use their constituency mandate, through public speeches, debates and campaigns to raise issues that shape the public policy implementation process.
- Appointed officials – who by virtue of being career public managers are manufacturers, receivers and implementers of public policies, responsible for assessing the status of public policies in terms of; urgency of issues, level of agenda, budgetary implications of public policy agenda, priority and internal capacity to deal with agenda that exists.
- Courts of law – which align public policy making to legislation to ensure that public policy implementation process does not contradict the laws of the land.
- The media – which, with its resources, shape the public opinion on implemented public policy and hence public policy process through its ability to educate or indoctrinate.

It is evident that actors' involvement in the public policy process is spurred by interests, which in turn, determine their actions towards influencing public policy implementation. By virtue of being actors from different backgrounds and with different interests, that intensity of participation may vary. Booysen (2006:131) affirms that participation in public policy making expands and contracts around clusters of actors.

Gumede (2008:07) stipulates that the nature of the public policy process in South Africa is encapsulated in seeking partnerships with the rest of society. This suggests collective contribution to the public policy process. According to Kim and Roh (2008:679), collective involvement of actors is governed by the Advocacy for Coalition Framework (ACF) which assumes that people with a shared belief system will undertake concerted activities during the public policy process. For instance, farmers, sportsmen and sportswomen, academics and religious groups have different interests and aspirations which spur them to seek the PPI that caters for their needs (Mokhaba, 2005:91).

Seeking contribution from a wide variety of actors suggests an embodiment of an intention to embrace all spectrums of the community in all stages of the public policy process. In this regard public participation in varying degree is fundamental to public policy implementation. Cloete and Meyer (2006:114) state that while ways of public participation in the public process could be; through political representatives, through leaders of legitimate organisations or interest groups and through involvement of individual opinion, public participation is categorised into four types namely;

- Ratification: which means approval and legitimising decision or actions after someone else has taken them, making this form of participation to be a weak one;
- Consultation: a form of public participation subject to abuse, in which an audience is used as a sounding board and eliciting opinions, suggestions, advice or recommendation about an issue before or after a unilateral decision-making process on public policy;
- Negotiation: which embodies direct involvement in discussions leading to joint decision making through agreement on public policy issues; and

- Execution: which means direct involvement in planning, drafting implementation and valuation of the public policy.

The latter two types of public participation (i.e. negotiation and execution) suggest a greater degree of public participation, as both types uphold direct involvement and emphasise the significance of public involvement in the public policy process to ensure that the public policy implementation is not only well received but also owned by relevant stakeholders.

Involvement of actors in the PPI and in other stages of the public policy can be witnessed in various strategies. John (2003:485) affirms the ability to examine strategies of actors within institutions at large. It can be deduced that it is through such close scrutiny that focuses on all positive aspects towards effective PPI that the role of actors in the PPI at various levels within an institution may be affirmed rather than compromised. The positive that can be drawn from the involvement of actors in the PPI process is its ability to elicit strategies that enable actors to be alert about the weakness of being self-centred rather than seeking consultation, collaboration and all that benefits the nation at large. The strategies of all actors seem to be fundamental to the PPI, as the effectiveness of each public policy is dependent on how implementation strategies are employed to meet the public policy intended objectives.

## **2.7 CONCLUSION**

The focus of this chapter was to establish what public policy entails. It encompassed the models that inform the public policy process and the actual facets of the public policy process.

Public policy operates within a particular legislative framework. This chapter identified aspects that inform the South African public policy process. Emphasis was on how public policy should embrace legislation as a public policy process does not obtain in space but is subject to a specific concept. Contextualisation of public policy also influenced the discussion in this chapter with the focus on the trends of the public policy in South Africa.

Understanding what public policy entails is informed by establishing the impact of models in the public policy implementation process. The descriptive and prescriptive nature of the models affects the public policy implementation process in varying significant forms. Discussion of both prescriptive and descriptive public policy models sought to highlight the impact of identified models to public policy implementation. The dependence of public policy models influencing ideologies such as Socialism, Capitalism and Welfare State is inextricably linked to the public policy process. In that regard ideologies influence thinking that shapes public policy and inevitably shapes public policy implementation.

The public policy process also entails understanding all stages or phases of the public policy cycle. The significance of each stage discussed in Dunn's and Wissink's public policy stage models enabled the formalisation of what the public policy process entails, that is, agenda setting, public policy formulation, public policy adoption, public policy implementation and public policy evaluation. Actors involved in the public policy process were identified as important role players in shaping and in implementing public policy. Their involvement in the public policy implementation process is indispensable and takes on various forms and at various stages of the public policy process.

The ensuing chapter singles out one of the stages of the public policy process, namely: public policy implementation. It will focus on, *inter alia*, internal organisational arrangements for public policy implementation, actors' capacity in supporting public policy implementation and mechanisms in place to monitor and review the effect of implemented public policies. This will be undertaken with a view to establishing what the DAS, WSE, IQMS and the DSNG entails.