

POLICY PROCESS, ANALYSIS AND STRATEGIC FORESIGHT

**A Textbook for
Administration
and Governance**

Randy Joy Ventayen



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Randy Joy Ventayen, DBA, DIT

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Policy Process, Analysis, And Strategic Foresight: A Philippine-Context Guide to Public Policy, Analysis, And Strategic Foresight

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Foreword

Graduate study in administration and governance requires more than familiarity with public policy terms. It requires the discipline to examine how policy problems are framed, how institutions respond, how evidence is weighed, how implementation succeeds or fails, and how public leaders prepare for futures that have not yet arrived. In this respect, *Policy Process, Analysis and Strategic Foresight: A Textbook for Administration and Governance* responds to a real need in advanced professional education.

The strength of this textbook lies in its integration of three bodies of knowledge that are too often taught separately: the policy process, policy analysis, and strategic foresight. Public policy explains how collective decisions are made. Policy analysis teaches how those decisions may be examined through evidence, criteria, alternatives, and consequences. Strategic foresight provides the future-facing discipline needed by administrators who must govern in the face of uncertainty rather than wait for a crisis before acting.

The book is especially useful for doctoral and graduate learners because it treats policy not merely as a legal or bureaucratic product, but as a living governance process. Each chapter links concepts to realistic Philippine conditions, including institutional capacity, public participation, accountability, digital transformation, sustainability, and administrative reform. Its repeated use of case situations, data insight boxes, reflection questions, and project-based tasks gives students a practical route from theory to applied policy judgment.

Equally important is the cumulative Strategic Policy Project Build. This feature turns the book from a reading text into a working guide. Students do not simply study agenda setting, implementation, evaluation, and foresight as separate topics; they apply them to one policy issue until a complete policy analysis and foresight portfolio emerges. That design is exactly what graduate education should do: move learners from knowing concepts to using them responsibly.

This textbook is recommended for students, instructors, researchers, administrators, and public leaders who need a rigorous but usable guide to policy thinking. It is grounded enough for classroom instruction and practical enough for governance work.

Dr. Renato E. Salcedo

Preface

This book grew out of a simple observation: the existing EDED-310 syllabus gave graduate students the vocabulary of the policy process, but not always the connective structure that lets one topic build deliberately on the last. Agenda-setting means little without an understanding of how problems are framed. Formulation means little without knowing how policy is ultimately authorized and implemented. Evaluation means little without the analytical methods to measure whether a policy actually worked. This book was written to make that connective structure explicit, chapter by chapter, so that by the final page, a student has not merely studied fourteen separate topics, but walked a single, coherent policy process from first agenda through analysis to strategic foresight about its future.

Every chapter follows a consistent template deliberately: learning outcomes, historical grounding, key definitions, core theory, a worked table, a Philippine Context feature, a case study, best practices and emerging issues, a chapter summary, key terms, reflection and discussion questions, a Policy Case Build activity step, a self-check quiz, and full references. This consistency is intentional; it allows students to know exactly what to expect from each chapter and instructors to adapt, reorder, or supplement individual sections without disrupting the book's overall architecture.

This edition has been formatted according to the Philippine Technical Institute Inc. (PTI Press) house style. Two items remain outstanding before final publication: a full reference-accuracy audit against APA 7th edition standards, and confirmation against the final approved EDED-310 syllabus of any scope adjustments the teaching faculty may require. Both are noted transparently here rather than presented as complete.

Randy Joy Ventayen, DBA, DIT

How to Use This Book

For Students: Read each chapter in sequence, since later chapters deliberately assume familiarity with frameworks introduced earlier. Complete each chapter's Policy Case Build step as you go, applying every new framework to the same evolving policy issue, rather than waiting until Chapter 14 to begin. Use the Chapter Self-Check quiz to confirm understanding of key terms and concepts before moving to the next chapter, and treat the reflection and discussion questions as genuine thinking prompts, not merely questions to skim past.

For Instructors: Each Part corresponds to a natural instructional unit (Foundations of Public Policy, Problem Framing and Formulation, Implementation and Accountability, Outcomes and Advocacy, Analysis Methods, Strategic Foresight), and Parts may be paced across weeks according to your course calendar, consistent with the EDED-310 syllabus's structure. The cumulative Policy Case Build activity serves as the course's primary summative assessment, culminating in the Chapter 14 capstone policy brief and foresight scenario. The accompanying Appendix A worksheet packet may be distributed at the start of the term as a running companion document.

Icons and Features: Throughout this book, colored feature boxes signal specific content types, Key Terms (definitions), Philippine Context (local application), Case Study (illustrative composite scenarios, not depicting real named individuals or organizations unless explicitly cited), and Policy Case Build (your cumulative assignment). Part-opening pages use a consistent color per Part, carried through into that Part's chapter headings, tables, and feature-box accents, to help orient students to which Part of the policy process they are currently in.

A Note on Depth: Every chapter deliberately combines conceptual grounding with practical application; the Extended Application and Frequently Asked Questions subsections found in several chapters are not optional supplementary material, but a continuation of the chapter's core teaching, often addressing the specific misapplications and edge cases students most commonly encounter when first applying a given framework to their own policy issue. Instructors assigning partial chapter readings should be aware that skipping these subsections omits genuine content, not mere elaboration.

Acknowledgments

This book builds directly on the EDED-310 Policy Process, Analysis and Strategic Foresight course syllabus (Pangasinan State University, Graduate School), whose course description, topic outline, and seven course outcomes provided the foundational structure this fourteen-chapter expansion restructures and deepens. The book's development process mapped each chapter's scope back to a defined, approved course outcome and syllabus topic rather than to ad hoc topic selection.

The author gratefully acknowledges the colleagues, co-authors, and academic community whose ongoing collaboration in Philippine education, public administration, and higher education policy has shaped the perspective this book brings to a Philippine-context treatment of an inherently comparative subject.

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PART I

FOUNDATIONS OF PUBLIC POLICY

Part I lays the conceptual groundwork for everything that follows. Before a policy can be analyzed, formulated, implemented, or evaluated, the student must first understand what public policy is, the historical and structural context in which it operates, and how issues reach the policy agenda in the first place.

WHAT IS PUBLIC POLICY?

Framing, Arenas, and the Work of Public Administration

“Public policy is not what a government says it will do. It is what a government actually, observably does.”

1.0 Chapter Overview

This chapter opens your study of the public policy process by establishing what public policy actually is, how broad its scope really is, and how it involves and shapes the lives of citizens, whether or not they ever notice it. Before you can analyze how policy is made, implemented, or evaluated, you need a clear and precise vocabulary for the field itself, and an accurate sense of the arenas in which policy work actually occurs. This chapter also introduces the Policy Case Build, the cumulative project you will carry through all fourteen chapters of this book, culminating in a complete policy analysis and strategic foresight portfolio built around a real or realistic Philippine policy issue of your choosing.

1.1 Learning Outcomes

- LO 1.1 Define public policy and identify its basic elements.
- LO 1.2 Explain the goals public policy is meant to serve and the scope of its reach into daily life.
- LO 1.3 Distinguish the major policy arenas, and the role public administration plays within them.

1.2 Introduction

Ask a room of graduate students to define public policy, and you will typically hear some version of a law passed by the government. This answer is not wrong, but it is dangerously incomplete. A law that exists on paper but is never funded, never enforced, or quietly reinterpreted by the agency responsible for implementing it is not, in any meaningful sense, the

policy citizens actually experience. Public policy is better understood as what government actually does, including its inaction, its selective enforcement, and the gap that often opens between a policy's stated intent and its lived effect.

This distinction matters enormously for anyone entering educational leadership or public administration. A school leader who understands only the formal text of an education policy, without understanding how it is actually implemented, funded, and enforced at the ground level, will consistently misjudge what that policy will actually accomplish. The chapters that follow teach you to see public policy as a dynamic, unfolding process rather than a fixed, finished document.

It is worth being explicit about how this book is organized, since the sequence itself teaches something about the discipline. Part I, this Part, establishes the vocabulary and conceptual foundation before any of the more analytical chapters begin. Parts II through IV then follow the policy process roughly in the order it actually unfolds: problems are framed, policies are formulated, actors implement them, and outcomes are evaluated and contested. Part V equips you with the formal analytical techniques policy professionals actually use, and Part VI closes by teaching you to look beyond the current policy cycle entirely, toward the futures strategic foresight is designed to anticipate.

1.3 Historical Background

The formal academic study of public policy as a distinct field, separate from political science and public administration more broadly, emerged substantially in the United States during the 1950s and 1960s, as scholars such as Harold Lasswell argued for a policy sciences approach that would apply systematic, multidisciplinary analysis to public problems rather than treating policy as merely the output of political institutions. This period also saw the rise of the policy cycle model, breaking the policy process into discrete, analyzable stages, a framework this book returns to throughout.

The field matured considerably through the 1980s and 1990s as scholars increasingly recognized that the tidy, linear stages of the early policy cycle model rarely matched how policy actually unfolded in practice. Paul Sabatier and Hank Jenkins-Smith's Advocacy Coalition Framework, developed during this period, offered an influential alternative view, emphasizing how competing coalitions of actors, bound together by shared beliefs, contest policy outcomes over long time horizons rather than through a single, orderly sequence of stages.

1.4 Definitions

KEY TERMS

Public Policy: A course of action, or inaction, pursued by government in response to a problem it has recognized as requiring collective attention, observable through what government actually does rather than merely what it states.

Policy Arena: A specific domain of public policy activity, such as education, health, or environmental policy, each with its own actors, institutions, and characteristic dynamics.

Public Administration: the implementation and management of government policy by public agencies and civil servants, the practical machinery through which formally adopted policy becomes lived experience.

Policy Process: The dynamic, ongoing sequence of activities, formulation, implementation, evaluation, and revision, through which public policy is made and remade over time.

1.5 Core Concepts and Frameworks



Figure 1.1. The Four Goals of Public Policy.

1.5.1 The Basic Elements of Public Policy

Every genuine public policy contains several identifiable elements. A goal or objective specifies what the policy is meant to achieve. A target population identifies who the policy is meant to affect, directly or indirectly. Instruments specify the mechanisms, regulations, funding, mandate, and incentives through which the policy seeks to achieve its goal. Implementing actors specify who is actually responsible for carrying out the policy. Analyzing any policy, including the one you select for this book's Policy Case Build, begins with identifying these elements explicitly rather than assuming they are self-evident from a policy's title or stated intent.

1.5.2 The Goals of Public Policy

Public policy generally serves some combination of four broad goals. Allocative goals distribute resources or benefits across a population. Regulatory goals constrain or direct behavior toward a collectively desired outcome. Redistributive goals shift resources or opportunity from one group to another, often toward historically disadvantaged populations. Constituent goals establish or reorganize the institutions and procedures through which government itself operates. A single policy frequently serves more than one of these goals simultaneously, and identifying which goals a given policy actually prioritizes, rather than which it emphasizes in its public rhetoric, is a core analytical skill this book develops.

1.5.3 Policy Arenas and the Role of Public Administration

Public policy is not a single undifferentiated field but a collection of distinct arenas, education, health, environment, economic policy, each with its own characteristic actors, institutions, and dynamics that a policy analyst must understand on their own terms. Public administration sits at the practical center of every arena: it is the machinery through which a formally adopted policy is actually translated into funded programs, staffed agencies, and enforced regulations. A policy that looks identical on paper across two different arenas can produce entirely different real-world effects depending on the administrative capacity and culture of the agency responsible for implementing it.

1.6 Table 1.1, The Four Goals of Public Policy

Goal Type	What It Does	Example
Allocative	Distributes resources or benefits	A school-building grant program
Regulatory	Constrains or directs behavior	Curriculum accreditation standards
Redistributive	Shifts resources toward a target group	Scholarship programs for disadvantaged students
Constituent	Reorganizes institutions or procedures	Creation of a new government oversight agency

Table 1.1. The four broad goals public policy typically serves.

1.7 Government Policy and Professional Standards

In the Philippine context, public policy formation operates within a constitutional framework that distributes authority across the executive, legislative, and judicial branches, and increasingly across national and local government units under the Local Government Code of 1991 (Republic Act No. 7160), which devolved significant policy implementation authority, particularly in health, agriculture, and social services, to provincial, city, and municipal governments. Understanding which level of government has implementation authority for a given policy arena is a prerequisite for any serious policy analysis in the Philippine setting.

1.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

The Philippines' K to 12 Basic Education Program, formally enacted through the Enhanced Basic Education Act of 2013 (Republic Act No. 10533), illustrates the gap between formal policy text and lived implementation that this chapter emphasizes. The law's stated goals, better-prepared graduates and alignment with international education standards, differed in important respects from its actual on-the-ground implementation, which varied considerably across regions depending on local infrastructure, teacher readiness, and resource availability, precisely the kind of implementation variation later chapters in this book teach you to anticipate and analyze.

CASE STUDY

Illustrative composite case.

A Philippine provincial education office received a national directive requiring every public school to establish a specific student support program within a single academic year. On paper, the policy appeared straightforward: a clear goal, a defined target population, a specified deadline. In practice, schools in the province's more remote municipalities lacked the staffing and facilities to implement the program as designed. In contrast, better-resourced schools in the provincial capital implemented it easily and even expanded on it. The resulting policy, as experienced by students, varied significantly across the province, making it difficult to describe as a single, uniform program.

1.9 Best Practices, Current Issues, and Emerging Trends

- **Best Practice:** Analyze a policy's basic elements, goal, target population, instruments, and implementing actors explicitly before evaluating whether the policy is likely to succeed.
- **Current Issue:** A persistent gap between formally adopted Philippine policy and its actual, resourced implementation at the local government unit level remains a recurring challenge across policy arenas.
- **Emerging Trend:** Increasing devolution of implementation authority to local government units under continuing Local Government Code reforms is reshaping the actors a policy analyst must examine to understand a given policy's real-world effect.

1.10 Summary and Key Takeaways

Public policy is best understood as what government actually does, including its inaction and selective enforcement, not merely what its formal text states. It contains identifiable

elements, goals, target populations, instruments, and implementing actors, and typically serves some combination of allocative, regulatory, redistributive, and constituent goals. Policy arenas differ significantly in their actors and dynamics, and public administration is the practical machinery that determines how a formally adopted policy actually reaches the people it is meant to affect.

KEY TAKEAWAYS

- Public policy should be analyzed as what the government actually does, not only what it formally states.
- Every policy contains identifiable elements: goal, target population, instruments, and implementing actors.
- Public policy typically serves allocative, regulatory, redistributive, or constituent goals, often in combination.
- Public administration is the practical machinery through which formal policy becomes lived experience, and its capacity shapes real-world outcomes.

1.11 Key Terms, Reflection, and Discussion

Public Policy. Policy Arena. Public Administration. Policy Process. Allocative Goal. Regulatory Goal. Redistributive Goal. Constituent Goal.

- Reflection: Think of a public policy that has directly affected your own life or career. What were its basic elements, and which of the four policy goals did it primarily serve?
- Discussion: Is the gap between a policy's formal text and its actual implementation always a failure of implementation, or can it sometimes reflect a deliberate, even reasonable, local adaptation? Defend your position.

- Discussion: Should public policy analysis focus primarily on a government's stated intentions, or on its observable, actual effects? Can these two approaches be reconciled?

1.12 Activity and Policy Case Build, Step 1

ACTIVITY: POLICY ELEMENT MAPPING

Step 1: Select a specific Philippine public policy you are familiar with, ideally one relevant to your own professional field.

Step 2: Identify its goal, target population, instruments, and implementing actors.

Step 3: Classify which of the four policy goal types (allocative, regulatory, redistributive, constituent) it primarily serves.

Deliverable: A one-page policy element map, presented informally to a study partner or small group.

POLICY CASE BUILD, STEP 1

Select the policy issue you will carry through this entire book's Policy Case Build (an actual Philippine public policy, a policy you have professional experience with, or a realistic policy problem you construct). Write a one-paragraph statement of what problem this policy is meant to address, who it is meant to affect, and why you have chosen it.

1.13 References

- Fowler, F. C. (2013). Policy studies for educational leaders: An introduction (4th ed.). Pearson.
- Howlett, M., & Ramesh, M. (2003). Studying public policy: Policy cycles and policy subsystems (2nd ed.). Oxford University Press.

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- Republic Act No. 10533 (2013). Enhanced Basic Education Act of 2013.

End of Chapter 1. Continue to Chapter 2: The Historical and Structural Context of Policy

THE HISTORICAL AND STRUCTURAL CONTEXT OF POLICY

Understanding Why Today's Policy Landscape Looks the Way It Does

“No policy is written on a blank page. Every policy inherits the structure and the unfinished arguments of the policies that came before it.”

2.0 Chapter Overview

Chapter 1 defined public policy. This chapter asks why today's policy landscape takes the specific shape it does, tracing the historical and structural forces that produced the institutions, laws, and assumptions a contemporary policy analyst must work within. Understanding this context is not a historical curiosity; it directly explains why some policy options are politically and institutionally available today while others, however sound in principle, are not.

2.1 Learning Outcomes

- LO 2.1 Explain how historical development has shaped the structure of contemporary Philippine public policy.
- LO 2.2 Identify the major structural features of the Philippine policy-making system.
- LO 2.3 Analyze how structural context constrains or enables specific policy options.

2.2 Introduction

A common analytical mistake is treating a policy problem as though it were being addressed for the first time, on a blank institutional slate. In practice, every policy analyst inherits a structure already shaped by decades, sometimes centuries, of prior institutional development: which level of government holds authority over a given arena, which agencies already exist and compete for jurisdiction, which prior policy failures have made certain approaches politically unpalatable regardless of their technical merit. This chapter equips you to read that structural context accurately before proposing what should happen next.

2.3 Historical Background

The structure of Philippine public policy making reflects a layered institutional history: a centralized colonial administrative tradition inherited from Spanish and American rule, a strongly presidential constitutional system established under the 1987 Constitution following the restoration of democratic government, and a subsequent, still-evolving movement toward devolution and local governance following the 1991 Local Government Code. Each layer left structural residue that continues to shape how policy is actually made and implemented today, often in tension with the layers that preceded it.

This layered history helps explain a pattern policy analysts encounter repeatedly in the Philippine context: formally devolved authority to local government units frequently coexists with continued, informal national-level influence over local implementation, since national agencies retain funding leverage, technical assistance relationships, and appointment authority over key local positions that the formal devolution framework does not fully displace. Analyzing Philippine policy structure requires attending to both the formal, legal allocation of authority and this informal, persistent national influence.

2.4 Definitions

KEY TERMS

Policy Legacy: The lasting institutional, legal, and political residue a prior policy leaves behind, shaping what future policy options are structurally and politically available.

Devolution: The transfer of policy-making or implementation authority from a national government to subnational units such as provinces, cities, or municipalities.

Institutional Path Dependence: The tendency for existing institutional structures to constrain future policy choices, since building on an existing structure is typically easier than replacing it entirely.

Jurisdictional Overlap: A situation in which more than one government agency or level holds legitimate, but not clearly delineated, authority over the same policy arena.

2.5 Core Concepts and Frameworks

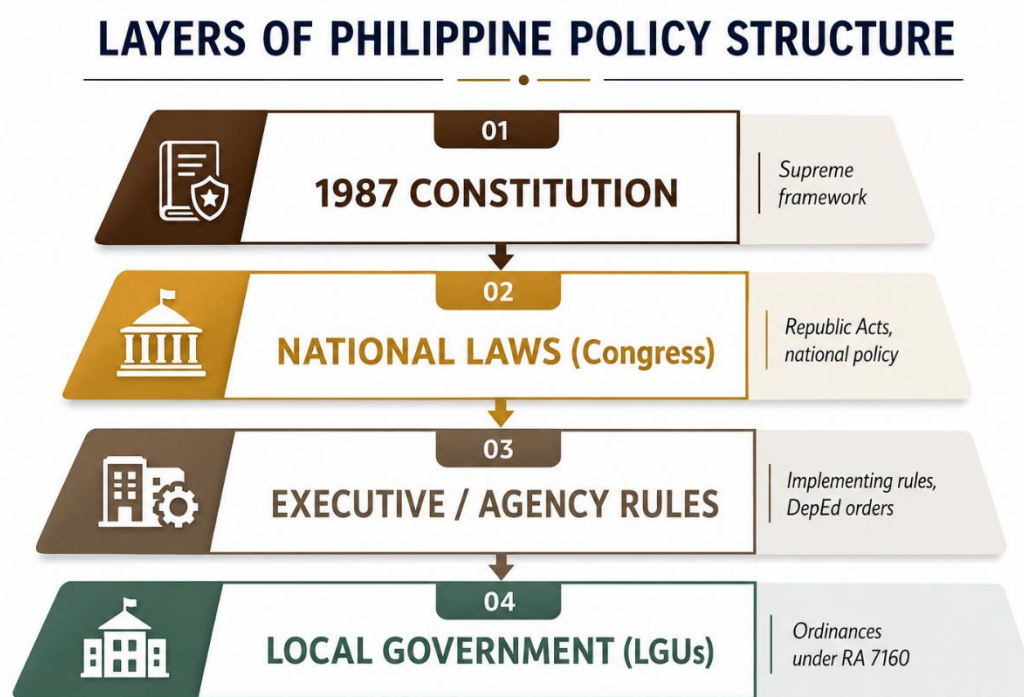


Figure 2.1. Layers of Philippine Policy Structure.

2.5.1 Policy Legacy and Path Dependence

Institutional path dependence explains why policy change is often incremental rather than wholesale, even when a strong technical case exists for a more fundamental restructuring. Existing agencies have accumulated staff, budget allocations, and legal mandates that make their continuation the institutional path of least resistance. At the same time, a genuinely new approach requires overcoming the political and administrative cost of displacing what already exists. Recognizing path dependence helps a policy analyst distinguish between a technically superior policy option and one that is realistically achievable within the current structural context.

2.5.2 The Structural Features of Philippine Policy Making

Several structural features recur across Philippine policy arenas and shape how policy is actually made. A strongly presidential system concentrates significant agenda-setting power in the executive branch, particularly through budget proposal authority. A bicameral Congress requires policy proposals to secure agreement across two chambers with differing constituencies and political incentives. Devolved local government authority, layered atop this

national structure, means a single policy arena, education among the clearest examples, often involves overlapping national, regional, and local government roles that a policy analyst must map explicitly rather than assume are clearly separated.

2.5.3 Jurisdictional Overlap as a Structural Constant

Jurisdictional overlap, rather than being an occasional administrative accident, is a structural constant across many Philippine policy arenas, particularly where national standard-setting authority coexists with devolved local implementation responsibility. This overlap can produce genuine coordination benefits when the overlapping agencies communicate well. Still, it frequently leads to implementation delays, conflicting guidance, and accountability gaps when a policy failure occurs, with no single agency clearly responsible. Identifying where jurisdictional overlap exists for a given policy issue is an essential early step in any serious Philippine policy analysis.

2.6 Table 2.1, Layers of Philippine Policy Structure

Layer	Structural Legacy	Continuing Influence
Colonial administrative tradition	Centralized administrative structures and legal codes	Continuing preference for national standard-setting
1987 Constitution	Strongly presidential system, bicameral Congress	Concentrated executive agenda-setting power
1991 Local Government Code	Devolved implementation authority to LGUs	Ongoing tension between devolved authority and national influence

Table 2.1. Structural layers shaping contemporary Philippine policy-making.

