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Theoretical study of factors affecting the implementation of poverty reduction policy in Iran

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Abstract
This article seeks to identify and classify the micro factors affecting the implementation of poverty reduction policy in Iran. The existence and spread of poverty in society, in spite of the existent policy programs is the sign of some weaknesses in the executive models of policy. Policy making in the field of poverty reduction theoretically is classified into several categories; different factors are involved in the implementation of the policies. In identifying the diverse factors affecting the execution of policies, we finally could achieve the characteristics of policy, formation of policy, layers and levels involved in policy, factors affecting the response of executive factors of policy, inter-organizational relationships, impact of the feedback of the target population, and macro environmental factors which can be classified into policy , institutional, and micro settings.

Keywords: *policy, poverty reduction, executive factors of policy, policy setting, institutional setting, and micro setting*

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Introduction

With the arrival of science to the economic sphere, poverty was formed as a manifestation of underdevelopment and a variety of efforts were made to tackle poverty. The history of the combat against poverty was intensified from the 1970s with the adoption of the structural reformation program, liberalization, and privatization; Different global UN and NGO institutions directly went into action to combat against poverty. As the global activities, countries also have adopted different policies at the national level to eliminate poverty and improve the welfare of the society. In Iran, especially after the Islamic Revolution, the issues of poverty and well-being of vulnerable populations were explicitly considered. In addition, the formulation and implementation of development programs for the medium term and subsidy policies, economic structure reform, privatization, and liberalization of governmental subsidy were always considered by the government.

The ultimate goals of public policies are improving the quality of decisions and future plans of the organization for the improvement of the quality of the human life aspects (Walter & Miller, 2000). Due to this fact, the employment of efficient forces and effective structures are important elements in the efforts of governments. Despite all the efforts in the field of poverty reduction, there are still many challenges, the most fundamental of which is the lack of a regular and determined policy in the fight against the phenomenon of poverty and its implementation. Planning for poverty reduction requires the examination of ontological phenomenon of poverty. Systematic and regular analysis of poverty as well as a comprehensive definition of this phenomenon paves the way for the quality of administering the developmental affairs. Poverty, such as basic needs, is a dynamic concept. In the literature on inequality and poverty, it is observed that the type of definition of poverty has an important role in the adoption of policies to combat it. The concept of poverty qualitatively changes at various times and places; this provides the more of the dynamics and variability of this phenomenon.

Continuation and increase in poverty in the society despite the measures taken, indicates the challenges of the existent poverty reduction policies. Furthermore, choosing the right tools for implementation is one of the most important steps to achieve the public policies and strategies. Given the multi-dimensional nature of poverty, poverty reduction requires a specific execution model and a comprehensive and desirable approach, given the macro cultural, economic, social, and political structure of the country. In pathology of public policy making, we often encounter the point tat the failure in a policy was due to the inadequate forecasting tools for implementing it. Therefore, the issue of choosing the tool for implementing a policy is very important in the success of the policy making systems and accurate examinations should be done in this field in order to guarantee its implementation by selecting an appropriate tool. Perhaps, it could be claimed that a desirable and effective public policy is the one in which the appropriate implementation tools are predicted and set (Alvani, 1387: 46). With regard to the raised issues, this survey is aimed to design a model for poverty reduction and to identify factors affecting the policy making at different levels.

The definition of poverty reduction policy

In fact, in designing poverty reduction policy, considering the most important executive factors in policy making and poverty is crucial. We can find many definitions about the field of policy in the academic literature. Anderson offers this definition of policy: It is an operational current with prepared goals that an actor or actors follow it to deal with the important issue or matter... Public policies are the one which are created by the government and official agencies (1982: 3). This kind of definition of public policy is about the objectives and means that should be connected to each other. After political brokers define the objectives, task managers

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should employ the right tools. In fact, the task of these managers is the public service, given that they deal with social problems, therefore, they are expected to do their work as much regular as possible. All definitions emphasize the targeted public policy and the fact that they should be associated with (general) problems and issues. On the other hand, for implementation and research stages, contextualization is important: The implementation stage is always associated with a particular policy as any issue in the field has a special and unique solution (Hill and Hope, 2002: 5).

Mazmanyan and Sabatyr offer the best definition of the implementation of the policy: The implementation of a policy is to accomplish a basic political decision included in a constitution that may be in the form of executive orders or panel decisions. Ideally, the decision identifies the problems to address them, set the pursued objectives, and make the process of implementation a variety of ways. This process usually passes through several stages: First, the original text of the constitution, then output or agencies of policy decisions, consistent with the targets set policy decisions, then the output or decisions of the enforcement organizations of policy, conformity of the set of the policy aims with the taken decisions, real _intentional or unintentional_ effects of the decisions, anticipated effects of the decisions of administrative bodies, and finally the necessary and important checks of the original text of the constitution. (Ibid: 7)

