

# THEORETICAL ASPECTS CONCERNING PUBLIC POLICIES IN THE EUROPEAN UNION

Isabela, Stancea<sup>1</sup>

## Summary:

*The public policies means all the actions of the government, those levers and mechanisms by means of which the governmental apparatus shall exercise general management. The political, economic, administrative and social, directly or indirectly which may influence the life and well-being of citizens.*

*The public policies provides solutions to the needs of the Community at a given moment, they assuming a series of actions, decisions, institutions and the regulatory framework of making them. By default, any public policy included in a government program requires the financial means public, budgetary resources and policies of attracting of revenue and efficient allocation of public money.*

*With regard to the public policies of the European Communities, the budget of the European Union reflect the priorities and plans of the Union for each year, it is the document which authorise the financing of the activities to be undertaken in the space of the European Parliament and of all operations concerned.*

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More broadly, the policy is a set of theoretical concepts and practical mechanisms used by the state to achieve social impact objectives.

With the help of public policy there are borrowed techniques, methods and elements of multiple fields, such as law, economics, sociology, political science, etc.

In their evolution over time, public policies have worked through a number of stages, four of which are considered essential:

- almost to the 60s this institution, of public policies did not constitute a distinct concern theoreticians of those times. Most of the analyzes that were made at that time in terms of governance mechanisms aimed at that moment, which made the political parties and the entire electoral process to be examined more closely;

- in the period '60 -'80 was noted an increase in interest in the greatest possible efficiency effects of policy decisions, focusing on reforming the mechanisms of government as a whole;

- after 80s the focus on government-civil society partnership on reforming governance mechanisms in order to manage effectively public money.

- Years after 2009, along with the global economic crisis, the government-civil society partnership acquires new dimensions, in that the state must play an active role in managing the crisis. To this end, public policies must be oriented towards of the economic and social the adjustment factor to the evolution of global politics.

"The elements that achieve policy coherence can be delineated as follows:

- specific measures that give substance to public policies;
- the allocation of resources accompanied by coercive forms of monitoring and control;

- Integration of public policy in a strategy, a framework for action, on a medium and long term;

- influence by public policy of a target group of individuals;

- Define and implement public policy objectives depending on the scale of social values of the time "(Grawitz J. M. Lecca, 1992, p. 102).

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<sup>1</sup> Assistant Professor PhD, Constantin Brancoveanu University of Pitesti, The Legal and Administrative Sciences Department. stanceaiza@yahoo.com

According to an opinion expressed in specialized literature, public policy refers to the government's actions and the intentions that led to these actions (Clarke, 1993, p. 302).

Another expert believes public policies as political decisions related to the implementation of programs designed to achieve specific social objectives (Malone, 2007, p. 58).

"In common sense, the term "politics" is usually taken to apply to something "bigger than individual decisions, but" something less "than the general social movements. So policy, in terms of level of analysis, is a concept placed in the middle. A second element, namely an essential one, is that for most authors the term refers to a purpose of some sort" (Miroiu A., 2001, p.9).

"Heinz Eulau and Kenneth Prewitt defined public policies as firm decisions characterized by behavioral consistency, both from those who practice them and from those who respect them" (Junjan V., R. Beer, 2002, p.164 ).

In our view, the policy actions of the government represents all those levers and mechanisms by which the government apparatus shall exercise general leadership, political, economic, administrative and social, directly or indirectly, and that may influence life and wellbeing.

Public policies provide solutions to community needs at a given time, they assuming a series of actions, decisions, institutions and regulatory framework for achieving them. By default, any policy included in a government program requires public funds, budgetary resources and policies to attract income and an efficient allocation of public funds.

So public policies consist of a set of concrete measures, decisions or ways of allocating financial resources, which is part of an overall framework for action, addressed an audience wider or narrower. Public policies have the following characteristics:

- They are made on behalf of citizens;
- Are established and implemented by the government apparatus;
- They are interpreted and implemented by public and private actors;
- Reflects the government's plans;
- Reflects what the government does not intend to do (Howlett M., 2003, p. 92).

"The beach of public policies presupposes the existence of a plurality of actors, situations and problems, in whose interdependence is born a policy and at the same time, it checks its viability, duration over time, how malleable it is and how to suit the interests of citizens" (Malone, 2007, p. 58).

The actors involved in the development and implementation of public policies are, therefore, institutions of the State Parliament, but citizens may be on an equal basis, international organizations, associations, foundations, etc. For example, Parliament is a central authority in which its members, councilors, parliamentary committees have a vital contribution in generating and implementing public policies.

Equally, the actors involved in the public policy process can be both individuals and groups, their number varying by country, sector or area and being able to change over time. Of course, the literature provides multiple classifications of participants in the public policy process (Profiroiu MC, E. Iorga, 2009, p. 34).

