

The nature and importance of policy analysis and evaluation in the local sphere of government.

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ABSTRACT

Policy analysis and evaluation form together the final step in the policy process and are the functions and skills which are used to analyse existing policy and to determine the value and usefulness of such policy. The aim is to establish whether or not an existing policy and its resultant activities and services continue to be effective and efficient in promoting the general welfare of citizens. Policy analysis and evaluation cannot be regarded as synonymous and any public activity can be subject to analysis and evaluation. The importance and purpose of policy analysis and evaluation lies in the question whether or not the unique amalgam of resources, material and administrative arrangements and role-determined tasks that comprise each project and programme seem to lead to its achieving its objectives.

Policy analysis is described as the dissection, isolation and systematic examining and explaining of policy phenomena or components to determine the effectiveness and efficiency of each part or action. Policy evaluation is seen as complementary to policy analysis and is seen as an assessment, an appraisal of policy content and to determine the impact and consequences. Evaluation is an appraisal of something of value, according to a specific yardstick which also serves as a standard.

INTRODUCTION.

The general welfare of the citizens of a state, region, province or municipality cannot be promoted if *inter alia* policy is not laid down and implemented. However, the onus is on any government to ensure that such policy is

- implemented as effectively as possible;
- continuously adapted to an ever changing environment;
- continuously fulfilling the demands, needs and expectations of all municipal role players; and
- remaining within the laid down guidelines of the authorities in the various spheres of government.

These aims cannot be achieved if existing policy is not continuously analysed and evaluated. Policy analysis and evaluation is for these reasons not only the final step in the policy process, but also an important step to ensure that public services, the related processes and environmental phenomena are analysed, evaluated and the worth, i.e. the value and usefulness determined, so as to establish whether or not the services, processes and related phenomena continue to be effective and efficient. The purpose of this paper is to discuss policy analysis and evaluation in the public sector. Firstly, these two processes will be defined and explained. Secondly, the need for policy analysis and evaluation will be emphasised. Thirdly, policy outputs and its impact on the environment will be discussed and finally, in the last section of the paper, the stages in policy analysis and evaluation will be discussed.

1. POLICY ANALYSIS AND EVALUATION EXPLAINED.

Policy analysis and evaluation cannot be regarded as synonymous and are in fact two complementary processes which are carried out. Human beings are continuously analysing phenomena in their daily life and measure these against a personal yardstick or standard according to an own set of values which are, for example, good or bad, desirable or undesirable, attractive (beautiful) or ugly. In the public sector analysis and evaluation are equally important, for example, to determine whether or not a public service is necessary. In this connection, any public service (or process) can be subject to analysis and evaluation. (Thornhill and Hanekom, 1995:57).

1.1_ Policy analysis.

The rendering of any public service consists of a combination of various processes, functions and related phenomena which constitute a unit - a whole - which consists furthermore of various parts. By means of analysis the constituent parts can be isolated and each separately analysed and thereafter evaluated. Policy is required to render any public service and any policy phenomena could also thus be analysed and evaluated. Quade (1975:4) writes that "...analysis is either equated with the separation or breaking up of a problem into its basic elements or constituent parts, much as we disassemble a clock or machine". The multiplicity or diversity of units is investigated after the analysis, in order to obtain information (concerning phenomena such as facts and values) which could lead to a sensible, systematic arrangement of the information obtained.

It can be deduced that policy analysis comprises conception, operation and the collection of information to ultimately establish a frame of reference which makes analysis and eventually evaluation possible. Analysis thus requires information. Policy analysis is concerned with the "ingredients", i.e. the parts of policy with the aim of determining the effectiveness and efficiency of that which is being analysed and evaluated. Anderson (1982:vii) writes for example that policy analysis is concerned with the "... systematic examination and explanation of the formation of public policy, its substantive content and its impact and consequences". The analysis of the above phenomena is thus not only based on factual information but also on values. The judgment of values is an important element of policy analysis and values already allocated, the values influenced by the policy and the values linked to the expectations, needs and demands of the citizens should be considered.

It can be deduced that policy analysis is an attempt to dissect policy phenomena and obtain information in order to determine the effectiveness and efficiency of such policy phenomena.