In achieving the ideal model of implementing the poverty reduction policy, the ontological issues related to poverty and the fight against it are concerned: The complexity and dynamics of poverty have led to a wide range of different definitions of poverty upon which various criteria and bases have been raised for measuring poverty. However, in today's most commonly used definition of poverty, it is conceptualized as a multidimensional phenomenon (Lemanski, 2005). It is a phenomenon which occurs as a result of multiple deprivations (Curtis, 2006) among those who can not have access to adequate resources to provide or maintain the level of their individual or collective life (Nejatie Ajay Bishe, 1387). Therefore, the core of the concept of poverty is the deprivation that can have different aspects (Townsend, 1379: 31). In different definitions, different components have been proposed in the field of poverty and the fight against it. The most important and frequent components of poverty and poverty reduction are: Income (Pourezzat and Nejabat, 1391: 304 and Ravlyon, 1998: 6 and Salimi Fard, and Khazaei, 1383); Health (Pourezzat and Nejabat, 1391: 304 and Townsend, 1979: 31 and The World Bank, 1990); Unemployment and employment (Sohato, 1990 and Jur Jish F., 1993 and Alafar, 1375); Education and Training (Management and Planning Organization, 1382); Improving the human development and its indices (Ben, 1977 and Asterten, 1981: 48 and Management and Planning Organization, 1382); Population (Nasiri, 1379: 84 and Mirdal, 1366), Inequality and Justice (Powell, 1374: 249 and The World Bank, 1990); Stability of the components (Eric and Farok, 2012 and the Management and Planning Organization, 1382); Macro-level factors such as development (Townsend, 1979: 31 and Alexander II, 1393); Poverty in the field of technology and innovation; trade and economy (Galbraith, as cited in Hezar Jeribi, et al., 1390); and other components. Many components of poverty diagnosis are used in the direction of measuring the rate of income, health security, housing, clothing, food security, physical and activity energy, and set forth in the form of formulization.

Choosing the policy enforcement tools

Primarily, there are different perspectives with regard to the issue of enforcing the general policy, each of which views enforcement from a specific angle and advises specific mechanisms with their own presuppositions. Peters (as cited in Alvani, 1387) refers to four kinds of style in choosing the enforcement tools. In the first style, there are pro tools who are seri-

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ously committed to their own specific ideology and professional regulations and attached to a series of specific and similar tools regardless of the type and nature of the problem and issue. This group runs into trouble seriously and do not have much success in the establishment of policies as one tool can not be effective for all policies and naturally causes some problems.

In the second style, there are those who are inclined to process and do not tend to a specific tool, and set the process as the criterion for selecting the enforcement tool. Policy making is not a one-step process but a dynamic process of adaptation, during which the enforcement tool is set. Thus, in this style a tool does not mean as a certain way for all policies, but is determined in the course of policy making.

In the third style, there are those who are inclined to the demands and try to find suitable executive solutions by the creation of a link between a problem and tool. For example, if the policy is on agricultural issues, the implementation methods and tools should also be commensurate with it. In this style, the experience and knowledge of the policy makers play a major role in selecting the right tool.

In the fourth style, it is believed that the problem and tool are shaped together and it is not in a way that first the problem is defined and then the means of implementing it is determined. Defining the tools and addressing the problem are formed through a political process that policy makers are in contact with the audience and policy environment (Alvani, 1387: 46 & 47).

In another classification, the two perspectives of professionalism and politicians have been introduced in selecting the enforcement tools. Professionalism considers tool selection a technical work which is the function of the kind and nature of the problem and technical and administrative requirements. As the rationalist policy makers, they try to achieve the best procedure by relying on the available knowledge and expertise. While politicians emphasize on the selection of the enforcement tool according to political forces and available support space, according to them, the choice of enforcement tools is a political work and result of the business among the effective forces in decision making.

Economists who are part of professionalism, both classical and neoclassical, believe that the economic instruments are able to effectively implement public policies. Proponents of welfare economics know the direct government intervention to correct market failures allowed and recommend the tools that enable these interventions. According to the theory of public choice, neoclassics know a policy of liberalization and deregulation in the policies necessary and consider the market mechanism which acts on the basis of economic equations as an appropriate tool.

Hood believes that selecting the enforcement tool is not a technical but a political issue and subject to general conditions. Selecting a tool is shaped under the influence of the limitations of the resources, political pressure, legal restrictions, and experiences of past failures and successes (Hood, 1976).

Now, the enforcement means of the government have undergone significant changes and have shifted their direction from the compulsory information-based tools to encouragement and resources-based tools. In the mean time, the technical changes also have affected the implementation tools and increased their effectiveness.

In the government, the enforcement tools are mainly selected with respect to the audience of their policy. For example, if the target population of the public policy is a large group of people, the promotional tools are used and the cases in which the audience of public policy is not willing to follow it, coercive and coercive tools are used. Therefore, tool selection depends on the nature of the objectives of the state and its resources, organization and capacities, and type of actors and stakeholders of the public policy.

Doern & Phidd focused their attention to the enforcement tools regardless of the conditions

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Tools which affects directly.	Tools which have indirect effect.
Tools which emphasize compulsion.	Tools which emphasize motivation and encouragement.
Tools which are voluntary.	Tools which are binding.
Tools which have a punitive aspect	Tools which have an encouraging aspect.
Tools which are clear and explicit.	Tools which are hidden, vague, and implicit.
Tools which are guiding.	Tools which are coercive and repressive.
Tools which are contingent.	Tools which are limiting and debilitating.
Tools which are contingent.	Tools which are holistic.