2.7 Government Policy and Professional Standards

The Local Government Code's devolution framework formally assigns significant implementation authority in health, agriculture, and social welfare to provincial, city, and municipal governments, while education policy has followed a more centralized structural path through the Department of Education, illustrating how structural devolution varies meaningfully by policy arena rather than applying uniformly across the Philippine government. A policy analyst working in education must therefore understand a structurally different

landscape than one working in local health service delivery, even within the same national government.

2.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

The Mandanas-Garcia ruling of the Philippine Supreme Court, which expanded the constitutional basis for local government revenue shares beginning in 2022, represents a significant recent structural shift, substantially increasing the fiscal resources available to local government units and, with them, their practical capacity to exercise the implementation authority the Local Government Code had formally assigned decades earlier. This ruling illustrates how structural context is not static; it can shift meaningfully even without new legislation, through judicial reinterpretation of existing constitutional and legal provisions.

CASE STUDY

Illustrative composite case.

A newly appointed provincial education supervisor sought to launch an ambitious, well-designed literacy intervention program, only to discover that a functionally similar program already existed under a different national agency's mandate, with its own separate funding stream and reporting requirements. Rather than the two programs reinforcing each other, schools found themselves managing two parallel, imperfectly coordinated reporting obligations for what was, in substance, the same underlying problem. The supervisor's eventual solution, a formal coordination memorandum explicitly mapping which agency held responsibility for which specific component, addressed a jurisdictional overlap problem that this chapter's framework would have surfaced during initial program design rather than after implementation had already begun.

2.9 Best Practices, Current Issues, and Emerging Trends

- Best Practice: Map the structural and jurisdictional context of a policy arena explicitly before proposing a new policy intervention within it.
- Current Issue: Fiscal devolution following the Mandanas-Garcia ruling has expanded local government capacity, but administrative and technical capacity to use that capacity effectively varies considerably across local government units.
- Emerging Trend: Continuing efforts to rationalize jurisdictional overlap between national agencies and devolved local authorities remain an active area of Philippine public administration reform.

2.10 Summary and Key Takeaways

Contemporary Philippine policy structure reflects layered historical development, a centralized colonial administrative tradition, a strongly presidential 1987 constitutional system, and an ongoing, still-evolving devolution movement, each layer leaving structural residues that continue to shape the policy options realistically available today. Institutional path dependence and jurisdictional overlap are structural constants a policy analyst must map explicitly, not incidental complications to be discovered only after a policy intervention has already been designed.

KEY TAKEAWAYS

- Policy legacy and institutional path dependence explain why policy change is typically incremental rather than wholesale.
- Philippine policy structure reflects layered historical development: colonial tradition, presidential constitutionalism, and devolution.

- Devolution varies meaningfully by policy arena; education and health, for example, follow structurally different paths.
- Jurisdictional overlap is a structural constant that should be mapped explicitly during policy analysis, not discovered after implementation begins.

2.11 Key Terms, Reflection, and Discussion

Policy Legacy. Devolution. Institutional Path Dependence. Jurisdictional Overlap. Mandanas-Garcia Ruling.

- Reflection: For the policy issue you selected in Chapter 1's Policy Case Build, what structural and historical context shapes the options currently available to address it?
- Discussion: Does institutional path dependence primarily protect valuable, accumulated administrative expertise, or does it primarily protect entrenched interests resistant to necessary change? Can it be both, depending on context?

2.12 Activity and Policy Case Build, Step 2

POLICY CASE BUILD, STEP 2

For your Policy Case Build issue, map its structural context: which level(s) of government hold authority, whether there is jurisdictional overlap, and what policy legacy or path dependence shapes which options are realistically available.

2.13 References

- Howlett, M., & Ramesh, M. (2003). Studying public policy: Policy cycles and policy subsystems (2nd ed.). Oxford University Press.
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End of Chapter 2. Continue to Chapter 3: Agenda-Setting and the Policy Approach

AGENDA-SETTING AND THE POLICY APPROACH

How Some Problems Become Policy Priorities While Others Are Ignored

“The most consequential decision in the policy process often happens before any policy is drafted: the decision about what deserves attention at all.”

3.0 Chapter Overview

This chapter closes Part I by examining agenda-setting, the process through which some problems rise to the level of active government attention while countless others, often equally pressing, are never seriously considered at all. Understanding agenda-setting is essential before Part II examines how problems are formally framed and formulated into policy, since a problem must first secure a place on the agenda before any formulation process can begin.

3.1 Learning Outcomes

- LO 3.1 Explain how the policy agenda is set and why some problems gain attention while others do not.
- LO 3.2 Apply Kingdon's multiple streams framework to a real policy agenda-setting episode.
- LO 3.3 Identify whose interests and perspectives are typically underrepresented in agenda-setting processes.

3.2 Introduction

Government cannot address every social problem simultaneously, which means agenda-setting, the process of deciding which problems merit active government attention, is itself one of the most consequential and least visible stages of the entire policy process. A problem that never reaches the agenda never receives a policy response at all, regardless of its objective

severity. This chapter asks a deliberately uncomfortable question that opens the syllabus's own guiding inquiry: who and what have been ignored, and why?

3.3 Historical Background

Early policy scholarship tended to assume agenda-setting followed a roughly rational process, in which the objectively most severe problems naturally received government attention in proportion to their severity. John Kingdon's influential 1984 study of American agenda-setting challenged this assumption directly, proposing what became known as the multiple streams framework: agenda attention results not from a single rational calculation but from the largely independent convergence of three separate streams, problems, policies, and politics, at a particular moment, a policy window, when a skilled policy entrepreneur can successfully couple them together.

Kingdon's framework has since been applied and adapted well beyond its original American context, including extensively in comparative and developing-country policy studies. However, scholars have noted that the framework's emphasis on relatively open, pluralistic political competition requires adaptation when applied to political systems with more concentrated executive power or more centralized media environments, a consideration relevant to careful application of the framework in the Philippine setting.

3.4 Definitions

KEY TERMS

Policy Agenda: The set of problems currently receiving serious attention from government officials and the institutions capable of producing a policy response.

The Multiple Streams Framework: Kingdon's model describing agenda-setting as the convergence of three largely independent streams: problems, policies, and politics.

Policy Window: A brief period during which conditions align favorably for a problem to move onto the active policy agenda, often triggered by a crisis, a change in government, or a shift in public mood.

Policy Entrepreneur: an individual or group who invests time, resources, and political capital in coupling a problem, a policy solution, and favorable political conditions together during a policy window.

3.5 Core Concepts and Frameworks

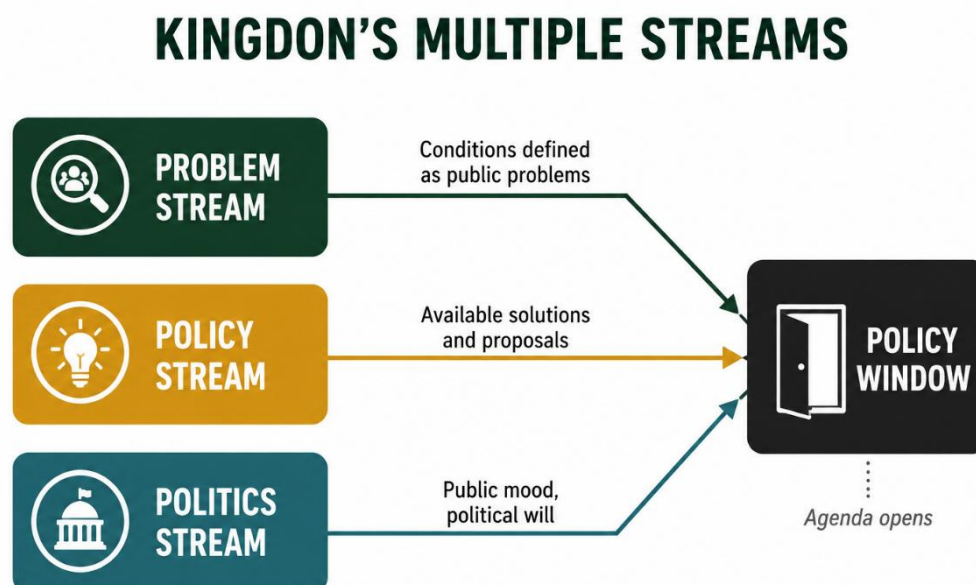


Figure 3.1. Kingdon's Multiple Streams.

3.5.1 The Three Streams

The problem stream consists of the conditions competing for recognition as problems requiring government attention, often made visible through focusing events, systematic indicators, or feedback from existing programs. The policy stream consists of the pool of ideas and proposed solutions that policy specialists, researchers, and advocates have already developed and refined, often over years, largely independent of whether any specific problem or political moment currently favors their adoption. The politics stream consists of the broader political climate, public mood, interest group pressure, and electoral incentives that determine whether political actors are currently receptive to acting at all.

3.5.2 Policy Windows and Policy Entrepreneurs

A policy window opens when these three streams align, often triggered by a crisis or focusing event that suddenly elevates a problem's visibility, a change in political leadership that shifts the politics stream, or the arrival of a policy solution mature enough to be credibly proposed. Policy windows are typically brief, and a policy entrepreneur, someone with the persistence, credibility, and political skill to couple the three streams together during this

narrow window, plays a decisive role in determining whether a given problem actually moves onto the agenda or the window closes without producing a policy response.

3.5.3 Who and What Gets Ignored

Agenda-setting is not a neutral, purely technical process; it systematically favors problems with organized advocates, media visibility, and alignment with the current political climate, while problems affecting politically marginalized or poorly organized populations frequently fail to gain agenda attention regardless of their objective severity. Recognizing this systematic bias is essential for a policy analyst working in education and public administration, since many of the most consequential problems facing vulnerable student populations struggle to gain agenda attention precisely because those populations lack the political organization and visibility that agenda-setting tends to reward.

3.6 Table 3.1, Kingdon's Multiple Streams

Stream	What It Contains	How It Contributes
Problem Stream	Conditions competing for recognition as problems	Provides the issue requiring a response
Policy Stream	Existing pool of developed policy ideas and solutions	Provides a credible, ready solution
Politics Stream	Public mood, interest groups, electoral incentives	Provides political will to act

Table 3.1. The three streams and what each contributes to agenda-setting.

3.7 Government Policy and Professional Standards

Philippine agenda-setting operates within a media and political environment where national attention can shift rapidly in response to a single high-visibility event, a pattern that gives well-timed focusing events, natural disasters, high-profile scandals, viral social media incidents, outsized influence over which problems successfully reach the national policy agenda relative to problems lacking such a visible triggering moment. A policy analyst should account for this dynamic explicitly when assessing why a given problem has, or has not, gained sustained government attention.

3.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

The Philippines' K to 12 education reform illustrates a genuine policy window opening: longstanding policy-stream proposals for extending basic education, developed by education specialists over many years, finally coupled successfully with a receptive politics stream once international competitiveness concerns and ASEAN economic integration created favorable political conditions for a major education policy shift, ultimately producing the Enhanced Basic Education Act of 2013 after decades of prior, unsuccessful proposals.

CASE STUDY

Illustrative composite case.

A regional education advocacy group had spent years documenting a specific, serious learning gap affecting students in geographically isolated island communities, producing solid research and even a technically sound proposed intervention. Despite this preparation, the issue never gained sustained national agenda attention, since it lacked both a visible triggering event and a politically influential champion willing to invest in coupling the group's research to the broader political conversation. The group's eventual success came only after partnering with a well-connected policy entrepreneur, a retired senator with continuing political relationships, who was able to couple their existing problem and policy stream work to a favorable political moment following an unrelated but nationally visible education controversy that had opened a policy window for education issues generally.

3.9 Best Practices, Current Issues, and Emerging Trends

- Best Practice: Apply the multiple streams framework explicitly when analyzing why a given problem has, or has not, gained policy agenda attention, rather than assuming attention tracks objective severity.

- **Current Issue:** Problems affecting politically marginalized or poorly organized populations continue to struggle for sustained Philippine policy agenda attention regardless of documented severity.
- **Emerging Trend:** Social media has meaningfully lowered the cost of generating visibility for a problem, creating new, faster-moving pathways to the policy agenda alongside traditional, slower-moving advocacy channels.
- **Common Pitfall:** Assuming a problem's absence from the active policy agenda reflects its low objective severity, rather than a failure of the problem, policy, and politics streams to converge.
- **Common Pitfall:** Treating agenda-setting as a one-time event, rather than an ongoing contest that can reopen or close again as political conditions shift.
- **Common Pitfall:** Overlooking whose interests are structurally underrepresented in a given agenda-setting process.

3.10 Summary and Key Takeaways

This chapter closes Part I by examining how problems reach, or fail to reach, active government attention. Kingdon's multiple streams framework explains agenda-setting as the convergence of problem, policy, and politics streams during a brief policy window, coupled together by a skilled policy entrepreneur. Agenda-setting systematically favors problems with organized advocates and media visibility, meaning many serious problems affecting marginalized populations never gain agenda attention proportionate to their severity, a pattern Part II's treatment of policy formulation assumes you now understand.

KEY TAKEAWAYS

- The policy agenda is the set of problems currently receiving serious government attention, a small and contested subset of all genuine social problems.
- Kingdon's multiple streams framework explains agenda-setting as the convergence of problem, policy, and politics streams during a policy window.
- Policy entrepreneurs play a decisive role in coupling the three streams together during a brief window of opportunity.
- Agenda-setting systematically favors organized, visible interests, meaning severity alone does not determine which problems gain attention.

3.11 Key Terms, Reflection, and Discussion

Policy Agenda. Multiple Streams Framework. Policy Window. Policy Entrepreneur. Problem Stream. Policy Stream. Politics Stream.

- Reflection: For your Policy Case Build issue, has it successfully reached the active policy agenda? Apply the multiple streams framework to explain why or why not.
- Discussion: Is it ethical for a policy entrepreneur to exploit an unrelated crisis or focusing event to advance a policy solution that predates that event? Where should the line be drawn?

3.12 Activity and Policy Case Build, Step 3

POLICY CASE BUILD, STEP 3

Apply Kingdon's multiple streams framework to your Policy Case Build issue. Identify the problem stream evidence, any existing policy stream proposals, and the current state of the politics stream. Assess whether a policy window currently exists, or what would need to change for one to open.

3.13 References

- Kingdon, J. W. (1984). *Agendas, alternatives, and public policies*. Little, Brown.
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End of Chapter 3. Continue to Chapter 4: Framing Public Problems

PART II

PROBLEM FRAMING AND POLICY FORMULATION

Part II turns to the analytical heart of the policy process: how public problems are defined and framed, and how proposed solutions move from ideas into authorized policy through the theories and stages of the formulation model.

FRAMING PUBLIC PROBLEMS

Economic, Political, Social, and Ideological Lenses

“How a problem is framed already decides much of what counts as its solution.”

4.0 Chapter Overview

Part I traced how a problem earns a place on the policy agenda. Part II now turns to what happens once it has: how that problem is framed, and how competing frames shape which solutions ever get seriously considered. This chapter examines the major lenses through which public problems are framed, before Chapter 5 examines the formal theories and stages through which framed problems become formulated policy.

4.1 Learning Outcomes

- LO 4.1 Identify the major lenses through which public problems are framed.
- LO 4.2 Explain how a problem's framing shapes which solutions are considered viable.
- LO 4.3 Apply multiple framing lenses to a single policy problem and compare the resulting analyses.

4.2 Introduction

The same underlying condition can be framed in genuinely different ways, and each framing quietly narrows the range of solutions that will later seem reasonable to consider. A persistent gap in student learning outcomes can be framed as an economic problem, a matter of underfunded schools and insufficient resources, or as a behavioral and social problem, a matter of student motivation, family circumstance, and community context, or as a matter of religious or cultural values shaping educational priorities, or through an entirely new frame that has not yet gained wide currency. None of these framings is simply correct or incorrect in

isolation; each foregrounds certain causes and, in doing so, certain solutions, while backgrounding others.

For an education leader specifically, framing is not an abstract academic exercise but a practical, daily reality. How a school leader frames a persistent discipline problem, as an individual student failing, or as a systemic classroom management failure, or as an equity problem rooted in unequal access to support services, directly shapes what intervention that leader will propose, fund, and defend to stakeholders. This chapter equips you to recognize framing choices deliberately, in your own analysis and in the policy proposals you evaluate, rather than absorbing a single frame unconsciously.

4.3 Historical Background

The study of problem framing draws substantially on cognitive and communication research showing that how an issue is presented measurably shapes audience judgment, even when the underlying facts presented are identical. Applied to public policy, this research tradition helped establish that policy problems do not arrive pre-defined and objective; they are actively constructed through a framing process that reflects the values, disciplinary training, and interests of whoever is doing the framing.

Deborah Stone's influential work on policy paradoxes, developed in the 1980s and 1990s, extended this insight specifically into policy analysis, arguing that the seemingly rational, technical language of policy problems, efficiency, equity, and security always carries embedded political and value assumptions that a purely technical analysis tends to obscure rather than reveal. Stone's work remains a central reference for understanding why policy debates so often talk past each other: disputants are frequently not disagreeing about facts, but reasoning from entirely different, unstated frames.

4.4 Definitions

KEY TERMS

Problem Framing: The process of defining a public condition as a specific type of problem, which shapes which causes and solutions come to seem relevant.

Causal Story: The narrative frame constructs about why a problem exists and who or what is responsible for it.

Frame Contestation: The competition among different actors to have their preferred framing of a problem accepted as the dominant, taken-for-granted account.

Symbolic Politics: The use of language, imagery, and narrative to shape how a policy problem is perceived, independent of its technical substance.

4.5 Core Concepts and Frameworks

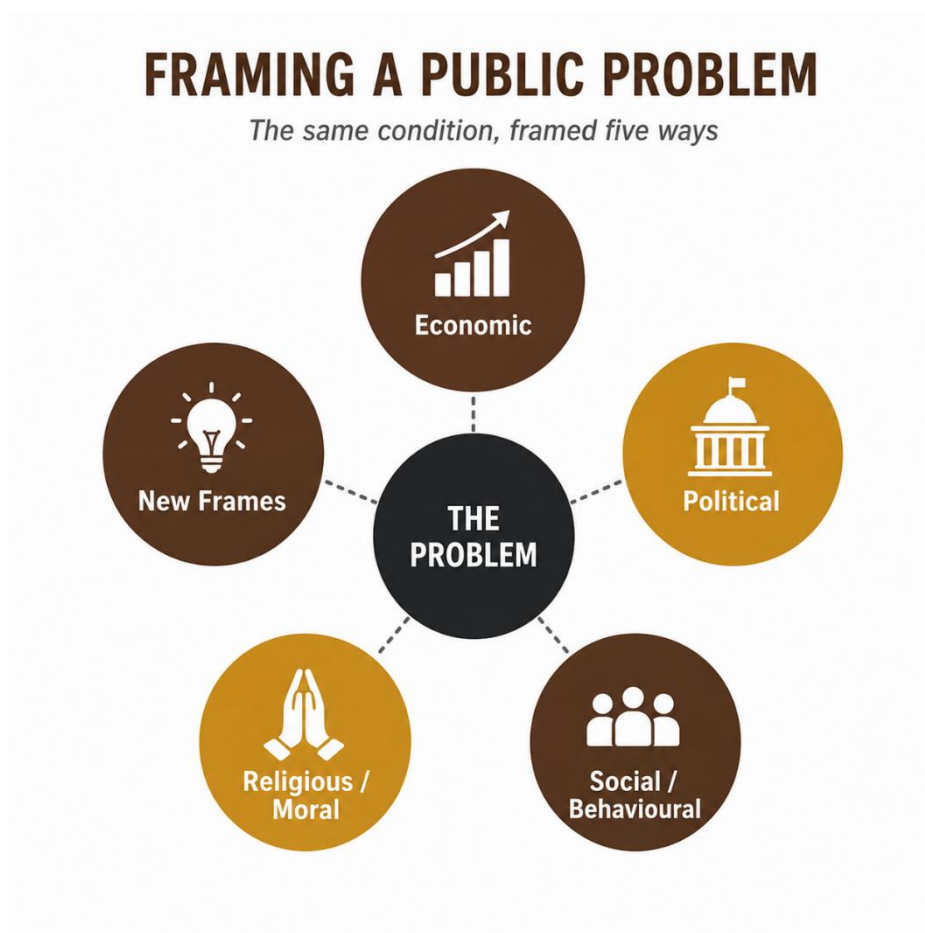


Figure 4.1. Framing a Public Problem.

4.5.1 Major Framing Lenses

An economic frame casts a problem in terms of resource allocation, incentives, costs, and benefits, tending to favor solutions involving funding, market mechanisms, or efficiency reforms. A political frame casts a problem in terms of power, interests, and institutional authority, tending to favor solutions that involve representation, accountability structures, or the redistribution of decision-making authority. A behavioral or social frame casts a problem in terms of individual and community behavior, norms, and relationships, tending to favor

solutions involving education, incentive design, or community engagement. A religious or cultural frame casts a problem in terms of values and moral obligation, tending to favor solutions grounded in shared normative commitments rather than purely technical calculation.

4.5.2 Causal Stories and Assigning Responsibility

Every frame carries an implicit causal story, an account of why the problem exists and who or what bears responsibility for it. Stone distinguishes causal stories that assign responsibility to intentional human action from those that treat a problem as an unintended consequence of otherwise reasonable systems and from those that treat it as accidental or beyond anyone's meaningful control. These distinctions matter enormously in practice, since a causal story that assigns clear, intentional responsibility tends to generate demands for accountability and sanctions, while a causal story that frames the same outcome as an unintended systemic byproduct tends to generate demands for structural reform.

4.5.3 Frame Contestation as Ongoing Political Work

Because framing so powerfully shapes which solutions later seem reasonable, actors with a stake in a policy outcome actively contest which frame becomes dominant, not merely which solution is eventually adopted. This frame contestation is itself a form of political work, conducted through public statements, research funding, media strategy, and symbolic politics, well before any formal policy proposal is drafted. Recognizing an unfolding frame contestation early, rather than only once competing formal proposals appear, gives a policy analyst significant advance insight into where a given policy debate is likely headed.

4.6 Table 4.1, Framing Lenses and Their Typical Solutions

Frame	Typical Causal Story	Typical Favored Solution
Economic	Insufficient resources or misaligned incentives	Funding increases, market mechanisms, and efficiency reform
Political	Unequal power or institutional failure	Representation reform, accountability structures
Behavioral/Social	Individual or community behavior patterns	Education, incentive design, community engagement

Frame	Typical Causal Story	Typical Favored Solution
Religious/Cultural	Erosion of shared values or moral commitment	Values-based programs, normative appeals

Table 4.1. How framing lens shapes the range of solutions considered.

4.7 Government Policy and Professional Standards

Philippine education policy debates frequently illustrate active frame contestation in real time: a persistent learning gap may be framed by one set of advocates primarily as a funding and infrastructure problem, calling for budgetary solutions grounded in the Department of Education's resource allocation authority, while another set of advocates frames the identical gap as a curriculum design or pedagogical problem, calling instead for instructional reform under the same department's separate curricular authority. Both framings can be simultaneously defensible on the available evidence, which is precisely what makes frame contestation, rather than simple factual dispute, the actual terrain on which much of education policy debate occurs.

