

Chapter – I

Polycymaking in Public Administration

The scope of Public Administration has been moving from its narrow scope i.e. execution only to a wider scope i.e. formulation, execution and feedback. Hence the concept of Public policy formulation, planning, execution and feedback have come to stay in the discipline of Public Administration. Like the increasing scope of Public Administration, Public policy also is assuming an increasingly wider scope. Elements such as political desirability of the policy, client orientation, social desirability, administrative feasibility, economy etc. are being included in its scope. At the same time, the techniques of formulation and evaluation are being borrowed from the fields of operations Research, Management, Computerization etc.

A. Goals (or Objectives) and Policies

Goals (or objectives) are long term aims of the organization which are to be achieved. They are quite permanent and they don't change even over the years. It is through the achievement of goals that an organization achieves social legitimacy and once the organization abandons its goals, it loses its members which in turn results in the death of the organization.

Policies on the other hand lie between goals and the day to day decisions on the time scale. Policy is a short term decision taken in order to translate the objectives (or goals) of the organization into

reality. A policy hence acts as a guide for the day to day programmes and projects. It redefines and elaborates the objectives so that they can be achieved. Hence it can be said that the objectives of the organization are often vague which are sought to be concretized through the policies.

Public Policy

A policy becomes a public policy when it is declared by a competent authority i.e. Government, and has a legal sanction behind it. A public policy is hence a proposed course of action as declared by the Government of the day to realize a specific objective or purpose within a given environment. It could be in written/implied/verbal form and guides the administrators to take day to day decisions. The essential ingredients of public policy are as follows:

1. **Universality:** One public policy extends to all the sections of the population.
2. **Legitimacy:** Only governmental policies involve legal obligations. It may also include sanctions and punishments in case people/ administration do not follow it.
3. **Coercion:** Only public policy can impose sanctions legitimately on its violators and hence can coerce people into following it.

Features of Public Policy

Public policy has the following prominent features:

1. It is purposely prepared and is not just a chance happening. It is supposed to be a result oriented statement/action and not a random action statement.
2. It has a course or a pattern of activities which are continuous as against a separate discrete decision which are generally adhoc.
3. It is what Governments actually do and what subsequently happens.
4. It can be either a positive or a negative policy. A negative policy could be in the form of a decision of not taking any

action on a matter on which governmental opinion or action is called for.

5. It is based on the general law of the land i.e. it has the legal sanction behind it.

Hence in the simplest words, Public Policy can be defined in the words of Thomas R Dye as follows:

“Public Policy is whatever government chooses to do or not to do”. According to E.N. Gladden, policies in a country are formulated at every level of the government and hence the study of policy formulation is very important in Public Administration.

Relevance of the Study of Public Policy

Study of Public Policy in the field of Public Administration is of direct relevance to all the practitioners Academicians and the public. For the academicians the relevance of the study is to gain an understanding of the causes and consequences of policy decisions. They view Public Policy as a dependant variable and study as to how environment and the surrounding political system shape it. Similarly they analyze by viewing Public Policy as an independent variable and then study its impact on the environment and the surrounding political system.

Similarly the professionals study Public Policy from the point of view of understanding the causes and consequences of public policy. This study permits them to apply the knowledge of social sciences to find out solutions for practical problems in order to make the policy a success.

Study of Public Policy is also relevant for the public. If the citizens are enlightened then it ensures that the nation adopts the “right policies” to achieve the ‘right’ goals. It also improves the level of political awareness among the people and hence improves the quality of Public Policy. The essence is that their knowledge better equips them to expect and demand right policies.

B. Types of Public Policy

There are various types of public policy like substantive, regulatory, distributive, redistributive etc.

Substantive: These policies are concerned with the general welfare and development of the society, the programmes like provision of education and employment opportunities, economic satisfaction, Law & Order enforcement, anti-pollution legislation etc. are the result of substantive policy formulation. These policies have vast areas of operation affecting the general welfare and development of the society as a whole. These do not relate to any particular or privileged segments of the society. Such policies have to be formulated keeping in view the prime character of the Constitution, socio-economic problems and the level of moral claims of the society.

Regulatory: Regulatory policies are concerned with regulation of trade, business, safety measures, public utilities, etc. This type of regulation is done by independent organizations that work on behalf of the government. In India, we have Life Insurance Corporation, Reserve Bank of India, State Electricity Boards, State Transport Corporations, State Financial Corporations, etc., which are engaged in regulatory activities. The policies made by the government, pertaining to these services and organizations rendering these services are known as regulatory policies.

Distributive: Distributive policies are meant for specific segments of society. It can be in the area of grant of goods, public welfare or health services, etc. These mainly include all public assistance and welfare programmes. Some more examples of distributive policies are adult programme, food relief, social insurance, vaccination camps etc.