Table 1. Characteristics of implementation tools

and have classified the tools into the three categories of mandatory, mixed, and voluntary in a continuum. The mandatory tools are fulfilled with the help of direct controls and regulations, mixed tools are fulfilled with the help of subsidies and similar mechanisms, and voluntary tool are fulfilled using encouraging voluntary organizations (Doern & Phidd, 1992).

In another classification, the enforcement tools are investigated based on their properties; some of these tools and their properties are demonstrated in Table 1. (Peters, 2000).

Linder and Peters have provided a model for the enforcement tools of public policy in which the tool selection depends on four factors. First, the characteristics of the tools which contain the necessary resources to take advantage of the tools, the purpose of the tools, and political risk of the tools and its limitations; Second, the public policy style and political culture prevailing the society; Third, the executive organizational culture; and finally the fourth factor, the environment of enforcing the policy in terms of time, space, and views of policy makers (Linder & Peters, 1989).

In another similar theory, selecting the enforcement tool is carried out based on the characteristics of the tool, the nature of the problem, previous experiences of the state in dealing with similar issues, subjective preferences of decision-makers, and reaction of the social groups regarding the policy (Hood, 1986). Choosing the implementation tool of public policy is a function of a series of internal and external circumstances and requirements that in summary can be classified into: The ability of governments and policy makers in monitoring the audiences of the policy and the situation and trends of the policy audiences towards the issue. Tools also typically fall into four categories, namely: 1. Market-based and economic tools. 2. Bureaucratic or administrative tools of direct state intervention. 3. Voluntary tools. 4. Synthetic tools. According to the terms and orientation of the policy audience and the government's ability to intervene, we can have the following table concerning the choice of implementation tools (Alvani, 1387: 50).

So selecting the tool mainly depends on two factors: the ability of the state and trends of audience in public policy. The choice also largely depends on the culture of the people and stakeholders of the policy and in effect in

		Contact audience trends policy	
		Diverse and different	Limited and simple
Bureaucratic or administrative tools	High	Market-based tools	The ability of the government in monitoring and intervention
	Low	Voluntary tools	Synthetic tools

Table 2. The two-dimensional model of selecting the implementation tools

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Modes of Organizations	Modes of enforcement/compliance			
researcher	Rigby	Etzioni	Boulding	Bradach and Eccles
Market	contract	remunerative	Exchange	price
Hierarchy / bureaucracy	order	coercive	threat	authority
Network / community	custom	ethics	love	trust

Table 3. Reinforcement models and organizational models

defining the conditions and trends of the audience, noting this point is necessary. Implementation tools of public policy must be consistent with the organizational structure and its management style.

Administrative or governance models of policy

The application of the general principles outlined in the policy-making process may change significantly according to the changes that occur in the context of a policy. These changes may be observed at the high cultural or national levels, at the average inter-organization levels, and even at the low level of policy. At different levels of academic, many attempts have been made to classify these various situations (Hill and Hope, 2002: 177). For example, Etzioni knows the interaction of the people in the organization on the basis of some pre-prepared rules as the reason for theses situations. He defines power as "the ability of an actor to influence another actor and urging him to do what desires or goals that it loves" (Etzioni, 1961: 4). In his view, the type of power depends on the used tool in encouraging the target subject to cooperate. These tools can be physical, materialistic, or symbolic. He has defined the three coercive, remunerative, and normative power types. Then he has defined involvement as: Conscious trend of an actor to a subject that factors such as intensity and direction overshadow that trend (ibid: 9). He counts the three alternative, calculative, and moral involvement types. The first is a negative oriented involvement; the second may be positive or negative direction with a low intensity; the third is positive oriented with a high intensity.

Merging the two groups of implications- different types of powers and involvements-, Etzioni concludes that there are three potential combinations: alternative involvement and coercive power, calculative involvement and remunerative power, and finally moral involvement and normative power. Other scholars after him also have proposed some models for the remunerative or involvement process in different types of organizations that Parsons (1995: 518) has summarized them in table 3.

In fact, all these models and types listed for the concerned organizations and activities is generally under the discussion of modes of governance for the policies (Hill and Hope, 2002: 179). Pierre and Peters (2000) know the interim management of the guidelines as a multi-level work in which the international, national, and local levels are involved. In their opinion, the international organizations can have a role in the influence on the activities and tasks of the national institutions; these two experts offer three kinds of policy administration: Authoritative, interactive, and encouraging (Hill and Hope, 2002: 180). In the following, the administration policy guidelines have been explained based on these three policy administrations:

In the authoritative administration, the main task of the state is setting, imposition, and direct offering of the products and services-sometimes called as special. The monopoly situation of the state has legal bases and democratic commitments that can justify it. In this method, the government enacts and advances a law with all contents that it is present in all sectors of its "governance cycle". The focal point of political and administrative institutions of this model is making prescribed decisions and monitoring their desirable implementation. In this case, the state plays the role of an executive manager (ibid: 180-181).

