

PUBLIC POLICY ANALYSES CASE STUDY: THE ENVIROMENTAL PROBLEM IN RURAL AREA OF RACOS

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Summary

In the first chapter dedicated to the problems' description with which Racos confronts we described when does the problem began how it evaluated in time. In the second chapter we analyzed the problem using two decisions of the Local Council and a disposition of the major. In this part we identified two alternatives which could resolve the problem of public politic. Finally we identified which would be the best solution for the villagers using the multi attribute analyzing method.

Keywords: environment, alternatives, multi attribute analyzing method.

Introduction and methodological aspect

In Romania although the population is in decrease the amount of rubbish is rising continuously. Romania and not only does not realize how big is the danger created by throwing the rubbish in the environment and by functioning inconsistent pits. With the adherence at the European Union our country could have been benefit series of funds by which we could have close a big part of inconsistent pits but we didn't profit of that chance and in way too places of the country had been this pits closed.

Inside of the analyze it was used the qualitative researching method, the data been obtained after direct observation, based on documentation and after a short interview grant by the secretary of the townhouse of Racos.

The objective of this study:

- identification of the alternatives by which the townhouse can resolve the problems of the protection of environment en sanitation;

The main term which we are dealing with is that of public policy. This one had known many definitions and interpretations. It was hard to find a homologous in different languages for the original form. The word by word translation would result the term public politic, which had give confusion with the politic. The solution adopted firstly by the French and by us was to write policy. The easiest definition is one given by Thomas Dye, who says that public policy is “everything an administration decides to do or not” (Dye, 1972, page 2) It might look this one a simple definition, and the next one be better: public policy is “a set of decisions interrelated taken by a political actor or by a group of actors regarding the selections of purposes and principle, in power to fulfill by those actors” (Jenkins, 1987, page 4). From another point of view a public policy is a network of decisions bounded to each other regarding the choosing of the objectives, the means and the resources allocated to fulfill them in special situations (Miroiu, 2001, page 9). We could continue with such decisions, but we can already identify the main term in the equation of public policy, which is the decision.

The term of analysis of public policy appeared in 1958, thanks to Charles E. Lindblom, but similar ideas were announced by Harold Lasswell yet in 1951. The analysis of public policy has more definitions:

- the discipline which uses multiple methods of research and reasoning to produce and transform the important information for the policies which can be used in political contexts to resolve public problems (Dunn, 1986, page 60)
- a recommendation made for the client (Weimer and Vinning, 1989, page 1)
- an art and a craft, it is an art because requests intuition, creativity and imagination to identify, define and build solutions for the problems, and it is an craft because it requests the possessions of a methodical, technical and interdisciplinary knowledge in domains from the economy, to law and politics, to communication, administration and management. Shortly, it is an approach orientated to the client (Geva- May and Wildavsky, 1997, page 23).

The analysis of public policy represents another way of approach of the realization of politics. There are two big types in which it can be realized:

- a. like analysis of politics: an activity of research (many times academically) regarding mainly the theoretical studying, understanding of process of realizations of policy
- b. like analysis for politics: a practical activity(many times asked by a client) which regards the settlement of an actual problem.

The first stage inside of the process of analysis of public policy is analyzing the problem of the public policy, stage which follows the understanding, diagnosing and presenting as clear, precise and complete the problem of public policy. Inside of this stage the analyst of public policy collects proofs to describe the nature, symptoms, amplitude, timely evolution and causes of the problem. Also it is identify and analyzed the group of people affected, like the key player, who according to the law has to involve in resolving the problem or who would like or could involve in resolving it. Many authors and participants consider the stage of analyzing the problem being the most important, but also the most difficult stage to realize that of analysis of public policy. This stage is crucial because a clearly defined problem is a half resolved problem, and it influences all the other activities bound up with problem resolving, firstly the purposes and methods which could be used to choose between the alternative solutions of problem resolving (Weimer and Vinning, 1992). It is very important to define clearly the problem from the beginning to avoid the wrong allocation of a big amount of money from public resources to resolve a mistaken problem. This is the reason why it is desirable that the limited resources available to the public sector to be canalized to control the real causes of the problems and in this way to realize economies at the budget and the saved funds to be used to improve the public services. Also realizing from the beginning a complete analysis of the problem of public policy can prevent possible delays in the process of resolving the problem and it can strengthen the credibility of the people who are responsible of the analysis of public policy. Although it is very important that the problem is well identified and analyzed from the beginning this is very difficult to realize, firstly because of the complexity of the problematical situation which has to been solved and the lack of consents between the involved actors. In a real situation there is no enough time to realize a complete analysis of the problem of public policy or a valid analysis from

