

ACTORS AND FACTORS INVOLVED IN PUBLIC POLICIES

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Abstract

A number of actors and factors, whose action can be decisive for decision-making in the political process, are involved in the public policies making. Different authors have identified a number of factors, grouped in relation to some elements that may favor, streamline or, in some cases, have adverse effects on policy implementation.

The actors involved in decision-making in public policies can exercise their influence, through their interests, but also the resources they have at their disposal. Over the course of the paper, the authors' opinions on the presence of several groups of actors were taken into account, the need to study them being given just by their influence within politics.

The present study aims getting over the grouping of different categories of actors and factors, identified by foreign and domestic specialized literature, taking into account issues related to their role and impact, ways of intervention, relevant elements for their influence within the process.

The conclusions summarize the essential ideas retained in the material, trying to capture the relevance of the research results of this topic.

The novelty elements brought in the paper consist just in bringing together, in a synthetic manner, the aspects noted during the research and highlighting the contribution of each category of factors and actors in the implementation of public policies.

The methodology used was the information from the foreign and domestic specialized literature, getting over the text and assimilation of the essential ideas on this subject, their processing from the perspective of the author's own interpretation.

Keywords: *public policies, influence factors, actors, public policy implementation.*

JEL Classification: D78

Introduction

We can ask ourselves why it is important to study the role of the factors that intervene in public policy and the influence of the actors that contribute to the

elaboration of public policies? There are aspects to which the course of the paper tries to respond, bringing arguments, by grouping certain factors according to the degree of influence and presenting some types of actors involved in formulating public policies.

Studying them can bring additional contributions in a field of interest, showing the importance of some elements that intervene in the public policy and can influence it.

Public policy actions are aimed at increasing the competitiveness and ensuring the well-being of society, maintaining public security and ensuring the quality of the environment, these being outlined as final long-term goals. The ability of public policies to find the necessary means to effectively answer society's needs reflects their quality and is conditioned by the existence of a strategic vision that would allow to be addressed the diversity of pursued objectives¹.

The challenges produced by various factors in the economic (economic crises), competitive (internal and external market), environment, budgetary constraints, require actions to increase the efficiency of public policies².

At the social level, it is important that public policies are accessible, perceptible and legitimate³.

The development and implementation of public policies for economic development involves actions to support the development of certain sectors, by focusing on performance and eliminating or correcting the observed elements of dysfunction⁴.

The aspects that distinguish public policies are⁵:

- the sphere of implementation;
- political and economic factors, conjuncture;
- the degree of complexity of the tools and techniques used.

The intervention of the state in the economy, through public policies developed at the level of central and local public administration is closely related to a series of aspects: historical, political and economic conjuncture, internally and externally, currents of

¹ Fundația PAEM ALBA, ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *Manual de bune practici internaționale cu privire la metode de participare și influențare a politicilor publice*, Perioada de elaborare: Ianuarie 2019 – Aprilie 2019, p.12, <https://www.paemalba.ro/wp-content/uploads/2019/05/Manual-de-bune-practici-.pdf>.

² *Ibidem*.

³ *Ibidem*.

⁴ Cosmin Stoica, Cristian Moisoiu, *Importanța Politicilor Publice în Dezvoltarea Social-Economică a României*, 2007, p. 519, https://www.utgjiu.ro/revista/ec/pdf/2007-01/97_Cosmin%20Stoica.pdf.

⁵ *Ibidem*.

thought from a certain period, the country's level development, skills and capacity of action of political leaders⁶.

A number of opinions of public policy specialists have highlighted changes related to the forms of state intervention in society, in order to solve the various problems they have to deal with. These involve taking into account aspects such as⁷:

- the form of government that determines the type of public administration (Ariño, 2003, p. 301);
- the need to change the orientation in governance, from projects and programs, to intervention through public policies (Aguilar, 2013, p. 30);
- in studying public issues it is important to consider not only the relations between state institutions, but also the aspects related to the interaction of the state with other actors (market, non-governmental entities and citizens) (Fontaine, 2015, p. 63);
- the tools, mechanisms and intervention techniques used in the actions taken determine the way in which governments carry out their governmental activity.

