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An Examination of Policy and Scope of Familiarity with Public Policy-Making

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Abstract: The policy is not just a decision, it is a process involving all actions that arise from the time of the problem, and eventually leads to the evaluation of the results of the policy implementation. in general, the policy is a sustainable pattern that responds to different and sometimes contradictory expectations and motivates the audience to draw their attention to problems. public policy is defined and defined how to allocate public resources to each of the sectors and areas and how government and system interact with the public of the public. Human life today has been linked to public policy-making in every way, and every moment of his life has a relationship with public policy in some way. Issues such as environmental pollution, public health, education, social security, continuity of public services and many other issues place within the context of public policy-making. Public policy-making includes components that are so called objective, content and effect. Objective is a destination where a public policy is formed to reach. Public policy-making, in a simple process, consists of three main phases of formulation, implementation and evaluation, and its importance in the development of communities is obvious to anyone. The formulation and implementation of policy-making in Iran's organizations is accompanied by problems. This study is fundamental research in terms of objective, and review and library research in terms of nature and implementation method, and it is the result of author's study and collection from various references.

Keywords: Public Policy-Making, Good Policy, Policy Formulation, Policy Implementation

1. Introduction

After the second world war, following the efforts of political scientists to gain a new understanding of the relations between the governments and citizens of the policy of policy has been formed. prior to that, studies on political life were emphasized on the normative or moral aspects of government or the activity of specific political entities.

New century has a particular importance to the human. Population growth in some parts of the world, technical innovations, transformation in values, and change in political, economic and strategic boundaries of the world have made this century a distinctive epoch in contemporary history. In the new century, the human takes the step towards the century of increasing changes and faces more complex and difficult issues. Facing the new century requires fresh and complicated decisions and policies, and if the policy-making system fails to adapt to the complexities and changes of time, we will suffer nothing but loss. Complex political, economic, and cultural issues have surrounded us, and the environment rapidly changes beyond all imagination. Complexity, change and speed along with global communications have given policymakers a serious responsibility. They need to be equipped with new methods and tools for decision-making in such an environment. And it necessitates representing a novel type of knowledge in policy-making.

Policy is a fairly new scientific discipline that has been emerged after the World War II through political scientists' efforts to acquire a modern understanding of the relationship between governments and citizens. Studies on political life have previously emphasized on the normative or ethical aspects of government or the activity of a certain kind of political institutions (Howlett & Ramesh, 2002: 3) [1]. Policy is not just decision-making, but a process that includes all the actions from the detection of problem to the assessment of results of policy implementation. Policy in the overall sense is a sustainable model for fulfilling different and sometimes conflicting expectations and for encouraging to cooperate in

the problem-solving process. Public policies decide upon the allocation of public resources to each sector and establish patterns of interaction between government and the public (Howlett & Ramesh, 2002: 62) [2]. The government is expected to formulate policies in the public interest, taking into account the interest of society. In practice public interest is perceived differently. There are actually diverse groups with distinct possibilities and capabilities in the country and society, which have a significant effect on policymakers' decisions. Each government faces a numerous number of these groups that have made policy-making a battlefield where the power of each group determines the type of policies (Givarian & Rabiei, 2016: 25) [3]. Implementation is one of the most crucial and challenging phases in policy-making process since it is the first step in achieving objectives. And then the achievement level of objectives is assessed in the evaluation phase whose results indicate success or failure rate in policy implementation. The partial implementation of public policies is one of the problems facing both developed and developing countries. Due to the inefficiency and failure to accomplish the predefined objectives, the issue of policy implementation has come to attention by the authorities of our country for some time, as well (Gorizan, 2016) [4]. The administration and leadership of any society is the most underlying principle of governance, responsibility for which the governing board of any country has undertaken. It necessitates formulating and offering principles and frameworks to describe the method. Political systems are always expected to apply laws and regulations representing a maximum level of the public interest, taking into account the interests of society (Lindblom, 1998: 84) [5]. In fact, it can be said that there is a popular perception that the government as a representative from the members of society has a role in bringing justice, providing equality, and being impartial to handle community affairs. As the political will, public policies consist of the government, the parliament and the judiciary in dealing with the affairs and interacting with the citizens (Alwani, 2009: 108) [6].