Redistributive: Redistributive policies are concerned with the rearrangement of policies which are concerned with bringing about basic social and economic changes. Certain public goods and welfare services are disproportionately divided among certain segments of the society, these goods and services are streamlined through redistributive policies.

Capitalization: Under the capitalization policies financial subsidies

are given by the Union government to the state and local governments. Such subsidies are also granted to the central and state business undertakings or some other important sphere if necessary. Capitalization policies are different in nature than the substantive, regulatory, distributive and redistributive policies as no provision for public welfare services is made through these.

Chapter – II

Models of Policy Formulation

Policy formulation in Government is a very complex phenomenon. Since the government engages itself in various large scale activities, the Government has to accommodate a large number of conflicting demands from various sections of the public, while it has to ensure that the policy that finally evolves is also not against the general law of the land i.e. Constitution. Hence various models have been devised to understand this complex phenomenon. Some important models are discussed below:

1. The Institutional Model.
2. Group Theory
3. Elite Theory
4. Rational Comprehensive Model
5. Incrementalism
6. Systems Theory
7. Mixed Scanning Approach
8. Game Theory

A. The Institutional Model/ Institutionalism

This model has been the traditionally accepted way of looking at policy formulation in the Government. Hence it is also called as the “Classical Model”. This model is of the view that:

- a) Public policies have their origin in governmental institutions and the members of the public have only a nominal influence over them. That’s why the model is said to portray Institutionalism and is called so.
- b) A policy becomes public only when it is authoritatively determined by the governmental institutions.
- c) A large number of institutions, which are constitutionally recognized, make their respective policies based on the freedom accorded to them by the Constitution.

An institution like the legislature or the judiciary can be

conceptualized as a set of regularized patterns of human behaviour persisting over time. Political life usually revolves round the governmental institutions such as the political parties, the legislatures and so on.

The institutionalist approach in political sciences lays emphasis on the formal or structural aspects of institutions. The regularized patterns-of behaviour that are manifest in rules, regulations and structures affect governmental decision-making and (public policy formulation).

What the institutionalist model does is that it draws our attention to the pivotal role of institutions in the shaping and making of public policy. Such institutional structures and procedures are found in practice to have a significant impact on public policy, these should not be ignored in, any exercise in public policy analysis.

Hence this model describes in detail the constitutional and legal arrangements and here the emphasis is on the analysis of structures from which the policy emanates, because the structure of an organization influences the type of policy it adopts. A simple example in this respect is the difference in the policy towards population control of China (which is a totalitarian communist country) and India (which is a democratic country). The model hence assumes that the structural changes that are often attempted in the Government are done with the aim to bring about policy changes. Conversely it also believes that the institutional changes are a result of the changes in the public policy e.g. many institutions and structures are disbanded once the government decides to go for privatization and liberalization. However, such structural changes may not always lead to the desired consequences.

Critique of the Institutional Model

With the advent of the behavioural studies in the field of Public Administration, the Institutional Model of policy processes have given way to the studies based on the group, systems and elite models. Secondly the advent of pressure groups and pressure politics has also pushed the belief that policies originate only in governmental institutions to the background. Still the Institutional Model has some use in understanding the governmental processes which influence

policymaking in Government.

B. Group Theory

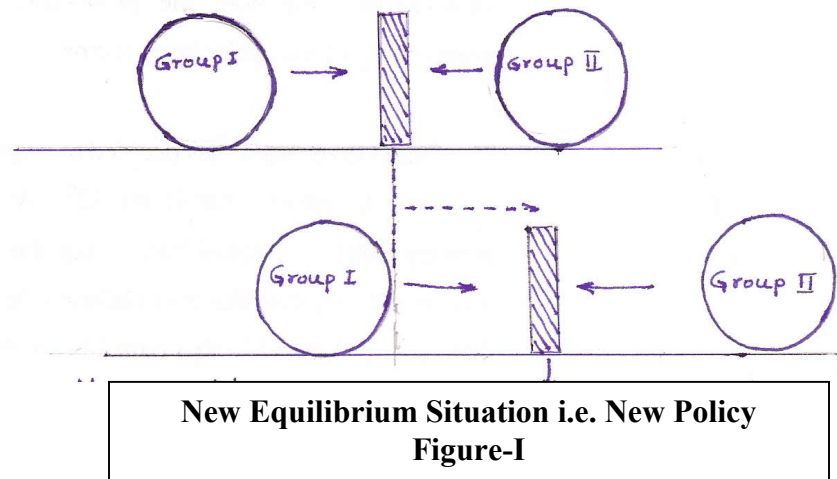
According to group theory, interaction and struggle among different societal groups is the central facet of political life. Group is a collectivity of individuals distinguished by some common attribute or shared relationship. Groups are categorized in many different ways. A formal or organized group, such as political party or interest group, has recognized goals and structures, affecting group interaction. Conversely, a group which is informal lacks such explicit goals and organizational structure.