4.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

Philippine public discourse around learning loss following extended school closures illustrates competing frames operating simultaneously: an economic frame emphasizing the long-term cost to national human capital and future productivity, a behavioral frame emphasizing student engagement and psychosocial support needs, and a political frame emphasizing accountability for the specific decisions that determined closure duration and remote learning quality across different local government units. Education leaders navigating this discourse benefit from recognizing which frame a given stakeholder audience, parents, teachers, and local officials are reasoning from before proposing a solution grounded in a different, unstated frame.

This recognition has direct practical value beyond analytical accuracy: a school leader proposing a purely economic solution, additional funding for remedial materials, to an audience reasoning primarily from a behavioral frame, concerned chiefly about student motivation and family stress, will often find the proposal receives a lukewarm

reception not because it is technically unsound, but because it does not address the causal story that audience actually believes explains the problem. Effective policy communication in education leadership frequently requires either genuinely engaging with an audience's existing frame or making an explicit, persuasive case for why an alternative frame better fits the evidence.

CASE STUDY

Illustrative composite case.

A school division facing declining enrollment in a specific municipality initially framed the problem economically, attributing the decline to families' inability to afford school-related costs, despite public education being officially tuition-free, and proposed a modest supplemental support fund as the solution. Enrollment continued declining after the fund's introduction, prompting a deeper investigation that revealed a competing, previously under-examined causal story: many families were instead relocating for work opportunities in nearby urban centers, a demographic and economic migration pattern the original economic frame had misdiagnosed as an affordability problem rather than correctly identifying as a population movement problem.

The division's eventual response, coordinating enrollment data sharing with schools in the receiving urban areas rather than continuing to fund a support mechanism addressing the wrong underlying cause, illustrates why this chapter insists on testing a frame's causal story against available evidence before committing resources to a solution built on it. The original economic frame was not unreasonable to consider initially, but continuing to invest in it after enrollment data failed to respond as the frame's causal story predicted should have prompted an earlier reassessment than actually occurred.

4.9 Best Practices, Current Issues, and Emerging Trends

- Best Practice: Deliberately analyze a policy problem through at least two different framing lenses before committing to a single causal story and solution.

- **Best Practice:** Test a frame's causal story against available evidence, and revisit the framing if the resulting solution does not produce the effects the causal story predicted.
- **Common Pitfall:** Treating one's own default framing lens as simply objective, rather than recognizing it as one of several defensible perspectives on the same underlying problem.
- **Common Pitfall:** Proposing a solution grounded in a different frame than the one your intended audience is actually reasoning from, without first making an explicit case for that alternative frame.

4.10 Summary and Key Takeaways

This chapter opens Part II by establishing that policy problems are not neutral, pre-given facts but actively constructed through framing. This process shapes which causal stories and which solutions come to seem reasonable. Chapter 5 now turns to what happens once a frame has taken hold: the formal theories and stages through which a framed problem becomes an actual policy proposal.

KEY TAKEAWAYS

- Problem framing shapes which causes and solutions seem relevant; economic, political, behavioral, and religious or cultural lenses each foreground different aspects of the same condition.
- Every frame carries an implicit causal story assigning responsibility, which shapes whether a problem generates demands for accountability or for structural reform.
- Frame contestation is itself ongoing political work, conducted well before formal policy proposals are drafted.

- Testing a frame's causal story against evidence, and revising it when evidence does not fit, is a core analytical discipline this book returns to throughout.

4.11 Key Terms, Reflection, and Discussion

Problem Framing. Causal Story. Frame Contestation. Symbolic Politics.

- Reflection: How is your Policy Case Build issue currently framed in public discourse? Apply a second framing lens from Table 4.1 and describe how the resulting analysis would differ.
- Discussion: Can a policy analyst ever achieve a truly neutral, frame-free account of a public problem, or is some framing choice unavoidable? What follows for how analysts should present their work?

4.12 Activity and Policy Case Build, Step 4

POLICY CASE BUILD, STEP 4

Frame your Policy Case Build issue through the two lenses in Table 4.1. For each, identify the causal story and the type of solution it would favor. Assess which frame currently dominates public discourse on the issue, and whether you believe that framing is adequately supported by evidence.

4.13 References

- Stone, D. (2002). Policy paradox: The art of political decision making (Rev. ed.). W. W. Norton.

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End of Chapter 4. Continue to Chapter 5: Policy Formulation Theories and the Stage Model

POLICY FORMULATION THEORIES AND THE STAGE MODEL

From Framed Problem to Formal Proposal

“The stage model is a map, not the territory. Real policy formulation rarely moves through it in a straight line.”

5.0 Chapter Overview

Chapter 4 examined how problems are framed. This chapter closes Part II by examining the formal theories and stage model through which a framed problem is developed into an actual policy proposal, and the powerful, often underappreciated influence organizations exert over that process.

5.1 Learning Outcomes

- LO 5.1 Explain the stage model of policy making and its limitations as a description of real practice.
- LO 5.2 Compare major theories of policy formulation, including incrementalism and the advocacy coalition framework.
- LO 5.3 Examine the influence organizations exert on policy formulation.

5.2 Introduction

Policy formulation is often taught and described in official government process documents as a tidy, linear sequence: a problem is identified, options are analyzed, a preferred option is selected, and a formal proposal is drafted. This chapter presents the stage model because it remains a genuinely useful organizing framework, but immediately complicates it with theories that better explain how policy formulation actually unfolds in practice, which is rarely so linear or purely rational.

5.3 Historical Background

The stage model, sometimes called the policy cycle, gained wide currency in the mid-twentieth century as an organizing device for policy scholarship, breaking an otherwise unwieldy process into discrete, analyzable stages: agenda setting, formulation, adoption, implementation, and evaluation. Its clarity made it enormously useful pedagogically, and this book's own six-Part structure reflects its lasting influence, but decades of empirical policy studies have shown that real policy formulation rarely proceeds through these stages in the clean, sequential order implied by the model.

Charles Lindblom's theory of incrementalism, introduced in Chapter 1 and developed fully here, offered an influential early corrective, arguing that policymakers facing limited time, information, and political capital typically formulate policy through small, successive adjustments to existing policy rather than comprehensive rational redesign. Paul Sabatier and Hank Jenkins-Smith's later Advocacy Coalition Framework offered a further corrective, describing policy formulation as an ongoing contest among competing coalitions of actors, bound together by shared core beliefs, who contest policy outcomes across long time horizons that may span a decade or more, far beyond any single formal formulation episode the stage model would suggest.

5.4 Definitions

KEY TERMS

Stage Model (Policy Cycle): A framework dividing the policy process into discrete stages: agenda setting, formulation, adoption, implementation, and evaluation.

Incrementalism: Lindblom's theory that policy typically changes through small, successive adjustments to existing policy rather than comprehensive redesign.

Advocacy Coalition Framework: Sabatier and Jenkins-Smith's theory describes policy formulation as a long-term contest among coalitions of actors bound by shared core beliefs.

Policy Subsystem: The network of actors, government and non-government, actively engaged in a specific policy area over an extended period.

5.5 Core Concepts and Frameworks

THE STAGE MODEL OF POLICY MAKING



Figure 5.1. The Stage Model of Policy Making.

5.5.1 The Stage Model and Its Limitations

The stage model's five stages, agenda setting, formulation, adoption, implementation, and evaluation, remain useful as an organizing framework, and this book's structure deliberately mirrors it. Its central limitation is empirical rather than conceptual: real policy processes routinely skip stages, revisit earlier stages after supposedly moving past them, and run multiple stages concurrently across different aspects of the same broad policy area. Treating the stage model as a literal description of practice, rather than an analytical simplification, leads to serious misjudgments about how policy actually develops.

5.5.2 Incrementalism as a Descriptive and Normative Theory

Lindblom's incrementalism operates both descriptively, as an account of how policy formulation actually occurs, and, in Lindblom's own argument, normatively, as a defensible

approach given the genuine limits of human cognitive capacity, available information, and political feasibility. Incremental formulation builds on existing policy rather than starting fresh, tests small changes before committing to larger ones, and remains politically negotiable in ways sweeping redesign proposals often are not. Its central limitation is that it can entrench existing arrangements, including flawed ones, since incremental adjustment rarely generates the political momentum a more fundamental redesign would require.

5.5.3 The Advocacy Coalition Framework

The Advocacy Coalition Framework shifts analytical attention from single formulation episodes to policy subsystems, the ongoing network of actors engaged in a policy area over years or decades. Within a subsystem, competing advocacy coalitions, bound together by shared core beliefs about values and causal understanding rather than formal organizational membership, contest policy outcomes continuously, with formal policy changes representing visible moments within this much longer contest rather than isolated, self-contained events. This framework helps explain why policy debates that appear settled can resurface years later: the underlying coalition contest never actually concluded; it simply became temporarily less visible.

5.6 Table 5.1, Three Views of Policy Formulation

Theory	Core Claim	Time Horizon
Stage Model	Formulation proceeds through discrete, sequential stages	A single formulation episode
Incrementalism	Formulation proceeds through small adjustments to existing policy	Successive, ongoing adjustments
Advocacy Coalition Framework	Formulation is a long-term contest among belief-based coalitions	A decade or more within a policy subsystem

Table 5.1. Comparing three accounts of how policy formulation actually happens.

5.7 Government Policy and Professional Standards

The powerful influence organizations exert on policy formulation is worth naming directly: professional associations, unions, industry groups, and advocacy organizations

routinely shape formulation not only through formal lobbying but through the ongoing production of research, position papers, and technical expertise that policymakers, facing genuine time and information constraints, often rely on directly. In Philippine education policy specifically, teacher organizations, school administrator associations, and higher education institutions function as recurring, influential actors within the education policy subsystem, whose accumulated positions and research shape formulation well beyond any single, visible legislative episode.

5.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

The Philippines' K to 12 basic education reform, culminating in the Enhanced Basic Education Act of 2013, illustrates the Advocacy Coalition Framework's long-time horizon clearly: proposals to extend basic education had circulated within the Philippine education policy subsystem for decades before enactment, contested across that period by coalitions favoring the change on international competitiveness grounds and coalitions opposing it on cost and disruption grounds. The eventual law represented a visible formulation moment within a subsystem contest that had, in an important sense, already been underway for a generation.

CASE STUDY

Illustrative composite case.

A university system considering a proposed revision to its general education curriculum initially approached the process using the stage model's clean sequence, forming a review committee to analyze options and produce a single, comprehensive proposal for adoption. In practice, formulation proceeded far more incrementally than this original plan anticipated, with the committee's early comprehensive proposal quietly abandoned in favor of a series of smaller, politically negotiable adjustments to individual course requirements, each tested and adjusted before the next was proposed, precisely the pattern Lindblom's incrementalism predicts rather than the single decisive formulation episode the original stage-model plan had assumed.

Faculty stakeholders later reflected that the incremental approach, while less tidy and considerably slower than the original comprehensive proposal, ultimately proved more durable, since each small adjustment had already survived the political negotiation a comprehensive redesign would have concentrated into a single, high-stakes decision point. This experience illustrates why this chapter presents incrementalism not merely as a cynical description of policy inertia, but as a genuinely defensible formulation strategy under real institutional constraints.

5.9 Best Practices, Current Issues, and Emerging Trends

- Best Practice: Use the stage model as an organizing framework for analysis while remaining alert to the incremental, non-linear ways real formulation actually unfolds.
- Best Practice: When a policy debate seems to resurface after appearing settled, investigate the underlying advocacy coalition contest rather than treating the resurgence as an isolated, new event.
- Common Pitfall: Assuming a formal policy adoption marks the true end of a coalition contest, rather than one visible moment within an ongoing subsystem struggle.
- Emerging Trend: Digital platforms have lowered the cost for smaller, less resourced advocacy coalitions to sustain long-term subsystem engagement, somewhat reducing the historical advantage of well-funded incumbent coalitions.

5.10 Summary and Key Takeaways

This chapter closes Part II by complicating the tidy stage model with theories that better explain real policy formulation: Lindblom's incrementalism, emphasizing small, successive adjustment, and the Advocacy Coalition Framework, emphasizing long-term contest among belief-based coalitions within a policy subsystem. Part III now turns to what happens once a

policy has been formulated and formally adopted: the actors, institutions, and dynamics of implementation.

KEY TAKEAWAYS

- The stage model remains a useful organizing framework but does not accurately describe how real policy formulation unfolds.
- Incrementalism explains policy formulation as small, successive adjustments to existing policy, both descriptively and, per Lindblom, defensibly.
- The Advocacy Coalition Framework explains formulation as a long-term contest among belief-based coalitions within an ongoing policy subsystem.
- Organizations exert powerful, ongoing influence on formulation through sustained research, expertise, and advocacy, not only through visible, formal lobbying.

5.11 Key Terms, Reflection, and Discussion

Stage Model. Incrementalism. Advocacy Coalition Framework. Policy Subsystem.

- Reflection: Does your Policy Case Build issue show evidence of incremental formulation, or a longer advocacy coalition contest? What evidence supports your assessment?
- Discussion: Lindblom argued incrementalism is not merely realistic but often defensible given genuine limits on rationality. Do you agree, or does incrementalism too often protect flawed existing policy from needed fundamental reform?

5.12 Activity and Policy Case Build, Step 5

POLICY CASE BUILD, STEP 5

Trace the formulation history of your Policy Case Build issue. Identify whether it has proceeded incrementally, through a single comprehensive proposal, or through a longer advocacy coalition contest, and identify at least two organizations that have shaped its formulation.

5.13 Chapter Self-Check

CHAPTER SELF-CHECK

1. Lindblom's theory of incrementalism argues that policy typically changes through:

- a) Comprehensive rational redesign b) Small, successive adjustments to existing policy c) Random, unpredictable shifts d) Judicial ruling alone

2. The Advocacy Coalition Framework analyzes policy formulation primarily at the level of:

- a) A single legislative vote b) The policy subsystem over a long time horizon c) An individual voter's opinion d) A single government agency's internal memo

3. Which of the following is a documented limitation of the stage model?

- a) It has no stages at all. b) Real policy processes rarely move through their stages in a clean sequence. c) It only applies to economic policy. d) No scholar has ever adopted it

4. A causal story, as used in problem framing, refers to:

- a) A work of fiction about policy b) The narrative a frame constructs about why a problem exists and who is responsible c) A government's official budget document d) A type of policy evaluation metric

5. According to this chapter, organizations influence policy formulation primarily through:

a) Formal lobbying alone b) Sustained research, expertise, and advocacy over time, not only formal lobbying c) Direct control of elections d) No meaningful influence at all

5.14 References

- Lindblom, C. E. (1959). The science of muddling through. *Public Administration Review*, 19(2), 79 to 88.
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End of Chapter 5. Continue to Chapter 6: Citizens, Institutions, and Policymakers

PART III

IMPLEMENTATION, ACTORS, AND ACCOUNTABILITY

Part III examines what happens after a policy is adopted: the citizens, institutions, and policymakers who carry it out, and the mechanisms of accountability and evaluation that determine whether it actually achieves its intended effect.

CITIZENS, INSTITUTIONS, AND POLICYMAKERS

Who Actually Makes and Moves Policy Through the System

“A policy has as many authors as it has implementers, whether or not any of them signed the original document.”

6.0 Chapter Overview

With a policy now framed and formulated through Part II, Part III turns to implementation: the stage where formulated policy meets the actual institutions, personnel, and citizens who must carry it out. This chapter maps the actors involved, before Chapter 7 examines implementation dynamics, accountability, and evaluation in operational depth.

6.1 Learning Outcomes

- LO 6.1 Identify the roles citizens play in the public policy process.
- LO 6.2 Map the institutions and policymakers responsible for carrying policy into action.
- LO 6.3 Explain the concept of policy and interpretive knowledge in shaping implementation.

6.2 Introduction

A formulated policy, however carefully designed, does not implement itself. It passes into the hands of specific institutions, administrators, and citizens, each of whom brings their own interpretation, capacity, and interests to the process. This chapter maps that cast of actors deliberately, since much of what appears, at first glance, to be an implementation failure is better understood as a predictable consequence of failing to account for who actually stands between a formulated policy and its intended effect.

Citizens deserve particular attention in this mapping, since policy analysis sometimes treats them only as passive recipients of policy effects rather than as active participants in the process itself. Citizens vote, organize, comply or resist, provide feedback through formal and

informal channels, and, in systems with meaningful local governance, such as the Philippines', directly participate in certain implementation decisions through mechanisms examined in this chapter.

6.3 Historical Background

Early implementation scholarship, notably Jeffrey Pressman and Aaron Wildavsky's influential 1973 study of a federal jobs program in Oakland, California, documented how a policy with clear goals and adequate initial funding could nonetheless fail almost entirely once it passed through the numerous institutional actors, each with its own veto points and competing priorities, required actually to deliver it. This work established implementation as a serious object of scholarly study in its own right, rather than a mechanical afterthought to the supposedly more important work of formulation.

Michael Lipsky's later work on street-level bureaucracy, developed through the late 1970s and 1980s, extended this insight to the frontline personnel, teachers, social workers, and police officers who directly interact with citizens and, in Lipsky's account, effectively make policy through the countless discretionary judgments their daily work requires, regardless of how detailed the original formal policy attempted to be. This concept remains directly relevant to education leadership, since teachers and school administrators function precisely as street-level bureaucrats whose discretionary judgment shapes how students actually experience education policy.

6.4 Definitions

KEY TERMS

Implementation: The process of carrying a formally adopted policy into actual practice through the institutions and personnel responsible for it.

Street-Level Bureaucrat: A frontline public employee, such as a teacher or social worker, whose direct interaction with citizens and discretionary judgment effectively shapes policy in practice.

Veto Point: A stage in the implementation process where an actor holds effective power to delay, alter, or block a policy's progress.

Policy and Interpretive Knowledge: the specialized understanding that implementing actors develop about how a policy actually functions in practice, often diverges from its formal, written description.

6.5 Core Concepts and Frameworks

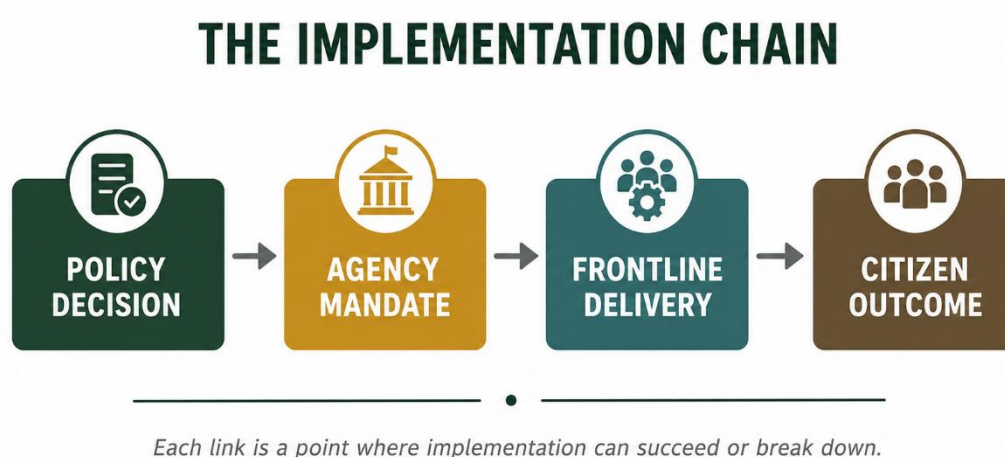


Figure 6.1. The Implementation Chain.

6.5.1 Roles Citizens Play in the Policy Process

Citizens participate in the policy process well beyond the initial vote, which may have elected officials who later formulate policy. They provide input during formulation through public consultation and comment mechanisms, comply or resist during implementation in ways that directly shape a policy's actual effect, participate directly in certain local implementation decisions through mechanisms such as barangay assemblies and school governing councils, and provide feedback, through complaints, media, and organized advocacy, that fuels the evaluation stage Chapter 7 examines. Treating citizens only as passive policy recipients misses this fuller, more active role.

6.5.2 Institutions and Policymakers as an Implementation Chain

Implementation typically flows through a chain of institutions and policymakers, each holding some degree of discretion and, often, an effective veto point. A national policy passes from the formulating body to an implementing national agency. Often to regional or provincial

offices, then to local government units or specific institutions, such as individual schools, and finally to street-level bureaucrats, teachers, clinic staff, and permit officers who interact directly with citizens. At each link in this chain, the policy can be reinterpreted, resourced differently than intended, delayed, or, in the case of a genuine veto point, effectively blocked.

6.5.3 Policy and Interpretive Knowledge

As a policy moves through this implementation chain, the actors carrying it out develop their own interpretive knowledge about how it actually functions, knowledge that frequently diverges from the policy's formal written description. A teacher implementing a new curriculum framework develops a practical understanding of which elements work as designed and which require informal adaptation to function at all in a specific classroom context, knowledge rarely captured in the original formal policy document but essential to understanding how that policy actually operates in practice. Effective policy analysis actively seeks out this interpretive knowledge from frontline implementers rather than relying solely on formal policy text.

6.6 Table 6.1, The Implementation Chain

Link in the Chain	Typical Actor	Discretion Exercised
Formulating Body	National legislature or agency	Sets formal policy goals and initial design
Implementing the National Agency	Department-level office	Interprets and translates into operational guidance
Regional/Provincial Office	Regional director or equivalent	Allocates resources, adapts to regional conditions
Local Government Unit or Institution	LGU office, individual school	Adapts to local capacity and priorities
Street-Level Bureaucrat	Teacher, frontline staff	Exercises daily discretionary judgment with citizens

Table 6.1. A typical implementation chain from national formulation to frontline delivery.

6.7 Government Policy and Professional Standards

The Local Government Code of 1991 formally establishes mechanisms for citizen participation at the local level, including barangay assemblies and mandated representation of civil society organizations in local special bodies such as the local school board, providing Philippine citizens with institutionalized, not merely informal, avenues for participation in local implementation decisions. The Governance of Basic Education Act of 2001 (Republic Act No. 9155) similarly establishes school governing councils that formalize the roles of parents and community members in the school-level implementation of national education policy.

6.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

The Philippines' decentralized education governance structure creates a particularly long implementation chain for national education policy: national curriculum standards set by the Department of Education pass through regional offices, school division offices, individual school principals, and finally classroom teachers before reaching students. Each link in this chain exercises genuine discretion, meaning the same formally identical national policy can be experienced quite differently by students in different schools depending on how each link in the chain has interpreted and resourced it, a variation this chapter's implementation chain framework helps make visible and analyzable rather than treating as a simple, unexplained inconsistency.

CASE STUDY

Illustrative composite case.

A national policy mandating a specific student support program was formally identical across all implementing schools. Yet, an evaluation found meaningfully different outcomes across schools that had received the same funding and formal guidance. Interviews with school administrators revealed a divergence traced to differences in interpretive knowledge accumulated at the school level. Principals who

had developed effective informal adaptations to schedule the program around existing constraints reported considerably stronger outcomes than those who had implemented the formal guidance literally, without these locally developed adaptations.

The Department's subsequent response, creating a formal channel for successful schools to document and share their interpretive adaptations with schools still struggling, treated this frontline knowledge as a genuine implementation resource rather than an unofficial deviation to be corrected, directly applying this chapter's argument that interpretive knowledge developed by street-level bureaucrats deserves serious analytical and administrative attention rather than being dismissed as a mere informal workaround.