The paper aims to present some categories of factors and actors involved in the development of public policies as reflected in the foreign and domestic specialized literature, taking into account issues related to their role and impact, ways of intervention, relevant elements for their influence within the process.

The conclusions summarize the essential ideas retained in the material, trying to capture the relevance of the research results of this topic.

Influencing factors in the achievement of public policies

The implementation of a public policy is characterized by the degree of relationship between the government and the area to which that policy is addressed ("target space")⁸.

In the elaboration and implementation of public policies, a series of elements considered *factors of influence* intervene, the action of which can be decisive. In this

⁶ *Ibidem*.

⁷ María Helena Franco Vargas; Daniela Roldán Restrepo quote Ariño, 2003, p. 301; Aguilar, 2013, p. 30; Fontaine, 2015, p. 63, in the paper *The instruments of public policy. A transdisciplinary look (Los instrumentos de política pública. Una mirada transdisciplinaria) (Instruments de politique publique. Une vision transdisciplinaire)*, Cuadernos de Administración/Journal of Management, vol. 35, no. 63, 2019, pp. 101-113; Print ISSN: 0120-4645 / E-ISSN: 2256-5078/, p. 102.

⁸ Fundația PAEM ALBA, ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *Manual de bune practici internaționale cu privire la metode de participare și influențare a politicilor publice*, elaboration period: January 2019 – April 2019, p. 26.

regard, there have identified a variety of situations that may have an impact on the development of relevant public policies, depending on how they are grouped.⁹

1) Factors that *can favorably influence the implementation of public policy* grouped on several aspects of the intervention¹⁰:

- *Factors* in relation to the *objectives* of the parties involved in the implementation of the policy (those who implement it and those for whom it is aimed), respectively, the extent to which the implementation of policy contributes to meeting the requirements of the parties;
- *Factors* concerning the *volume of information* that the involved parties held. In this sense, the knowledge by the managers responsible in the process of the implementation, of information about the field to which the policy is addressed, can favour the application of the public policy (for example, the granting of subsidies).
- *Another class* is the *distribution of power* between the actors who implement public policy and the members of the field concerned. For example, in the case of grants, the decision-making power belongs entirely to those who implement the policy, if the members concerned request such support.

2) Viennet and Pont (2017)¹¹ identify some possible situations that may influence, differently, the operationalization of the policy¹²:

- *Policy designing*, respectively, adopting or rejecting it, depending on the potential to contribute to solving the signaled problems¹³.
- *Stakeholders and the interests* they have in public policy play a central role in policy implementation, due to their ability to influence policy and interact with other factors¹⁴.
- *Institutional environment* "comprises the formal and informal social constraints that regulate the implementation process"¹⁵ in a certain field.

⁹ *Idem*, pp. 26-27.

¹⁰ *Ibidem*.

¹¹ Viennet Roman; Pont Beatriz, *Education policy implementation: A literature review and proposed framework*, OECD Education Working Paper, no. 162, OECD Publishing, Paris. <http://dx.doi.org/10.1787/4c467a64-en>, 2017, pp. 28-37.

¹² Debela Tezera, in the paper *Factors for the Successful Implementation of Policies*, Merit Research Journal of Education and Review (ISSN: 2350-2282) vol. 7(8) pp. 92-95, August, 2019, <http://meritresearchjournals.org/er/index.htm>, p. 093, quotes Pont (2017; pp. 28-34).

¹³ Viennet Roman; Pont Beatriz, *op. cit.*, p. 28.

¹⁴ *Idem*, p. 30.

¹⁵ *Idem*, p. 34.

The implementation strategy concerns the elaboration and implementation of policy¹⁶. Frank F. et al. 2007, P: 92 consider that efficient implementation of the policy can be achieved, in the extent that a number of elements are taken into account, such as¹⁷:

- clear formulation of the objectives pursued;
- feasible structuring of the implementation;
- the positive contribution of the interest groups;
- avoiding some adverse effects on the economic and social environment, as a result of the changes caused by the implementation of the policy.