scientifically point of view. In the public sphere the actions are taken by the influence of political agent, by the pressure of time or crisis and with limited analytical knowledge and resources. Even so if it would be realized a satisfactory analysis of the problem, rarely can be provide all the alternative resolving solutions of the problem and it is difficult to anticipate the unintentional consequences which can appear during the implementation of a public policy (Guess and Farmham, 2000).

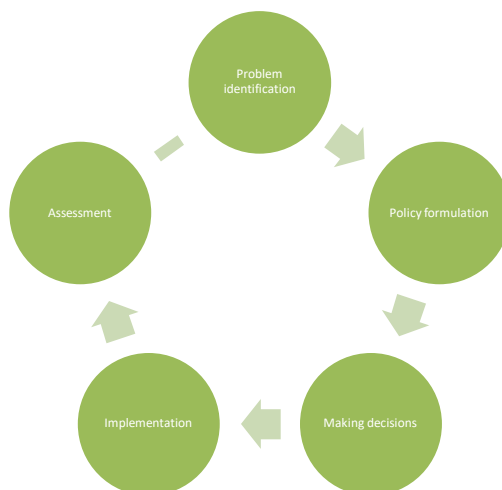


Figure 1: The stage of working process of public policy

Source: Howlett and Ramesh, 1995

The multi attribute model of analysis had prove its utility in many situations with which had deal in time the managers of public institutions from abroad and in Romania in the private sector at least. It is an easily applicable tool and which in this form doesn't require a high level of mathematical knowledge. The multi attribute model is very useful as a guide in taking decisions where it is chosen between many distinctive alternatives of solving a problem and like a tool for structuring the problems. The steps enumerated above oblige the decider but it also help him to list the alternatives and to explicit the criterions based on which the decisions are taken and the reasons which are the base of his choice. So it is clearer the reasoning of taking those decisions and this can be communicated and understands easily in the stage of implementation.

Shortly, the stages of working of a multi attribute model it is showed so:

1. establishing the future possible scripts
2. identifying the available alternatives
3. emphasizing the criterions of assessing the alternatives
4. building the charts of decisions: criterions (lines), alternatives (rows), for every possible script
5. practicing of a qualitative label on a scale from “very bad” to “very good” with five or six steps, depending on the complexity of the problem for the assessment of performance of each alternative for every taken criteria
6. equalization of these labels with numerical signs, even on a scale from 0 (minimum) to 1 (maximum), from 0 (minimum) to 10 (maximum) or from 0 (minimum) to 100 (maximum) depending on choice or the problem. It is highly recommended to avoid the middle amount (0,5, 5 or 50) in obtaining of a predominance to an alternative or another.
7. establishing the weight (importance) of each criteria
8. effectuating the calculations
9. realizing the sensibility analysis to verify the obtained results

1. Describing the problem

The problem persists from the time of the communism, when nobody was interested in collecting the rubbish. The villagers had thrown the waste where they want, especially on the Shore of Olt River and Borbat stream which crosses the village. It is also true that in that period there weren't so many trashes than in our days. But even so the people were not allowed to throw the rubbish where they wanted. This problem still exists. The conception of the people had change a little or not at all.