Laws, regulations, instructions, protocols and public policies are introduced, enacted and implemented through a process, followed by a series of events, accidents and activities (Hill, 2000: 45) [7]. Policy-making is a process through which the government transforms its ideas into administrative practices to achieve desired outcomes and to make favorable changes in the real world (Daneshfard, 2015) [8]. There are assumptions that policies are advantageous to the public, and questions as to who the public is, what definition can be used for it, and how the public interest can be served. There are presumptions that policies are seeking to serve the public interest, and questions as to how the public can be defined and how the public interest can be served. Every society is created from hundreds of thousands or even millions of people each of which is a representative of a set of human beings with own special interests. It can be said that each individual or group can have the interests different from others. On the one hand, these individuals and groups are not only a group of people coming together for fun and

commerce, but also powerful alliances having enormous financial resources and consisting of many individuals in different areas of activity. In the meantime, what the role of public policy makers is, how they must decide and which group takes priority. On the other hand, they are active observers, take whatever action necessary for the fulfilment of their aims, and apply a wide range of methods for influencing policymakers to accomplish their aims (Horn, 1999: 96) [9].

2. Research Methodology

Research methods and data collection tools

Research method is an instrument for understanding the reality of a phenomenon and findings about it. Appropriateness of nature of research questions is a significant factor in adopting a practical research method (Strauss & Carbin, 1998) [10]. In the present study, a combination of qualitative and quantitative methods is applied to obtain a better insight about the constituent elements of lobby and influential groups and the relationships between them.

As qualitative research, this study takes a data-based approach to the survey of lobby groups' behavioral characteristics using the data derived from interviews with the parliamentary representatives selected by the theoretical sampling.

In terms of objective, the present study is fundamental and applied research two aspects of which are simultaneously used. It means that the obtained results both contribute to knowledge production and resolve a problem to be responsive to a need. It is also descriptive and analytical research in terms of nature, in which face-to-face and in-depth interviews are conducted until data saturation is achieved.

Library research method and documentary studies are used for collecting information regarding an extensive literature on the research subject to develop a theoretical framework. In the present study, in-depth interview has been also applied.

3. Discussion and Conclusion

3.1. Theoretical Framework and Concept of Public Policy

The literal meaning of policy is articles of association, method and procedure. The first word which policy comes to mind is politics, but sometimes the meaning of a word cannot be inferred directly from the word itself. The word motivation, for instance, is often used as a substitute for purpose, intention and determination in the management science, however it means a stimulus with an internal motivation for movement in Arabic. Policy is one of the most crucial issues in the management science that has attracted the serious attention of writers during the past three decades. Public policy-making is a newly emerged area of science after the World War II. It has become the primary role of government in the New World. Public policies are formulated, implemented and evaluated by governments which includes

two executive and legislative powers. They are general orientations that measure the performance of governmental organizations and agencies in the future and are usually provided to understand and to alleviate a public concern (Sharifzadeh & Madani, 2017: 1) [11].