Group Model is valid for any society that is pluralistic in nature. In a pluralistic society there are a number of groups whose interests compete against each other, since they have mutually contradictory objectives. They hence try to gain an upper hand in the society and hence try to influence the policy in their favour. In this case the following situations and hence types of policy solutions are possible:

(a) *Domination of Stronger Group*

Group theory aims at viewing all significant political activity with regard to group struggle. Policy formulators are termed as succumbing to pressures of groups through bargaining, negotiating and compromising. Another important dimension of the group struggle is the maintenance of equilibrium in the system. The competition among groups does not permit any group to become absolutely powerful in a system for all times. They keep on checking the activities of each other. As mentioned earlier, the groups are activities of individuals on the basis of shared attitudes and interests, who make claims on other societal groups. Public policy, in such a context, is some sort of an equilibrium reached in the group struggle at any given moment. The interests of dominant groups are usually reflected in public policy at any point of time. In the jostling for power, groups gain and lose power and influence. In this ongoing process of group struggle, public policy gets attention in favour of the interests of those gaining influence against the interest of those losing influence.

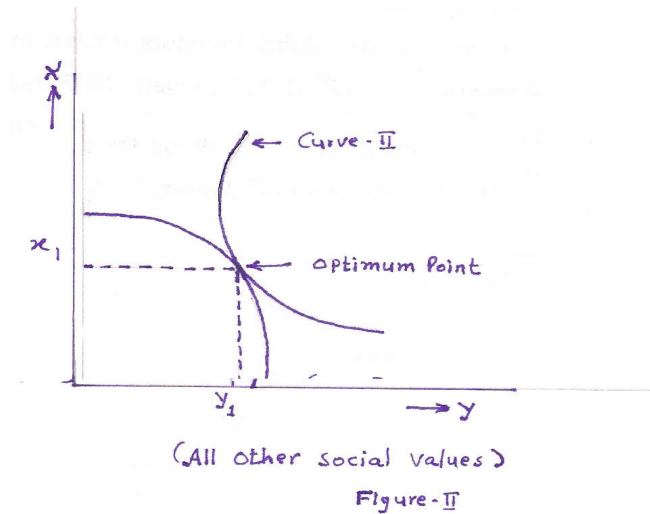
A public policy at any given time is a result of the situation of equilibrium. When one of the groups dominates, the new policy declared is in favour of the dominant group and then a situation of a new equilibrium arises.



For example, a situation is shown in Figure-1 wherein Group 1 is shown to be dominant and it shifts the policy according to its needs. In this situation the administration takes minimal interest and allows one of the groups to dominate. Since in this situation one of the groups loses while the other wins, this situation is also called Win-lose situation in Management literature.

(b) Optimization Approach

Also called as Win-Win Situation in Management literature. This is also known as Pedro's Optimization concept. Here the concept is to arrive at such a policy where all the conflicting parties interests are sought to be maximized. Pedro gave a simple method for arriving at the optimum solution. According to the method, one of the social values X is taken as a dependent variable and the variation in this is shown by having social value X plotted against the variation of all other social values Y and as a result we get curved. Then the variable X is taken as an independent variable and Y as dependant variable in such a case we get curve I as shown in the Figure 2. We get



different curves because of the fact that human behaviour involved here is not always uniform. The point where these curves cut each other (or touch each other) is an optimum point and the policy, that should evolve, should contain X_1 amount of X social value and Y_1 amount of Y social values.

However, Pedro's concept is very difficult to apply in practical situations for the simple reason that human behaviour and societal values are very difficult to quantify. Though the concept of optimization appears to be very simple, it is very complicated in application.

(c) ***Public Choice Approach***

Here the policy is devised in such a manner where the Government does not put a complete ban on either one of the options available but uses some other ways e.g. incentive or punishment to curb it. Hence the Government leaves a number of options for the general public enabling the public to chose, though some options are deliberately made more attractive. In this situation every section of the population is happy since everyone gets what he wants, though he may have to pay a little higher price. A simple example of public choice theory of Public Policy in operation can be seen in India in the form of Government Policy towards Electronic Goods. Citizens have access to the imported goods though they have to pay a bit higher price while at the same time indigenous alternatives of

the same product are also available.

(d) *Tradeoff Theory*

Also called 'Mutual Accommodation and Adjustment in conflict Management in Management literature. Here the group surrenders its not so important demands while pressing for their most important requirements and hence a final policy evolves through mutual accommodation and mutual adjustment.