1.2 Policy evaluation.

Evaluation is seen as an assessment, an appraisal of something of value, according to a specific yardstick which also serves as a standard. Evaluation is thus a human activity which is continuously performed by individuals and groups of people. Evaluation is thus not only a function in the policy process. Various phenomena experienced in the daily life of human beings may be evaluated. Each administrative process for example could be evaluated. In fact to make a choice between two or more alternatives involves the evaluation of each alternative.

Dunn (1981:1) writes that “(t)he main feature of evaluation is that it results in claims that are evaluative in character. Here the main question is not one of facts (does something exist?) or action (what would be done?) but one of values (of what worth is it?)”. Frohock (1979:184) puts it that “(t)o evaluate anything, generally we assign it a value based on criteria we have adopted ... When we assign value to things our assignments are conditioned by the nature of things themselves”. From these two quotations it is clear that the values of the citizens should be taken into account when evaluating policy. This requirement demands that the councillors also be involved in policy evaluation. Policy evaluation results in a decision to retain a specific policy unchanged, to amend it, or to repeal it.

The information that is needed for such decisions is obtained during the analysis of a specific policy and then ordered, classified and processed. Such information serves as a basis for the policy evaluation which follows the analysis. The analysis of policy is done to determine whether the set objectives have indeed been attained, how effectively this has occurred, and what results have been obtained by a specific policy. Three characteristics of policy evaluation can be observed from what has been discussed so far, i.e. the

- role that values play;
- comparison of the end results of a policy with the set objectives; and
- determination of the effectiveness of the service(s) rendered and of the objectives attained.

2. NEED FOR POLICY ANALYSIS AND EVALUATION.

Policy can be seen as a tentative decision for action regarding a future state of affairs. Uncertainty exists therefore concerning the desire for results to be obtained. Such uncertainty, which is increased by a rapidly changing environment, will also influence the effectiveness and efficiency of policy implementation. The effect (results) of a policy cannot be determined with any degree of certainty, prior to the implementation of the policy. Furthermore policy is determined and implemented by human beings and human intentions and activities are usually limited and specific. Needs and policy can be interpreted differently by different people and this can also lead to unexpected and unintended results. Each policy has a specific reason for being established (set out in the objectives), which justifies its existence. Should the objectives thus be vague, uncertain or unattainable, it is clear that each consequent step in the policy process will be characterised by uncertainty.

Because the environment is continuously changing, all policy phenomena and activities should also be continuously adapted to changing circumstances. Such adaptation also requires that all situations be analysed and evaluated. It can thus be deduced that policy analysis and evaluation could lead to innovation. However, policy can be changed without being innovative. Two overhead (umbrella) approaches can be used for innovation of policy. Firstly, innovation can be the result of a change in circumstances (as determined by place and time), e.g. the influence of technological development on the rendering of public services. If an existing policy is not adapted to changing

circumstances, the environment within which the change has taken place will soon force the innovation. For example mass urbanisation could lead to various social problems such as a shortage of housing and job opportunities which could furthermore lead to problems such as squatters, a high crime rate and moral decline. (Rein, 1983:117).

Secondly, policy should as far as possible be pro-active (preventive) and not reactive, that is the result (outcome) of innovation. The policy should lead to development (change) in the environment. It is indeed the effects of administration

(as a series of enabling functions) that bring about development in an environment. It should be realised that policy is the starting point of all such activities. If innovation is ignored, it stands to reason that the public service will also fail to meet the requirements of the inhabitants. Such services will thus become a burden instead of an asset. Various individuals and groups are to be found in any community who will strive to

- keep policy unchanged, i.e. maintain the *status quo*;
- bring about change in order to return to the past; and
- bring about change to create new environmental circumstances. (Meiring, 2001:82).

Human beings are inclined to cling to the well known and established ways of doing things. Change will always create a degree of uncertainty and fear because it threatens the security of humans and because it disturbs an environment to which humans have become accustomed. Adherence to the *status quo* could lead to conflict situations.

Every municipal government is compelled to ensure that public services are rendered and continuously meet the requirements, expectations and needs of local inhabitants. Each municipal service has, for example, the ability to satisfy a specific human need.