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Interactive administration refers to the creation of a framework in which the actors have freedom of action but have always a task that must be done and rest assured that the framework works in a desirable manner. Here, tasks are enacted with legal bases, in accordance with democratic authorities and government can advance only its general framework only by intervention at the beginning and end of the governance cycle. Here, legislation and determining the actor institutions are important and government only have the regulator and inspector role (ibid: 182).

In the third method, namely the encouraging administration, the government's main task is directing and inviting others to participate. In this method, the legal infrastructures and democratic powers are only applied to the objectives of the policy. The government sets the goals and the move towards them is a joint effort between the government and social actors. Here the elementary and middle parts of the governance cycle of the policy are important but the clarity and accessibility of the objective is more important since having a clear view and mutual move towards them is very essential and important. Then, the government here has the role of a manager (ibid: 182).

Identifying the various factors influencing the implementation of policy, Hill and Hope have classified it into three settings; their raised settings have been classified with respect to the surfaces and layers of the policy formulation, implementation, and environment. In their opinion, the settings of the policy governance model are policy, institutional, and micro (ibid: 184). In political-social relations, when we refer to the political-administrative system we mean drawing attention to all legitimate responsibilities and actions in the system. In other words, the purpose of the mentioned system is the same national government and its top level institutions naming as policy setting due to the formulation of policies and their implementation (ibid); This setting contains the formulation of policy.

According to Hill and Hope, institutional setting includes vertical and horizontal inter-organizational relationships. Here, the structure of the intergovernmental system is important; in fact, in the administrative policy model of Hill and Hope, this setting is the characteristic of the different types of relationships between organizations. Given that many classifications can be found for the policy executive organizations, Hill and Hope distinguish the task-driven, market-driven, and professional organizations (ibid: 185). Finally, in their opinion the micro setting includes the 1target population and environmental factors that can be considered as street levels. In this setting, the policy orientations and its components, including the use of pre-determined rules, services, and cooperation and consensus were considered by the authors (ibid: 185-186).

Hill and Hope believe that in any place of political-social relations, there are many factors that can create a field in which the policy can be enforced. According to the aforementioned content, for each of the three settings, they have classified the related variables in the type of desired policy administration (ibid: 186):

In their opinion, policy setting includes the formulation and monitoring the policy administration in which the formulation stage of independent policy is set in the authoritative policy administration, the formulation of policy framework is in the interactive policy administration, and ultimately the efforts related to policy advancement in the enforcement stage is placed in the encouraging policy administration (ibid.).

Also in the institutional setting, the variable of market-based command or organization system is located in the authoritative policy administration, the market-based organizations (market) are in the interactive policy administration, and ultimately the professional networks or organizations are placed in the encouraging policy administration (ibid.).

Hill and Hope hold that in the classification of micro setting related variables associated with

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the policy administrations, the category of "using the pre-determined rules" is located in the authoritative policy administration, the services variable is placed in the interactive policy administration, and ultimately the consultation and consensus in the micro setting are placed in the encouraging policy administration (ibid.).

Policy implementation approaches

There are a variety of approaches in the implementation of policies that each of them has a special insight into implementation. In a classification, these approaches are classified into three categories: top-down, bottom-up, and mixed approaches. Calista has proposed four institutional contexts for the implementation of public policy, considering which makes the implementation run properly and effectively in the process of policy making. He also discusses the internal and external factors and variables affecting these levels (Palumbo and Calista, 1990: 117). From his views, the four levels of implementation and factors influencing them are:

a) The first level is the institutional or constitutional context that focuses on legal and institutional aspects and the way of its behavior is subject to accepting the guidelines, rules, and regulations issued by the institutions.

b) The second level is the level of choosing the representatives as a collective choice that can actually legitimize the model; the content is involved in implementing and space agencies. Decisions at this stage are agreed and the parties have desire for freedom and suggest control reductions in the future. This level causes the passed policies to run better due to the achieved consensus.

c) The third level is the operational and government influence level in which the government passes the internal regulations. This level includes the quasi-governmental and non-governmental institutions; the decisions at this level encompass the official and unofficial statements.

d) The fourth level is the distribution level that includes the administration of services through which the government can monitor the operations; This content is coordinating the results of other content and implement them in the foreign communities; it is almost a perfect level (Rezqi Rostami, 1379: 54).

Factors affecting the policy implementation (independent variables)

Many experts have commented about the conditions and factors necessary for effective and successful implementation. Some of them have provided some models and lists for these factors.

"Mazmanian and Sabatir" in their model have considered effective three categories of factors: 1. The ability to control and solve problems (including technical difficulties, a variety of prohibited behavior, target groups as a percentage of the society, and the rate of necessary change in the behavior); 2. The ability to make decisions about the policy for building the implementation including precise and clear classification of legal purposes, validity of scientific theories, initial allocation of financial resources, hierarchical solidarity within and among administrative agencies, decision provisions for the administrative agencies, staff commitment to the objectives of the law, and official access of the foreigners); and 3. The non-established variables that affect the administration (including social, economical, and technological conditions, public support, trends and resources of lawmaking groups, support of the financial and legal resources controllers, and leadership commitment and skill of the enforcement authorities).