(e) *Corporatism*

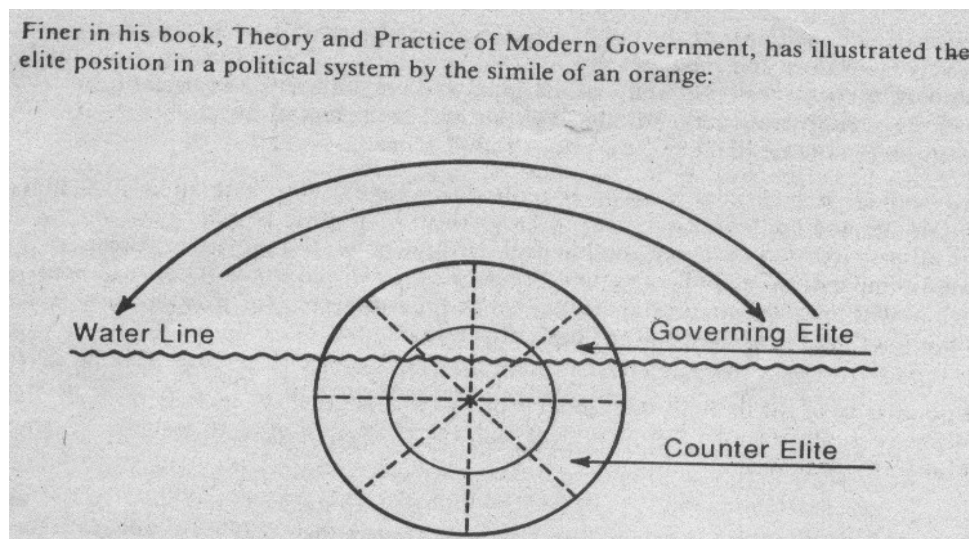
There is a fifth possibility where all the groups may assemble against the government (hence the name Corporatism) and then protect each others interests. This does not mean that the groups don't have internal conflicts, but, for the time being, they present a united front to the government. This phenomenon is seen in operation particularly when the prevailing situation is seen by all the groups as against their existence and hence they perceive that the policy will change only if all the sections of the population are united. It has been seen in some developing countries that Government resorts to this practice sometimes. In these countries, government is the only agency that provides goods and services. Government then announce policies often not keeping in mind the viewpoint of the citizens, since it knows that the public has to accept whatever it offers since they don't have any other choice. Policies and functioning in the core sectors of the Indian economy are an excellent example in this regard.

C. *Elite Theory*

According to this theory entire society is divided into 2 sections i.e. those who have power, called Elites and those who don't have power, called Masses. Elites, a small section of the society try to dominate the public policy and hence maintain their position in the society. Elites have connections with both bureaucracy as well as politicians. These connections are in the form of matrimonial and blood relations. The Elite Theory believes that the public policies do not represent the demand of the masses but they reflect the values of the elites. Since

people are generally apathetic towards the policies of the government, policies flow downward from the Elite to the Masses. Although Elites depend on masses for their votes, once they come to power, they protect their own interests. Since the current status of power is to their advantages, any changes in the policy are of incremental nature only. An obvious example in this regard is the fate of Lok Pal bill and the Land Reforms. Both of these efforts are yet to taste success since they are essentially against the interests of the elites.

Finer in his book, Theory and Practice of Modern Government has illustrated the elite position in a political system by the simile of an orange:



The explanation of the above figure is that the orange with its skin representing the elite of society, floats in water; that portion of the skin that is above the waterline represents the governing elite, and the segments which it covers represents those associations in society which have succeeded in competition to have their leadership participate or hold office in the government. All those segments' under the water-line, however, represent those associations which have lost this competition, and whose policies are temporarily being subordinated to those -of the victorious ones, and the portions of peel that cover them represent, for society as a whole, the counter-elite that seeks to displace the governing elite at any point of time.

Elite theory has been summarized by Thomas Dye and Harmon

Zeigler in their book, 'The Irony of Democracy', as follows:

- i. Society is divided into the few who have power and the many who do not. Only a small number of persons allocate values for society; the masses do not decide policy.
- ii. The few who govern are not typical of the masses who are governed. Elites are drawn disproportionately from the upper socio-economic strata of society.
- iii. The movement of non-elites to elite positions must be slow and continuous to maintain stability and avoid revolution. Only non-elites who have accepted the basic elite consensus can be admitted to governing circles.
- iv. Elites share a consensus on the basic values of the social system and the preservation of the system.
- v. Public policy does not reflect demands of the masses but rather the prevailing values of the elite. Changes in public policy will be incremental rather than revolutionary. Incremental changes permit responses to events that threaten a social system with a minimum of alteration or dislocation of the system.
- vi. Active elites are subject to relatively little direct influence from apathetic masses. Elites influence masses more than masses influence elites.

The implications of this theory are as follows:

- (i) Interaction of the groups is the central fact of this theory and hence in this respect this theory is similar to Group theory.
- (ii) Public policy does not reflect the demands of the people.
- (iii) Task of the political system here is to act as a referee and manage the group conflict by establishing the rules of the game, arranging compromises, balancing various interests and then finally enforcing these compromises.
- (iv) The policy at any time is the equilibrium reached in the struggle of elites and masses.
- (v) The system is sustained by overlapping group memberships, political system which lays down the rules of the game and the existence of counter-veiling centers of power who maintain the balance in the system.
- (vi) There exists a consensus among elites on certain basic values e.g. sanctity of private property, individual liberty etc. but that

does not mean that elites never disagree. However, according to the theory, they agree on more matters than they disagree.