3) Factors identified by *fields in which they operate*, which exert their influence in fulfilment of public policies, as follows¹⁸:

- *Knowledge and innovation can influence politics, through* the dissemination of information and possibilities to recognize opportunities;
- *Social, political and economic* context exerts its influence, through:
 - Political and development opportunities, openness towards influences coming from outside;
 - Resources available to political decision makers;
 - Actors who can be involved in policy making and can influence policies.
- The legal framework intervenes through:
 - Laws that address a specific field of activity (for example, the management of health risks, generated by chemicals);
 - Laws related to institutional processes, the budget available to the government, procedures;
- Influences from the institutional system:
 - Structure and potential of the institutional system (central government agencies, local government, NGOs, private sector, etc.).
 - Impact of the external environment in the form of* international agreements and treaties, media and other external events.

4) *Unfavorable factors* in the implementation of a public policy, as a result of which, it does not achieve the purpose for which it was developed (Maarse, 1983; Bressers, 1983)¹⁹:

- resistance, locally, to the decisions and guidelines received from the central level;

¹⁶ *Idem*, p. 37.

¹⁷ Debela Tezera, *op. cit.*, p. 93, quotes Frank F. et al., 2007, p. 93.

¹⁸ Persistent Organic Pollutants Toolkit, *Factors Influencing the Policy Process*, <http://www.popstoolkit.com/riskmanagement/module/step4/policyprocess/influences.aspx>.

¹⁹ Fundația PAEM ALBA, ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *Manual de bune practici internaționale cu privire la metode de participare și influențare a politicilor publice*, elaboration period: January 2019 – April 2019, p. 23, quotes Maarse, 1983; Bressers, 1983.

- economic and financial situation;
- lack of clarity in formulating the aims of the respective policy;
- unfavorable market conditions in the short term;
- lack or poor coordination between different public policies;
- insufficient motivation of the municipalities which are responsible for the implementation of public policies;
- insufficient number of civil servants;
- late appearance of application rules;
- erroneous perception of the operationalization of the subsidies, by the applicants.

Actors involved in public policy making

The political process involves the involvement of groups of actors, the way of action, as well as their inter-relationship in order to achieve the objectives, elements determined by rules that govern the functioning of society (institutional, political environment)²⁰.

Actors from public or private sector involved in public policy making have the capacity to intervene with solutions to address the problems facing society. It is important to implement them and assess their impact on society, social groups, etc., for which they were intended.

The study of the actors aims to signal the individual or group interests and the reason for which their involvement in the formulation of the decisions is taken into account.

Actors can influence and guide the actions of the organization, so that, by studying them, the interests of important actors and the resources they have when they are involved in a political decision making and its implementation can be better understood²¹.

The author Mihaela Păceșilă (2008)²² considers that the actors participating in the public policy process can be appointed *stakeholders* due to the interest given for the

²⁰ Mihaela Păceșilă, *Actors Involved in the Public Policies Cycle – Public Policy Stakeholders/Actorii implicați în ciclul politicilor publice - stakeholderi ai politicilor publice, Theoretical and Empirical Researches in Urban Management Journal (Cercetări practice și teoretice în Managementul Urban)*, vol. 3, no. 8 (August 2008), pp. 84-93, p. 85.

²¹ MAI ANFP, *Politici publice*, Uniunea Europeană - Fondul Social European; Guvernul României-Ministerul Administrației și Internelor; Inovație în administrație Programul Operațional „Dezvoltarea Capacității Administrative”, *Creșterea capacității funcționarilor publici din Ministerul Apărării Naționale și Agenției Naționale a Funcționarilor Publici de a gestiona procesele de management strategic instituțional și de proiect, în contextul dezvoltării și întăririi rolului funcției publice*, cod SMIS nr. 22857 Administrație și Apărare – Parteneriat pentru Performanță, p. 23, <http://www.anfp.gov.ro/R/Doc/2015/Proiecte/Incheiate/MAPN/3.%20Materiale%20de%20formare%20Politici%20publice.pdf>.

²² Mihaela Păceșilă, *op. cit.*, p. 88.

formulation and implementation of public policies. The statement is reinforced by the author, with some elements that outline the concept of stakeholders of public policies, derived from foreign and domestic literature.

The stakeholder is "that individual or group that may influence a particular policy or that is affected by this"²³. Actors/stakeholders can be consulted to provide practical solutions to solve problems of interest to society and those involved in policy making have the legitimate authority to impose normative directions of action²⁴. Their social status can be an important element taken into account in supporting some policies to achieve the goals²⁵.