"Hey, Yong Suk" has identified in his study four factors affecting the policy implementation: policy factors (including the type of policy, resources, policy reinforces, degree of change and complexity, consistency and legitimacy, clarity and distinct policy), intervening factors (including communication and coordination, time, implementation strategies, employees training, process of acceptance, clear and continuous solidarity, and removing fear and uncertainty), environmental factors (in-

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cluding social – economic and political support, field of organizational structure, field of organizational climate, and support of others), and executive factors (perception, competency, and willingness of the employees).

Summing up the opinions of some scholar, "Winter" proposed a model in which four categories of variables affect the policy implementation: variables related to the formation process of policy, variables related to the organizational and inter-organizational implementation, variables related to the behavior of the Bureaucrats at street level, and variables related to the response of the target group and society changes.

"Van Meter and Van Hood" in his model also counts six categories of variables that creates a link between policy and its output: Standards and objectives, resources, inter-organizational communication and strengthening activities, properties of executive agencies, economic, social, and political conditions, and willingness and attitude of the executives.

While explaining three policy environments, "Nakamura and Smallwood" mention three categories of variables (policy formulation, implementation, and evaluation): actors and fields, organizational structures and bureaucratic norms, and communication networks and compliance and acceptance mechanisms.

Hugood quoting Papadupuls know the factors influencing the successful implementation of policy as follows: lack of foreign crippler restrictions, time and adequate and available resources, necessary combination to access resources, existence of a valid causal theory, existence of cause and effect relationship, minimal dependence on other institutions, agreement and full realization of the objectives, identified responsibility of each stakeholder, full communication and interaction and complete obedience of the commands.

Successful implementation (the dependent variable)

On the one hand, we can know the acceptance of the target group towards the output of the policy as the successful policy implementation. Several studies about the acceptance and compliance with legal and administrative regulations have shown that in practice, behavioral acceptance is generally associated with the evaluation of the people from the relative costs and benefits that they achieve from following the legal commands. These studies suggest that the decision to obey is a function of: a) the probability that the failure to comply with the law is discovered and prosecuted; b) fines and penalties for failure to comply with the law; c) the tendencies of the target group in relation to the legitimacy of the law; and d) the costs of compliance or observance of the law for the target groups.

On the other hand, the perceived effects of the policy outputs can be a sign of successful implementation of the policy. While analysts and managers may be attracted to the real effects of the policy outputs of the executive agencies, measuring them in a comprehensive and systematic way might be very difficult. "Mazmanian and Sabatier" argue that the perceived effects are the function of the actual effects - accompanied by the realization values. In general, they expect a high correlation between initial inclination to a law and understanding and assessing its impacts. In addition, according to the theory of cognitive dissonance, the actors who do not like the perceived effects of a law; a) will see them incompatible with the objectives of the law; b) will see the law as illegitimate; c) will question the credibility of the data of that effect.

Major revisions in the law can be used as another criterion for the success or failure of a law. As passing a law should be viewed as the starting point to analyze the performance, the revision or reformulation process of it must also be seen as the peak phase (although the process may be repeated several times). Rate or direction of the change (or attempt to change) in the laws of the enforcement agencies is a function of the perceived impacts of the past activities of the institute, changes in policy pri-

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orities among the people and the elite of the policy and as a result changes in socio-economic conditions, political sources of the rival groups, and strategic situations of the supporters and opponents of the authorities.

"Alish and Petak" provide some criteria for assessing the rate of successful implementation of the policy. These criteria are presented in the form of some questions: Does the policy partially have the desired effect on the target group? To what extent are there unexpected side effects and were the effects inconsistent and contradictory? To what extent could the elements of the enforcement network meet the policy directions? What could the target group achieve? Have the implementation happened in a reasonable time frame? Were the enforcement costs acceptable and reasonable?

Reviewing all the existing theories on the implementation of the public policies, Hill and Hope (2002: 123) have provided a general policy about the factors affecting the policy. They have classified them into three policy, institutional, and micro settings. These factors include seven sections or independent variables that are in fact considered as independent variables in the research model:

- *Features of the policy*
- *Formulation of the policy (meaning the efforts made to make the policy from the "top")*
- *Issues related to the "layers" in the process of policy transfer or "vertical public administration"*
- *Factors affecting the responses of policy enforcement factors (methods of organization, position, and other matters related to these organizations)- these factors can be subset of the general characteristics of the organizations or related to the behaviors of the field box (street level).*
- *Horizontal relations between the organizations (relationships between parallel organizations which are required to cooperate for the implementation of the policy)*
- *Feedback impact of the people affected by the policy*
- *Macro-environmental factors*