D. Rational Model

This model is far more sophisticated than the earlier ones. It is an efficiency- maximization model which postulates calculation of policy efficiency (hence rationality) on the basis of all social, economic and political values achieved and/or sacrificed by the adjudication of public policy. In framing a policy, all relevant values have, therefore, to be explicitly considered and sacrifices of some values must be more than compensated by the attainment of some other values. This looks like calculating the 'costs' and 'benefits' of division which the economists are used to in assessing the cost-benefit analysis.

Herbert Simon, whose name is associated with the rational model, talks of three kinds of activities included in the policy-making process: intelligence activity, design activity, and choice activity. To quote Simon from his book, *The New Science of Management Decision*, "The first phase of decision-making process - searching the environment for conditions calling for decision - I shall call intelligence activity (borrowing the military meaning of intelligence). The second phase - inventing, developing, and analyzing possible courses of action - I shall call design activity. The third phase - selecting a particular course of action from those available - I shall call choices activity".

The Simonian model is clearly a process model indicating the discrete steps that are taken in the course of policy formulation.

Critics of Simon have pointed out that these are the practical difficulties facing an administrator in an actual decision-making situation. The constraints, as pointed out by Lindblom, in terms of information, time and fund, are posed as real limitations on' rationality. Hence, a common criticism against the rationalist model has been that it is unrealistic as it does not quite fit in with the actual goings-on in administration. Still, this model has proved attractive because of its neatness and amenability to quantitative representation. In the present computer age, the Simon model has inspired data and

information based decision-making, which is steadily gaining the popularity.

E. Incrementalism

This model was given by Charles Lindblom and, is also known as The Successive Limited Comparisons or Branch Technique. According to the model, the Public Policies are a continuation of the Governments existing policies with only incremental modifications. Policy makers, due to the concept of bounded rationality of Simon, do not often review their policy alternatives in detail because of the constraints of time, intelligence and cost. The natural answer to this bounded rationality is thus to examine the limited available options in the light of existing policies and programmes and hence try to overcome their defects. The existing policies are now considered as the base and attention is focused on the marginal increase or decrease in the activities of the existing programmes. Hence as a result only a few new programmes are taken up. The reasons for adopting incrementalism are as follows:

- (i) Uncertainties are bound to arise with the implementation of the new policy. This period of uncertainty exists during the period when already existing old policy is at the fag end and the new policy comes into being. This may extend even after a time when new policy becomes fully operational. The fear of such uncertainties discourages the government from adopting a new policy.
- (ii) Due to limitations of time, intelligence and money, once adopts incremental changes only to the existing policy.
- (iii) The Government agencies have a great deal of sunk cost i.e. cost of buildings, staff, equipment etc., in the existing programmes. Hence if the policy is abruptly changed, this huge investment goes waste.
- (iv) In a democracy, every new policy needs to be passed by the legislature. Hence a fear exists in the minds of the policy makers that it may be difficult to obtain the same consensus for the new policy which existed in favour of the old policy and dissension may also result in the political field.
- (v) Last but not the least, complete rationality is not possible as Simon had pointed out. So the safe choice is to opt for bounded

rationality i.e. incrementatism.

Critical Evaluation of incrementatism

The Incrementalism has been criticized for being a piecemeal approach which can never bring about a significant progress and it can result at best in marginal improvements. It may happen sometimes that the old Policy may be totally outdated requiring thorough reforms and its replacement by a new policy. At the same time, it also happens in practice that very often the old policy is not properly evolved. Hence in all such cases, since the old base is to be discarded, incrementatism is not at all possible. Therefore, academic theorists have criticized it on the ground that it can lead to overlooking of potentially good and innovative policy alternatives. However, if one considered the factors of sunk cost, limitations of time, intelligence and cost, and the uncertainties of the new policies, one finds incrementalism as a safer and better option.

Incrementalism has also been criticized as being slow and essentially oriented towards stability i.e. status quo oriented. However, a closer look reveals that incrementalism is actually a speedier method, since one chooses policy options which are immediately available at hand. Secondly, since the old policy exists as a historical base, no fresh sanctions are required from legislatures, since it is actually refinement of the old policy which can be easily carried out under delegated legislative powers. At the same time there is no problem of acceptability of the policy since the old policy already enjoys wide acceptance.