According to one view, policy-making is the equivalent of decision-making. That is, it can be considered a type of decision-making since the determination of policy is accompanied by making a decision. Difference is that a policy is at a higher level than a decision. Therefore, a policy is designed and then a decision is made according to policy's criteria. Organization or society must get into situations and transform current situation into favorable situation to survive. The basic principles behind change from current situation to favorable situation are discussed. Policy is a principle necessary for a scheduled execution. It is also a basic rule that must bring laws and regulations under control. For example, the constitution has a policy aspect compared to ordinary laws, and no law should be contrary to the constitution. The question that arises here. That is, where does the general rule of policy come from? In response, it should be said that the policy is a mirror of the thoughts and tendencies of the members of a social context (group). That is, the sum of the group's thoughts becomes a stream of thought, which sets a policy for itself. Rulers draw the outlines and main rules of decisions based on a sufficient understanding of the public interest. Hence the need to align the rulers with the audience of policies. It is essential that there be common ground between rulers and the people to understand the need to support each other. The individual, either as an ordinary member or as a leader of a community or organization, is directly or indirectly involved in the development of policy, and policy-making is based on the individual's awareness - whether in the position of leader or in the position of leader. Also, the person with the position he has to play roles in the occurrence of interactions with new movements that are either effective on the policy or affected by it (Sharifzadeh & Madani, 2017: 2) [12]. General policies are logically based on two premises; stabilizer and descriptive, valuing and normative (Alwani & Sharifzadeh, 2015) [13]. This rule is valid for all policies and in different areas (cultural, economic, political, social, etc.). Criticism of any policy is also possible by criticizing one or two of its introductions. Religious values, social philosophy, political ideology and ethics are the most important sources for policy critique. The effectiveness of public policy in the new world is the result of the emergence and pervasiveness of science and their use as one of the sources of policy (Oliver, 2005) [14]. The nature of public policy is the beginning of the discussion of public policy. One of the most important tools of modern government management is public policy, which provides a framework for other decisions. This raises the need for analysis of public policy as a matter of concern in the management of the third millennium (David, 2000) [15]. Different authors have offered different definitions of the concept of policy. Harold LaSol considers policy to be a program designed with goals, values, and actions in mind. Austen Rennie sees policy as the set of actions or demands. In general, anything that organizations decide to do or prevent from being done can be considered a policy (Thomas Dye, 1992) [16].

In fact, the issue of policy does not happen by itself and there are tactics for it that are used by individuals, organized interest groups, policy planning organizations, political candidates and the mass media, which in fact formulate the agenda. Thomas Hobbes (1983) believes that social groups are the worm of the state.

The public policy is a principled guide to the actions taken by the administrative branches of government regarding the classification of issues in accordance with the law and institutional customs. Siege and Weinberg (1977) argued that public policies are formed or designed when the government or comparable authorities decide whether to change aspects of social life." In addition, they argue "Policies are general to the extent that they involve governmental or quasi-governmental decision-making and determine the public interest." Whenever we draw on public policy, we focus on government action and the consequences that result from it. " "As a single state relationship with its environment, a situation that corresponds to the position of Anderson (1975) in his analysis of the system in relation to the demands of its environment." Whereas Dye (1992) defined public policy as "whatever the government decides to do or not to do." James Anderson (1975) a set of actors to deal with a problem or issue of interest." In addition, he examined the concept of public policy from different scientific perspectives. These range from political system theory, group theory, elite theory, functional process theory, institutional theory, multiplicity theory, game theory to general choice. Each of these perspectives addressed the issue of (public) policy in terms of its persuasive implications and validity in public policy in a different way (Okeke, 2014) [17].

Terms and definitions Policy:

The whole process through which social, political or organizational demands are transformed into tangible gains, is called policy (Anderson, 1975) [18].

According to the most conventional definition, any decision made by organizations can be considered a policy, whether is implemented or not (Thomas Dye, 1992) [19].

General policy:

It represents the operations and activities of public organizations to resolve problems and issues in the society (Alwani & Sharifzadeh, 2001: 10) [20].

Good policy:

A good policy is one on which actors emerging on the political scene and powers-that-be have achieved a consensus, with no guarantee that it is the best and most rational choice to accomplish objectives (Daneshfard, p. 36) [21].

Policy implementation:

Implementation is the ability to put a proposal into action, to put a plan into operation, or even to run an algorithm. Acting based on a decision or order is considered implementation. Policy implementation refers to the operations and actions of executing organizations and institutions and how to carry out them. These operations and

actions bring about performing the established programs and procedures in the formulation phase of policy (Daneshfard, 2015: 221, 222) [22].

Factors shaping public policy:

There is also literature on what actually occurs in the policy process. It has been proven that public policies are influenced by certain factors while being designed, about which researchers such as Sharma and Sadana (2010) felt concerned and stated:

Policy is not built in a vacuum. Those responsible for developing it are constantly exposed to influences of various kinds. The primary influence on policy-making is the environmental influence in which the political system operates. The environment broadly includes economic and social institutions (history, law, ethics, philosophy, religion, education, tradition, beliefs, values, symbols), myths, etc., which may take the form of material culture and be described as immaterial.