In their classification, the factors related to the characteristics of the policy and the process of policy formulation are identified as the factors of policy setting, variables of the layers involved in the process of policy, relations among the organizations, and factors affecting the responses of the policy implementation organizations are identified as the factors of institutional setting, and finally the two variables of feedback impact of the people affected by the policy and macro-environmental factors (uncontrollable) are identified as the factors of micro setting (ibid, 184-188). Descriptions of these variables are listed below:

a)Characteristics of the policy

One of the sectors or general variables, in the opinion of many experts, the characteristics of a policy can affect the quality of its implementation. The most common approach in dealing with this issue is using the classification of Lowi (1972) for a variety of policies: distributive, redistributive, disciplinary-inhibitors, and constituent. Identifying the characteristics of a policy may face some problems due to the difficulty in distinguishing between different types of policies. The contrast between the "ambiguity" in the characteristics of policy and the possibility of revealing "inconsistency" in the implementation of the policies may at first glance represent that some policies are essentially unenforceable (Hill and Hope, 2002: 124). So the characteristics of a policy can affect the identification of dependent variable (implementing the poverty reduction policy). It only emphasizes that the content of a policy can affect its methodology and does not conflict with its implementation. But the main problem of the policy characteristics variable is whether it can be predicted that there are special policies that can lead to some problems in the implementation or not? Necessarily, this can not be predicted by the inherent characteristics of the policies. However, it depends on the other seven factors proposed in the theoretical framework of Hill and Hope (ibid: 124).

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b) Formulation of the policy

According to Hill and Hope (2002: 50), one of the concerns of the authorities of policy implementation is that in a consultation, the policy designers tell them about the content and form of a policy in order to be ensured about its successful implementation. Here, some experts such as Van Meter and Van Horn have devoted their studies to the standards and goals of the policies in order to offer more standards to guarantee the achievement of the objectives of the policies (1975: 464). They also stressed on the importance of accessing the resources and incentives of the policies. This is the same variable that Goggin and his colleagues know it as "motivation" and top-down "limitations" (1990). One of the complex issues in the formulation of policy is the feedback range and the policy corrections over the time of formulation (Hill and Hope, 2002: 125-126). Accordingly, the process of formulating the poverty reduction policy affects its implementation; we should see that what components in formulating the poverty reduction policy can directly affect its implementation.

c) Levels and layers involved in policy (vertical public administration)

Vertical public administration is another independent variable in the conceptual framework of Hill and Hope which deals with the levels and layers involved in the policy and its implementation. In theses debates, they distinguish between levels and layers. According to Hill and Hope, in policy, level refers to the spatial-environmental area and the distinctive parts of policy cycle considering as the rational and analytical structures. For example, a policy may be classified in several levels: field level (street level), administrative level, middle level, and etc. (ibid: 126). But in another part of the vertical public administration, the layers involved in the policy are considered. Layers are the separate legitimate governmental sector, each of which has a relative power in relation to the other sectors and is totally controlled by democratic bodies. For example, the layers can be the entire country, a region, or a specific city (ibid: 127). For the official status, the layers are the same legitimate political-administrative institutions. Public policy may be formed and implemented in a political-administrative layer. Many policies may face such objectives following their political goals. In each layer, there is ongoing official competitions and a policy, but only legitimate framework for a public policy can determine if the competitions can have a role in the implementation of the policies or in participate in their creation (ibid: 15). In fact, the vertical public administration is concerned with the layers and levels involved in the implementation of poverty reduction policy.

d) Factors affecting the response of executive factors of policy

n this part, the policy administrative organizations and their responses in fact, refers to the general characteristics of the organizations and their situation, and the issues related to their behavior of the field box (street level) (ibid: 128). Van Meter and Van Horn offer some aspects of the general characteristics of the organizations:

• characteristics which include the organizational and inter-organizational governance such as formal and informal relations of the organizations with the policy setting or strengthening board (1975: 471).

• Imposition or response of the enforcers which includes three elements: the amount of their knowledge about the policy, type of the given answer (positive, neutral, or negative), the intensity of the response (472).

About the behavior of field box, some experimental researches have provided at least three factors affecting their behavior for the implementation of the policies: The mere study of an organization which reviews the behavior of an organization qualitatively; studying the attitudes of the administrative authorities which are used for recognizing their influence on the behavior; mere study of an organization that enables the qualitative analysis of individual behaviors of the authorities; studies which a

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gap has been occurred in their implementation and it is attempted to be explained using the administrative analytical tasks as well as the interaction between clients and agencies (Hill and Hope, 2002: 131).

Behaviors of the factors administering the poverty reduction policy at the organizational level and at the level of final executive staff (street level) will have some reactions to the policy and these reactions will affect the implementation of the poverty reduction policy. Some of these possible reactions include the lack of desire of the director to administer, lack of his or her agreement with the policy implementation, lack of mutual understanding of the street box, their lack of interest to the implementation of the poverty reduction policy. Such responses have a large impact on the implementation of the policy and it should be seen that in the concerned topic, how the implementation responses of the poverty reduction policy are and what impact it can have on the implementation of poverty reduction policy.

e) Horizontal relationships between the organizations

Horizontal relations between the organizations influence the implementation of the policy. In the new approaches, the policy administration is a very important inter-organization cooperation. Too much attention of the writings about policy on the process of implementation and forgetting the important matter of horizontal cooperation between organizations have led to the importance of studying the problems which have been emerged in this regard (ibid: 150-151). It should be noted that the implementation of many public policies is the responsibility of different organizations which must be in constant communication with each other. In this regard, the implementation of poverty reduction policy is the responsibility of many public and private organizations, some of which are in hierarchy and some are in parallel. Horizontal coordination and communication between these organizations play a decisive role in the successful implementation of poverty reduction policies; therefore one of the basic variables of the theoretical framework considered in many administrative models of policy is the relations among the policy administration organizations.