Incrementalism has been criticized on the count that the problems being encountered by the governments are so crucial and critical in nature that the changes 'brought in the policies through incrementalism are not sufficient enough to cope with the same. It is felt that what is required is innovation. To this effect, Yehezkel Dror, in this book, *Public Policy Reexamined*, has said, "A sudden transformation of the public policy making system is not possible; neither I am advocating one. Improving public policy making must be a continuing, endeavour, requiring sustained effort over a long period. The most harmful effect of the incremental-change argument (which devices the possibility that significant improvement could be made in

public policy making by some innovative jumps) is that it paralyses efforts, and thus tends to be self-fulfilling prophecy. Granted the difficulties exist, what we need is an even stronger effort to overcome them. The difficulties of the problems faced by public policy making make improvements in it necessary, and the knowledge. We are now developing makes such improvements possible; we must therefore mobilize energy needed to carry out these difficulties".

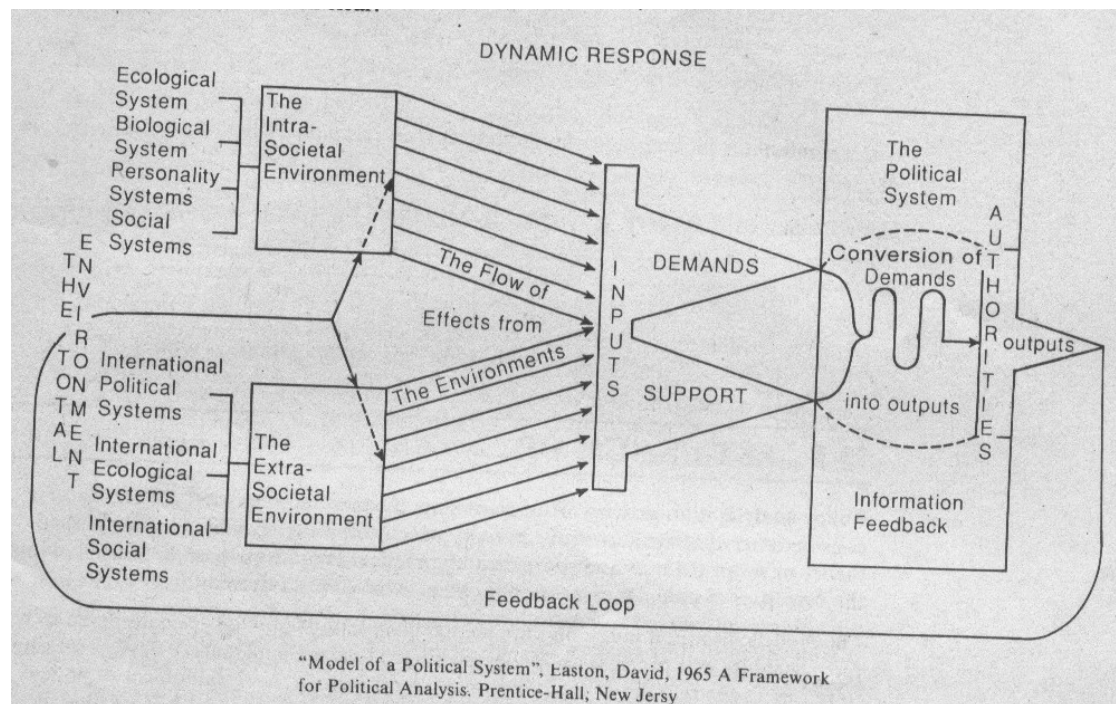
F. Systems Theory

James Anderson, in his book, *Public Policy Making*, says, "environmental inputs affect the content of public policy and the nature of political system; public policy affects the environment and subsequently demands for action; forces or factors-in the environment act to generate demands upon the political system; political system is able to convert demands into public policy and preserve itself overtime". Systems theory treats politics as a set of interactions occurring within, but analytically distinct from the larger social environment.

The systems model was given by David Eston, who borrowed it from life sciences. Like any living organism, the society is composed of various systems e.g. social system, political system, administrative system etc. which are in turn composed of various subsystems e.g. administrative system is composed of various subsystems namely civil administration, military administration, judicial administration, police administration etc. The job of policy formulation is done by the Political and Administrative systems jointly who receive the inputs in the form of demands from various sections of the society. The system (Political and administrative) processes these demands and gives its output in the form of a policy which is largely according to the demands of the society and other systems of the society. However, the whole process of policy formulation is affected by the Environment that surrounds the Politics and Administrative system i.e. the prevailing geographical characteristics in the country (e.g. natural resources available affect the policy), prevailing political culture, presence of civic culture and the prevailing socio-economic conditions. Hence, if the impact of the environment is not taken into account, then an unsound policy may result which is bound to fail. Mostly, the policy is adjusted to suit the environment, but sometimes

changes in the system itself (e.g. administrative reshuffle) are carried out to make the output suitable to the environment. Another distinct but feasible alternative sometimes is that the environment is changed to make the output suitable in the new environment. A glaring example in this regard is the frequent amending of the Constitution in India.

The 'Dynamic Response Model' of David Easton, as shown in the figure makes the interaction between different variables and also the significance of the feedback clear.