It is however a subjective characteristic which causes a specific service to be useful.

The fact that the citizen as consumer attaches a specific use to an article does not mean however, that using such an article is to his/her advantage. A government should thus also give consideration to whether or not a specific service is useful and whether it will be to the advantage of the inhabitants. Policy analysis and evaluation has a right of existence in that these activities endeavour to ensure that policy is adapted to changing circumstances and that continuity is ensured in the rendering of a service.

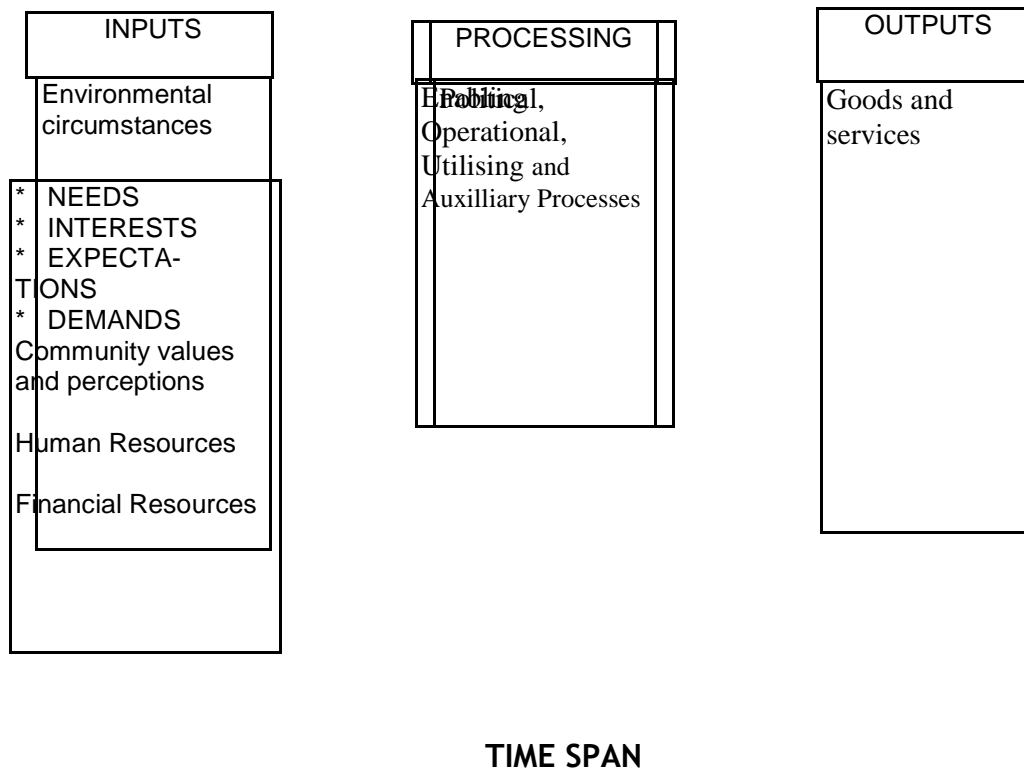
3. MUNICIPAL POLICY SYSTEM.

The policy process consists of a system of functional roles and structured relationships operating within a community as environment. In a contemporary community the environment is inadequate in satisfying the needs, interests and expectations of community members. Demands are continuously being made by citizens upon councillors and chief officials to satisfy such needs, interests and expectations. Such demands from citizens may be for the rendering of goods and services or for the regulation of human behaviour to ensure that the general welfare is promoted. In order to address such demands the councillors will have to convert needs, interests and expectations into specific goods and services which will promote the general welfare of the citizens. Such conversion can be seen as a system whereby inputs, i.e. the needs, interests and expectations from a specific environment are converted through various processes into specific outputs, i.e., the goods and services. (Anderson, 1979:26).