6.9 Best Practices, Current Issues, and Emerging Trends

- Best Practice: Map the full implementation chain for a policy before assuming implementation variation reflects simple non-compliance rather than genuine, often reasonable, discretionary adaptation.
- Best Practice: Actively seek interpretive knowledge from frontline implementers, teachers, and local staff when analyzing why a policy's actual effect diverges from its formal design.
- Common Pitfall: Treating citizens solely as passive recipients of policy effects, overlooking their active roles in consultation, compliance, participation, and feedback.
- Common Pitfall: Assuming a policy's formal written description accurately captures how it actually functions once it reaches street-level bureaucrats.

6.10 Summary and Key Takeaways

This chapter opens Part III by mapping the full cast of actors, citizens, institutions, and street-level bureaucrats, who determine how a formulated policy actually becomes experienced reality. Chapter 7 now turns to implementation dynamics, accountability, and evaluation in operational depth, building directly on this chapter's implementation chain framework.

KEY TAKEAWAYS

- Citizens play active roles throughout the policy process, not merely as passive recipients of policy effects.
- Policy typically flows through an implementation chain, with each link exercising real discretion and, in some cases, an effective veto point.
- Street-level bureaucrats effectively make policy through daily discretionary judgment, regardless of how detailed the formal policy may be.
- Interpretive knowledge developed by frontline implementers often diverges from a policy's formal description and deserves serious analytical attention.

6.11 Key Terms, Reflection, and Discussion

Implementation. Street-Level Bureaucrat. Veto Point. Policy and Interpretive Knowledge. Implementation Chain.

- Reflection: Map the implementation chain for your Policy Case Build issue using Table 6.1. Where in the chain do you expect the greatest discretion, or the most significant veto point, to occur?

- Discussion: Should street-level bureaucrats' discretionary judgment be constrained as tightly as possible to ensure policy consistency, or given deliberate latitude to adapt to local conditions? What are the trade-offs of each approach?

6.12 Activity and Policy Case Build, Step 6

POLICY CASE BUILD, STEP 6

Map the full implementation chain for your Policy Case Build issue using the format in Table 6.1. Identify the citizens involved and their roles, and identify one point in the chain where you expect interpretive knowledge to diverge most significantly from the policy's formal design.

6.13 References

- Pressman, J. L., & Wildavsky, A. (1973). *Implementation: How great expectations in Washington are dashed in Oakland*. University of California Press.
- Lipsky, M. (1980). *Street-level bureaucracy: Dilemmas of the individual in public services*. Russell Sage Foundation.
- Republic Act No. 7160 (1991). *Local Government Code of the Philippines*.
- Republic Act No. 9155 (2001). *Governance of Basic Education Act of 2001*.

End of Chapter 6. Continue to Chapter 7: Policy Implementation, Accountability, and Evaluation

POLICY IMPLEMENTATION, ACCOUNTABILITY, AND EVALUATION

Closing the Loop Between Design and Delivered Effect

“Evaluation is not the end of the policy process. It is where the process learns whether it should have another beginning.”

7.0 Chapter Overview

Chapter 6 mapped the actors involved in implementation. This chapter closes Part III by examining implementation dynamics at operational depth, the accountability mechanisms intended to keep implementation aligned with policy intent, and the evaluation methods used to assess whether a policy is achieving its goals.

7.1 Learning Outcomes

- LO 7.1 Explain common implementation dynamics and why administration of programs might be improved.
- LO 7.2 Identify accountability mechanisms that govern public policy implementation.
- LO 7.3 Apply basic evaluation concepts to assess a policy's implementation and effects.

7.2 Introduction

This chapter addresses two questions that recur constantly in real policy practice: how might the administration of a given program actually be improved, and how do we know whether a policy is working at all. These are related but distinct questions: the first concerns the implementation process, the second the evaluation of the ultimate effect. Conflating them is a common source of confusion in policy discussions, in which implementation process complaints are treated as though they settled the separate question of whether a policy's underlying goals were sound.

7.3 Historical Background

Implementation research through the late twentieth century increasingly moved beyond Pressman and Wildavsky's early, somewhat pessimistic top-down account, which treated implementation success as compliance with the original formulators' intent, toward bottom-up approaches associated with scholars such as Michael Lipsky and later Richard Elmore, which treated successful implementation as adaptive achievement of a policy's underlying goals, even when frontline actors substantially reshaped the original formal design to fit real conditions. This shift mirrors Chapter 6's treatment of street-level discretion as a legitimate implementation resource rather than a deviation to be eliminated.

Program evaluation as a distinct professional practice developed substantially during the same period, driven by growing government and public demand for evidence that policy expenditures were actually achieving their stated goals, rather than justified solely by good intentions or political popularity. This evidence-based push has intensified in recent decades, placing growing pressure on policy analysts, including education leaders, to demonstrate program effectiveness through more rigorous evaluation methods than earlier eras of policy practice typically required.

7.4 Definitions

KEY TERMS

Top-Down Implementation, an approach that evaluates implementation success by the degree of compliance with the original formulators' intent.

Bottom-Up Implementation, an approach that evaluates implementation success by whether a policy's underlying goals are achieved, even through substantial frontline adaptation.

Accountability Mechanism: A formal or informal structure that holds implementing actors responsible for their exercise of policy authority and resources.

Policy Evaluation: The systematic assessment of a policy's implementation process and its actual effects, measured against its stated goals.

7.5 Core Concepts and Frameworks

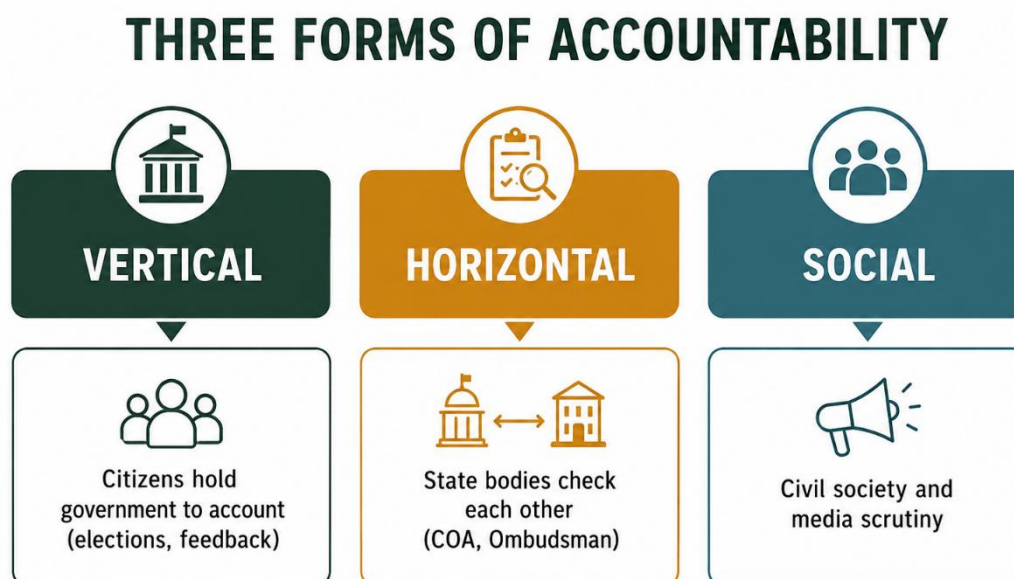


Figure 7.1. Three Forms of Accountability.

7.5.1 Top-Down and Bottom-Up Implementation Perspectives

The top-down perspective evaluates implementation by asking how faithfully the implementation chain followed the original formulators' formal intent, treating deviation as implementation failure requiring correction. The bottom-up perspective instead evaluates implementation by asking whether the policy's underlying goals were actually achieved, treating frontline adaptation as a legitimate, sometimes necessary, response to local conditions the original formulators could not fully anticipate. Neither perspective is simply correct; a policy analyst benefits from applying both, since excessive frontline deviation can genuinely undermine a policy's intent, while excessive rigidity to original design can prevent implementation from actually working in diverse local conditions.

7.5.2 Accountability Mechanisms

Accountability mechanisms take several forms. Hierarchical accountability operates through formal reporting and supervision within the implementation chain itself, with superiors reviewing subordinates' performance against established standards. Legal accountability operates through courts, ombudsman institutions, and formal audit bodies with authority to sanction clear violations. Professional accountability operates through the norms and standards

a profession, such as teaching or public administration, holds its own members to, independent of formal hierarchical supervision. Democratic accountability operates through elections, public consultation, and citizen feedback mechanisms, allowing the broader public to exert influence over implementing actors even without direct hierarchical authority.

7.5.3 Basic Evaluation Concepts

Process evaluation examines whether a policy was implemented as designed, addressing the administrative improvement question this chapter opened with. Outcome evaluation examines whether a policy achieved its intended effects on its target population, addressing the deeper question of whether the policy is actually working. A policy can score well on process evaluation, faithfully implemented as designed, while scoring poorly on outcome evaluation, if the original design itself was flawed, a distinction that prevents policy analysts from mistaking faithful implementation for policy success in itself.

7.6 Table 7.1, Accountability Mechanisms Compared

Mechanism	Who Enforces It	Example
Hierarchical	Direct supervisors within the implementation chain	A regional director reviewing school performance reports
Legal	Courts, ombudsman, audit bodies	A Commission on Audit finding on fund misuse
Professional	Professional norms and peer standards	A teacher licensure board's code of conduct
Democratic	Elections, public consultation, citizen feedback	A local school board hearing parent concerns

Table 7.1. Four types of accountability mechanisms govern implementation.

7.7 Government Policy and Professional Standards

Philippine public accountability operates through several institutionalized mechanisms directly relevant to policy implementation: the Commission on Audit conducts financial and performance audits of government agencies and programs, the Office of the Ombudsman investigates allegations of misconduct by public officials, and the Civil Service Commission oversees professional standards and conduct within the civil service. Education-specific

accountability additionally operates through the Department of Education's own internal supervision structure and, at the institutional level, through accreditation bodies that hold schools to professional standards independent of direct government hierarchical control.

7.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

Philippine education policy evaluation has increasingly incorporated standardized assessment data alongside process indicators such as enrollment and completion rates, reflecting the broader evidence-based push described in this chapter's historical background. Education leaders should understand that these different evaluation indicators answer different questions; completion rate data primarily illuminates process and access. In contrast, assessment data more directly address outcomes, and conflating the two risks draws the wrong conclusion about where an underperforming program actually needs improvement.

CASE STUDY

Illustrative composite case.

A school division's remedial reading program demonstrated strong process evaluation results, high attendance, faithful adherence to the designed curriculum, and positive teacher feedback, yet its outcome evaluation using standardized reading assessments showed minimal improvement in students' actual reading proficiency. A top-down analysis might have concluded the program was implemented correctly and searched for external explanations for the disappointing outcome. Still, a bottom-up review incorporating frontline teacher interpretive knowledge revealed that the underlying curriculum design, faithfully implemented as designed, rested on an instructional approach that research had already shown to be less effective for the specific reading difficulties most affected students actually had.

This finding illustrates precisely the distinction Section 7.5.3 draws between process and outcome evaluation: faithful implementation, confirmed through strong process evaluation, does not guarantee a good outcome if the underlying policy design

was flawed from the start. The division's subsequent decision to revise the curriculum design itself, rather than simply reinforcing fidelity to the existing design through additional teacher training, reflects the more complete diagnostic picture that combining process and outcome evaluation, alongside frontline interpretive knowledge, made possible.

7.9 Best Practices, Current Issues, and Emerging Trends

- **Best Practice:** Distinguish process evaluation from outcome evaluation explicitly, since strong performance on one does not guarantee strong performance on the other.
- **Best Practice:** Apply both top-down and bottom-up implementation perspectives, since each surfaces different, complementary insights into why a policy is or is not achieving its goals.
- **Common Pitfall:** Treating faithful process implementation as evidence of policy success, without separately verifying outcome effects.
- **Emerging Trend:** Growing availability of administrative and assessment data is making rigorous outcome evaluation more feasible for Philippine education programs than in previous decades, though data quality and access remain uneven across regions.

7.10 Summary and Key Takeaways

This chapter closes Part III by distinguishing between process and outcome evaluation and between top-down and bottom-up implementation perspectives, equipping you to diagnose implementation problems with appropriate precision rather than a single, undifferentiated judgment of success or failure. Part IV now turns to the policy environment and the frameworks used to choose deliberately among competing policy alternatives.

KEY TAKEAWAYS

- Top-down and bottom-up implementation perspectives offer complementary, not competing, diagnostic lenses.
- Accountability operates through hierarchical, legal, professional, and democratic mechanisms, each enforced differently.
- Process evaluation and outcome evaluation answer distinct questions; strong process results do not guarantee strong outcomes.
- Philippine accountability institutions, including the Commission on Audit and the Office of the Ombudsman, operate alongside professional and democratic mechanisms specific to education.

7.11 Key Terms, Reflection, and Discussion

Top-Down Implementation. Bottom-Up Implementation. Accountability Mechanism. Policy Evaluation. Process Evaluation. Outcome Evaluation.

- Reflection: For your Policy Case Build issue, which accountability mechanisms from Table 7.1 currently apply? Is any mechanism notably weak or absent?
- Discussion: When process and outcome evaluation results diverge, as in this chapter's case study, which should carry more weight in deciding whether a policy needs revision?

7.12 Activity and Policy Case Build, Step 7

POLICY CASE BUILD, STEP 7

Design a basic evaluation plan for your Policy Case Build issue, specifying at least one process evaluation indicator and one outcome evaluation indicator, and identify which accountability mechanism from Table 7.1 would be responsible for acting on the results.

7.13 Chapter Self-Check

CHAPTER SELF-CHECK

1. The bottom-up perspective on implementation evaluates success primarily by:

- a) Strict compliance with original formal design
- b) Whether the policy's underlying goals are achieved, even through adaptation
- c) The number of pages in the formal policy document
- d) The speed of initial passage through the legislature

2. Process evaluation primarily assesses:

- a) Whether a policy achieved its intended effects
- b) Whether a policy was implemented as designed
- c) The original legislative vote count
- d) Public opinion polling alone

3. Which accountability mechanism operates through courts, ombudsperson offices, and audit bodies?

- a) Hierarchical accountability
- b) Legal accountability
- c) Professional accountability
- d) Democratic accountability

4. Pressman and Wildavsky's 1973 study primarily demonstrated:

- a) That implementation always succeeds if funding is adequate.
- b) How a policy could fail despite clear goals and initial funding, due to multiple institutional veto points.
- c) That street-level bureaucrats have no real discretion.
- d) That evaluation is unnecessary once a policy is formally adopted

5. A policy that is faithfully implemented as designed but still fails to achieve its goals suggests:

- a) The evaluation method must be flawed. b) The underlying policy design itself may be flawed, not merely its implementation. c) No further analysis is needed. d) The policy should be immediately repealed without review

7.14 References

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End of Chapter 7. Continue to Chapter 8: The Policy Environment and Frameworks for Choice

PART IV

POLICY OUTCOMES, ENVIRONMENT, AND ADVOCACY

Part IV assesses the effects of public policy: the environment and frameworks that shape policy choices, and the advocacy, educational policy, and regulatory reform through which actors work to change policy outcomes.

THE POLICY ENVIRONMENT AND FRAMEWORKS FOR CHOICE

Selecting Among Genuine Alternatives Rather Than a Single Default Option

“A choice made without visible alternatives was never really a choice at all.”

8.0 Chapter Overview

With implementation and evaluation covered in Part III, Part IV turns to a question that should, in principle, precede implementation entirely: how should a policymaker choose among genuinely different alternatives in the first place? This chapter examines the broader policy environment that shapes available choices, and the frameworks used to evaluate and select among them.

8.1 Learning Outcomes

- LO 8.1 Explain how the policy environment shapes the range of realistically available choices.
- LO 8.2 Define and frame policy problems, including the relevant criteria for choosing among alternatives.
- LO 8.3 Apply a structured framework for evaluating and choosing among policy alternatives.

8.2 Introduction

Policy choice is often presented, particularly in idealized accounts, as a rational comparison among fully specified alternatives against clear criteria. Real policy choice happens within a policy environment, the surrounding political, fiscal, legal, and institutional conditions, which meaningfully narrow which alternatives are realistically available long before any formal comparison begins. This chapter examines both dimensions: the

environmental constraints that shape the realistic choice set and the analytical frameworks used to deliberate within it.

8.3 Historical Background

Formal policy analysis frameworks for choosing among alternatives were developed substantially through the mid-twentieth century, drawing on the traditions of operations research and welfare economics that sought to bring systematic, criterion-based comparison to government decision-making, in deliberate contrast to purely intuitive or politically driven choice. Cost-benefit analysis, developed further in Chapter 10, and multi-criteria decision frameworks both emerged from this broader movement toward more systematic policy choice methodology.

This formal choice tradition has always existed in productive tension with the more politically realistic accounts developed elsewhere in this book, Lindblom's incrementalism among them, which caution that formal choice frameworks, however rigorously constructed, still operate within a policy environment that no purely technical analysis can fully escape. Contemporary policy analysis practice generally treats formal choice frameworks and environmental political realism as complementary rather than competing, using structured frameworks to clarify decision-making while remaining alert to the environmental constraints that Lindblom's tradition emphasizes.

8.4 Definitions

KEY TERMS

Policy Environment: The surrounding political, fiscal, legal, and institutional conditions that shape which policy alternatives are realistically available.

Policy Alternative: A distinct course of action available to address a given public problem, one of potentially several under consideration.

Choice Criteria: The standards, such as effectiveness, cost, equity, and feasibility, against which policy alternatives are compared.

Feasibility Constraint: A limitation, political, fiscal, legal, or administrative, that renders an otherwise reasonable alternative unrealistic given the current policy environment.

8.5 Core Concepts and Frameworks

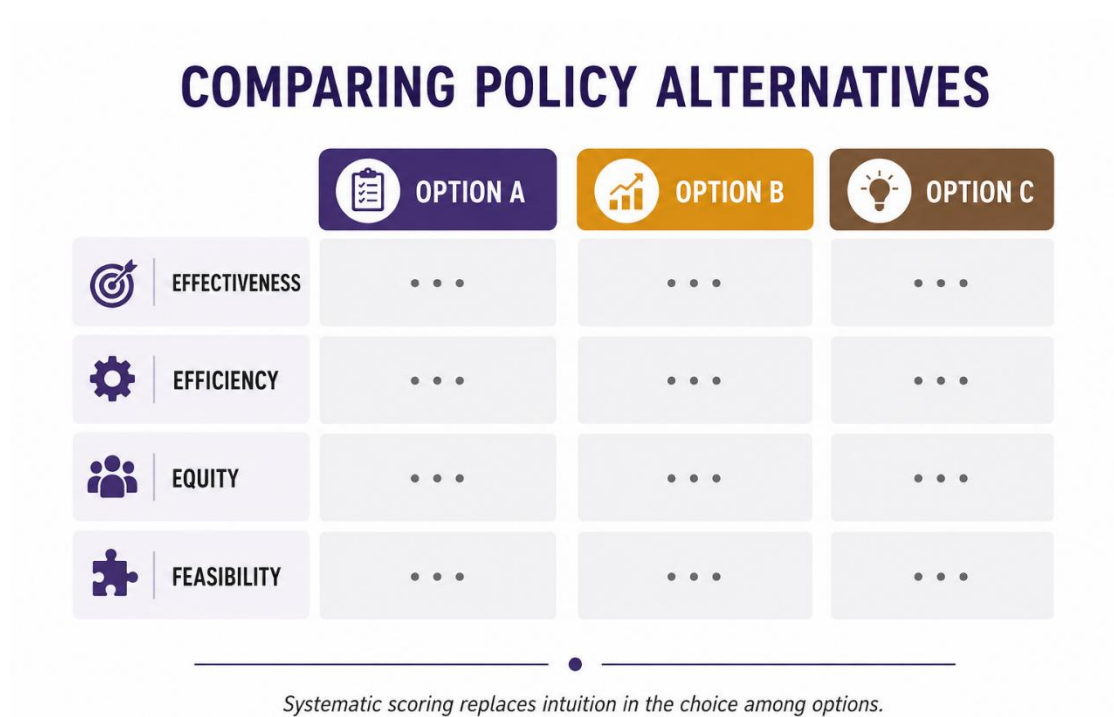


Figure 8.1. Comparing Policy Alternatives.

8.5.1 Dimensions of the Policy Environment

The political dimension of the policy environment includes the current balance of power among relevant actors, public opinion, and electoral considerations. The fiscal dimension includes available budget, competing claims on that budget, and broader macroeconomic conditions. The legal dimension includes constitutional, statutory, and regulatory constraints on what the government may do. The institutional dimension includes existing administrative capacity and organizational structure. A policy alternative that appears strong on pure technical merit can still be practically infeasible if it collides with a binding constraint in any of these four dimensions.

8.5.2 Defining Choice Criteria

Before comparing alternatives, a policy analyst must define the criteria the comparison will actually use, since different criteria can favor entirely different alternatives for the identical underlying problem. Common criteria include effectiveness, how well an alternative achieves the intended goal; cost, both direct fiscal cost and broader social cost; equity, how benefits and burdens are distributed across different populations; and feasibility, whether the alternative is

realistically achievable given the policy environment's political, fiscal, legal, and institutional constraints. Explicitly naming these criteria, rather than leaving them implicit, is what separates a defensible policy choice from one that merely reflects an analyst's unexamined preference.

8.5.3 A Structured Framework for Choosing Among Alternatives

A structured choice process moves through identifiable steps: first, generate a genuinely diverse set of alternatives rather than a single preferred option and a token comparison case; second, define explicit choice criteria and their relative weight; third, evaluate each alternative systematically against every criterion; and fourth, select the alternative that best satisfies the weighted criteria while remaining feasible within the policy environment's constraints. This structured process does not guarantee a politically uncontested outcome, since reasonable actors can weigh the same criteria differently. Still, it does guarantee that the resulting choice was made deliberately rather than by default.

8.6 Table 8.1, A Policy Alternative Comparison Matrix

Alternative	Effectiveness	Cost	Equity	Feasibility
Alternative A	High	High	Moderate	Low (fiscal constraint)
Alternative B	Moderate	Low	High	High
Alternative C (Status Quo)	Low	Low	Low	High (already in place)

Table 8.1. A structured comparison matrix for evaluating policy alternatives.

8.7 Government Policy and Professional Standards

The Philippine national budget process, governed by the annual General Appropriations Act and coordinated by the Department of Budget and Management, functions as one of the most consequential fiscal dimensions of the policy environment for any Philippine policy proposal, since even a well-designed alternative cannot proceed without securing appropriation within this annual cycle. The National Economic and Development Authority also plays a coordinating role in aligning proposed policy alternatives with the Philippine Development

Plan's broader national priorities, a further institutional dimension that shapes which alternatives realistically gain traction.

8.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

Education policy alternatives in the Philippines operate within a policy environment shaped significantly by the annual budget cycle's timing relative to the academic year, meaning a technically superior alternative proposed too late in a given budget cycle may lose out to a less optimal alternative simply because it can be funded and implemented in time for the coming school year. Education leaders proposing policy alternatives benefit from understanding this fiscal-calendar dimension of the policy environment as a genuine feasibility constraint, not merely an administrative inconvenience to work around.