This is highly generalized model of the political system which has been utilized by policy scientists for understanding the policy making processes. However, it does not shed light on what goes on within the "black box" called the political system. In other words, it tells very little about how decisions are actually taken in government.

G. Mixed Scanning Approach

It was suggested by Amitai Etzioni that instead of adopting purely a rational model or purely an incremental model, it may be a suitable choice to adopt both the models at a time in proper proportion. According to this model, a Broad Social Survey is carried out in the first place to gather general information only. If this general survey reveals some trouble-spots (where trouble is brewing), then in the second survey, an in depth examination of those troubled areas only is undertaken. The advantage of this mixed scanning is that it encourages innovation, while at the same time, it recognizes the impracticability of a comprehensive review of the entire system every time. Hence the approach infuses more amount of rationality in policy decisions and hence is an improvement over the bounded rational model or incrementalism.

H. Game Theory

Gaming is a body of thought which deals with rational decision strategies in situations of conflict and competition, where each participant or player seeks to maximize gains and minimize losses. In it the strategy and decisions of one actor depends on the strategy or decisions of the others in the competitive situations. This theory assumes rationality on the part of players in ranking their preferences, estimating probabilities and determining the expectations that each has about other choices. In their book, *Theory of Games and Economic behaviour*, Von Neumann and Morgenstern have introduced the game theory. Game situations may be described as "two persons zero sum", in which one player's gain equals the other's loss; "two persons-non-zero sum" in which one player's gain does not equal the other's loss. in which several players are involved and the losses must equal gains; and "n-person-non-zero sum" wherein losses and gains among several players may not be equal. Gaming relies heavily on the use of mathematical models of decision-making.

In the study of international relations, the game theoretic model of decision-making has been. quite popular in situations of regional and international conflicts and arms race. As Dye has pointed out, in his book, *Understanding Public Policy*, "game theory is an abstract and educative model of policy making. It does not describe how people actually make decisions, but rather how they would go about making decisions in competitive situations if they were completely rational.

Thus game theory is form of rationalizing but it is applied in competitive situations in which the outcome depends on what two or more participants do".

In a policy making situation, the applicability of this model is rather limited yet, it is helpful in a situation of competitive decision-making, as in a committee system. It is applicable to policy making where no independently 'best' choice exists and the 'best' outcomes depend on what others do.

I. Policy making structures and Agencies Involved in Policy Formulation

In Government, the task of policy formulation takes place at various levels:

i) *Union Level:*

- a) Legislature
- b) Executive and
- c) Judiciary

ii) *State Level*

- a) Legislature and
- b) Executive

iii) *Local Level*

- a) Elected Representatives and
- b) Executive

i) Union Level

(a) Legislature: India has a parliamentary form of government. In this system the governmental authority is vested in the legislative body, that is the Parliament, and in the Cabinet headed by the Prime Minister. Indian Parliament has two Houses – the Lok Sabha, and the Rajya Sabha. The Cabinet exercises political leadership and directs the administration. All the issues on which the policies are to be framed are placed

before the Parliament for its approval. The issues could be placed before either House of the Parliament. However, the financial bills are submitted first to the Lok Sabha. The issue put before one House is debated upon, and once approved it goes to the other house.

There is a procedure for formulating policies on issues presented before the House. There are three stages through which the issue, also known as, 'Bill' has to pass through. The first stage is, when the mover of the issue introduces it in the House. At this stage the title of the issue on which the policy is to be enacted is read and a brief sketch of the policy is submitted before the House. On some occasions the issue is opposed at this stage also. Both the opposition as well as the movers get an opportunity to explain their viewpoint. Once the issue is through from this stage, it goes on to the second stage, which is quite important. At length all the clauses of the bill are discussed. The mover proposes whether the bill should be sent to a select committee or joint committee of both the Houses, or it should be considered by the House straightaway or it may be circulated for eliciting public opinion thereon. In accordance with the decision taken the bill is passed on to the concerned channel. In case, it is to go to the committee, a date is fixed by which the committee is to submit its report to the House. The committee has the powers to suggest changes in the bill. The changes suggested are incorporated, in case the mover agrees on to it. The bill is discussed clause by clause in the House and normally several amendments are made in it at this stage. On every clause the approval of the House is taken. After this the bill is in the third stage. Only such important points which could not be raised at second stage are considered at this point of time. Once cleared from it the bill goes to the other House. In case, it is approved by the Lok Sabha then it goes to the Rajya Sabha. Rajya Sabha can suggest some changes which the Lok Sabha may or may not agree with. If the bill first passed in the Rajya Sabha comes back to the Lok Sabha and the changes if any suggested by the Lok Sabha have to be taken into consideration by the Rajya Sabha. Once it is cleared by both the Houses, then it goes to the President for his assent. The President can send the bill back with some suggestions. In case

the Parliament approves it again without incorporating the suggestions of the President and sends it again to the President, he has to give his assent. This is how the legislative structure at the union level performs its role in policy making in India.