Other factors that influence policy-making, according to Sharma and Sadana (2010), include the external environment, such as government ideology, political leadership and the personality of leaders, political parties and pressure groups or interest groups, bureaucracy, and the field of administrative policy is with the constitution. In this regard, as Yahaya (2003) noted; Sharkensky (1978) argues that: several characteristics of the economic, social, and political environment of jurisdiction or legal authority can influence the type of policy decisions made by officials and they can influence the transfer of policies to outputs, and specific environmental characteristics can interfere between policies and their outputs or between outputs and their impact on society.

In addition, Yahaya (2003) argued that: the environment is a dominant factor in policy formulation and implementation. Perhaps, we should add the cultural aspect to the environmental elements outlined above. The policy-making for the particular system we are analyzing can be internal or external.

In their view, (Dimock et al., 1953: 354) [23] stated that many policies are made by senior executives, but their hands are often imposed by pressure groups, that is, they are forced to do so by pressure groups. This is especially true in government services, of course, but with the growing power of organized labor and the government's increasing willingness to intervene in the private sector of the economy, pressure groups are now a significant factor in business organizations. It can also be seen that public policy is a tool in the hands of the government to control and organize sectors and states. The outcome of the policy can be influenced by many factors, one of which is the nature of the environment of such pressure groups and the policy section of the public policy environment. In fact, they have a strong influence on the political process (Okeke, 2014) [24].

Key terms in policy:

The policy process includes agenda setting and formulation that are two intertwined phases. Since the implementation of policy decisions often raises new issues for the agenda, it cannot be easily distinguished from policy formulation. In addition, policy-making process is an interactive process with no beginning and end (Lindblom, 2000) [25]. Therefore, policy implementation is followed by an increase in policy regulations (Qiu et al., 2002) [26].

Policies are implemented separately or jointly through national or local government agencies or organizations, public non-governmental and private organizations. In this study, we define the general policy as follows.

Policy is the process of translating and articulating the political principles and priorities of the government into programs and activities that are implemented in order to achieve the desired changes. This definition has several basic elements (Daneshfard, 2017) [27].

A) Translation: the governing body has certain principles and foundations in mind for the management of the affairs of the country, which are at a higher level than the policies, but it may not be written or even concealed. In fact, there may be higher goals and plans. There is a policy that these policies are a translation of their operational expression. Here, policies play the role of translating the intentions and goals of the rulers.

B) Principles: principles are qualitative concepts that are represented as a spectrum. These principles are translated and articulated by policies. For example, independence is one of the basic and qualitative principles that can be interpreted as politico-moral laziness in governments. Politics show how much and how much the governing body adheres to the principle of independence (Ghazi, 1990) [28].

C) Political priorities: the policies state the legitimacy and goals of the governing body, and governments seek to strengthen and legitimize their legitimacy by establishing policies that are desirable to the people. They look at all policies politically, socially, economically, culturally, educationally, healthily, etc. Politically, governments, even in evaluating and examining the technical and social justifications of policies, prefer effectiveness over efficiency.

D) Government: the government is considered as an institution of institutions and in a legal definition it can be said: it is a group of people who live in a certain territory (geographical area) and under a certain sovereignty. Some of them are that nation. The definition states: the social context and political quality of a nation are the constituents of the state, including the population, which is one of the main determinants of the state and refers to a set of individuals who, through a legal, political relationship. And spirituality in the name of citizenship under state rule, regardless of race, religion, etc., are related and united with each other. Land is another constituent element that is both a material and basic element of the state and one of the main components of the state. But the most important element in the formation of the state is the element of government and the nature of any government is sovereignty. This last element is in fact the political power of the state and if it is not, the state will not be formed. According to some contemporary writers, the word government has three meanings: a) government and leadership, b) political regime, c) bodies that are in charge of government-country, especially those that have executive

power. And government in a third sense in Persian is also inferred from the word government (Ghazi, 1990) [29]. With this description, it is the government that adopts public policies through various methods such as passing laws, regulations and directives. All decisions that are made in some way by government departments and agencies or affiliated organizations on various issues in the field of education, health, housing, agriculture, culture and industry, foreign affairs, security and so on are called public policies. Of course, the range of these matters is very wide and diverse, and it covers almost all the three branches of state affairs (Kazemi, 2000) [30].