This timing constraint has led experienced education policy advocates to develop a specific practical habit worth noting: preparing detailed policy alternatives well in advance of the budget cycle when they might actually be needed, rather than developing a proposal only once a policy window, in Chapter 3's sense, has already opened. An alternative that exists only as a rough concept when a funding opportunity suddenly arises is functionally unavailable for that cycle, regardless of its underlying merit, illustrating how the policy environment's fiscal dimension interacts directly with the agenda-setting dynamics examined earlier in this book.

CASE STUDY

Illustrative composite case.

A school division evaluating alternatives for addressing chronic teacher shortages in remote schools initially favored an alternative offering the highest salary incentive, which scored highest on pure effectiveness projections in isolation. A structured comparison using this chapter's framework revealed that this alternative scored poorly on feasibility, as it exceeded the fiscal environment's current budget cycle's capacity to sustain without cutting other priority programs. In contrast, a moderately effective

alternative combining a smaller incentive with housing support scored considerably better when feasibility was weighted alongside effectiveness.

The division's eventual selection of the moderate alternative, rather than the theoretically most effective one, illustrates this chapter's central argument: a policy choice that ignores the policy environment's genuine constraints is not more rigorous for aiming higher; it is simply less likely to survive contact with the fiscal, political, legal, and institutional realities that any implemented policy must actually operate within.

8.9 Best Practices, Current Issues, and Emerging Trends

- **Best Practice:** Generate a genuinely diverse set of alternatives, including the status quo as an explicit comparison point, rather than a single preferred option and a token alternative.
- **Best Practice:** Define choice criteria and their relative weighting explicitly before comparing alternatives, rather than allowing an implicit preference to shape the comparison.
- **Common Pitfall:** Evaluating an alternative on technical merit alone without checking its feasibility against the policy environment's fiscal, political, legal, and institutional constraints.
- **Common Pitfall:** Treating the status quo as a neutral default requiring no justification, rather than as an alternative that itself must be evaluated against the same criteria.

8.10 Summary and Key Takeaways

This chapter opens Part IV by establishing that policy choice happens within a constraining policy environment, political, fiscal, legal, and institutional, that shapes which alternatives are realistically available, and by providing a structured framework for choosing deliberately

among those alternatives against explicit criteria. Chapter 9 now turns to policy advocacy, examining how actors work to influence the choice of the alternative.

KEY TAKEAWAYS

- The policy environment's political, fiscal, legal, and institutional dimensions shape which alternatives are realistically available, independent of technical merit.
- Choice criteria, effectiveness, cost, equity, and feasibility should be defined explicitly before comparing alternatives.
- A structured comparison framework does not eliminate political contestation but ensures a choice was made deliberately.
- The status quo should be evaluated as an explicit alternative against the same criteria as any proposed change, not treated as a neutral default.

8.11 Key Terms, Reflection, and Discussion

Policy Environment. Policy Alternative. Choice Criteria. Feasibility Constraint.

- Reflection: For your Policy Case Build issue, what political, fiscal, legal, and institutional constraints define its current policy environment?
- Discussion: Should equity ever be weighted more heavily than effectiveness or cost in choosing among policy alternatives? Under what conditions would you argue for this, and against it?

8.12 Activity and Policy Case Build, Step 8

POLICY CASE BUILD, STEP 8

Generate at least three genuine alternatives, including the status quo, for addressing your Policy Case Build issue. Build a comparison matrix using the format of Table 8.1, with explicit choice criteria, and identify which alternative your analysis favors and why.

8.13 References

- Bardach, E., & Patashnik, E. M. (2016). A practical guide for policy analysis: The eightfold path to more effective problem solving (5th ed.). CQ Press.
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End of Chapter 8. Continue to Chapter 9: Policy Advocacy, Educational Policy, and Regulatory Reform

POLICY ADVOCACY, EDUCATIONAL POLICY, AND REGULATORY REFORM

How Actors Work to Shape Which Alternative Is Chosen

“Advocacy does not corrupt the policy process. It is the policy process, conducted in the open.”

9.0 Chapter Overview

Chapter 8 examined how a policymaker chooses deliberately among alternatives. This chapter closes Part IV by examining how actors outside the formal choice process, advocates, educators, and regulated industries, work to influence which alternative is ultimately selected, with particular attention to educational policy advocacy and the distinct dynamics of regulatory reform.

9.1 Learning Outcomes

- LO 9.1 Explain the role and legitimate methods of policy advocacy.
- LO 9.2 Examine the distinct dynamics of educational policy advocacy specifically.
- LO 9.3 Understand regulatory reform as a distinct category of policy change with its own dynamics.

9.2 Introduction

Advocacy is sometimes discussed with an implicit suspicion, as though it represents an illegitimate intrusion on an otherwise neutral, technical policy process. This chapter argues against that framing directly: advocacy, conducted openly and through legitimate channels, is not a corruption of the policy process but a constitutive part of it, the mechanism through which affected populations and specialized experts alike make their perspectives and evidence available to the choice process described in Chapter 8. The relevant analytical question is not

whether advocacy is occurring, since it always is, but whether it is occurring transparently, through legitimate means, and with reasonably balanced access across different interests.

9.3 Historical Background

The formal study of interest group advocacy in policy-making traces to the pluralist political theory of the mid-twentieth century, which argued that democratic policy outcomes emerge from the competition among multiple, freely organizing interest groups, each advocating for its constituency's preferences. Later scholarship complicated this optimistic pluralist account by documenting how advocacy access is rarely evenly distributed, well-resourced interests routinely secure greater access and influence than diffuse, poorly organized populations, even when the latter's stake in an outcome is comparably significant, a critique this book has already encountered in Chapter 3's treatment of agenda-setting bias.

Regulatory reform specifically developed its own distinct scholarly and practical tradition, since regulatory policy characteristically involves a concentrated, well-organized regulated industry advocating intensely on one side, against a more diffuse public interest advocacy presence on the other, a pattern this chapter examines as a specific instance of the broader advocacy asymmetry problem, with particular relevance to sectors, including education, where regulatory standards directly shape institutional practice.

9.4 Definitions

KEY TERMS

Policy Advocacy: The deliberate effort by an individual or organized group to influence policy formulation, choice, or implementation in a preferred direction.

Interest Group: An organized association of individuals or organizations sharing a common policy interest, seeking to influence policy in that interest's favor.

Regulatory Reform: Deliberate change to the rules governing conduct within a regulated policy arena, often contested between the regulated industry and public interest advocates.

Advocacy Asymmetry: The tendency for well-resourced, well-organized interests to secure disproportionate policy influence relative to diffuse or under-resourced populations.

9.5 Core Concepts and Frameworks

ACTORS IN EDUCATIONAL POLICY ADVOCACY



Figure 9.1. Actors in Educational Policy Advocacy.

9.5.1 Legitimate Methods of Policy Advocacy

Legitimate policy advocacy operates through channels including formal public consultation and comment processes, direct communication with policymakers, coalition building among aligned interest groups, public communication and media strategy, and the production and dissemination of research and evidence supporting a preferred position. These methods are legitimate precisely because they operate transparently and remain available, at least in principle, to any organized interest, in contrast to methods such as concealed financial influence or the misrepresentation of evidence, which this book treats as illegitimate regardless of the underlying cause being advocated.

9.5.2 Educational Policy Advocacy's Distinct Dynamics

Educational policy advocacy involves a characteristic set of actors, teacher organizations, parent associations, school administrator associations, higher education institutions, and

student advocacy groups, each bringing distinct interests and forms of expertise to policy debates. Education leaders occupy a particular dual position within this landscape, often serving simultaneously as policy implementers, subject to the accountability mechanisms Chapter 7 examined, and as legitimate policy advocates in their own professional capacity, drawing on frontline interpretive knowledge, as Chapter 6 described, as a genuine analytical resource rather than mere anecdote.

9.5.3 Regulatory Reform as a Distinct Advocacy Arena

Regulatory reform characteristically pits a concentrated, well-resourced regulated industry, with a strong incentive to invest heavily in advocacy given the direct impact of regulatory rules on its operations, against a more diffuse public interest, for which any single individual has comparatively little personal stake in investing heavily in advocacy, despite the aggregate public interest being substantial. This asymmetry helps explain why regulatory reform advocacy often requires deliberate organizational effort, public interest organizations, professional associations, and investigative journalism to overcome the structural advantage concentrated regulatory interests otherwise hold in this specific advocacy arena.

9.6 Table 9.1, Actors in Educational Policy Advocacy

Actor	Typical Interest	Distinct Expertise Contributed
Teacher Organizations	Working conditions, professional standards	Frontline classroom interpretive knowledge
Parent Associations	Student welfare, school quality	Direct family and community perspective
School Administrator Associations	Institutional feasibility, resource needs	Implementation and management expertise
Higher Education Institutions	Research evidence, workforce alignment	Academic research and long-term data analysis

Table 9.1. Characteristic actors and interests in educational policy advocacy.

9.7 Government Policy and Professional Standards

The Philippine legal framework provides formal channels for policy advocacy, including mandated public consultation requirements for certain regulatory rulemaking and Executive

Order No. 2 (2016), which establishes a Freedom of Information framework within the executive branch, giving advocates and researchers a formal mechanism for accessing government information relevant to policy advocacy. Education-specific advocacy additionally operates through statutorily established bodies, including local school boards under the Local Government Code and school governing councils under the Governance of Basic Education Act, that formally institutionalize certain advocacy voices within the implementation structure itself.

9.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

Philippine higher education regulatory reform illustrates the concentrated-versus-diffuse advocacy dynamic clearly: proposed changes to tuition regulation or quality assurance standards typically generate intensive, well-resourced advocacy from higher education institution associations directly affected by the specific rules, while the more diffuse public interest in affordable, high-quality higher education access is typically represented through less concentrated channels, student organizations, individual public comment, media coverage, each carrying less sustained organizational capacity than the institutional associations they are effectively negotiating against.

CASE STUDY

Illustrative composite case.

A proposed regulatory change to private school accreditation standards drew intensive advocacy from an association representing affected private schools, which argued that the proposed standards would impose compliance costs that would be passed on to families or force smaller schools to close. Public interest advocacy on the other side was comparatively thin until a coalition of parent associations and a public policy research organization, working together, produced accessible research specifically translating the proposed standards' likely effects on educational quality into terms parent audiences could evaluate directly, meaningfully expanding the previously narrow scope of conflict around what had been a highly technical-sounding regulatory debate.

The eventual compromise regulation, phasing in new standards over a longer transition period than originally proposed while preserving their substantive content, reflected genuine engagement with both the regulated industry's feasibility concerns and the public interest coalition's quality concerns, illustrating this chapter's argument that well-organized advocacy on both sides of a regulatory reform debate, rather than advocacy asymmetry favoring only the concentrated regulated interest, can produce a more balanced and durable outcome than either side's original proposal alone.

9.9 Best Practices, Current Issues, and Emerging Trends

- Best Practice: Engage in policy advocacy transparently, through legitimate channels, disclosing rather than concealing the interest being represented.
- Best Practice: When analyzing a regulatory reform debate, actively assess whether advocacy access is balanced between concentrated and diffuse interests, and consider what organizational effort might be needed to correct an imbalance.
- Current Issue: Advocacy asymmetry between well-resourced institutional interests and diffuse public interests remains a persistent challenge in Philippine regulatory reform, including within education.
- Emerging Trend: Freedom of Information mechanisms and digital coalition-building tools are gradually lowering the resource barrier for previously under-organized public interest advocacy.

9.10 Summary and Key Takeaways

This chapter closes Part IV by treating policy advocacy as a legitimate, constitutive part of the policy process rather than an illegitimate intrusion, while recognizing the real advocacy asymmetry that favors well-resourced, concentrated interests over diffuse public interests,

particularly in regulatory reform. Part V now turns to the formal analytical techniques that policy professionals use throughout every stage covered so far in this book.

KEY TAKEAWAYS

- Legitimate policy advocacy operates through transparent channels: consultation, direct communication, coalition building, and evidence production.
- Educational policy advocacy involves a characteristic set of actors, each contributing distinct expertise, from frontline interpretive knowledge to academic research.
- Regulatory reform characteristically pits concentrated, well-resourced regulated interests against more diffuse public interests, an advocacy asymmetry requiring deliberate organizational correction.
- Philippine Freedom of Information mechanisms and statutorily established advocacy bodies provide formal channels that partially counterbalance advocacy asymmetry.

9.11 Key Terms, Reflection, and Discussion

Policy Advocacy. Interest Group. Regulatory Reform. Advocacy Asymmetry.

- Reflection: Which actors from Table 9.1, or comparable actors in a non-education policy area, are advocating on your Policy Case Build issue? Is advocacy access balanced or asymmetric?
- Discussion: Should education leaders, given their dual position as implementers and legitimate advocates, be subject to different advocacy rules than fully independent interest groups? Why or why not?

9.12 Activity and Policy Case Build, Step 9

POLICY CASE BUILD, STEP 9

Identify the advocacy landscape for your Policy Case Build issue: which actors are advocating, through what legitimate methods, and whether the balance of advocacy access appears concentrated or diffuse. Propose one action a currently under-resourced interest could take to strengthen its advocacy position.

9.13 Chapter Self-Check

CHAPTER SELF-CHECK

1. This chapter argues that policy advocacy is:

- a) Always illegitimate b) A constitutive part of the policy process when conducted transparently c) Only legitimate for government actors d) Irrelevant to policy outcomes

2. Advocacy asymmetry refers to:

- a) Equal access for all interests regardless of resources b) Well-resourced, concentrated interests securing disproportionate influence relative to diffuse interests c) A type of policy evaluation d) A legal requirement for public consultation

3. Regulatory reform characteristically involves:

- a) No advocacy at all b) A concentrated regulated industry against a more diffuse public interest c) Only judicial actors d) Exclusively local government decisions

4. Executive Order No. 2 (2016) established:

- a) The Local Government Code b) A Freedom of Information framework within the executive branch c) The national budget process d) The Civil Service Commission

5. According to Table 9.1, teacher organizations typically contribute which distinct expertise?

a) Academic research and long-term data analysis b) Frontline classroom interpretive knowledge c) Institutional financial management d) National budget forecasting

9.14 References

- Dahl, R. A. (1961). Who governs? Democracy and power in an American city. Yale University Press.
- Executive Order No. 2 (2016). Freedom of Information in the Executive Branch.
- Republic Act No. 9155 (2001). Governance of Basic Education Act of 2001.
- Republic Act No. 7160 (1991). Local Government Code of the Philippines.

End of Chapter 9. Continue to Chapter 10: Qualitative and Quantitative Methods in Policy Analysis

PART V

POLICY ANALYSIS METHODS

Part V equips the student with the discipline's analytical techniques: qualitative and quantitative methods and mixed-methods designs that integrate both into rigorous, defensible policy analysis.

QUALITATIVE AND QUANTITATIVE METHODS IN POLICY ANALYSIS

The Core Toolkit Every Policy Analyst Draws On

“Numbers tell you what happened. Interviews tell you why. A policy analyst who relies on only one is working with half a toolkit.”

10.0 Chapter Overview

Every chapter so far has assumed some capacity for evidence-based policy analysis without specifying the actual techniques involved. Part V now makes that toolkit explicit, examining the qualitative and quantitative methods policy analysts use, before Chapter 11 examines how mixed methods deliberately combine them.

10.1 Learning Outcomes

- LO 10.1 Identify and apply qualitative policy analysis methods, including case studies, interviews, and focus groups.
- LO 10.2 Identify and apply quantitative policy analysis methods, including statistical analysis and cost-benefit analysis.
- LO 10.3 Select an appropriate method, or combination of methods, for a given policy analysis question.

10.2 Introduction

A recurring theme across this book's earlier chapters is that frontline interpretive knowledge matters, that causal stories require testing against evidence, and that outcome evaluation differs from process evaluation, all of which depend on a policy analyst actually having reliable methods for gathering and interpreting evidence. This chapter provides that methodological foundation, treating qualitative and quantitative approaches as complementary

tools suited to different analytical questions rather than as competing paradigms where an analyst must permanently choose one side.

10.3 Historical Background

Quantitative policy analysis methods developed substantially from the traditions of economics and applied statistics, with cost-benefit analysis in particular gaining institutional prominence through mid-twentieth-century government requirements that major public investments demonstrate a favorable economic return before approval. Qualitative methods developed a somewhat separate scholarly lineage, drawing on the traditions of case study and interview-based inquiry in sociology and anthropology, which offered depth and contextual understanding that purely quantitative approaches often could not capture.

For much of the twentieth century, these two traditions were sometimes treated, particularly within economics-dominated policy analysis programs, as a hierarchy rather than a genuine complementary toolkit, with quantitative methods regarded as more rigorous and qualitative methods regarded as merely illustrative or preliminary. This hierarchy has eroded considerably in recent decades as methodologists on both sides have demonstrated the real limitations each approach faces in isolation, groundwork this chapter builds on, and Chapter 11's treatment of mixed methods further develops.

10.4 Definitions

KEY TERMS

Qualitative Policy Analysis: Analysis methods, including case studies, interviews, and focus groups, that gather rich, contextual, non-numerical evidence about a policy issue.

Quantitative Policy Analysis: Analysis methods, including statistical analysis, econometric modeling, and cost-benefit analysis, that gather and analyze numerical evidence about a policy issue.

Cost-Benefit Analysis: A quantitative method comparing the total expected costs and benefits of a policy alternative, typically expressed in monetary terms.

Content Analysis: A systematic method for analyzing the content of documents, media, or other texts to identify patterns relevant to a policy question.

10.5 Core Concepts and Frameworks

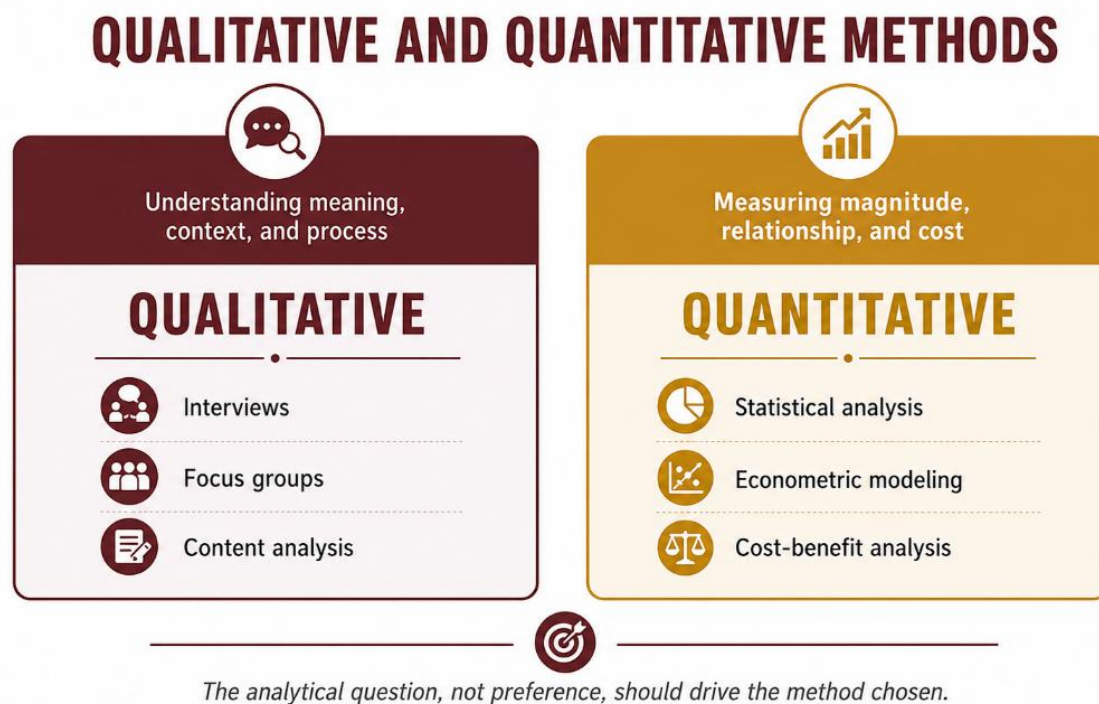


Figure 10.1. Qualitative and Quantitative Methods.

10.5.1 Qualitative Methods

Case studies provide an in-depth examination of a single policy instance, program, or institution, well-suited to understanding how and why a policy unfolded as it did in a specific context, though limited in how confidently findings generalize beyond that context. Interviews gather direct, detailed perspectives from individual policy actors, implementers, or affected citizens, particularly valuable for surfacing the interpretive knowledge described in Chapter 6. Focus groups gather perspectives from a small group interacting together, useful for observing how shared understanding or disagreement develops through group discussion rather than isolated individual response. Content analysis systematically examines documents, media coverage, or public comment to identify patterns in how a policy issue is discussed or framed, directly supporting the framing analysis introduced in Chapter 4.

10.5.2 Quantitative Methods

Statistical analysis applies formal statistical techniques to numerical data, identifying patterns, correlations, and, under an appropriate research design, causal relationships relevant to a policy question. Econometric modeling applies economic theory and statistical techniques

to model relationships among policy-relevant variables, often used to forecast the likely effects of a proposed policy change before it is implemented. Cost-benefit analysis systematically compares a policy alternative's total expected costs with its total expected benefits, typically converting both into comparable monetary terms to support the choice framework introduced in Chapter 8.

10.5.3 Matching Method to Question

Method selection should follow directly from the specific analytical question being asked, not from an analyst's personal disciplinary training or comfort. A question about why implementation varied across local contexts is often best addressed by qualitative case studies and interviews that capture that variation in depth. A question about whether a policy's aggregate effect across a large population was statistically significant is often best served by quantitative statistical analysis capable of processing that scale of data. Many genuinely important policy questions require both, a need that Chapter 11 addresses directly through a mixed-methods design.

10.6 Table 10.1, Matching Method to Analytical Question

Analytical Question	Best-Suited Method	Why
Why did implementation vary across contexts?	Case studies, interviews	Captures contextual depth and interpretive knowledge
Did the policy produce a statistically significant effect?	Statistical analysis	Processes large-scale numerical evidence rigorously
Do the benefits justify the cost?	Cost-benefit analysis	Systematically compares costs and benefits in comparable terms
How is the issue being framed in public discourse?	Content analysis	Systematically identifies patterns across documents or media

Table 10.1. Choosing a policy analysis method based on the question asked.

10.7 Government Policy and Professional Standards

Philippine government agencies increasingly require formal cost-benefit or cost-effectiveness analyses for major public investment proposals, coordinated through the National Economic and Development Authority's guidelines, giving quantitative analysis a particularly

institutionalized role in Philippine policy formulation for large-scale programs. Research involving human participants, whether qualitative interviews or quantitative surveys, additionally falls under research ethics requirements, including informed consent and, where personal data is involved, obligations under the Data Privacy Act of 2012.

10.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

Philippine education policy analysis has historically drawn more heavily on quantitative administrative data, enrollment figures, completion rates, and standardized assessment scores than on qualitative methods, partly reflecting the more developed data infrastructure supporting quantitative analysis at the national scale. This imbalance has been narrowing as qualitative research capacity within Philippine graduate education programs, including doctoral programs that train education leaders in policy analysis, has grown, allowing for a richer contextual understanding to complement the longstanding quantitative administrative data tradition.