The rendering of public services is thus not only the result of the policy process but also the output of an inseparable political/administrative system which can be set out in a diagram as follows:

DIAGRAM 1: POLITICAL/ADMINISTRATIVE SYSTEM





3.1 Policy Inputs.

The citizens will all experience different needs from time to time from an environment which is no longer adequately satisfying human needs. Various environmental factors will continuously cause individual and community needs, which must be addressed if the general welfare of community members is to be promoted. The prevention or solving of needs is a human reaction to environmental factors and deficiencies. The policy system can only respond to such needs if specific stimuli are received from the environment. The undertaking of such action is made possible and sustained through the policy process. Policy is thus determined for a specific reason, i.e. to render goods and services that will have a changing effect on the environment. Policy is determined to develop the environment or to prevent the environment from being harmed by human action. It should be noted that each policy will have a specific goal and related objectives, and have its own historical background, present circumstances and future expectations, which justify its existence (*raison d'être*). Policy and the policy process should take account of the realities of an ever-changing environment.

The individual human being in the contemporary community is seldom in a position to promote the general welfare or to facilitate changing the environment. In a democratic society it is the duty and obligation of the elected political representatives and appointed officials to promote the general welfare. In order to address citizens' demands, various means e.g. human and financial resources are required. These means should be obtained and provided by the environment in which the development is to take place. The rendering of goods and services to promote the general welfare is however time and place bound and is inseparably linked to the values and perceptions of the people who will ultimately receive the public goods and services. The nature, scope, extent and even acceptance of the services is always linked to the prevailing values and perceptions of the recipients of the goods and services. (Meiring, 2001:83).

The above policy phenomena will not only influence the effectiveness and efficiency of goods and services rendered, but will also have a decisive influence on development of the environment as such.

3.2 Conversion of policy phenomena.

The conversion of policy inputs into specific goods and services requires that various processes be performed. The processes that are performed in the public sector can be classified into the governing, enabling, utilising, operational and auxiliary processes. In pursuing the well-being of a community every endeavour is made to convert the policy inputs effectively and efficiently into specific policy outputs, i.e. into useful goods and services.

3.3 Policy effect.

Although the nature and scope of a public service can be determined, the rendering of such a service will have a specific influence on the environment. The rendering of a service can be to the advantage or disadvantage of a specific environment. Policy does not only have a specific output which manifests in the service(s), but also a

specific effect or impact on the environment. A specific relationship exists thus between the reason (as set out in the policy), the services that are rendered (outputs) and the result of the policy (effect/impact).

The result of the policy can be evaluated by looking at the effectiveness and efficiency of the services being rendered. Effectiveness and efficiency are in fact the prime difference between policy input and policy result. Services are rendered effectively if the amalgam of resources and interaction with the environment is measured against costs, and development is indeed achieved. Effectiveness is also linked to the ability to adapt rapidly to changing circumstances in the environment and to act pro-actively instead of re-actively. The relationship between policy intention(s) input, output and impact centres around the effectiveness of a service and thus how effectively objectives are attained. The policy outputs usually tell little about performance. Specific phenomena such as costs, units of goods or services provided, number of personnel involved, are measurable but usually do not indicate to what extent the predetermined objectives have been attained. The result could be that policy, and thus objective attainment, could have both intended and unintended results or consequences which could be caused through the action and/or non-action of officials. (Nachmias, 1979:3).

To evaluate the result of policy it is necessary to take note of specific environmental indicators, for example social indicators such as high crime, birth, divorce or unemployment rates in a community. However an increase in any of these, for example unemployment, is not necessarily an indication that a policy for work creation does not have the expected results. The consequences of new policy are difficult to predict because the impact is always experienced in the future. The result of policy is therefore observable but often not fully describable being unknown prior to its happening. Policy making does not take place in a vacuum but is always linked to the realities of an existing environment and can be said to be usually only a vision of “what” must be done in the future, “when” and “where”, to facilitate development of the environment. (Franklin and Thrasler, 1996:160).

The result of the policy will have both *ex ante* and *ex post* characteristics. An *ex ante* evaluation will possess a retrospective element because it looks at the past to provide a guide to the future. Such an evaluation will question, for example, the usefulness, costs and objective attainment of an existing policy.