Some of the cases that should be considered in the context of the relationships between the policy executive organizations are: scrutiny in the cooperation of the organizations so that the behavior of any organization is always scrutinized; noting the point that the type of inter-agency cooperation within the framework of the implementation of the policy depends on a network of organizational relationships; and finally the view point which the organizations have towards cooperation, the rate of the trust of the organizations to each other, the framework which specifies the role of the organizations in the type of cooperation should be considered in the inter-organizational relationships (ibid.).

f) Impact of the feedback of the people affected by the policy (target population)

The ultimate objective of formulating and implementing policy, in fact, are the interest individuals or groups (target population) that the policy has been created for them and affects them. But the process of implementing a policy is influenced by feedback of the people to whom the policy is applied – like the poor in the poverty reduction policy. This more often happens in the ordering or controlling policies - especially when the beneficiary groups are empowered, for example, large companies (ibid: 134). This issue about the poverty reduction policy is more evident when in some of its policies, part of the interest groups encompasses the wealthy classes of the society and they are the owners of power in the society.

The concept formulation of involving the target group in the policy has been variously defined, each of which refers to a different aspect of it. Depending on the institutional culture and types of rules, the interaction between the state officials and economic cooperation may take the form of negotiations (ibid: 135).

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g) Macro environmental factors: Environmental variables (uncontrollable) and controllable variables:

Another variable affecting the implementation of policy in the micro setting is the macro environmental factors. These physical and mental factors related to the environment have different effects on the implementation of the policies and can play a negative or positive role in the favorable implementation of the policy.

Environmental factors are not necessarily in possession and control of the managers of different levels, thus in policy implementation the environmental factors may appear as an uncontrollable variable and in effect as they can be manipulated, they can create some problems in implementing the policy (ibid: 152).

The important thing about the macro environmental factors is that the policy editors and enforcers often do not incorporate these factors in the context of their plans at the time of creating and formulating the policy; therefore, one of their criticisms is that they ignore the environmental factors in the implementation of the policy due to their inaccessibility and uncontrollability. Therefore, since these factors are not included in the policy formulating plan, they usually lead to the lack of access to the ideal targets of the policy, eventually this gap in achieving the ideal objectives of the policy may be seen as the "failure in policy implementation". Therefore, it is essential that the drafters and implementers of the policy consider these unavailable and uncontrollable external factors in policy making and find a solution for their impacts on the implementation of the policy (ibid: 152-153). On this basis, it should be investigated what controllable and inaccessible environmental factors affect the implementation of the poverty reduction policy.

The proposed model of poverty reduction policy

End of the models for the implementation of the policy is identifying the factors affecting the successful implementation of the policies; Based on this definition, the dependent variable of the policy implementation models include the optimal implementation and achieving desired results and outcomes from the implementation of the policy on the subject. Therefore, in the proposed model of the present study, poverty reduction is considered as the end of the model and dependent variable. But how to conceptualize and measure poverty create some necessities for the types, characteristics, and ultimately success of the policies proposed for poverty reduction (Williamson and Reuttre, 1999) so that the acceptance of