CASE STUDY

Illustrative composite case.

A regional education office's quantitative analysis of standardized assessment data showed a persistent achievement gap between schools in a specific set of municipalities and the regional average. Still, the purely quantitative analysis could not explain why the gap persisted despite comparable per-student funding across the affected schools. A subsequent qualitative case study involving interviews with teachers and school administrators in the lowest-performing schools revealed a pattern the quantitative data alone had not surfaced: high teacher turnover in these specific municipalities, driven by challenging commuting conditions rather than funding levels, was disrupting instructional continuity in ways standardized funding metrics could not capture.

This finding directly reshaped the region's policy response, from an initial, quantitatively informed assumption that additional funding was the primary lever available, to a qualitatively informed recognition that teacher retention incentives

tailored to commuting conditions were the more relevant intervention. The case illustrates this chapter's central argument concretely: the quantitative analysis correctly identified that a problem existed and roughly where, but only qualitative methods could explain why, information essential to designing an intervention actually capable of addressing the underlying cause.

10.9 Best Practices, Current Issues, and Emerging Trends

- Best Practice: Select analysis method based on the specific question being asked, using Table 10.1 as a starting guide, rather than defaulting to a single familiar method regardless of the question.
- Best Practice: Treat qualitative and quantitative methods as complementary, using each to address what the other cannot easily capture.
- Common Pitfall: Treating quantitative findings as inherently more rigorous or authoritative than qualitative findings, rather than recognizing each method's distinct strengths and limitations.
- Common Pitfall: Conducting research involving human participants without appropriate informed consent and, where relevant, Data Privacy Act compliance.

10.10 Summary and Key Takeaways

This chapter opens Part V by establishing qualitative and quantitative methods as complementary tools, each suited to different analytical questions, rather than competing paradigms requiring permanent allegiance to one side. Chapter 11 now turns to mixed methods, the deliberate combination of both approaches within a single, integrated analysis design.

KEY TAKEAWAYS

- Qualitative methods, case studies, interviews, focus groups, and content analysis capture contextual depth and interpretive knowledge.
- Quantitative methods, statistical analysis, econometric modeling, and cost-benefit analysis process large-scale numerical evidence rigorously.
- Method selection should follow from the specific analytical question, not from an analyst's disciplinary comfort alone.
- Philippine education policy analysis has traditionally leaned quantitative, though qualitative capacity is growing meaningfully.

10.11 Key Terms, Reflection, and Discussion

Qualitative Policy Analysis. Quantitative Policy Analysis. Cost-Benefit Analysis. Content Analysis.

- Reflection: For your Policy Case Build issue, which analytical questions from Table 10.1 are most relevant? Which method would best address each?
- Discussion: Is the historical hierarchy favoring quantitative methods over qualitative methods in policy analysis fully resolved today, or does it persist in subtler forms? What evidence would settle this question?

10.12 Activity and Policy Case Build, Step 10

POLICY CASE BUILD, STEP 10

Design a small-scale analysis plan for your Policy Case Build issue using at least one qualitative method and one quantitative method from this chapter. Specify what each method would investigate and why it is well-suited to that specific question.

10.13 References

- Yin, R. K. (2017). Case study research and applications: Design and methods (6th ed.). SAGE Publications.
- Boardman, A. E., Greenberg, D. H., Vining, A. R., & Weimer, D. L. Cost-benefit analysis: Concepts and practice. Cambridge University Press.
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End of Chapter 10. Continue to Chapter 11: Mixed Methods and Integrated Policy Analysis Design

MIXED METHODS AND INTEGRATED POLICY ANALYSIS DESIGN

Combining Qualitative and Quantitative Evidence Deliberately

“Mixed methods is not simply doing more work. It is designed so that each method covers what the other cannot.”

11.0 Chapter Overview

Chapter 10 established qualitative and quantitative methods as complementary tools. This chapter closes Part V by examining how they are deliberately combined through a mixed-methods research design and the specific strategies used to integrate qualitative and quantitative evidence into a single, coherent analysis.

11.1 Learning Outcomes

- LO 11.1 Explain the rationale for combining qualitative and quantitative techniques in policy analysis.
- LO 11.2 Identify major mixed-methods research designs.
- LO 11.3 Apply triangulation and data integration strategies to strengthen a policy analysis.

11.2 Introduction

Mixed-methods research is sometimes mistaken for simply conducting a qualitative and a quantitative study side by side, reporting both without much integration. Genuine mixed methods design is more deliberate than this: it specifies, in advance, how the qualitative and quantitative components will inform each other, whether one component explains unexpected findings from the other, whether one component's results directly shape the design of the second, or whether both components are analyzed together to test whether they converge on

the same conclusion. This chapter's central argument is that this deliberate integration, not merely the presence of both method types, is what makes mixed methods valuable.

11.3 Historical Background

Mixed methods research emerged as a distinct methodological approach through the 1990s and 2000s, partly as a direct response to the qualitative-quantitative hierarchy Chapter 10 described, with methodologists such as John Creswell developing formal typologies of mixed methods designs that gave researchers a more rigorous vocabulary for combining approaches than the previously common, less systematic practice of simply including both a survey and a few interviews in the same study without a clearly specified integration strategy.

This methodological development paralleled a broader shift in policy analysis practice toward recognizing that many consequential policy questions genuinely require both breadth, the kind of evidence quantitative methods provide at scale, and depth, the kind of evidence qualitative methods provide in context, and that treating this as an either-or methodological commitment left real analytical value on the table. Contemporary policy analysis training, including this book's own treatment across Chapters 10 and 11, generally presents mixed methods competency as an expected component of a well-rounded policy analyst's toolkit rather than an optional specialization.

11.4 Definitions

KEY TERMS

Mixed Methods Research: is a research approach that deliberately combines qualitative and quantitative methods within a single, integrated study design.

Triangulation: is the strategy of examining a policy question through multiple methods or data sources to assess whether findings converge, strengthening confidence in the result.

Sequential Design: A mixed methods design in which one method's results directly inform the design or interpretation of the second method, conducted in sequence.

Data Integration Strategy: The specific, planned approach for combining qualitative and quantitative findings into a coherent overall analysis.

11.5 Core Concepts and Frameworks

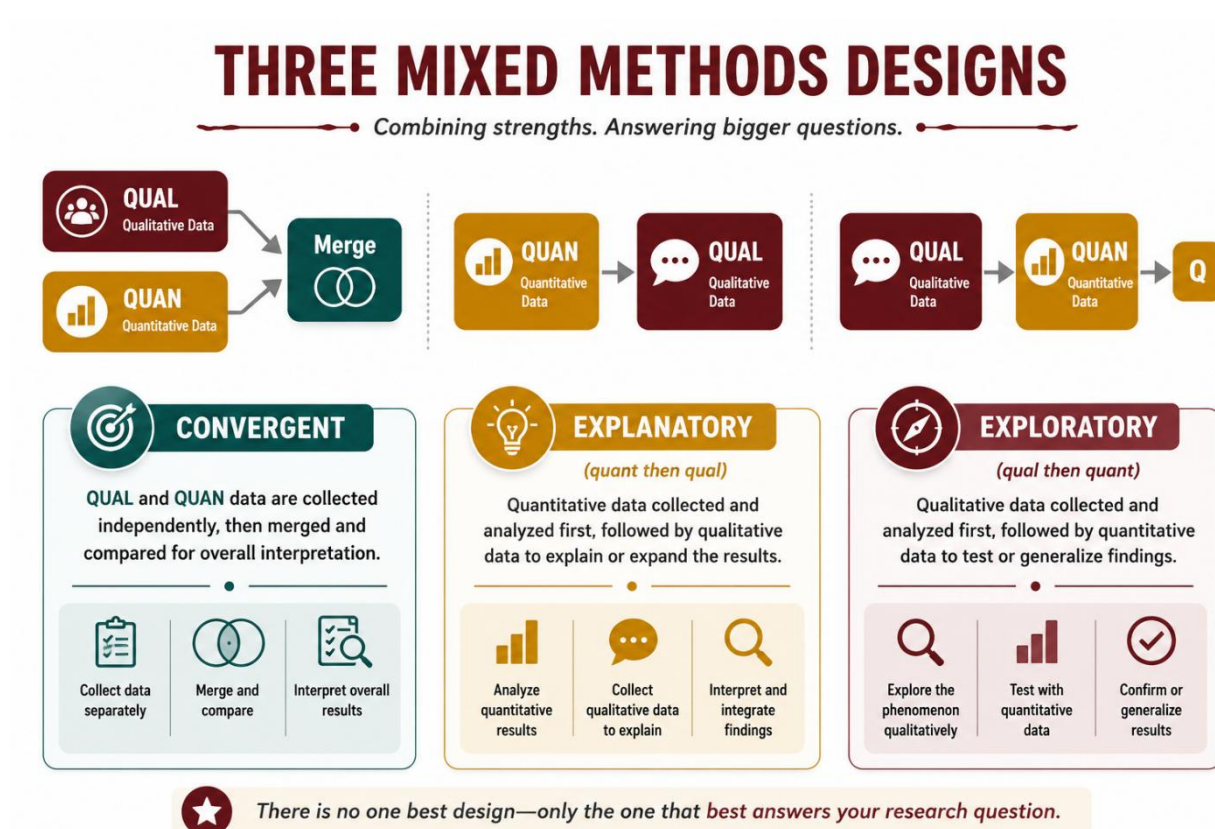


Figure 11.1. Three Mixed Methods Designs.

11.5.1 Major Mixed Methods Research Designs

A convergent design conducts qualitative and quantitative components simultaneously and independently, then compares results to assess whether they converge, a direct application of triangulation. An explanatory sequential design begins with quantitative analysis, then uses qualitative methods, often interviews, to explain unexpected or unclear quantitative findings, precisely the pattern that Chapter 10's regional education case study illustrated. An exploratory sequential design reverses this order, beginning with qualitative exploration to identify relevant variables or hypotheses, followed by quantitative testing at a larger scale. Each design serves a different analytical purpose, and choosing among them should follow from the specific research question, mirroring the method-selection logic in Chapter 10.

11.5.2 Triangulation as a Confidence-Building Strategy

Triangulation strengthens confidence in a policy analysis finding by showing that independent methods, with different strengths and different potential biases, converge on a similar conclusion. If a quantitative statistical analysis and independent qualitative interviews

both point toward the same underlying explanation for a policy problem, that convergence provides stronger evidence than either method alone, since it is less likely that both methods' distinct limitations happened to produce the identical incorrect conclusion by coincidence. When methods diverge rather than converge, this divergence is itself valuable information, often indicating the underlying phenomenon is more complex than either method alone had captured.

11.5.3 Data Integration Strategies

Beyond selecting a design, a policy analyst must specify how qualitative and quantitative data will actually be integrated during analysis and reporting, not merely presented alongside each other. Common integration strategies include joint displays, tables or figures that present qualitative and quantitative findings on the same key questions side by side; narrative weaving, where a written analysis explicitly connects specific quantitative findings to specific qualitative evidence throughout, rather than reporting each in a separate section; and data transformation, where qualitative findings are systematically coded into quantifiable categories, or quantitative findings are used to select specific cases for deeper qualitative examination.

11.6 Table 11.1, Mixed Methods Designs Compared

Design	Sequence	Purpose
Convergent	Simultaneously, independent	Triangulate findings for stronger confidence
Explanatory Sequential	Quantitative first, then qualitative	Explain unexpected or unclear quantitative findings
Exploratory Sequential	Qualitative first, then quantitative	Identify variables or hypotheses, then test at scale

Table 11.1. Three major mixed methods research designs.

11.7 Government Policy and Professional Standards

Philippine graduate research standards, including doctoral dissertation requirements across most public and private universities, increasingly recognize mixed methods as a legitimate and often preferred design for applied policy and education research, reflecting the broader methodological legitimacy this chapter's historical background traces. Research ethics review

requirements, including institutional review board approval when human participants are involved, apply to both the qualitative and quantitative components of a mixed-methods study. Researchers should plan for ethics compliance across the full integrated design rather than treating each component's requirements separately.

11.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

Philippine doctoral programs in education leadership, including programs preparing graduates for exactly the kind of policy analysis this book teaches, have increasingly incorporated formal mixed methods training, reflecting a recognition that education policy questions, spanning administrative data analysis and frontline implementation experience alike, are frequently better served by integrated designs than by a single-method approach. This trend directly supports the kind of dissertation-scale policy analysis many EDD graduates eventually undertake on real Philippine education policy issues.

CASE STUDY

Illustrative composite case.

A doctoral researcher studying school leadership transitions used an explanatory sequential design, first conducting a quantitative analysis of administrative turnover data across a sample of schools to identify which specific leadership transition patterns correlated most strongly with subsequent declines in measured school performance, then conducting qualitative interviews with staff at the specific schools showing the strongest patterns to understand the mechanisms driving that correlation. The quantitative phase alone could establish that certain transition patterns correlated with performance decline; only the qualitative phase could reveal that the mechanism involved disrupted institutional knowledge and staff trust during specific types of abrupt, unplanned transitions, rather than transitions generally.

This integrated finding, that the mechanism specifically involved abruptness and lack of transition planning rather than leadership change itself, directly shaped the

researcher's eventual policy recommendation: a structured leadership transition protocol addressing the specific mechanism identified, rather than a more generic recommendation about leadership stability, the quantitative data alone might have suggested. The case illustrates this chapter's central claim precisely: the sequential design's deliberate integration of quantitative pattern identification followed by qualitative mechanism explanation produced a more actionable finding than either method could have produced independently.

11.9 Best Practices, Current Issues, and Emerging Trends

- Best Practice: Specify the mixed methods design and integration strategy before beginning data collection, rather than deciding how to combine qualitative and quantitative findings only after both are already gathered.
- Best Practice: Treat divergence between qualitative and quantitative findings as valuable information about complexity, not as a methodological failure requiring one result to be discarded.
- Common Pitfall: Conducting a qualitative and a quantitative study in parallel without any planned integration strategy, then presenting both without genuinely connecting their findings.
- Emerging Trend: Growing availability of qualitative data analysis software capable of handling mixed data types is making integrated data transformation strategies more accessible to policy researchers without extensive statistical training.

11.10 Summary and Key Takeaways

This chapter closes Part V by treating mixed methods as a deliberate, integrated research design rather than merely the coincidental use of both qualitative and quantitative techniques

within the same study. Part VI now turns to strategic foresight, extending the analytical toolkit this Part has built toward questions about the policy futures that have not yet arrived.

KEY TAKEAWAYS

- Genuine mixed methods research specifies, in advance, how qualitative and quantitative components will integrate, not merely that both are present.
- Convergent, explanatory sequential, and exploratory sequential designs each serve distinct analytical purposes.
- Triangulation strengthens confidence in findings when independent methods converge, and divergence itself provides valuable information.
- Philippine doctoral education research increasingly recognizes mixed methods as a preferred design for applied policy questions.

11.11 Key Terms, Reflection, and Discussion

Mixed Methods Research. Triangulation. Sequential Design. Data Integration Strategy.

- Reflection: Which mixed methods design from Table 11.1 would best suit your Policy Case Build issue, and what specific integration strategy would you use?
- Discussion: When qualitative and quantitative findings genuinely diverge rather than converge, how should a policy analyst decide which finding to weight more heavily in a final recommendation?

11.12 Activity and Policy Case Build, Step 11

POLICY CASE BUILD, STEP 11

Design a mixed methods analysis plan for your Policy Case Build issue using Table 11.1's framework, specifying the design type, the sequence and purpose of each component, and a specific data integration strategy.

11.13 Chapter Self-Check

CHAPTER SELF-CHECK

1. A mixed methods design that begins with quantitative analysis and uses qualitative methods to explain unexpected findings is called:

- a) Convergent design b) Explanatory sequential design c) Exploratory sequential design d) Content analysis

2. Triangulation refers to:

- a) A type of statistical error b) Examining a question through multiple methods to assess convergence c) A single-method research design d) A type of policy advocacy

3. When qualitative and quantitative findings diverge rather than converge, this should be treated as:

- a) Proof the study failed b) Valuable information suggesting greater underlying complexity c) A reason to discard the qualitative findings automatically d) A reason to discard the quantitative findings automatically

4. A joint display, as a data integration strategy, is best described as:

- a) A single interview transcript b) A table or figure presenting qualitative and quantitative findings side by side on the same questions c) A purely quantitative statistical output d) A type of policy advocacy coalition

5. According to this chapter, genuine mixed methods research is distinguished by:

- a) Simply including both a survey and a few interviews without further integration
- b) A deliberate, pre-specified strategy for integrating qualitative and quantitative

components c) Using only quantitative methods d) Avoiding any research design planning

11.14 References

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- Patton, M. Q. Qualitative research and evaluation methods. SAGE Publications.

End of Chapter 11. Continue to Chapter 12: Foundations and Historical Development of Strategic Foresight

PART VI

STRATEGIC FORESIGHT AND THE FUTURE OF POLICY

Part VI closes the course by looking forward: the foundations and methods of strategic foresight, and how scenario planning, the Delphi method, and horizon scanning are applied to long-term planning, risk anticipation, and resilient policy design.

FOUNDATIONS AND HISTORICAL DEVELOPMENT OF STRATEGIC FORESIGHT

Looking Beyond the Current Policy Cycle

“Strategic foresight does not predict the future. It prepares an organization to meet several plausible ones.”

12.0 Chapter Overview

Every chapter so far has examined policy within a roughly current time horizon, formulation, implementation, evaluation, and choice, all occurring within a policy cycle measured in months or a few years. Part VI closes this book by extending the analytical lens considerably further outward, to strategic foresight, the discipline of systematically thinking about longer-range futures well beyond any single policy cycle.

12.1 Learning Outcomes

- LO 12.1 Explain what strategic foresight is and how it differs from conventional short-term policy planning.
- LO 12.2 Trace the historical development of strategic foresight as a discipline.
- LO 12.3 Identify the key concepts that structure strategic foresight practice.

12.2 Introduction

Most of this book has examined policy analysis conducted under a conventional planning horizon, addressing a current problem, choosing among currently available alternatives, and evaluating a policy's effects within a few years of implementation. Strategic foresight deliberately extends this horizon much further, often a decade or more, asking not what should be done about a currently defined problem, but what plausible futures an organization or policy system might face, and how it can prepare for several of them simultaneously rather than betting entirely on a single predicted outcome.

This distinction matters enormously for education leadership specifically, since decisions about infrastructure investment, curriculum framework design, and workforce development inherently commit institutions to consequences that unfold well beyond any single administrator's tenure or any single policy cycle's evaluation window. A school system that plans only for the most likely near-term future, without considering how it would need to adapt under meaningfully different longer-range conditions, risks being caught unprepared when conditions diverge from that single assumed trajectory, exactly the scenario strategic foresight is designed to guard against.

12.3 Historical Background

Strategic foresight's institutional roots trace substantially to Cold War-era military and corporate planning, notably the RAND Corporation's development of scenario-based methods for thinking systematically about multiple plausible futures under deep uncertainty, work that later influenced corporate strategic planning practice, most famously at Royal Dutch Shell, where scenario planning helped the company prepare for oil market disruptions that more conventional single-forecast planning had not anticipated. This corporate and military lineage gradually extended into the public sector and into the application of government policy through the latter twentieth century.

In recent decades, strategic foresight has increasingly been institutionalized within government policy practice, specifically through organizations such as the Organization for Economic Co-operation and Development, which have established dedicated strategic foresight programs to support member governments' long-range policy planning. Growing academic and practitioner literature specifically addressing foresight's application to public policy, innovation policy, and risk management, the three application domains this book's final chapters examine in turn.

12.4 Definitions

KEY TERMS

Strategic Foresight: The systematic, structured practice of exploring multiple plausible long-range futures to inform present-day strategy and decision-making.

Horizon Scanning: The systematic search for early signals of emerging trends, developments, or disruptions that could significantly shape future conditions.

Weak Signal: An early, often ambiguous indicator of a potentially significant future trend, not yet widely recognized or confirmed.

Plausible Future: A coherent, internally consistent depiction of how conditions might unfold, used in foresight practice, not as a prediction but as a tool for structured thinking.

12.5 Core Concepts and Frameworks

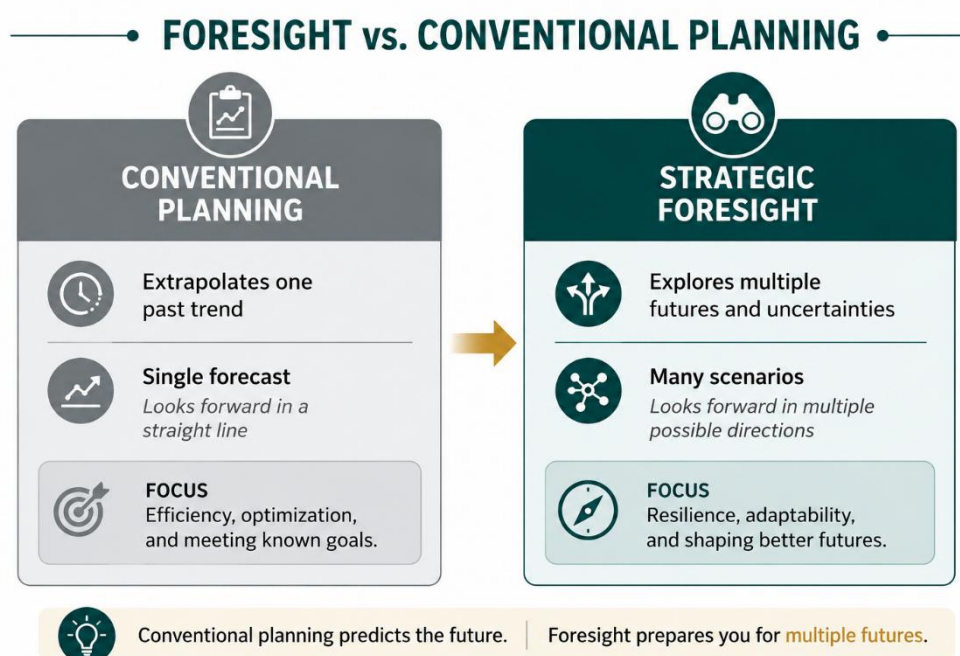


Figure 12.1. Foresight vs. Conventional Planning.

12.5.1 Strategic Foresight Is Not Prediction

The single most important conceptual distinction this chapter establishes is that strategic foresight does not attempt to predict a single, correct future. It instead systematically explores multiple plausible futures, deliberately including futures that diverge meaningfully from the current, most-expected trajectory, precisely because the value of foresight lies in preparing an organization to remain resilient and capable of adapting across several different ways the future might actually unfold, rather than optimizing narrowly for a single forecast that may prove wrong.

12.5.2 Horizon Scanning and Weak Signals

Foresight practice typically begins with horizon scanning, the deliberate, systematic search for early indicators and weak signals of emerging trends that could significantly shape future conditions well before those trends become widely recognized or confirmed. A weak signal might be an early research finding, a small but growing demographic shift, or an emerging technology not yet in wide use, each potentially significant but genuinely uncertain in its eventual trajectory and impact. Systematic horizon scanning gives an organization earlier warning of potentially significant change than waiting for a trend to become obvious and already well underway.