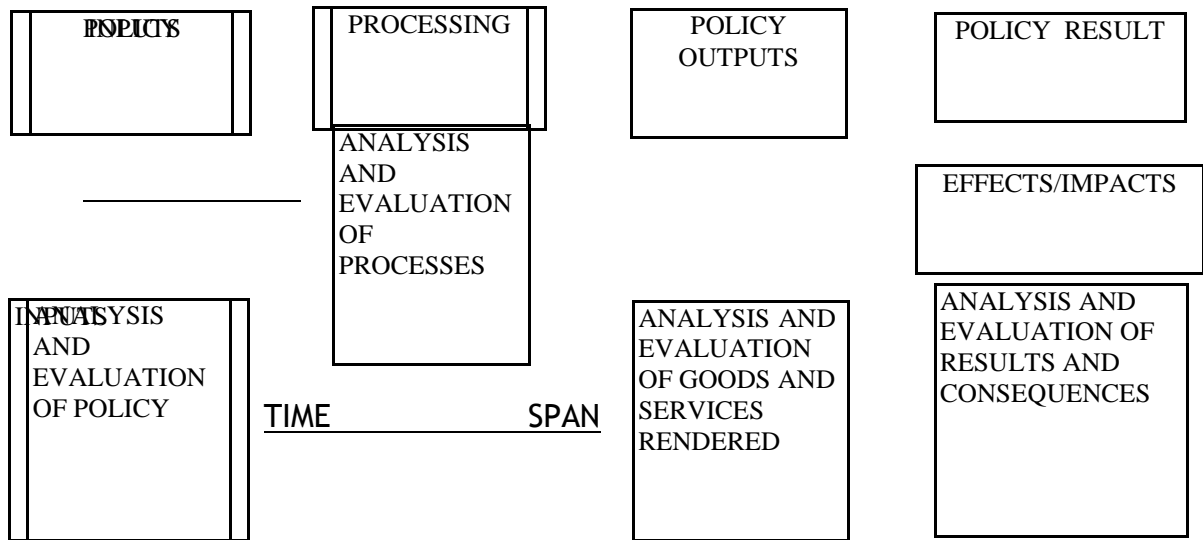
An *ex post* evaluation will have a predictive element because it looks at the future to determine beforehand preventive measures or solutions to problems that are anticipated or expected. Policy should thus not only be reactionary (corrective) in that existing problems are solved but should also be pro-active (preventive). To forecast or project a future state of affairs is however not easy because the future is unknown and uncertain. The analysis and evaluation of an existing policy is done with the aim of ensuring that an existing policy will be able to meet the requirements of a future state of affairs. If it cannot, the policy will have to be adapted or replaced by a more effective policy. (Meiring, 2001:85).

4. STAGES IN POLICY ANALYSIS AND EVALUATION.

Analysing the policy process and the phenomena which are linked to it, can be done in various ways. Policy analysis and evaluation are two continuous supplementary functions, which are not (cannot be) performed once only. The analysing and evaluation can however be done in consecutive phases, which makes it possible to have a complete image in due course. Policy analysis and evaluation will be discussed in this section by using four stages, which can be set out in a diagram as follows:

DIAGRAM 2: STAGES IN POLICY ANALYSIS AND EVALUATION





4.1 Analysis and evaluation of policy inputs.

The role that a government plays in promoting the general welfare is clearly seen in the nature and scope of the goods and services that are rendered and how well the behaviour of the people is regulated. It is expected that goods and services should satisfy the needs of the members of the community. The needs of people are however divergent and will differ from individual to individual, from group to group and thus from community to community. Needs will always be linked to individual and group demands, values and expectations. The result of these differences will always be that a local authority will seldom be in a position to satisfy all the needs of all the people at a given time and will thus be forced to render goods and services in a priority order.

The rendering of services, which is the system output as indicated in the above diagram 2, requires a co-operative interaction between councillors, chief officials and citizens within a specific Municipality. To ensure an effective rendering of applicable services it is required that the needs of the citizens, the role of the government in satisfying such needs and the satisfaction or perceptions of the citizens concerning a specific service, be analysed and evaluated.

The divergent needs of citizens and groups, as well as the role of a changing environment in giving rise to needs should also be analysed and evaluated because

each of these factors will have an influence on the policy that is determined to satisfy such needs. (Van der Walt and Knipe, 1998:33). Needs are analysed and evaluated to ensure that the service rendered and the policy to satisfy such needs, are at the particular time as effective and efficient as possible. It is also necessary that a service (or policy) be continuously adapted to changing environmental circumstances.