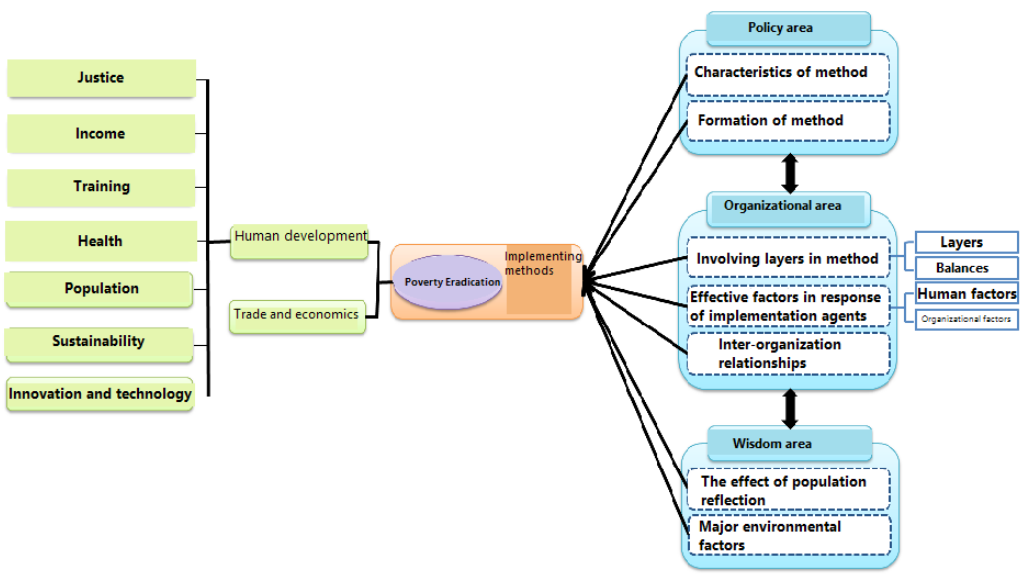


Fig. 1. The proposed model of research

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different concepts of poverty can lead to using a variety of methods of poverty reduction and using any specific indicator of poverty may explicitly encourage a specific policy to fight against poverty (Havf and Crus, 1375). In other words, the measurement method of poverty affects understanding, assessing, and even the quality of dealing with poverty (Mahmoudi, 2001). Therefore, the indicators used to measure poverty affect the interventions of the policy making system (Scott, 2002). For example, using the concept of relative poverty leads to some inconsistencies in measuring the impacts of poverty reduction policies. In our proposed model, considering the repeated components in the theoretical and empirical literature of poverty and poverty reduction and due to paying particular attention to the view points and horizons of twenty-year-old document perspective in the fight against poverty, we have selected the components of human development: income, education, justice, sustainability, health, population; large-scale components of innovation and technology; as well as economic and trade dimensions as the dimensions and components of poverty reduction in Iran. Based on the above framework, the proposed model of research is depicted in a schematic manner below:

Conclusion

Although since the 1980s, some policies have been made and implemented in the context of poverty reduction and social welfare, more or less, directly or indirectly, assessing the implementation and result of implementing the implemented policies indicate the failure of the Iranian society so that based on the definitions and criteria related to the period of time, the evaluations, extent, and severity of poverty in the society of Iran have not only reduced but also had a increasing trend. The done policies on combating poverty and poverty reduction have had a public aspect and are generally considered as public policies.

Reviewing the empirical literature and models for the implementation of policy shows some weaknesses in the poverty reduction policies. The implementation model of poverty reduction policy should have a level of abstraction that possibly could consider the factors affecting the policy implementation of poverty reduction, in addition to having a comprehensive relation with the poverty reduction category and its policies in Iran. In these models, the factors and obstacles to implement the policy at different levels of policy codification, layers involved in implementing the poverty reduction policy, beneficiaries, and its environment should be described in order for the optimal implementation of the poverty reduction policies to be finally explained. The proposed model of poverty reduction policy is depicted at three levels or settings of policy, institutional, and micro including seven independent variables

At the institutional level, there are the factors affecting the implementation of the policy. Issues related to the implementation of poverty reduction policies, such as field level (street), mid-level, administrative level, as well as issues related to the layers involved in policy and its implementation, including the provinces and cities in the country. Their relative and hierarchical influence sphere can have an effective role in the implementation of poverty reduction policies. These issues can be placed under the concept of vertical public management that raises the question: How can the layers and levels involved in implementing the poverty reduction policies affect it?

A this level, the implementing factors of poverty reduction policies or the general characteristics of organizations and their situation, and issues related to their behavior of the field box or the front (street level) and their response to the policy implementation are important. Such responses have a large impact on the implementation of the policy and we must see that in the studied topic, what are the responses of the implementation factors of poverty reduction policy and what impact it has on the implementation of poverty reduction policy?

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Another topic to be discussed at the institutional level is the plurality of the organizations and institutions which implement the poverty reduction policy. In other words, the implementation of poverty reduction policy is the responsibility of many governmental and nongovernmental agencies, some of which are hierarchical and some are in parallel to each other. Thus, it should be considered that what is the role of the horizontal relations between these organizations in implementing the poverty reduction policy? Answers to the three questions can identify factors relating to the institutions concerned with the implementation of the poverty reduction policy.

But what is highly important is that the ultimate objective of formulating and implementing the policy is in fact the interested individuals or groups (target population) that the policy has been created for them and has affected them. But the process of implementing a policy is influenced by the feedback of the people whom the policy is applied upon. This issue about the poverty reduction policy is more evident when in some of its policies, part of the interest groups encompasses the wealthy classes of the society and they are the owners of power in the society. Thus, we should see that how the feedback of the target population can affect its implementation in the poverty reduction policy.

In micro setting, there are macro environmental factors that have a variety of effects on the implementation of the policies and can play a negative or positive role in the desirable implementation of policies. These environmental factors can affect the implementation of poverty reduction policy in the form of uncontrollable structural factors or in the form of accessible and controllable factors. It remains to be seen what macro environmental factors can affect the implementation of the poverty reduction policy?

Policy setting includes the characteristics of poverty reduction policy and the formulation process of policy; the institutional setting includes the implementation of inter-organizational relationships, layers and levels involved in the implementation, and impact of the operating policy response; and micro setting includes the impact of the response of the target groups affected by the implementation of the poverty reduction policy and environmental macro factors that are placed in connection with the most important components of poverty (extracted from the twenty-year-old document perspective in the fight against poverty) meaning, the human development components such as equity, income, education, health, population, sustainability, innovation, business, and economy

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