Participants, actors, in the political process, can be defined:

*"Any natural or legal persons, groups, organizations or institutions, that have an interest, are influenced/affected or may influence/affect the public policies making process"*²⁶.

*"The notion of actor includes both the entities within the state (ministries, commissions, decentralized agencies etc.) and those within society (unions, NGOs, pressure groups etc.), which are directly or marginally involved in the process of public policies"*²⁷.

In the political process it may be involved a single actor (a representative of the Government or the institution) or a group of actors who may have a dominant influence, the roles they play being different, depending on how they relate to the political process and the interests they have²⁸. Thus, *public policy subsystems* are formed - structures that contain "regulations", "power relations" and "information", interests and objectives that the actors have in a certain public issue²⁹.

The institutional environment and the norms regulate the political process, establish the form in which the actors relate to each other, but also, the results obtained, in their actions aimed at achieving the objectives³⁰.

²³ Mihaela Păceșilă, *op. cit.*, p. 89, quotes "Întărirea capacității UCRAP și a rețelei naționale de modernizatori", suport de curs realizat în cadrul proiectului de întărire instituțională RO03/IB/OT/01.

²⁴ Melissa Mackay, Louise Shaxton, *Understanding and Applying Basic Public Policy Concepts*, 2011, p. 1, https://www.politicipublice.ro/uploads/understanding_public_policy.pdf; <https://hdl.handle.net/10214/23740>.

²⁵ Mihaela Păceșilă, *op. cit.*, pp. 89 and 93.

²⁶ MAI ANFP, *op. cit.*, p. 18.

²⁷ Mihaela Păceșilă, *op. cit.*, p. 85.

²⁸ Fundația PAEM ALBA, ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *op. cit.*, p. 14.

²⁹ Mihaela Păceșilă, *op. cit.*, p. 85.

³⁰ *Ibidem*.

In solving their own interests, the actions of the actors are guided by regulations given by the institutions, which are defined as "the structures and organization of the state, society and the international system"³¹.

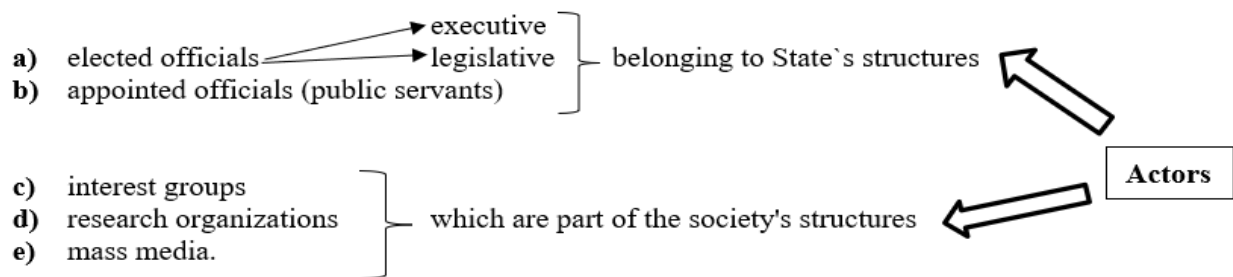
The particularities of institutional organization can be³²:

- *formal* with reference to the membership of members, to the respective institution, the operating techniques;
- *informal* aims at elements that define the institutions.

In the process of elaborating public policies, the actors involved pursue their own interests and the results obtained are regulated by rules that govern this process³³.

The specialty literature includes several types of grouping of actors depending on the role they play in developing public policies, the way they conduct their actions, the interests pursued, as shown in the following examples:

- A well-known form of grouping of actors includes³⁴:



These categories form "members of a specific subsystem of public policy"³⁵, within which, individuals have different interests, according to their position, respectively:

a) Elected officials

Elected officials (politicians), involved in the elaboration of public policies, divided into executive and legislative inter-relations and carry out various actions, in common consent, with advisers from the upper levels of the administration³⁶.

³¹ *Ibidem.*

³² *Ibidem.*

³³ MAI ANFP, *op. cit.*, p. 19.