4.2 Analysis and evaluation of the processes.

To convert policy inputs to policy outputs, various processes are carried out in the public sector, e.g. the political, enabling, operational, utilising and auxiliary processes. Any process consists of a series of consecutive and related steps. It is thus possible to analyse and evaluate a process by examining the steps of the process.

A process is also closely related to other processes in the work situation, for example the policy process cannot be separated from the financial process, and this fact requires that processes be analysed and evaluated in terms of their contextual relationships. A change in one process will usually lead to a change in other processes as well. Cognisance should thus be taken of the relationship between processes.

An analysis of a process, which could be the total process or specific parts thereof, depending on the frame of reference (for example the steps in the policy process), the problems which could hamper it, or accompanying phenomena such as decision-making and objective setting, or the interaction between such phenomena, may be investigated. With an analysis of a process it is not possible however to query the substance of a policy, because it is not the content of the policy that is the focus of study, but the processes by which policy is made and implemented. Dye (1987:24) writes that “(i)t is not the content of public policy that is to be studied, rather the processes by which public policy is developed, implemented and changed”.

An analysis of the processes makes it possible to explain each process and its related

steps. Even the way policies are made may be analysed and evaluated because it may also affect the content of public policy and *vice versa*. (Dye, 1987:25). It should also be noted that the above processes take place in a specific environment and with its own circumstances, factors and conditions. The above processes are carried out in each sphere of government by politicians and officials and a close co-operative interaction is usually found between these role players. Such co-operative interaction is also required for the effective analysis and evaluation of the various processes.

Policy analysis is also a process which consists of specific steps, namely the

- identification of policy objectives and problems;
- conceptualisation and operationalisation;
- collection of information;
- analysis and interpretation of information; and
- reporting.

The processes that are carried out to render goods and services are time and place bound and result in the compilation of various programmes. The analysis and evaluation of such programmes is also a measure to ensure effective and efficient rendering of municipal services.

4.3 Analysis and evaluation of programmes.

Policy is translated into various programmes which are carried out during the implementation stage. (May and Wildavsky, 1978:280). The rendering of public services is the result of activities which are thus set out in various programmes. A programme in this context is part of a larger entity and is the result of programming. Programmes are compiled only after a policy has been made. A government will endeavour to promote the general welfare of citizens through the setting and achieving of various objectives contained in policy and which thus give rise to various programmes. A specific policy, such as a housing policy, will thus not only contain various objectives but could also lead to the creation of various programmes, such as an excavating programme, building programme and electrical wiring programme.

The analysis and evaluation of programmes takes place in order to establish whether or not a specific programme corresponds with the objectives of the policy, the applicability and suitability of such objectives, the degree to which the objectives succeed in satisfying the needs of those served, and whether or not the services are rendered effectively.

Bozeman (1979:263) writes that “(t)he best administered program is of no value if nothing significant is accomplished”. Programme evaluation is the systematic examination of a programme to provide information on the full range of its short and long term effects on citizens. The important question is thus whether or not public policy or programmes caused the effects they were supposed to. Robbins (1980:399) writes that “(a) program or unit’s effectiveness is defined in terms of the degree to which it attains its objectives.

The result of programme analysis and evaluation could be the

- continuation of a programme;
- discontinuation of a programme;
- innovation of a programme;
- implementation of such a programme elsewhere; and
- change of financial allocation to a programme (Meiring, 2001:88).

Systematic examination of a programme could include the following steps.

4.3.1 Determining the efficiency and effectiveness of programmes.

Public services must at all times satisfy the increasing demands of the citizens for not only more but also better services. In addition, the financial resources of a government are usually limited which requires that public services should be rendered as efficiently and effectively as possible. Efficiency is a criterion which requires maximum policy output with minimum resource input or consistent output with a smaller resource input. Policy results are thus measured against the costs to produce such results. Effectiveness on the other hand is a criterion which compares policy results with the quality of the services obtained. It aims to render the best

possible service and to do it correctly. An alternative programme would, for example, be recommended if an existing programme results in a negative ratio of effectiveness to cost and/or quality. During an analysis and evaluation of the efficiency for example of a programme, the following aspects could be considered:

- The cost of programme execution;
- how the specific programme compares with similar programmes;
- whether or not alternative programmes could be compiled to obtain a better output or similar output at a lower cost; and
- whether or not changes could be made to an existing programme to increase its output or to decrease its costs. (Meiring, 2001:88).