In order to solve this problem the Local Council adopted a decision in 1995 in which there was claimed that the rubbish from the village should be taken in a closed place (situated at 150 meters from the first house), the transportation would have been supported by the people. The impact was not what the authorities were expected, so in 2004-2005 the Local Council adopted a new decision which provided the collection of rubbish weekly with the car of the townhouse (it was purchased especially for this reason) by the socially assisted people and to be transported at the

closed pit. At that time this seemed to be a good idea, but throughout the years the rubbish multiplied and the pit¹ will fill up with trash soon. According to the secretary of administrative-territorial unity the pit should have been close in 2010, but the authorities ignored this thing and didn't make the steps to transport the trash to a conformable pit (in Rupea, at 15 km from Racos).

2. Analyzing the problem

According to the appraisal of the agents of townhouse monthly there are transported 250-300 tones of rubbish to the pit, yearly between 3000 and 3600 tones.

The decisions adopted- issued within the years to resolve the problem:

- The decision no.27/30.05.2011 regarding the establishment of some measures on selective collection of the trash. The decision provides the selective collection and revaluation of trash by locating some containers in the village. This time either the impact wasn't the wanted one and the idea was abandoned
- The disposition no. 590/26.04.2011 regarding the establishment of the person who had to take care of the selective collection
- The decision nr.45/29.07.2011 regarding the association of Racos with Brasov county and the administrative- territorial unities from this county in order to constitute the Developing Association ISO MEDIU to develop the integral managerial system of rubbish and extinct the infrastructure in Brasov county. The associations' object was the foundation of sanitation service for the localities from Brasov County, the organization, regulation, funding, exploitation and management of sanitation service from the county and the realization of the project "Integral Management of trash in Brasov County". Meanwhile it looks like this idea was abandoned too and the problem of rubbish is still present in every location around Rupea.

The main actors who can involve resolving the problem are the local counselors and the mayor, the ones who can see every day how worse is getting the situation and the health of people is put in danger and didn't do anything to solve this problem, even if by the public administration law no. 215/2001 is provided at articles 36 and 63

¹ of small dimension

that the local council and the mayor had attributions regarding the protection of the environment.

The authorities from the county level are also guilty, who have competences in the protection of the environment because they didn't alert and punish the local council/ townhouse for disrespecting the legal provisions about the transportation and storing of rubbish. By sanctioning the local council or the townhouse the rubbish would be surely transported to the pit from Rupea.

The villagers are also guilty, they who accept these conditions even if many of them know that their health is put in danger and didn't apply complaint at the county authorities.

The secondary actors in involvement in solving the problem:

- County Council
- President of County Council
- Agency for Environment Protection- Brasov
- Environment Guard- Brasov
- Prefecture of Brasov County
- Ministry of Environment, Waters and Forests
- The legislative setting by which the problem can be solved is the following:
 - Law nr.137/1995- the law of environment protection;
 - Emergency Orderly of the Government nr. 57/2019 regarding the administrative code;
 - Law nr. 51/2001 of community services of public utilities, with further modifications and fillings given by OUG 13/2007- generic law;
 - Law nr. 101/2006 of sanitation service of the localities, with further modifications and fillings given by OUG 92/2007 and Law nr. 224/2008- special law;
 - Emergency Orderly of the Government nr.78/2002 regarding the regime of rubbish, with further modifications and fillings;
 - Emergency Orderly of the Government nr.34/2006 regarding the assignment of the agreements for public acquisition, the contracts of concessions of public working and the contracts of concession of services, with further modifications and fillings.

3. Alternatives proposed for resolving the problem

A first alternative would be the foundation of an intercommunity organization of development² between the localities around Rupea (Hoghiz, Racos, Jibert, Homorod, Bunesti, Ungra, Cata, Ticus and Rupea), inside of the association could be apply for a project with structural funding for the construction of a ecological platform at Rupea (the actual pit should have been closed at least in 2017), where is the middle of this micro zone. The project can be submitted when Romania has access the funds from financial setting 2014-2020. Such a project could have been implemented in approximate three years. For the transportation of the rubbish the townhouses could acquire a sanitation firm which could collect the trash from the zone, a part of the outgoes being supported by the townhouses the other part by the citizens (2 or 3 lei/month/family).