³⁴ Mihaela Păceșilă, *op. cit.*, p. 85, quotes M. Howlett, M. Ramesh, *Studiul politicilor publice. Cicluri și subsisteme ale politicilor*, Epigraf Publishing House, Chișinău, 2004.

³⁵ Mihaela Păceșilă, *op. cit.*, p. 86.

³⁶ Fundația PAEM ALBA; ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *op. cit.*, p. 24; Melissa Mackay, Louise Shaxton, *op. cit.*, p. 1.

The executive - the government - an important actor in public policies with the authority conferred by the Constitution, in the management of state activities, the elaboration and implementation of policies, respectively³⁷:

- It plays a key role within the public policy-making process, it has the final decision and the financing potential, attributes motivated from the perspective of several elements³⁸:

-It has resources and means, by which, it can control and influence the other actors involved;

-Can establish directions for action in solving some problems of public interest.

- The interest given to public policies considers the intervention in the economic and social activity, by orienting the actions in the desired direction. Government guidelines, through public policies, may consist in attempts to change the economic, social or cultural environment through concrete actions³⁹.
- Has control over social behavior and has the power of coercion, having a network of actors on which to it is based in achieving political goals⁴⁰.

The resources and potential it has and which strengthens its position, give it the possibility to intervene by actions, such as⁴¹:

- exercises control over the fiscal resources, information and in the adoption of laws;
- has a bureaucratic apparatus;
- can exercise authority or influence over the pressure groups, trade unions or other actors;
- priority access to the mass media.

Legislative - operates several activities⁴²:

- monitors the activity of the executive and can exert its influence on policies;
- signals public issues that will be on the government's agenda;
- has a role in approving the budget, a tool that allows it to effectively exercise the control over the executive.

³⁷ Fundația PAEM ALBA; ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *op. cit.*, p. 25.

³⁸ Mihaela Păceșilă, *op. cit.*, p. 91.

³⁹ *Ibidem*.

⁴⁰ Melissa Mackay, Louise Shaxton, *op. cit.*, 2011, p. 2.

⁴¹ MAI ANFP, *op. cit.*, p. 19, 20; Mihaela Păceșilă, *op. cit.*, 2008, p. 86.

⁴² MAI ANFP, *op. cit.*, p. 20; Mihaela Păceșilă, *op. cit.*, p. 91.

The border between the executive and the legislative is highlighted both at the level of the central administration and in the local administration⁴³. The ultimate goal of the legislative is to achieve the interests of citizens, by adopting some normative acts that meet their needs.

b) Appointed officials - public servants

Through public policies, their position relates to important principles, in the exercise of their tasks: taking responsibility for problems of public interest and their resolution, ensuring transparency, orientation to the needs of citizens. The role they play in political action relates to the potential it has in various activities⁴⁴:

- take over from the executive, functions of decision-making and implementation;
- are concerned with gathering, processing information from interest groups;
- can exercise their influence in the decisions of elaborating the political agenda;
- have the obligation to support the executive in fulfilling the objectives;
- have knowledge in the technical field;
- can carry out political advisory activities;
- can be service providers;
- are citizens – oriented;
- are responsible in decision-making towards public matters;
- focused on solutions adequate to citizens' problems.

In many cases, their experience is important for the executive and the legislative, in the implementation of various public policy options.

c) Interest groups

The degree of intervention and influence of these groups in the public policy process is generated by the economic and political interests that determine them⁴⁵. The resources held by this category of actors provide them with the possibility to intervene in decision-making, development and implementation of public policies⁴⁶:

- *informational* - have knowledge related to issues in their field of interest, to which

⁴³ MAI ANFP, *op. cit.*, p. 20; Mihaela Păceșilă, *op. cit.*, p. 87.

⁴⁴ Fundația PAEM ALBA; ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *op. cit.*, p. 25; Mihaela Păceșilă, *op. cit.*, p. 92; Melissa Mackay, Louise Shaxton, *op. cit.*, p. 2.

⁴⁵ Mihaela Păceșilă, *op. cit.*, p. 92.