An analysis and evaluation of a programme includes a cost benefit analysis, which seeks to measure all costs and benefits to a community. It is true, however, that a cost benefit analysis includes various intangibles that sometimes cannot be easily measured in terms of financial costs and benefits. For example, the cost of building an expressway could be determined and the benefit of such an expressway could also be motivated, but when houses are to be demolished to build the expressway, the question of benefit to the community could be questioned because benefit has not only a financial component but also a value component.

4.3.2 Comparison of programmes.

The multiple and divergent services which are rendered by a government lead to the creation of a network of programmes with specific inter-programme relationships. Programmes will differ from each other in title, nature, time, scope, objectives and financial allocation. In practice it is possible to implement some programmes simultaneously, whilst other programmes can only follow one another sequentially. Programmes individually, and in combination, will provide a measurable influence on the promotion of the general welfare of a community.

From the above it is clear that each programme could be analysed and evaluated on its own, but that such analysis and evaluation should not be done in isolation from other and, more specifically, related programmes. Programmes should be analysed

and evaluated in combination with other programmes because each programme will have a specific function and role which usually influences other programmes. Change to a specific programme will usually require that similar or related changes be made to other existing programmes. A comparative approach to the analysis and evaluation of programmes is thus not only useful but also required. (Meiring, 2001:89).

4.3.3 Analysis and evaluation of programme time.

The analysis and evaluation of programme(s) could be seen as an *ex post* activity. Programmes are linked to a specific stage in time duration and each has a specific executive time-span. The activities which constitute a programme take *inter alia* time to carry out and it is possible to measure time against a given standard. Any programme will thus not only have a cost-factor but also a time-factor and a specific relationship will occur between cost and time. (Weiss, 1972:62). Both cost and time are seen as scarce resources in the work situation and should be used as effectively and efficiently as possible.

Time is, for the above reason, a yardstick used to measure the effectiveness of a programme and thus of a service. Although it is possible to measure and utilise time as effectively as possible, it is not possible to conduct all activities in a minimum period of time, for example in reconstructive surgery following severe motor accidents, time does not play a primary role.

Three periods are important when the time of a programme is analysed and evaluated, i.e. the time before a programme has been developed, the time during which the programme is implemented, and the time following the implementation of the programme. Each of the three periods will play a role in the effectiveness of a programme and each period should thus be analysed and evaluated. This requires that the programme inputs, the programme activities/steps and the programme output(s) should be investigated. The time period could be expressed in hours, days, months, years, or any other time unit. Each programme is always linked to time, with a beginning and an end. It is not possible to separate the time factor from the

programme activities. (Meiring, 2001:90).

4.4 Analysis and evaluation of the result of a policy.

A distinction was made in the preceding paragraphs between the output and the result (also known as the outcome, impact or effect) of a policy, both being the result of activities which are approved in a policy. The result of a specific policy is usually, in the making of a policy, not fully known or determinable. The result is also not always fully intended or expected. Such results however flow from the policy activities and can be explained for example as follows:

DIAGRAM 3: POLICY ACTIVITIES AND POLICY RESULTS

POLICY ACTIVITIES			POLICY RESULTS	
<u>Phenomena</u>	<u>Inputs</u>	<u>Processes</u>	<u>Outputs</u>	<u>Impact</u>
Squatters	Resources, e.g. Money allocated, personnel appointed materials bought	Policy making, Policy implementation	Building of X- number of houses in squatter area	Squatters decrease or increase

The policy result will have a specific usefulness (utility) for the consumers (inhabitants) of the goods or service provided. A clear relationship exists between the citizens as consumers and the service(s) rendered.