12.5.3 The Discipline of Plausibility Over Prediction

Strategic foresight practice deliberately constructs plausible futures rather than predicted ones, meaning each explored future must be internally coherent and grounded in identifiable drivers, even when it diverges substantially from the currently most-expected trajectory. This discipline distinguishes rigorous foresight practice from mere speculation: a plausible future is not simply an imaginative guess, but a structured extrapolation from identified drivers and uncertainties, developed with enough rigor that an organization can meaningfully test its own strategy against it, a practice Chapter 13's specific methods operationalize in detail.

12.6 Table 12.1, Strategic Foresight vs. Conventional Planning

Dimension	Conventional Planning	Strategic Foresight
Time Horizon	Months to a few years	A decade or more
Approach to the Future	A single most likely forecast	Multiple plausible, divergent futures
Primary Goal	Optimize for the expected outcome	Build resilience and adaptive capacity across scenarios
Key Practice	Trend extrapolation from current data	Horizon scanning for weak signals and emerging drivers

Table 12.1. Contrasting strategic foresight with conventional short-term policy planning.

12.7 Government Policy and Professional Standards

The National Economic and Development Authority's long-term Philippine Development Plan and its associated AmBisyon Natin 2040 long-range vision framework represent formal Philippine government engagement with foresight-informed long-range planning, extending the policy planning horizon well beyond conventional multi-year development plans. Education-specific long-range planning, including workforce development projections tied to anticipated economic and technological shifts, increasingly draws on similar foresight-informed thinking. However, formal strategic foresight practice within Philippine education policy specifically remains less institutionalized than in some other national government functions.

12.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

AmBisyon Natin 2040, the Philippine government's long-range national vision framework extending to 2040, represents an explicit, institutionalized commitment to the long-term horizon this chapter describes as central to strategic foresight, distinguishing it from the conventional multi-year development plans that structure most day-to-day Philippine government planning. Education leaders engaging with long-range institutional planning can draw directly on this national framework's horizon and methodology as a template for developing their own foresight-informed institutional planning, rather than needing to construct a long-range planning approach entirely from first principles.

CASE STUDY

Illustrative composite case.

A university system's conventional five-year planning process had consistently projected continued growth in a specific professional program's enrollment through straightforward extrapolation from the program's steady enrollment growth over the preceding decade. A strategic foresight exercise, conducted separately using horizon

scanning methods, identified several weak signals, early shifts in industry hiring patterns, emerging automation trends within the specific profession, and demographic shifts in the university's traditional recruitment regions that the conventional extrapolation-based planning process had not incorporated at all, since each signal remained individually ambiguous and easy to dismiss in isolation.

When considered together as a coherent, plausible alternative future rather than as isolated, dismissible anomalies, these weak signals suggested a genuinely different trajectory than the conventional plan's simple extrapolation assumed, prompting the university to develop contingency curriculum adaptations well before enrollment data itself began confirming the shift years later. This case illustrates precisely why this chapter distinguishes strategic foresight from conventional planning: the weak signals were, in principle, available to the conventional planning process too, but only the foresight exercise's deliberate practice of horizon scanning and plausible-future construction actually surfaced and took them seriously before they became obvious in hindsight.

12.9 Best Practices, Current Issues, and Emerging Trends

- Best Practice: Treat strategic foresight as a complement to, not a replacement for, conventional short-term policy planning; each serves a different, necessary purpose.
- Best Practice: Practice horizon scanning as an ongoing discipline rather than a one-time exercise, since weak signals continue to emerge over time.
- Common Pitfall: Mistaking strategic foresight for prediction, and treating a single explored plausible future as though it were the expected outcome to plan around exclusively.

- Emerging Trend: Growing institutional interest in foresight-informed planning within Philippine higher education, partly influenced by AmBisyon Natin 2040's national example.

12.10 Summary and Key Takeaways

This chapter opens Part VI by establishing strategic foresight as a distinct discipline from conventional policy planning, extending the time horizon considerably, and replacing single-forecast prediction with structured exploration of multiple plausible futures. Chapter 13 now turns to the specific methods, scenario planning, the Delphi method, and trend analysis, that operationalize this foundational thinking into a practical technique.

KEY TAKEAWAYS

- Strategic foresight explores multiple plausible futures rather than predicting a single expected outcome.
- Horizon scanning systematically searches for weak signals of emerging trends before they become widely recognized.
- Plausible futures must be internally coherent and grounded in identifiable drivers, distinguishing rigorous foresight from mere speculation.
- The Philippines' AmBisyon Natin 2040 framework offers a national-level template for foresight-informed long-range planning.

12.11 Key Terms, Reflection, and Discussion

Strategic Foresight. Horizon Scanning. Weak Signal. Plausible Future.

- Reflection: What weak signals, currently ambiguous but potentially significant, might shape the longer-range future of your Policy Case Build issue?
- Discussion: Is extending planning horizons to a decade or more genuinely useful given how much can change unpredictably in that time, or does the deep uncertainty involved make such long-range foresight exercises more speculative than valuable?

12.12 Activity and Policy Case Build, Step 12

POLICY CASE BUILD, STEP 12

Conduct a horizon scan for your Policy Case Build issue: identify at least three weak signals that could meaningfully shape its future over the next decade, and briefly explain why each signal is currently ambiguous but potentially significant.

12.13 References

- Schwartz, P. (1991). The art of the long view: Planning for the future in an uncertain world. Doubleday.
- Organization for Economic Co-operation and Development. Strategic foresight program.
- National Economic and Development Authority. AmBisyon Natin 2040.
- National Economic and Development Authority. Philippine Development Plan.

End of Chapter 12. Continue to Chapter 13: Strategic Foresight Methods

STRATEGIC FORESIGHT METHODS

Scenario Planning, the Delphi Method, and Trend Analysis

“A method for thinking about the future is only useful if it produces a plan that can actually be acted on today.”

13.0 Chapter Overview

Chapter 12 established what strategic foresight is and why it differs from conventional planning. This chapter closes the methods portion of Part VI by examining the three core techniques through which foresight is actually practiced: scenario planning, the Delphi method, and trend analysis.

13.1 Learning Outcomes

- LO 13.1 Apply scenario planning to construct multiple plausible futures for a policy issue.
- LO 13.2 Explain and apply the Delphi method for structured expert consensus building.
- LO 13.3 Apply trend analysis to identify and project significant drivers of future change.

13.2 Introduction

Chapter 12's conceptual foundation, which foresight explores multiple plausible futures rather than predicting a single one, needs a concrete method to become practically useful. This chapter provides three of the field's most widely used methods, each suited to somewhat different foresight needs: scenario planning for structured exploration of divergent futures, the Delphi method for building structured consensus among experts facing deep uncertainty, and trend analysis for systematically tracking the drivers most likely to shape whichever future actually unfolds.

13.3 Historical Background

Scenario planning's most influential early application, Royal Dutch Shell's 1970s scenario planning practice, is widely credited with helping the company navigate the 1973 oil crisis more effectively than competitors who had planned around a single, extrapolated forecast, cementing scenario planning's reputation as a practically valuable technique rather than a purely academic exercise. The method has since been extensively adapted for government and public policy applications, including within several OECD member governments' foresight programs referenced in Chapter 12.

The Delphi method traces to RAND Corporation research in the 1950s and 1960s, originally developed to structure expert judgment on defense-related forecasting questions where traditional group discussion risked being dominated by the most vocal or highest-status participants rather than genuinely well-reasoned positions. Trend analysis draws on a longer statistical and economic forecasting tradition, adapted within foresight practice specifically to identify not just historical patterns but the underlying drivers that could cause a trend to continue, accelerate, reverse, or be disrupted entirely, a more structured approach than simple linear extrapolation.

13.4 Definitions

KEY TERMS

Scenario Planning: is a structured method for constructing multiple, internally coherent, plausible futures to test and inform present-day strategy.

Delphi Method: A structured, iterative technique for building expert consensus on uncertain future questions through anonymous, multi-round feedback.

Trend Analysis: The systematic identification and projection of significant drivers of change likely to shape future conditions.

Driver: An underlying force, such as a demographic, technological, or economic shift, that shapes how a trend or scenario might unfold.

13.5 Core Concepts and Frameworks

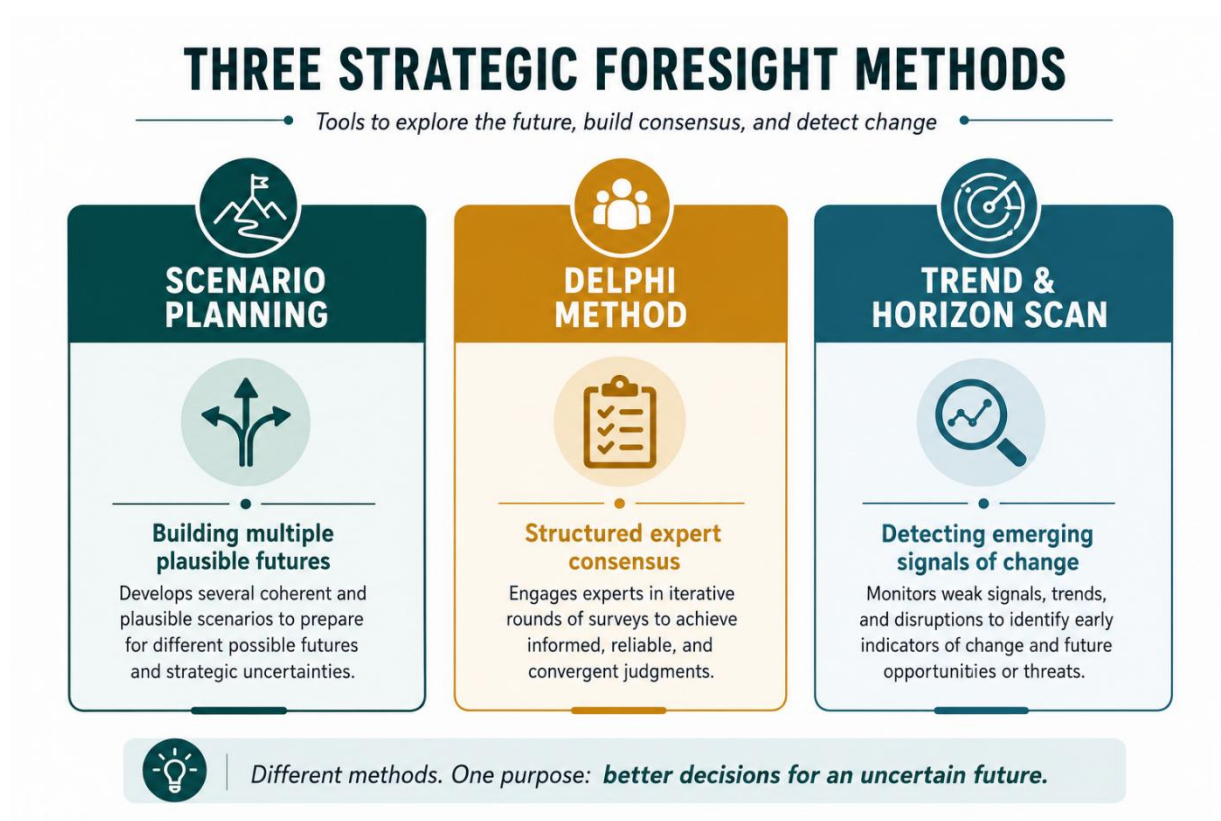


Figure 13.1. Three Strategic Foresight Methods.

13.5.1 Scenario Planning

Scenario planning typically begins by identifying the two or three most significant and most uncertain drivers shaping a given policy issue's future, then constructing distinct scenarios representing different plausible combinations of how those drivers might unfold. A well-constructed scenario set deliberately includes futures that diverge meaningfully from the current expected trajectory, since scenarios clustered too closely around a single expected outcome defeat the method's core purpose of testing strategy against genuine divergence. Each scenario should be developed with sufficient narrative and causal coherence so stakeholders can meaningfully evaluate how a proposed policy or strategy would perform in that specific future.

13.5.2 The Delphi Method

The Delphi method structures expert input through anonymous, iterative rounds: a panel of experts independently provides judgment on a forecasting question, results are aggregated and shared back with the panel anonymously, and experts revise their judgment in light of the

group's aggregated response, typically across two or more rounds, until responses converge toward a more stable consensus or a well-documented, persistent range of disagreement. The anonymity is deliberate, designed specifically to reduce the influence of status, seniority, or forceful personality that can distort judgment in traditional group discussion formats, allowing the panel's actual expertise, rather than its most persuasive or highest-status members, to shape the resulting consensus.

13.5.3 Trend Analysis and Identifying Drivers

Trend analysis begins with identifying observable patterns in relevant historical data, then moves beyond simple extrapolation to identify the underlying drivers responsible for that pattern, since understanding the driver, not just the historical pattern itself, is what allows an analyst to assess whether the trend is likely to continue, accelerate, plateau, reverse, or be disrupted by an emerging countervailing force. This driver-focused approach connects directly to Chapter 12's horizon scanning practice, since weak signals often represent an early indication that a previously stable driver is beginning to shift in ways historical trend data alone would not yet reveal.

13.6 Table 13.1, Three Strategic Foresight Methods

Method	Core Technique	Best Suited For
Scenario Planning	Constructing multiple divergent, internally coherent futures	Testing strategy against genuine uncertainty
Delphi Method	Anonymous, iterative expert consensus building	Structuring expert judgment on deeply uncertain questions
Trend Analysis	Identifying drivers underlying observable patterns	Projecting how identified drivers might shape the future

Table 13.1. Comparing the three core strategic foresight methods.

13.7 Government Policy and Professional Standards

International bodies, including the World Bank and the Asian Development Bank, have applied scenario planning and structured expert consensus methods to long-range development and policy planning relevant to Philippine national development, offering methodological templates that Philippine agencies have drawn on for their own foresight-informed planning

exercises. Effective use of the Delphi method in a Philippine policy context requires deliberate attention to assembling a genuinely diverse expert panel, since a panel drawn too narrowly from a single institutional or professional network risks converging on a consensus that reflects that network's shared assumptions rather than a genuinely well-tested range of expert perspectives.

13.8 Philippine Context and Case Study

PHILIPPINE CONTEXT

Philippine disaster risk management planning increasingly incorporates scenario planning methods, given the country's frequent exposure to typhoons, earthquakes, and other natural hazards, constructing distinct scenarios for different disaster severity and frequency combinations to test infrastructure and response capacity across a genuine range of plausible futures rather than planning around a single historical average event. This application illustrates the practical value of scenario planning beyond purely economic or technological policy questions, extending directly to the risk management application examined in Chapter 14.

CASE STUDY

Illustrative composite case.

A regional education planning body used the Delphi method to build structured consensus among a panel of education administrators, curriculum specialists, and labor market researchers on which emerging skill areas would most likely become critical for the regional workforce over the coming decade, an inherently uncertain forecasting question where initial individual judgments varied considerably. Across three anonymous Delphi rounds, panel judgment converged meaningfully around several specific skill areas, while persistent, well-documented disagreement remained around others, disagreement that the planning body treated as genuinely informative rather than as a methodological failure requiring forced resolution.

The planning body's resulting curriculum recommendations distinguished explicitly between the areas of strong expert convergence, prioritized for near-term curriculum

investment, and the areas of persistent disagreement, flagged for continued monitoring and a more flexible, adaptable curriculum design rather than an immediate firm commitment. This differentiated response, treating convergence and persistent disagreement as distinct kinds of actionable information rather than forcing a single, uniform recommendation, illustrates the Delphi method's practical value precisely where Section 13.5.2 locates it: making expert uncertainty visible and structured rather than concealing it behind an artificially confident single forecast.

13.9 Best Practices, Current Issues, and Emerging Trends

- Best Practice: Construct scenario sets that genuinely diverge from the expected trajectory, not merely mild variations clustered around a single anticipated outcome.
- Best Practice: Assemble a genuinely diverse Delphi panel, avoiding overreliance on a single institutional or professional network that risks producing false consensus.
- Common Pitfall: Treating scenario planning's output as a set of predictions to choose among, rather than as tools for testing strategy resilience across genuine divergence.
- Emerging Trend: Digital collaboration tools are making Delphi-style structured, anonymous expert consultation more feasible for Philippine institutions with geographically dispersed expert panels.

13.10 Summary and Key Takeaways

This chapter closes the methods portion of Part VI by equipping you with three practical foresight techniques: scenario planning, the Delphi method, and trend analysis, each suited to different foresight needs. Chapter 14 now closes the book by applying this full toolkit to long-term policy planning, risk management, and innovation policy, while bringing together every prior Policy Case Build step into a final, complete capstone.

KEY TAKEAWAYS

- Scenario planning constructs multiple, deliberately divergent plausible futures to test strategy resilience.
- The Delphi method structures expert consensus through anonymous, iterative rounds, reducing status-driven distortion.
- Trend analysis identifies underlying drivers, not just historical patterns, to assess whether a trend will continue, accelerate, or reverse.
- Persistent expert disagreement in a Delphi exercise is informative in its own right, not a methodological failure to be forced into artificial consensus.

13.11 Key Terms, Reflection, and Discussion

Scenario Planning. Delphi Method. Trend Analysis. Driver.

- Reflection: Using Table 13.1, which method would best help you explore the future of your Policy Case Build issue? Why?
- Discussion: Is a forced consensus ever appropriate in a Delphi exercise, or should persistent expert disagreement always be preserved and reported as genuine, informative uncertainty?

13.12 Activity and Policy Case Build, Step 13

POLICY CASE BUILD, STEP 13

Construct two divergent scenarios for your Policy Case Build issue using scenario planning, based on the weak signals and drivers you identified in Step 12. For each scenario, briefly describe how your current policy approach would need to adapt.

13.13 Chapter Self-Check

CHAPTER SELF-CHECK

1. The Delphi method's anonymity is designed specifically to:

- a) Speed up the process b) Reduce the influence of status or forceful personality on expert judgment c) Eliminate the need for any expert input d) Guarantee unanimous agreement

2. Scenario planning's core value lies in:

- a) Predicting the single correct future b) Testing strategy resilience against genuinely divergent plausible futures c) Eliminating all uncertainty d) Replacing the need for policy evaluation

3. Trend analysis moves beyond simple extrapolation by:

- a) Ignoring historical data entirely b) Identifying the underlying drivers responsible for an observed pattern c) Assuming all trends will continue linearly forever d) Focusing only on the most recent single data point

4. Shell's 1970s scenario planning practice is historically significant because:

- a) It predicted the exact oil price with certainty. b) It helped the company navigate the 1973 oil crisis better than competitors using single-forecast planning. c) It was the first use of the Delphi method. d) It eliminated the need for horizon scanning

5. When a Delphi panel shows persistent disagreement after multiple rounds, this should be treated as:

a) A methodological failure requiring the study to be discarded b) Genuinely informative uncertainty worth reporting and monitoring c) Proof that the panel was incompetent d) Irrelevant to the final policy recommendation

13.14 References

- Schwartz, P. (1991). The art of the long view: Planning for the future in an uncertain world. Doubleday.
- Linstone, H. A., & Turoff, M. (Eds.). The Delphi method: Techniques and applications. Addison-Wesley.
- World Bank. Scenario planning for development policy.
- Asian Development Bank. Foresight and long-term planning resources.

End of Chapter 13. Continue to Chapter 14: Applying Strategic Foresight to Policy

APPLYING STRATEGIC FORESIGHT TO POLICY

Capstone: Long-Term Planning, Risk Management, and Innovation Policy

“The tools in this book do not expire when the current policy cycle ends. That is precisely why they were worth learning.”

14.0 Chapter Overview

This capstone chapter closes the book by applying the full strategic foresight toolkit from Chapters 12 and 13 to three practical domains: long-term planning, risk management, and innovation policy. It also brings together every prior Policy Case Build step into a final, complete policy analysis and strategic foresight portfolio.

14.1 Learning Outcomes

- LO 14.1 Apply strategic foresight to long-term institutional and policy planning.
- LO 14.2 Apply strategic foresight to risk management.
- LO 14.3 Synthesize the complete Policy Case Build into a presentable policy analysis and strategic foresight portfolio.

14.2 Introduction

Every chapter in this book has built toward this moment: a policy issue understood through its full process, from agenda setting through framing, formulation, implementation, evaluation, choice, and rigorous mixed-methods analysis, now extended through strategic foresight toward the futures that the current policy cycle has not yet reached. This final chapter addresses three practical applications of that extended lens, and closes by asking you to assemble everything built across the preceding thirteen chapters into a single, coherent capstone.

14.3 Historical Background

The application of strategic foresight specifically to public policy, beyond its original corporate and military planning origins, has matured considerably over the past several decades, paralleling the broader evidence-based policy movement Chapter 7 described. Innovation policy in particular has become an increasingly prominent foresight application domain, as governments worldwide recognize that technology-driven change now unfolds fast enough that conventional short-term policy planning consistently lags behind, creating growing institutional demand for the longer-range, scenario-based thinking this book's final chapters have developed.

14.4 Definitions

KEY TERMS

Long-Term Planning: Institutional or policy planning conducted with a strategic foresight horizon, explicitly accounting for multiple plausible long-range futures.

Risk Management: The systematic identification, assessment, and preparation for potential adverse future events or conditions.

Innovation Policy: Government policy aimed at fostering technological and institutional innovation, often requiring foresight given the pace of technological change.

Adaptive Capacity: An organization's or policy system's ability to adjust effectively as actual conditions diverge from originally expected trajectories.

14.5 Applying Foresight to Long-Term Planning, Risk, and Innovation

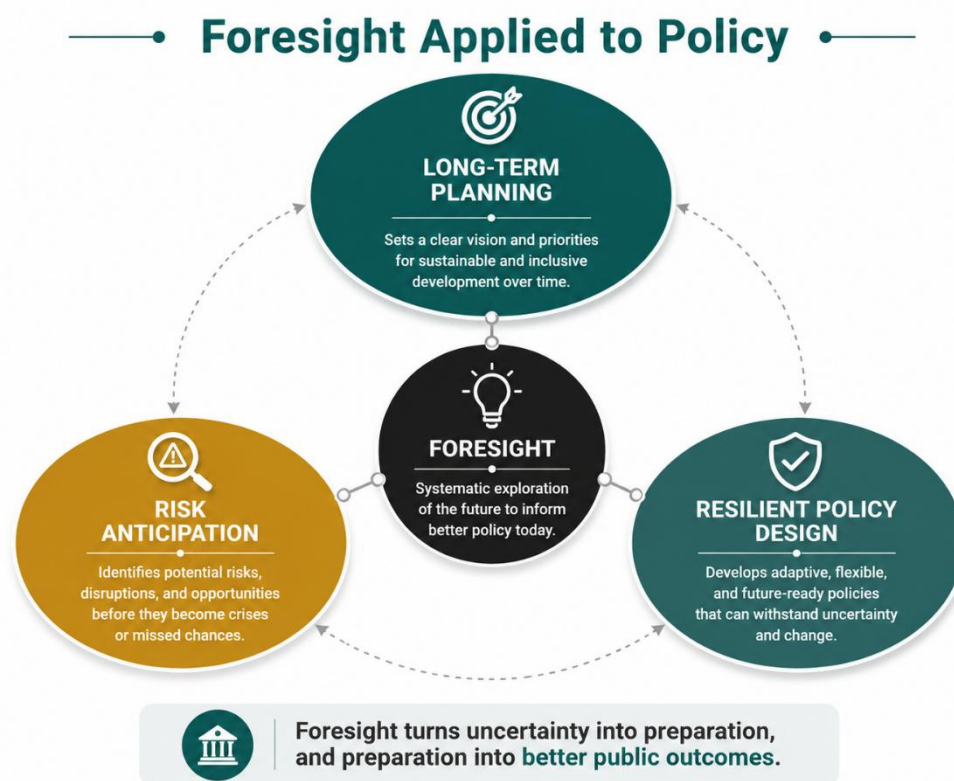


Figure 14.1. Foresight Applied to Policy.