"The term 'actor' include both actors in the social sphere and actors of state structures, some being more involved in the administrative process, while others are mere spectators" (Howlett M, Ramesh M, 2004, p. 63).

An author distinguishes between participants inside and outside the political-administrative system the following categories: government, senior officials, Parliament, lobbyists, academics, researchers and consultants, media of mass communication, political

parties and public opinion, but claims that this distinction is partly artificial (Kingdon, 1984, p. 37).

"The political parties have a significant effect on public policy, but indirectly, generally through their members who are in the executive apparatus and to a lesser extent in the legislature. Political doctrine or ideology of the party can influence to some extent the option to party members to certain types of policies, but quite often in practice it is noted that they are neglecting their platform in the official party policy. If we were to analyze the political process in Romania, it is easy to see that the members of the Romanian political parties are not really interested in the ideology of the party they belong, but rather their own interests and the desire to learn "the boat is power "which gives them easier access to resources. This can be easily noticed by migration occurs among political parties in Romania "(Profiroiu MC, E. Iorga, 2009, p. 40).

So for a policy to be considered public should be generated or processed even organizations, procedures, or governmental influence. Therefore, we can say that:

- Public policy decision involves a number of inter-;
- Are implemented by individuals and government organizations;
- They are influenced by earlier political decisions and environmental factors;
- Public policies are presented by the media before their implementation;
- Public policies involves both action and inaction ;
- they can not be analyzed separately from the process of building the policy;
- Public policies have consequences, which may or may not be provided;
- Public policies require resources, and practical actions (M. Lipsky, 1980, p. 12).

"A first key element for a successful policy is the correct definition of the problem and identify its causes, because throughout subsequent public policy process invariably depends on the moment. When we have a clear picture of the problem, it is good to provoke discussions with all potential stakeholders, to analyze available data, qualitative and quantitative. A poorly structured problem or causes of which were not detected correctly can lead to a failure of public policy "(Profiroiu MC, E. Iorga, 2009, p. 54).

Also, the process of policymaking may fluctuate; Such actors involved in policy can address another issue considered urgent at the expense of those already opened.

Similarly, those involved in the development of public policies may change and with that change, there is another approach to solving a certain problem. For example, if after the parliamentary elections, changes occur in the government coalition parties, this leads invariably to changing the order of priorities on the agenda of the new government's work.

Therefore, even if the problems facing society are changing, values that govern that society are changing rapidly, some problems end up being debated, while others never reach the public agenda.

In practice, there are a number of limitations acting on those who formulate public policies. Some fundamental constraints may be related to the nature of the problem to be solved. Others are procedural constraints, which in turn can be institutional (constitutional provisions, the organization of state and society, systems of ideas and beliefs dominant) (M Howlett, Ramesh M, 2004, p. 141).

Public policy involves a complex set of elements that interact.

Thus, in the process of policymaking can be multiple actors, from public institutions and international organizations and by interest groups, researchers or journalists, each of whom promote different values and different interests or perceptions on a policy and how to solve different.

The entire process of drafting a policy, from the occurrence of the problem, and to the decision to solve it and assess its impact may extend over several years, requiring a longer period of time to understand the impact of policies on socio-economic factors.

So by grounding and careful elaboration of public policies, authorities administrative may respond better to the general interests of citizens and local communities. The public policy is closer to the citizen and its problems, it has a higher effectiveness and efficiency (M. Lipsky, 1980, p. 12).

It is well known that the implementation of a policy, usually does not involve only officials within the same organizational hierarchies, but individuals who belong to that organization or government, or that are not part of any organization. So both policy formulation and its implementation may involve more participants who may have different ways of understanding the issue exposed and can provide several solutions for this.

"The implementation of a public policy is a process that is often faced. Different authors have identified the causes of failures of implementation as:

- The large number of participants in the process, each with a different perspective on the problem and with a different level of involvement in solving it;
- Diversification goals. The policy depends more clarifications and explanations, the more the risks increase as initial objectives are not achieved;
- Ambiguity original purpose;
- The objective was not considered a priority;
- There were not enough resources to meet it;
- There was a conflict with other major participants;
- the group targeted by the policy was hard to involv, contact etc .;
- what has been made, did not have the expected impact;
- In time, circumstances have changed and attention was overtaken by other problems, apparently more important "(Profiroiu MC, E. Iorga, 2009, p. 70-71).

The solution involves examining starting conditions which must be satisfied as failures to be minimized (Hood, 1976; Gunn, 1987; Fesler, 1980). Some of these preconditions necessary to achieve perfection in public policy is outside the sphere of influence of the performers. For example, a political context, legal provisions, institutional framework performers as perceived by some constraints. Other conditions, however, come under their jurisdiction may be changed or shaped by performers, to a certain extent (Hogwood, Gunn, 1984).