The second alternative would be the selective collection of the trash. Although the decision nr. 27/30.05.2011 has been adopted the trash is transported selectively mostly theoretical. The decision was adopted especially for not fine the townhouse and not really for the selective collection. This collection supposed the assembly of containers inside the village and contracting of an economical agent who occupies with the capitalization of the trash and the unharnessed rubbish is transported at the pit from Rupea. To implement this method it is necessary to organize an informational campaign regarding the selective collection, the costs (2 leis) supported by the citizens, a quarter from the village budget.

Table 1: The instruments of public politic identified for the three alternatives

1.Alternative	<i>provision of goods by other mechanisms than those of the market</i>
2.Alternative	<i>provision of goods by other mechanisms than those of the market</i>

Source: Own editing, 2021

² An example would be the Intercommunity organization of development INTERSAL Prejmer, inside of which was implemented an integral system of management with PHARE fund

The decider will take in consideration the cost of the works/sanitations, sustainability and distance between the pit/ ecological platform and the village. Forward we realized reviews of multi attribute type for identify which is the most suitable alternative.

Table 2: First alternative

	Share	Rupea	Racos	Hoghiz	Ungra
<i>Cost of sanitation</i>	.40	75 30.00	50 20.00	50 20.00	25 10.00
<i>Distance between pit and village</i>	.30	100 30.00	75 25.50	100 30.00	100 30.00
<i>Sustainability</i>	.30	75 25.50	50 15.00	75 25.50	50 15.50
Total	1.00	82.50	57.50	72.50	55.00
	Jibert	Cata	Ticus	Bunesti	Homorod
<i>Cost of sanitation</i>	0 0.00	50 20.00	25 10.00	50 20.00	25 10.00
<i>Distance between pit and village</i>	50 15.00	75 25.50	0 0.00	75 25.50	100 30.00
<i>Sustainability</i>	25 7.50	50 15.00	50 15.00	75 25.50	75 25.50
Total	22.50	57.50	25.00	65.00	62.50

Source: Own editing, 2021

Very bad- 0, Bad- 25, Acceptable- 50, Good- 75, Very good- 10

Table 3: Second alternative

	<i>Share</i>	Citizens of Racos	Townhouse of Racos
<i>Cost of sanitation</i>	.70	50 35.00	75 52.50
<i>Distance between pit and village</i>	.15	100 15.00	100 15.00
<i>Sustainability</i>	.15	75 11.25	75 11.25
Total	1.00	61.25	78.75

Source: Own editing, 2021

Very bad- 0, Bad- 25, Acceptable- 50, Good- 75, Very good- 100

For accomplish the calculation at the second alternative had taken in consideration the estimative economical-financial situation both of the citizens of Racos and of the townhouse.

Conclusion

We used the analyzing type of multi attribute because it is very useful as a guide when taking of decisions which has to be chosen of many variants for settle the problem, in our case 2. The second argument for choosing this model would be that the alternatives highlighted above could be used by the deciders in the future.

The best alternative identified after effectuation the calculus from the point of view of the citizens is the second one, which provides the selective collection. For implementing any of these alternatives it is necessary the consultation of the citizens to see if they agree with this kind of decisions.

From our point of view the best alternative would be the first one which provides the foundation based on law nr. 215/2001 of a ADI and inside of this the deposition of a project with funding from structural funds for creating an ecological platform at Rupea. This alternative would be the most suitable because in approximate 10 years we could deposit the rubbish from around Rupea.

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Abstract

În primul capitol dedicat descrieri problemei cu care se confruntă comuna Racos, am descris când a început problema, cum a evoluat în timp. În al doilea capitol am analizat problema folosindu-mă de două hotărâri al CL și o dispoziție al primarului. În acest capitol am identificat și 2 alternative prin care se poate rezolva problema de politică publică. În final am identificat care ar fi soluția ce mai bună pentru localnici folosind metoda de analiză de tip multiatribut.