E) Programs and activities: in order for governments to be able to implement their policies, they make them short-term goals through programs and determine the way to achieve them. Thus, a plan can be defined as an obligation to perform a set of operations in order to achieve goals (Koontz, 2003) [31].

Programs have temporal dimensions, are results-oriented, and can be evaluated. People and citizens understand plans and actions more easily and can interpret government policy through them. The real expression of government policies is the programs being implemented. Governments have expressed their legitimacy and necessity for society and in general, and they express their absence through ongoing programs and related activities.

F) Favorable changes: the government is trying to make desirable changes by setting a policy. A policy is a long-term decision that has been in place in recent years and has been made in response to issues. Because the social problem is an aspect of society that people are concerned about and want to change (Henrlin & Light, 1983; quoted by Mirzaei, 2002) [32]. The desirability of change is when, by applying a policy, the abnormal situation is eliminated and the mutual relations of the community and individuals return to normal. But if this change in the foundations of the political system puts the society in danger of disintegration, or accelerates it, or reduces the legitimacy of the government, and by reducing public welfare, intensifies the dissatisfaction of the people and causes mass movements, change is undesirable.

Advantages of policy-making:

According to the features of public policy, the analysis of policies and the study of public policy policies, the advantages of policy are as follows:

1. Policy-making offers a comprehensive and coherent framework of principal aims. In fact, policy-making is a type of planning suitable framework for achieving principal aims.
2. Policymaker provides an appropriate context for decision implementation.
3. The likelihood of goal achievement enhances by prioritization and efficient resource allocation.
4. Given the rapid changes in science and technology, governments can make adaptations within the context of policies.
5. Policies give the value and normative basis of society strength.
6. Policies can present a good model for building and promoting social solidarity.
7. Policies are effective in justifying, predicting, and controlling the behavior of communities, groups and even organizations.
8. Policies can be effective in optimizing the general conditions under which decisions are implemented and predefined objectives are achieved.
9. Policies enable governments to gain power of the political system and to make the governing body more legitimate.
10. Policies enable governments to directly help in accelerating development and improving public welfare.
11. The basic problems of society are resolved by policies.
12. Policy formulation makes it possible to examine the relationship between the government and the people.

3.2. Features of Public Policy

Public policies usually have specific features that distinguish them from private ones (Daneshfard, 2017) [33].

1. Public policy brings the public's issues and problems into focus, and it actually or potentially involves a large number of people while private policy makes a reference to actions which individuals or companies perform to resolve their own problems (Lester & Stewart, 2003) [34].
2. Public policy is formulated and implemented by officials of the political system, including legislators, the Cabinet, judges or senior administrative officials such as bureaucrats. It is the decisions and policies made by authorities in the public sector such as the parliament, the government and power of the judiciary representing the public interest.
3. Values and norms are regarded as a determining factor in public policy. Also, public policy reflects values and norms and their legal nature. While private policy may hold no dominant values of society and be even in contrast with them.
4. Public policy takes the public interest into account. A thorough discussion is required to talk about what the public interest is and how it is recognized. According to the theoretical assumption, those having the authority to make policy by law are capable of recognizing the public interest and claiming it on behalf of the people. While private policy protects the interests of certain individual or group to the extent that failure to achieve it may lead to dissolving the organization.
5. Public policy sets the boundaries. Due to the nature of policies that are considered a type of program, they are a choice from many options and cause an obstruction.
6. Public policy is continuous and it flows over time. This feature is resulted from the difference between decision and policy. Decisions are made to resolve immediate problems that may have occurred only once. Given the inherent flexibility and no time limitations, policies are guiding as long as they are legal, and they are the basis of actions of executors and the public.

7. With respect to the nature, policies are basically a type of foresight and prediction since the continuity of policies entails a study of the future and the prediction of possible effective changes and even variables that may challenge the application of policy. Therefore, correct predictions along with attention to the time, place and capacity of change in policy provides it with necessary dynamism.

Features of good policy:

Being a good policy means usefulness in practice and easiness in implementation.

1. Good policy creates public value. The policy should have a flexible approach to give individuals and organizations advantages, although a disagreement may exist about its public value and usefulness. However, intended outcomes of the policy come into focus using an analysis of intended and unintended outcomes.