The citizens will, as individuals and as groups, experience the services differently and will also continuously evaluate such services in accordance with specific criteria (e.g. cost analysis) in order to determine their usefulness. Specific services can thus be seen to be to the advantage or disadvantage of, or desirable for, the consumer. In addition, services can also be seen to be compulsory or optional for the citizens. In specific cases the citizens have an option about using a service. The relationship

that exists between the user of a service and the service itself will always lead to an evaluation of this service. For example the building of a new and shorter access road to a specific area will probably save the motorist time and money. The incorporation of a tollgate will however have a financial implication which could result in the motorist reconsidering the usefulness of the new road. The placing of a tollgate may result in motorists using alternative roads or transport (e.g. a bus service). This could furthermore lead to the policy makers having to evaluate and amend the policy.

Note that the result of a policy can be

- advantageous;
- disadvantageous;
- compulsory;
- optional; and can also have
- economic, social and political implications.

Examples

The result of a specific service may be unavoidable, for example where a nuclear power station is built in a residential area and where the danger of nuclear radiation could exist. Even the building of such power station may result in a decline in the market value of houses in such a residential area. A specific cost-factor thus exists. Against this example a motorist is compelled to stop his vehicle at a red traffic light, thus accidents are prevented and the safety of people promoted. The costs linked to this can be seen as being to the advantage of all community inhabitants. The stop at the red traffic light can also be seen as an unintended and disadvantageous obligation (liability). Against this, pollution could be seen as an unintended and disadvantageous consequence of a policy that may probably be intended to benefit citizens, e.g. the building of a power station.

Example:

The usefulness as a whole of a service to the citizens and the result of the policy on the environment, must be determined. For example, the introduction of an urban

electrical train service may result in a decrease in

- motor vehicle traffic on the same route;
- the building, maintenance and thus financing of urban roads;
- the expenditure on traffic officials;
- motor vehicle accidents; and
- air pollution, parking problems and traffic congestion.

The usefulness of such a train service can (measured in costs) be to the advantage of all local inhabitants. The effect of a policy on the environment thus cannot be ignored.

CONCLUSION.

In order to render goods and services which will promote the general welfare (“good life”)(1) is *inter alia* necessary to determine **what** must be done (i.e. which services are required), **how** the work is to be carried out, **who** will do it, **with what** and **when** the work will be done. These activities are then followed by the actual doing of the work and in due course by an evaluation of the effectiveness and efficiency of the work done. Specific authoritative and directional decisions are thus required before public services can be rendered. These decisions culminate in policy for service rendering which can be seen as providing specific guide-lines for the public officials. The rendering of public services necessitates that it be indicated where the policy makers want to go and what they want to achieve, in the development of a specific area.

From the above exposition it is evident that policy analysis and evaluation as two important processes, should be carried out on a continuous basis at any level or sphere of government. Policy analysis is seen as the purposeful separation of policy phenomena in order to obtain sufficient factual and value information, to establish a frame of reference which makes evaluation possible. Evaluation, in addition, is seen as the purposeful assessment and appraisal of all the information collected to establish the effectiveness and efficiency of policy phenomena. The need for policy analysis and evaluation is to be found in the divergent needs for human beings which

are caused by an inadequate and ever-changing environment where values are seen as important criteria. It is important to ensure that policy leads to the development of the environment and that preventive and curative measures continuously be taken to solve community problems. In order to succeed in doing this, it is imperative that policy be continuously analysed and evaluated and that policy be adapted to changing environmental circumstances.

The policy process can be seen as a system of functional roles and structured relationships. In such a system, with its input, conversion and output phases, various processes play a role in the satisfying of community needs, interests and expectations. The analysis and evaluation of policy phenomena can be done in consecutive phases. Firstly, the policy inputs, i.e. the community needs, interests and expectations, the applicable environment and the role of the available means and resources can be analysed and evaluated. Secondly, the conversion of such policy inputs into specific policy outputs can be analysed and evaluated. Finally, the policy outputs, i.e. the goods and services as well as the programmes facilitating such outputs can be analysed and evaluated to determine its effectiveness and efficiency.

The making, implementation and evaluation of policy all require the participation of a variety of functionaries. In this way it is possible to ensure that values and facts are defined and reconcilable with each other so that a policy will be introduced which will further the general welfare and guarantee the most profitable use of all resources.

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