⁴⁶ Fundația PAEM ALBA, ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *op. cit.*, p. 25; MAI ANFP, *op. cit.*, p. 21; Mihaela Păceșilă, *op. cit.*, pp. 87 and 88.

other actors do not have access;

- *political, organizational* - can have a significant influence in making administrative decisions, depending on the number of members that form the respective group;
- *financial* are an important element of differentiation of the influence that pressure groups can exert in the process of elaborating public policy; can contribute in funding the election campaigns.

The interest groups aim to achieve the interests of the members within the group and the way they can exercise their influence it depends on the number of members belonging to the group. A large number of like-minded interest members allow them to exert a greater influence than in the situation in which they would act individually⁴⁷.

d) University research organizations

They carry out their activity either within universities or they can be set up as independent organizations that carry out multidisciplinary research in order to exert their influence in the formulation of public policies; are research organizations called "think tanks". "A "think tank" can be defined as an independent organization engaged in multidisciplinary research in order to influence public policies."⁴⁸ Through their studies, they get their contribution with practical ideas in the resolution of some public problems, which distinguishes them from research organizations within universities⁴⁹.

e) Mass media

The role of the press in public policy is viewed differently, with some views considering it important and others limited. The press plays has a central role in the relationship between the state and society; follows up on concrete events, disseminates information, highlights certain issues and brings into attention of citizens, the mismanagement of solving some economic and social problems or possible situations in which certain pressure groups gain advantages; thus, it can influence the decisions in the achievement of public policies⁵⁰.

⁴⁷ Melissa Mackay, Louise Shaxton, *op. cit.*, p. 2; Fundația PAEM ALBA, ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *op. cit.*, p. 25; MAI ANFP, *op. cit.*, p. 21.

⁴⁸ Fundația PAEM ALBA, ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *op. cit.*, p. 26.

⁴⁹ Mihaela Păceșilă, *op. cit.*, p. 92; Fundația PAEM ALBA, ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *op. cit.*, p. 26; MAI ANFP, *op. cit.*, p.21.

⁵⁰ Mihaela Păceșilă, *op. cit.*, pp. 88, 92 and 93.

In the context of public policies, the involvement of the press in political activities varies from the passive role, as a reporter, by exposing the problems arising, to the active one, as an analyst who contributes with solutions and analysis, to solving some public problems⁵¹.

The media influences and shapes public opinion, by collecting and rendering the information, in society⁵².

In the analysis of the possible effects that different interest groups can have, in certain issues related to public policies can be used "stakeholder matrix or matrix of actors interested in ", a tool developed by Lindenberg and Crosby, 1981⁵³, in which a number of informative elements about the group are taken into account⁵⁴: the interests of the group, the possibility to mobilize resources to exercise its influence. Representation in the table below (Table 1):

Table 1. Stakeholder matrix or matrix of actors interested in
(Lindenberg și Crosby, 1981, quoted by Păceșilă, 2008, p. 89)

The group	The group's interest in a certain policy	Available resources	The ability to mobilize resources	The group's position on the matter under discussion
The name of the group	The degree of expression of interest can be measured from very high to very low.	A set of resources that interest groups have.	The way in which the respective group can mobilize resources	The group's position on the respective matter may be positive or negative.

Source: Mihaela Păceșilă Actors Involved in the Public Policies Cycle – Public Policy Stakeholders/Actorii implicați în ciclul politicilor publice - stakeholderi ai politicilor publice Theoretical and Empirical Researches in Urban Management Journal. Cercetări practice și teoretice în Managementul Urban, Vol. 3, No. 8 (August 2008), pp. 84-93, 2008, p. 90; MAI ANFP, Politici publice, Uniunea Europeană - Fondul Social European; Guvernul României-Ministerul Administrației și Internelor; Inovație în administrație Programul Operațional "Dezvoltarea Capacității Administrative", „Creșterea capacității funcționarilor publici din Ministerul Apărării Naționale și Agenției Naționale a Funcționarilor Publici de a gestiona procesele de management strategic instituțional și de proiect, în contextul dezvoltării și întăririi rolului funcției publice” cod SMIS nr. 22857 Administrație și Apărare – Parteneriat pentru Performanță, p. 23 quotes Lindenberg, Marc și Crosby, Benjamin, „Managing Development: The Political Dimension”, Kumarian Press (West Hartford, Conn.), 1981.