2. Good policy is recognized a necessity. Focus on the rationalist perspective of new policies or revision of the existing policies is one of the necessary steps in good policy-making.

3. Good policy is initially a mental activity. At the onset of policy-making process, a mental picture of the problem-solving model, and the problem to be resolved by a change in the policy along with its instructions must be created, and all aspects of the problem system must be considered.

4. Good policy is shaped and implemented with the accompaniment of systems' objectives.

5. Good policy is carefully formulated by clear evidence and correct information as the basis of analysis. The evidence and information must be quantitative and qualitative, and their analysis must be rational, comprehensive, and close.

6. Good policy adheres to ethical principles. It puts a considerable emphasis on the respect and convergence of governmental bodies and their good communications.

7. Good policy is transparent. It has a clear relationship with its higher and lower levels and is readily recognized.

8. Good policy is understandable. As one of the main features of good policy, transparency, contributes to this objective.

9. Good policy is a timely decision. An effective policy makes a prompt response to challenges and changes, and it uses time properly to reduce the costs associated with the missed opportunities.

10. Good policy has the capability to adapt. Such a policy anticipates any possible problems facing implementation and it makes adaptations to challenges in the real operating environment (Daneshfard, 2015: 36, 37, 38) [35].

3.3. Nature of Optimal Public Policy

Public policy design has to accept human nature as a constraint that can no longer be changed, and it also determine the effective policy with a proper perspective on human responsibilities and the effect of policies on them. At first, human nature is considered as a style suitable for multiple recognized needs of society. Optimal policymaking, in short, deals with existing constraints, but in the true sense of the word, constraints themselves are a topic for review by the policy coordination center. Policies are formulated and implemented for specific purposes. But they are always established in the context of human societies and are in contrast with inherent human limitations, values and political realities. In non-governmental organizations, policies are often introduced as a response to the implementation of goals. However, they may sometimes represent a smart move towards the resolution of problems or meanings (definitions) to attain worthy ends. Given the fact that policies cause no problem under social and public pressures, they require processes to transform community needs into real political choices, otherwise public choices are made in an empty space.

Policymakers must bear in mind the consistency of a policy both with the results of its characteristics and with the behavior of individuals having direct or indirect effect on them as a matter of great importance. Individuals have dissimilar patterns of behavior. The Lucas Critique states: "economic policies irresponsible for the behavioral response of individuals necessarily lead to a sick economy". This statement is a practical example of this concept, as well as many examples of effective social policies prove the same principle.

Today, policymakers have found out that unemployment insurance is not always the basic solution in societies. Fulfilment of the principal objective has become controversial in the Chinese policies since the universal human aspirations for creativity, self-determination, choice and motivation to make an improvement in the quality of life have been disregarded.

The need for a greater awareness of human nature is felt to design policies responsive to the influential individual behaviors. Therefore, a proper understanding of human nature is really essential for the design of effective policies (Sharifzadeh & Madani, 2017: 21) [36].

Hierarchy of policy objectives:

Apart from compliance with the main laws of justice, economic efficiency and economic growth, policy objectives are set as the primary political goals even more than economic development. Beyond long-term objectives, there are a number of specific political aims that are put into a particular context and may be in conflict with general aims. Policy objectives are defined by political and social activities of a dynamic nature, in a certain time and place. Therefore, a hierarchy of general aims seems be there. In general, policies are established to respond to the public demands, and in particular, they have specific aims from the social aspect (Sharifzadeh & Madani, 2017: 24, 25) [37].

3.4. Definition of Policy Implementation

Policy implementation can be considered as a governmental decision (Paudel, 2009) [38]. Although the process of policy implementation and its results are closely interwoven in

practice, many researchers have found it advantageous to draw a conceptual distinction between them for describing policy implementation (James et al., 1987) [39]. The process of policy implementation covers political activities, while policy results relate to the ultimate impact on political issues. Implementation is an iterative process through which ideas are expressed as policy and transformed into behavior as a social activity (Paudel, 2009) [40]. Social activity originating from policy is usually seeking to ameliorate the social situation and it often emerges in the form of programs, methods, regulations or actions (Mugwagwa et al., 2015) [41].