In the European Union, it is known that it is a community of countries of particular importance for the international political environment of the last hundred years, an entity for which no definition is fairly comprehensive.

The features that customize this union are:

- Transfer of powers from member states to the Union, the transfer is significantly influenced by the degree of sovereignty of each Member State;
- That were created in the Union, public institutions responsible executive and legislative competence;
- The emergence of transnational policies that have significant budgetary resources;
- Budgetary policy distribution of resources according to current needs of the states and to reduce disparities of development.

Expansion and European integration increases the importance of mechanisms and instruments of substantiation, elaboration and implementation of national public policies and the European practice and usage properties, while stressing the need to identify the particularities of European decision-making. Under the requirements of European integration, national institutional and policymaking process were subjects factor change. Moreover, under the impact of the same process, the very process of European policy

making was shaped by rules and procedures that have evolved with changes and successive enlargements of the European Union (Matthew A. Dogaru C-T., 2011, p. 78).

Aligning regulations, principles and standards regarding the whole process of formulating public policies in Romania was and is a constant concern for IPP in all its areas of expertise, both before joining the European Union and in the present. In particular, IPP is interested in how the measures of foreign policy - both those in the relationship with the European Union and with non-member or other important institutional player (NATO, Council of Europe) - is reflected in society, Romanian citizens who are expectations in this regard, what are the issues that our country faces as a member, etc. (<http://www.ipp.ro>).

European policies About the EU budget reflects the priorities and plans for the Union each year, which is the document that authorizes financing activities taking place within the European area and all related operations.

As the degree of European integration has increased, the budget has changed, being influenced by the following factors:

- Unification of budgetary instruments by establishing a single budget level  
The European Union;

- there has been achieved a better balance at the institutional level;
- The introduction of own resources (Clarke, 1993, p. 305).

In general, European policies must be implemented effectively, and the Commission but also other EU institutions are responsible for the proper management of budgetary resources.

In public policy making in the European economic and social context, it is imperative that those who develop these policies, to forge ties with their foreign counterparts, the diversity of ways of making this process easy communication. Therefore, it is essential to make progress in identifying public policy units and to refer directly to Europe in describing the work and the goals envisaged in policy.

European policies have known, naturally, ongoing changes in recent decades, and its budget has promoted and reflected this development.

In the future, funding sources and financing instruments of the EU budget should provide funding of public policies based on the current needs of existing and to be assessed in accordance with the principles agreed, taking into account efficiency, fairness, transparency, necessity and financial autonomy.

Equally, it is necessary and best practices for improving ministers and all other public policy makers involved in presenting and implementing EU legislation. It would give a definite direction on what policy makers should do to assess the possible benefits and drawbacks of legislation, and how will it affect EU citizens (Profiroiu MC, E. Iorga, 2009, p. 123-124).

The Maastricht Treaty also makes changes in public policy through the European Union's activities by including the following:

- "Abolition between Member States of customs duties and quantitative restrictions on imported and exported goods and other measures with equivalent effect;

- Common commercial policy;

- Internal market will be characterized by the abolition between Member States of restrictions on the free movement of goods, persons, services and capital;

- Measures concerning the entry and exit of persons domestic market;

- A common policy on agriculture and fisheries;

- A common transport policy;

- Introduction of a system ensuring that competition in the internal market is not distorted;

- A social policy that includes the European social fund;

- Strengthening economic and social cohesion;
- An environmental policy;
- Encourage industrial competitiveness;
- Promoting research and technological development;
- The establishment and development of trans-European networks;
- Help to achieve a high level of health protection;
- Supporting the development of education and a professional training quality;
- A policy in development cooperation;
- Associating countries and territories next to seas to gain trade activity and promote economic and social development;
- Increased consumer protection;
- Measures on energy, civil protection and tourism "(art. 3 TUE).

"The governments of Western states, the international financial institutions and other donors require and use different tools to assess a project. In Romania, of public policies evaluation phase is still underdeveloped. Most monitoring and evaluation activities are conducted within programs with funding from the European Union. Regarding programs financed from the state budget, a small number were assessed during or after their implementation. If the assessment was conducted, it takes the form of reports on the achievement of objectives, without giving importance to public policy impact or efficiency with which resources were given "(Marton Balogh, 2014 p.77).

Although it is estimated that at European level there is a framework for unification of public policies, they can not be applied in the same way, their diversity is determined by the different realities of European countries, their culture and traditions, and not least the varying development economic tools and mechanisms that promotes national public policies (Matthew, 2007, p. 4). However, national actors can learn lessons from the process of Europeanization, then trying to change and to adapt their internal processes EU policies.

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