The relevance of a stakeholder intervention relates to the influence exerted in the implementation of a policy, which can be⁵⁵:

⁵¹ Mihaela Păceșilă, *op. cit.*, p. 88; Fundația PAEM ALBA, ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *op. cit.*, p. 26.

⁵² Melissa Mackay, Louise Shaxton, *op. cit.*, p. 2; Mihaela Păceșilă, *op. cit.*, p. 92; Fundația PAEM ALBA, ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *op. cit.*, p. 26; MAI ANFP, *op. cit.*, p. 22.

⁵³ Mihaela Păceșilă, *op. cit.*, p. 89, quotes Lindenberg și Crosby, 1981, in *Manual pentru elaborarea propunerii de politici publice*, Unitatea de Politici Publice, Secretariatul General al Guvernului, May 2004, p. 37; MAI ANFP, *op. cit.*, p. 23, quotes Lindenberg, Marc and Crosby, Benjamin, *Managing Development: The Political Dimension*, Kumarian Press (West Hartford, Conn.), 1981.

⁵⁴ Mihaela Păceșilă, *op. cit.*, p. 90.

⁵⁵ Mihaela Păceșilă, *op. cit.*, p. 90, quotes "Întărirea capacității UCRAP și a rețelei naționale de modernizatori", suport de curs realizat în cadrul proiectului de înfrățire instituțională RO03/1B/OT/01; *Idem*, p. 91; MAI ANFP, *op. cit.*, p. 22.

- *Negative*, leads to weakening of the power of decision makers through the pressures exerted by stakeholders who have economic power. For example: the opposition of industrial producers to reforms favorable for exports.
- *Positive*, stakeholders can strengthen the implementation of a policy, such as facilitating entry into a new market, by contribution with resources;
- *Influence*, through the power they hold, stakeholders can influence the implementation of a policy. For example, consumers can influence the policy decisions concerning service delivery.

The actors mentioned above can be considered *public policy stakeholders*, through their interests and influence in the formulation and implementation of public policies, in order to achieve the objectives⁵⁶.

Conclusions

Public policies are a mean of intervention of the state in the economy, developed at the central and local level and they are closely related to a series of aspects: historical, political and economic conjuncture, internally and externally, currents of thought from a certain period, the country's level development, skills and capacity of political leaders' action.

In a market economy, in order to increase the competitiveness, the state intervenes through a series of actions, such as: eliminating the negative effects of market failures and streamlining the results; capitalization of social and cultural heritage; increasing well-being⁵⁷.

The perspectives pursued in the elaboration of the public policies have in view the settlement of some general matters or by fields⁵⁸. In the actions unfolded by government, the public policy is a means by which the decision-makers use a range of arguments in decision-making⁵⁹.

A number of factors and actors intervene in the development of public policies; their action can be determinant for decision-making in the political process. Different authors have identified a number of factors, grouped in relation to some elements that may

⁵⁶ Mihaela Păceșilă, *op. cit.*, pp. 89 and 93.

⁵⁷ Stoica, Moisoiu, *Importanța Politicilor Publice în Dezvoltarea Social-Economică a României*, 2007, p. 519.

⁵⁸ MAI ANFP, *op. cit.*, p. 7.

⁵⁹ ESSAYRX (February 06. 2020), *Different Types of Public Policy*, <https://essayrx.com/article/different-types-of-public-policy>.

favour, streamline or, in some cases, may have unfavourable effects on policy implementation.

A number of actors from different fields of action contribute to the formulation of public policies, such as: actors - individuals or legal entities, interest groups, organizations or institutions, government agencies, public policy advisers, NGOs or communities and individuals. Through the roles and interests (direct or indirect) that they have, they can influence the development of public policies or, in turn, are influenced in the process of developing them⁶⁰.

The author Mihaela Păceșilă⁶¹ considers that the actors participating in the public policy process can be called stakeholders due to the interest given for the formulation and implementation of public policies.

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⁶⁰ Fundația PAEM ALBA; ACE-ES București (Asociația Consultanților și Experților în Economie Socială România), *op. cit.*, p. 24; MAI ANFP, *op. cit.*, pp. 18 and 19.

⁶¹ Mihaela Păceșilă, *op. cit.*, p. 88.

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