3.5. Requirements for Policy Implementation

No consensus exists about requirements for policy implementation and its components. However, there is generally more consensus on the following three components (Daneshfard, 2015) [42]:

1. An organization with desirable structural features, necessary resources, assigned duties, and sufficient force that has been designed for implementation.
2. The organization must be able to translate the objectives of policy within the operational framework. Policy translation leads to the issue of new regulations and instructions in the organization.
3. The organization must be able to implement the policy and to be accountable for it.

3.6. Assessment of Policy Implementation

Policy implementation is accurately assessed for different purposes (Blais & Gagne, 2010) [43]:

1. Understanding how to implement policies.
2. Recognizing crucial distinctions between planned and realized implementation.
3. Identifying barriers to facilitate implementation process.
4. Documenting and comparing political forces or instabilities.
5. Collecting information to support predictions about future political impacts.
6. Documenting the relationships between the components of logical model and external influences and lobby groups.
7. Improving implementation method.
8. Informing about the development of new policies.

The assessment of policy implementation may bring a number of areas into focus, including (Blais & Gagne, 2010) [44]:

1. The components of logical model, such as inputs, activities and outputs.
2. Attitude, knowledge and awareness of stakeholders.
3. The facilitators of implementation.

3.7. Implementation Approaches

Governmental management and public policy-making have a variety of frameworks, theories and approaches. By studying the theories about policy-making, approaches to policy implementation can be categorized into three groups of top-down, bottom-up and combined approaches.

Top-down approach: the policy-making process is defined as a set of command hierarchies within which political leaders and senior officials determine policy preferences and priorities, and then, they are referred to the lower-level management (middle-level and executive managers) with the professional knowledge to implement it. The top-down approach begins with government's decisions and examines the success or failure rate in implementing the decisions and seeks to find the underlying reasons of implementation issues and factors influencing it.

Bottom-up approach: a strong critique of the top-down approach was made by the bottom-up researchers since the results from experiments and observations indicate that the top-down approach is not comprehensive and does not reflect the realities in every aspect. Accordingly, they hold on to the belief that it has ignored the importance of street-level bureaucrats in the implementation of policies.

The bottom-up approach is composed of all the public and private actors participated in implementing programs and formulating objectives and strategies, and it moves upward to specify objectives, strategies and communications and to gain financial supports for the implementation of programs. Studies indicate that the success or failure of most programs relies on the commitment and skill of actors who are at the lower levels and have a direct involvement in program implementation. Drawing attention to the formal and informal relationships existing in the policy networks involved in policy formulation and implementation is the most significant advantage of the bottom-up approach (Howlett et al., 2009: 156; Khanifar et al., 2016) [45].

Combined approach: it utilizes communicative strategies to conduct combined operations, with particular emphasis on the complicated processes of negotiation and bargaining between policy actors at every level and planning process. The combined approach is sometimes considered as the third generation of implementation studies. Barrett and Fudge (1981) make an argument that suggests a false dichotomy between the top-down and bottom-up approaches. Thus, there is assumption that the two approaches work together in practice. Implementation process follows top-down and bottom-up approaches to undermine legal authorities and to restrict the participation of policy actors in decision-making, respectively.

4. Conclusions and Recommendations

In the real world, policy-making is not a logical and rational choice. Policy-making is a political action rather than a considered and perfectly rational choice. Political action is of a major importance in public policy-making. It is a set of power and influence in the society in which many actors make an attempt to accomplish specific objectives. In this regard, politics as the art of bringing performances under control, has a relationship with the issue of power. Public policy is developed by countless instances of coalitions, trade-offs and persuasions. A good policy is one on which actors involved in

the political scene and powers-that-be have achieved a consensus. One of the important issues in a democratic structure is the extent of public participation in policy making. It may be impossible task to propose a correct solution for public participation, but it can come to the conclusion that public participation may be a guarantee of policy implementation, community cohesion and respect for community members.

Management must know that social solidarity and unity and an interaction between the fabric of society and top position in the management hierarchy necessitate public participation and respect for citizens' opinions and ideas in any way. Public participation gives parliamentary system and representative body strength and it creates a cohesive society.

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