In long-term institutional planning, strategic foresight informs decisions, infrastructure investment, workforce development, curriculum framework design, that commit an organization to consequences extending well beyond a conventional planning cycle. Rather than planning around a single extrapolated trajectory, foresight-informed long-term planning builds explicit adaptive capacity, decision points, contingency options, and monitoring mechanisms, allowing the organization to adjust as it becomes clearer which of several previously identified plausible futures is actually unfolding.

In risk management, strategic foresight extends conventional risk assessment, which often focuses on known, historically observed risk categories, toward systematic consideration of emerging risks signaled by weak signals that lack a historical track record to analyze statistically. This is particularly relevant in the Philippine context, given the country's exposure to natural hazards, where Chapter 13's scenario-planning application to disaster risk management illustrated exactly this kind of foresight-extended risk preparation.

In innovation policy, strategic foresight helps the government anticipate and prepare regulatory and support frameworks for emerging technologies before they become disruptive, rather than only reacting once disruption has already occurred. This application is particularly

relevant to education policy, given the accelerating pace of technological change that is affecting both the skills future graduates will need and how educational institutions may need to adapt their operating models.

14.6 Table 14.1, Three Foresight Applications

Application	Core Question	Key Foresight Tool
Long-Term Planning	How should institutional commitments account for multiple plausible futures?	Scenario planning, adaptive capacity building
Risk Management	What emerging risks are not yet visible in historical data?	Horizon scanning, weak signal analysis
Innovation Policy	How can regulation anticipate disruptive change before it occurs?	Trend analysis, Delphi-based expert consultation

Table 14.1. Three practical applications of strategic foresight to policy.

14.7 Government Policy and the Future of Philippine Policy Practice

Philippine policy practice should be expected to continue institutionalizing strategic foresight more formally over the coming years, building on existing frameworks such as AmBisyon Natin 2040 and growing academic and practitioner engagement with foresight methods within Philippine graduate education and public administration programs. Education leaders trained in the full analytical toolkit this book has developed, from foundational policy process understanding through rigorous mixed methods analysis to strategic foresight, are positioned to contribute meaningfully to this institutionalization, rather than simply operating within whatever foresight capacity already exists elsewhere in government.

14.8 Philippine Context and Emerging Opportunity

PHILIPPINE CONTEXT

The Philippines' relatively young population, ongoing digital transformation across the public and private sectors, and continued exposure to climate-related disaster risk

together create particularly strong grounds for expanded strategic foresight capacity within Philippine education policy, specifically spanning workforce development planning, disaster-resilient infrastructure planning, and technology-adaptive curriculum design. EDD graduates equipped with this book's integrated toolkit, spanning policy process fundamentals, rigorous analysis, and strategic foresight, are well positioned to lead this expansion within their own institutions rather than respond to foresight work conducted elsewhere.

14.9 Case Study: The Complete Policy Case Build

CASE STUDY

Illustrative composite case, synthesizing the full book.

An EDD student begins this course with a general interest in equitable access to quality basic education in geographically isolated communities, selected in Chapter 1 with only a preliminary sense of the problem. By Chapter 3, applying Kingdon's multiple streams framework, the student identifies that a policy window has not yet opened nationally, though a recent focusing event has created renewed regional attention. By Chapter 5, the student traces the issue's formulation history through an advocacy coalition contest spanning over a decade. By Chapter 7, a combined process and outcome evaluation of an existing pilot program reveals faithful implementation but disappointing outcomes, prompting a deeper investigation into the program's underlying design. By Chapter 9, the student has mapped the advocacy landscape and identified an underrepresented set of community voices whose concerns have been largely excluded from the formal agenda. By Chapter 11, a mixed-methods analysis combining quantitative enrollment data with qualitative community interviews reveals that transportation infrastructure, not funding levels, is the actual binding constraint that the earlier quantitative-only analyses had missed. By Chapter 13, scenario planning around two divergent futures, continued infrastructure underinvestment versus a planned regional connectivity expansion, reveals starkly different implications for which policy intervention would remain viable under each scenario.

The student's final capstone presentation traces every one of these steps back to a specific chapter's framework, from Chapter 3's agenda-setting analysis through Chapter 13's scenario planning, presenting not a single confident policy recommendation but a foresight-informed strategy explicitly built to remain adaptive across the two plausible futures identified. This is exactly the kind of assembled, evidence-based, foresight-extended credibility this book has aimed to teach throughout, and precisely what distinguishes a doctoral-level policy analysis from a well-intentioned but methodologically thin policy opinion.

14.10 Best Practices, Current Issues, and Emerging Trends

- Best Practice: Treat strategic foresight as a natural extension of the rigorous policy process and analysis skills built throughout this book, not as a separate, unrelated final topic.
- Best Practice: Build explicit adaptive capacity, decision points, contingency options, and monitoring mechanisms into long-term institutional planning rather than committing irreversibly to a single expected trajectory.
- Current Issue: Strategic foresight capacity remains unevenly institutionalized across the Philippine government and education institutions, creating both a genuine current gap and a real opportunity for trained graduates to contribute.

14.11 Summary and Key Takeaways

This final chapter, and this book, close on a deliberately integrative note: strategic foresight applied to long-term planning, risk management, and innovation policy is not a separate discipline from the policy process fundamentals, framing, formulation, implementation, evaluation, choice, advocacy, and rigorous mixed-methods analysis, which this book has

developed across thirteen prior chapters. It is the natural extension of that same disciplined thinking toward futures that the current policy cycle has not yet reached.

KEY TAKEAWAYS

- Long-term planning applies foresight to build institutional adaptive capacity across multiple plausible futures, rather than committing to a single trajectory.
- Risk management extended through foresight considers emerging risks signaled by weak signals, not only historically documented risk categories.
- Innovation policy benefits from foresight's capacity to anticipate disruptive change before it forces purely reactive policy response.
- The full Policy Case Build demonstrates that rigorous policy analysis and strategic foresight are complementary, integrated skills, not separate specializations.

14.12 Key Terms, Reflection, and Discussion

Long-Term Planning. Risk Management. Innovation Policy. Adaptive Capacity.

- Reflection: Looking back across all fourteen chapters, which single framework from this book do you expect to use most often in your future career as an education leader or policy professional?
- Discussion: Should strategic foresight capacity be formally required within Philippine graduate education leadership programs, or does its current, more optional treatment adequately serve the field's needs?

14.13 Final Activity: Policy Case Build, Step 14 (Capstone Presentation)

POLICY CASE BUILD, STEP 14 (FINAL)

Compile all thirteen prior Policy Case Build steps into a complete policy analysis and strategic foresight portfolio, and deliver a final presentation tracing your issue through the full process this book has covered: agenda setting, framing, formulation, implementation and accountability, choice among alternatives, advocacy, mixed methods analysis, and strategic foresight. Evaluation will follow a rubric assessing analytical rigor, evidence integration, and the clarity and plausibility of your foresight-informed final recommendation.

14.14 Chapter Self-Check

CHAPTER SELF-CHECK

1. Foresight-informed long-term planning differs from conventional planning primarily by:

- a) Ignoring the present entirely b) Building explicit adaptive capacity across multiple plausible futures rather than a single trajectory c) Eliminating the need for any policy evaluation d) Focusing exclusively on the next fiscal year

2. Extending risk management through strategic foresight primarily adds:

- a) Consideration of emerging risks signaled by weak signals, not only historical risk categories. b) A requirement to ignore all historical data c) A guarantee that no future risk can occur d) A replacement for the Delphi method

3. According to this chapter, innovation policy particularly benefits from foresight because:

- a) Technology never changes b) Technological change often outpaces conventional short-term policy planning c) Innovation policy requires no analysis at all d) Foresight eliminates all regulatory need

4. The capstone Policy Case Build is meant to demonstrate:

- a) A single isolated skill learned in the final chapter only b) An integrated application of the full policy process and analysis toolkit developed across all

fourteen chapters c) Only strategic foresight skills in isolation d) Only quantitative analysis skills

5. AmBisyon Natin 2040 is significant to this chapter because it represents:

- a) A conventional single-year budget document b) A national-level, long-range foresight-informed planning framework c) A type of qualitative research method
- d) An education-specific accountability mechanism only

14.15 References

- Organization for Economic Co-operation and Development. Strategic foresight for innovation policy.
- National Economic and Development Authority. AmBisyon Natin 2040.
- Schwartz, P. (1991). The art of the long view: Planning for the future in an uncertain world. Doubleday.
- World Bank. Disaster risk management and resilience planning resources.

End of Chapter 14. End of Book. Congratulations on completing your Policy Case Build.

List of Abbreviations

ACF	Advocacy Coalition Framework
ARMM	Autonomous Region in Muslim Mindanao (former)
BARMM	Bangsamoro Autonomous Region in Muslim Mindanao
CBA	Cost-Benefit Analysis
CHED	Commission on Higher Education
CO	Course Outcome
CSO	Civil Society Organization
DepEd	Department of Education
DBM	Department of Budget and Management
EPRS	European Parliamentary Research Service
IRR	Implementing Rules and Regulations
LGU	Local Government Unit
NEDA	National Economic and Development Authority
OECD	Organization for Economic Co-operation and Development
PO	Program Outcome
RA	Republic Act
RIA	Regulatory Impact Assessment
SUC	State University and College
TESDA	Technical Education and Skills Development Authority

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Glossary

The following terms are introduced and defined throughout the fourteen chapters of this book. Each entry lists the chapter in which the term is first defined; refer to that chapter's Definitions section (Standard Chapter Template, item 5) for full context.

Public Policy (*Ch. 1*) A purposive course of action or inaction taken by government to address a public problem or pursue a public goal.

Policy Arena (*Ch. 1*) The institutional setting, such as a legislature, agency, or court, in which a particular policy is contested and decided.

Path Dependency (*Ch. 2*) The tendency of past policy choices and institutional arrangements to constrain the options available in the present.

Devolution (*Ch. 2*) The transfer of powers and responsibilities from national government to local government units, as under the 1991 Local Government Code.

Policy Agenda (*Ch. 3*): The set of issues that receive serious attention from policymakers at a given time.

Multiple Streams (*Ch. 3*) Kingdon's model in which problem, policy, and politics streams must converge to open a policy window.

Problem Framing (*Ch. 4*) The way a public condition is defined and interpreted, which shapes the range of solutions considered acceptable.

Policy Formulation (*Ch. 5*): The stage at which specific policy options and proposals are developed for consideration.

Stage Model (*Ch. 5*) A framework depicting the policy process as a sequence of stages from agenda-setting through evaluation.

Bounded Rationality (*Ch. 5*) Simon's concept that decision-makers satisfice within cognitive and information limits rather than optimizing fully.

Street-Level Bureaucrat (*Ch. 6*) A frontline public official whose discretion in delivering a policy effectively shapes the policy as experienced.

Policy Implementation (*Ch. 7*) The process of carrying an adopted policy into practical effect through administrative action.

Accountability (*Ch. 7*) The obligation of policy actors to answer for their decisions and performance to designated others.

Policy Evaluation (*Ch. 7*): The systematic assessment of whether a policy achieved its intended effects and at what cost.

Policy Environment (*Ch. 8*) The economic, political, social, and institutional context within which policy choices are made.

Policy Advocacy (*Ch. 9*): *An organized* effort by actors to influence the adoption, content, or reform of a policy.

Regulatory Reform (*Ch. 9*) The revision of rules and regulations to improve their effectiveness, efficiency, or fairness.

Qualitative Methods (*Ch. 10*) Analytical techniques, such as case studies and interviews, focused on meaning, context, and process.

Quantitative Methods (*Ch. 10*) Analytical techniques, such as statistical and econometric analysis, focused on magnitude and relationship.

Cost-Benefit Analysis (*Ch. 10*) A quantitative method comparing the total expected costs and benefits of a policy option.

Mixed Methods (*Ch. 11*) Research designs that deliberately integrate qualitative and quantitative approaches within one study.

Triangulation (*Ch. 11*): Using multiple methods or data sources to corroborate findings and strengthen validity.

Strategic Foresight (*Ch. 12*) A structured, forward-looking discipline for exploring multiple plausible futures to inform present decisions.

Scenario Planning (*Ch. 13*) A foresight method that builds several internally consistent narratives of how the future might unfold.

Delphi Method (*Ch. 13*) A structured technique for reaching expert consensus through iterative, anonymous rounds of input.

Horizon Scanning (*Ch. 13*) The systematic search for early signals of emerging change relevant to policy.

Resilient Policy (*Ch. 14*) Policy designed to perform acceptably across a range of plausible futures rather than a single forecast.

Appendix A: The Complete Policy Case Build Worksheet Packet

This appendix consolidates all fourteen Policy Case Build steps referenced throughout the book into a single worksheet packet. Students may use this as a standalone companion document, completing each step as they progress through the corresponding chapter, and compiling the results into the final capstone policy brief and strategic foresight scenario required in Chapter 14.

Step 1 (Ch. 1) Selection of a real Philippine policy issue and a statement of the public problem it addresses.

Step 2 (Ch. 2) Mapping the historical and structural context, including relevant constitutional and devolution factors.

Step 3 (Ch. 3) Agenda analysis: how the issue reached, or failed to reach, the policy agenda.

Step 4 (Ch. 4) Framing analysis: how competing actors define the problem differently.

Step 5 (Ch. 5) Formulation analysis: the theories and formulation path relevant to the issue.

Step 6 (Ch. 6) Actor and institution map: citizens, institutions, and policymakers involved.

Step 7 (Ch. 7) Implementation and accountability assessment, with an evaluation approach.

Step 8 (Ch. 8) Policy environment scan and a comparison matrix of alternatives.

Step 9 (Ch. 9) Advocacy and reform analysis: actors, coalitions, and reform levers.

Step 10 (Ch. 10) Selection and justification of qualitative or quantitative analysis methods.

Step 11 (Ch. 11) A mixed methods design integrating the chosen methods.

Step 12 (Ch. 12) A strategic foresight framing of the issue's long-term uncertainties.

Step 13 (Ch. 13) Application of a foresight method (scenarios, Delphi, or horizon scan).

Step 14 (Ch. 14) Final compiled policy brief and strategic foresight scenario, with capstone presentation.

Appendix B: Philippine Legal and Regulatory Quick Reference

The following Philippine laws, agencies, and constitutional provisions are referenced throughout this book and are consolidated here for quick reference.

Law / Institution	Relevance	Chapter
1987 Philippine Constitution	Supreme framework shaping all public policy	1, 2
RA 7160: Local Government Code (1991)	Devolution of powers to local government units	2, 6, 8
RA 10533: Enhanced Basic Education Act (K-12)	Major educational policy reform example	1, 9
CHED / DepEd / TESDA	Agencies administering education policy	6, 9
NEDA	National development planning and foresight	8, 12, 14
Administrative Code and IRR process	How agency rules implement legislation	5, 7, 9

Table B.1. Consolidated Philippine legal and policy reference.

Appendix C: Index of Key Frameworks and Course Outcome Alignment

This appendix indexes the major named frameworks and theories introduced throughout the book, and maps each of the book's six Parts to the EDED-310 Course Outcomes (CO1–CO7) established in the official course syllabus.

Framework / Theory	Originator(s)	Chapter
Four Goals of Public Policy	Theodoulou & Cahn tradition	1
Path Dependency	Historical institutionalism	2
Multiple Streams Framework	Kingdon (1984)	3
Mobilization of Bias	Schattschneider (1960)	3
Problem Framing / Social Construction	Policy framing literature	4
Rational and Incremental Models	Simon; Lindblom (1959)	5
Stage Model of the Policy Cycle	Howlett & Ramesh (2003)	5
Advocacy Coalition Framework	Sabatier & Jenkins-Smith (1993)	9
Street-Level Bureaucracy	Lipsky (1980)	6
Accountability Typology	Public administration literature	7
Cost-Benefit and Econometric Analysis	Policy analysis tradition	10
Mixed Methods Designs	Creswell & Plano Clark	11
Strategic Foresight	OECD; EPRS foresight tradition	12
Scenario Planning and Delphi	Foresight methods literature	13

Table C.1. Index of major frameworks introduced in this book.

Course Outcome	Description	Primary Parts/Chapters
CO1	Identify, explain, and apply key concepts of the public policy process	Part I (Ch. 1–3)
CO2	Grasp policy options supporting sustainability and general welfare	Parts IV, VI (Ch. 8, 12–14)

Course Outcome	Description	Primary Parts/Chapters
CO3	Discuss leading theories of policy analysis and policy making	Parts II, V (Ch. 5, 10–11)
CO4	Examine the role of public administration in the policy process	Part III (Ch. 6–7)
CO5	Evaluate the policy planning, implementation, and monitoring cycle	Parts III, IV (Ch. 7–8)
CO6	Define and frame policy problems, criteria, and alternatives	Parts II, IV (Ch. 4, 8)
CO7	Identify barriers to implementation and workable responses	Parts III, IV (Ch. 7, 9)

Table C.2. Course Outcome alignment, per the official EDED-310 syllabus.

Appendix D: Suggested Course Calendar

The following 14-week calendar maps one chapter to one instructional week and is suitable for a standard one-semester EDED-310 offering. Institutions following the official syllabus's structure may instead pace two chapters per topic block, aligning with the midterm and final examination points indicated in the course learning plan.

Week	Chapter Topic	Deliverable
Week 1	Chapter 1: What Is Public Policy?	Policy Case Build Step 1 due.
Week 2	Chapter 2: The Historical and Structural Context of Policy	Policy Case Build Step 2 due
Week 3	Chapter 3: Agenda-Setting and the Policy Approach	Policy Case Build Step 3 due
Week 4	Chapter 4: Framing Public Problems	Policy Case Build Step 4 due
Week 5	Chapter 5: Policy Formulation Theories and the Stage Model	Policy Case Build Step 5 due
Week 6	Chapter 6: Citizens, Institutions, and Policymakers	Policy Case Build Step 6 due
Week 7	Chapter 7: Policy Implementation, Accountability, and Evaluation	Policy Case Build Step 7 due
Week 8	Chapter 8: The Policy Environment and Frameworks for Choice	Policy Case Build Step 8 due
Week 9	Chapter 9: Policy Advocacy, Educational Policy, and Regulatory Reform	Policy Case Build Step 9 due
Week 10	Chapter 10: Qualitative and Quantitative Methods in Policy Analysis	Policy Case Build Step 10 due
Week 11	Chapter 11: Mixed Methods and Integrated Policy Analysis Design	Policy Case Build Step 11 due
Week 12	Chapter 12: Foundations and Historical Development of Strategic Foresight	Policy Case Build Step 12 due
Week 13	Chapter 13: Strategic Foresight Methods	Policy Case Build Step 13 due

Week	Chapter Topic	Deliverable
Week 14	Chapter 14: Applying Strategic Foresight to Policy	Policy Case Build Step 14 due

Table D.1. Suggested 14-week course calendar.

Suggested Further Reading

Students seeking deeper treatment of specific topics covered in this book may consult the following foundational texts, each cited within the relevant chapter:

- Fowler, F. C. Policy studies for educational leaders: An introduction. Allyn & Bacon., Core reference for educational policy analysis, cited throughout (Chapters 1, 5, 9).
- McCool, D. C. (1995). Public policy theories, models, and concepts: An anthology. Englewood Cliffs, NJ., Foundational anthology of policy theory (Chapters 3, 5, 8).
- Sabatier, P. A., & Jenkins-Smith, H. (1993). Policy change and learning: An advocacy coalition approach. Westview Press., The definitive Advocacy Coalition Framework reference (Chapter 9).
- Theodoulou, S. Z., & Cahn, M. A. (1995). Public policy: The essential readings. Englewood Cliffs, NJ., Essential readings across the policy process (Chapters 1, 4, 7).
- Howlett, M., & Ramesh, M. (2003). Studying public policy: Policy cycles and policy subsystems (2nd ed.). Oxford University Press., Core reference for the policy cycle and stage model (Chapters 3, 5, 7).
- OECD. Strategic foresight. <https://www.oecd.org/en/about/programmes/strategic-foresight.html>, Practical guidance on foresight for policymakers (Chapters 12–14).
- European Parliamentary Research Service (2021). Strategic foresight study. EPRS., Applied foresight in a legislative context (Chapters 12–14).

Notes on Sources and Academic Integrity

All case studies in this book labeled “illustrative composite case” are constructed scenarios designed to demonstrate the application of a chapter's frameworks. They do not depict real, identifiable individuals, organizations, or events, and any resemblance to actual organizations is coincidental. Where this book references real laws, government agencies, or well-documented policy frameworks by name, such as cited Republic Acts, the 1987 Constitution, or Kingdon's Multiple Streams Framework, these references are factual and drawn from publicly available information, distinct from the illustrative composite cases used for pedagogical demonstration elsewhere in the same chapters.

All theoretical frameworks, models, and direct citations are attributed to their original scholarly sources in each chapter's References section, formatted in APA 7th edition style. Students using this book for their own Policy Case Build assignments should apply the same citation discipline to any external sources, data, or frameworks they draw upon beyond this textbook, consistent with their institution's academic integrity policy.

This edition has been formatted to Philippine Technical Institute Inc. house style, including its citation and reference conventions. A dedicated reference-accuracy audit, verifying every citation against its original source and confirming full APA 7th edition compliance, remains a planned next step in this book's production process and has not yet been completed as of this printing. Instructors and reviewers using this edition for coursework should treat citations as provisional pending that audit, and are welcome to report any citation concerns directly to the author.

About the Author



Dr. RJ Ventayen is an accomplished professional with an extensive academic background, including Bachelor of Science in Business Administration, a Masters in Business Administration, a Doctor of Business Administration and a Doctor in Information Technology. Dr. Ventayen is the most cited faculty in the Ilocos Region, and Top 3 in the National Level under Business Administration (Business Management) based on the AdScientificIndex Ranking Website, belongs to the Top 2% in the national level based on the last 6 years H-index (179/8620), last 6 years i10-index (171/8620) and total 6 years citation (158/8620).

Dr. Ventayen is a faculty of Pangasinan State University, a recipient of the CHED K to 12 Transition (SGS-Local) Scholarship for 2016 to 2019, and resumed his government service last July 2019 as the Dean of the College of Business and Public Administration of PSU Lingayen Campus. He serves as the Director for Public Relations, Publication and Information Office (February 2021 to November 2021) Campus Executive Director of Pangasinan State University, Lingayen Campus (November 2021-January 2023), the University Director for Research Development Office (January 19, 2023 - November 5, 2023) and the current designated University Director for International Accreditation (November 6, 2023 - Present). He also serves as the Editor-In-Chief of the Southeast Asian Journal of Science and Technology. Dr. Ventayen has the academic rank of Associate Professor V.