

Democracy and Public Policy

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Abstract

Democracy and public policy are intertwined because the organization of authority in a nation affects the design and implementation of government activity. Fundamental to democracy is the notion that citizens possess the ability and means to shape decisions made by public officials. How this theoretical idea became the guiding principle of a distinctive form of government is discussed first by a review of direct and representational democracy. Next, the institutional features associated with democratic governments are described. Different nations have evolved different institutional models of democracy. Parliamentary, presidential, and semipresidential forms are described, and these three models demonstrate how the idea of rule by the people can be the foundation for government in nations with different cultures and levels of development. Governments are created to pursue a variety of purposes, some of which are common to all governments. The primary purpose of democratic government, by definition, is to insure popular sovereignty, which in turn depends on the protection of individual civil and political rights. Democracy's desirability derives from its institutional design which allows the majority of citizens to influence public policy in ways relevant to their interests and needs. Recent societal changes, it is argued, have resulted in a "postdemocratic era" in which the viability of traditional representational democracy has been questioned. Calls for enhanced participatory forms and the use of digital technologies to foster popular sovereignty pose challenges to the continuing relevance of democracy in the twenty-first century.

INTRODUCTION

Any discussion of the definition, the attributes, or the purposes of democracy invariably entails a consideration of public policy. The two terms, although distinct and different, are closely intertwined. Democracy is a form of government and, as such, refers to a system of authority and power. Discussions of democratic theory revolve around the organization and use of political power within a society—who should govern, how they should govern, and for what ends or purposes they should govern. By contrast, public policy refers to a purposive course of action established by public officials that is binding on the residents of a community or nation. Simply put, public policy is what governments choose to do or choose not to do.^[1] Who exercises power or has authority to take actions binding on a community or a society will obviously affect what actions are selected or not selected. Likewise, the organization of authority will also shape its use as manifested in policy choice. Because of this link between form of government and performance of government, the theory of democracy, in Henry Mayo's^[2] words, "... is one answer to the question of how the political policy decisions are made and should be made."

DEFINITIONS OF DEMOCRACY

Since its emergence in Greek political thought, the literal definition of democracy, "rule of the people," has remained

more or less constant. But how this simple two-element formula of *demos* (people) and *kratos* (power) is interpreted and translated into actual practice has been a major industry in political theory from Socrates and Solon to Rousseau and Mills to the multitude of today's theorists. Books addressing questions such as "Who are the people?," "Which people should exercise power?," and "How many people are required to make a decision binding on the community?" fill whole sections of libraries around the world. "Today the term *democracy* [italics in original]," Dahl observes,^[3] "is like an ancient kitchen midden packed with assorted leftovers from twenty-five hundred years of nearly continuous usage." Yet, these definitional debates can be distilled down to the basic issue of identifying "... the best constitutional means of approaching the ideal, it already agreed that this ideal includes or involves a large participation of the common people in the forming of public policy" (as quoted by Mayo^[2] from Robinson, Richard: *Definition*. Oxford, 1949, 166).

Much of the theorizing about democracy falls into one of two perspectives. For much of its history, democracy was conceived as a form of government applicable only to communities of relatively modest populations such as the Greek city-states or the Italian and Swiss cities of the Renaissance period. Within small-scale societies, the people, usually defined as the (male) citizens, formed the government, typically an assembly of the whole, and decisions of the assembly were binding on citizens as well as all other residents of the community. This theoretical position is often labeled as *direct democracy* and "... is principally concerned with

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