- (b) **Executive:** There is a political as well as a permanent executive which play an important role in policy making. The political executive is responsible to the legislature and so remains in the seat of power till it enjoys the confidence of the Parliament. At the union level, different ministries are responsible for policy making. The political executive is supported by the permanent executive in furnishing necessary information regarding the issues to be put on agenda for policy making. Even with regard to the issues which are presented before the legislature for making policies on the same by the members of the opposition; the permanent executive provide details to the political executive to support or not to support the same in the legislature. It may be made clear that the issues submitted before the legislature, by the opposition members cannot to be turned into policies, unless the party in power supports it, because, the party in power has the majority in the legislature which is a must for making policies.

The executive has a role in policy making from another count as well. A great deal of legislation takes place outside the legislature in government departments, bearing varied nomenclature; rules, regulations, bye-laws, schemes, orders, notifications, etc. This is known as delegated legislation. The term delegated legislation is used in two senses. In one sense it means, the power of making rules having been delegated by the legislature to the executive, in other it means the output of that power that is, the rules, regulations, orders, etc. In whatsoever sense one may use the term, it is a fact that the work of delegated legislation has increased substantially in India. Because of proliferation of the government in innumerable spheres, the work of legislature has increased thoroughly. In order to cope with it, the legislature delegates some of the legislative work to the executive.

- (c) **Judiciary:** It is a fact that policy making is the basic task of the legislature but the judiciary also has a significant role to play in it. The judiciary is considered as custodian of the rights of the people and a balancing wheel between the executive and the legislature. Besides, it also decides all the disputes which might arise between the union and the states, so that federal structure is not put under heavy strain. At the union level in India, there is a Supreme Court in India. It is the judiciary which decides whenever the law is silent or unclear or does not fall in consonance with some other policies or policy already in existence. To this effect the court is guided by the values of equity and justice. Judicial decisions provide legitimacy to the government institutions / output through various policies.

Under the Indian Constitution, the Supreme Court has been given the power of judicial review, which implies that on an application having made to it, the Supreme Court can examine the validity of a policy enacted by the Parliament. In case the Supreme Court opines that the policy is wholly or partially not in accordance with the provisions of the Constitution, the policy totally or that part of it which goes against the spirit of the Constitution can be declared unconstitutional, and thus invalid.

ii) **State Level**

- (a) **Legislature:** The procedure adopted for enactment of policies, on all matters falling in the state list, by the state legislature is similar to that of the policy making mechanism in the union legislature. As per Article 168 of the Indian Constitution, all states except that of Andhra Pradesh, Bihar, Jammu and Kashmir, Tamil Nadu and Maharashtra, the state legislatures have one House, that is, the Vidhan Sabha comprising the elected representatives of the people. The states mentioned above have two houses – Vidhan Sabha (the Lower House) and Vidhan Parishad (the Upper House). The state executive, like the union executive, is responsible to the legislature and remains in power till it enjoys the confidence of the legislature. Besides making policies on the state list subjects, the state legislature can make policies on concurrent list subjects,

provided such legislative measures are not against any policy enacted by the Union Legislature.

- (b) **Executive:** The states also like the union government have a number of ministries who have the responsibility of initiating policy issues and proposals before the state cabinet for deciding the policy issues to be kept on policy making agenda of the state legislature. The departments in the state secretariat have to perform the task of gathering data and information regarding issues falling under each department's jurisdiction for framing policies. The permanent executive, that is, the bureaucracy assists the political executive in this regard.

- iii) **Local Level**

- (a) **Elected Representatives**

All elected as well as appointed officials of the government at different levels have a substantial role to play in the enactment of policies at their distinct levels. In most of the states, the local governments, as per states' legislative statutes are in existence at the city, town, block, and village level. Depending upon the population and revenue resources, there are municipal corporations in some bigger cities, there are municipal committees in other. Besides, Town Area Committees and Notified Area Committees are in existence at some places. At the rural level, there are village panchayats, panchayat samitis at the block level and zila parishads at the district level. But for panchayat samitis and zila parishads, the rest of the institutions have councils of elected representatives. These councils or bodies, depending upon the needs of the local constituents, areas, and the resources available, frame policies for the betterment of the people. The directives issued by the state governments and union government, from time to time, regarding any policy measures are taken into consideration by the elected representatives of local bodies and the policies made accordingly. By simple majority decisions regarding works to be undertaken are made in these elected councils.

- (b) **Executive**

The executive here means the permanent executive, that is, the **bureaucracy** operating at the local and also that at the state level which has dealings with the local bodies regarding works to be undertaken by the local bodies. The bureaucracy at the local level plays quite an important role in the priorities fixed and decided by the local bodies and also in the policies being made by the local councils.

Other Agencies

There are certain other agencies which take care of a number of important aspects relating to policy making. Some of the most important among these include the Planning Commission, National Development Council, Finance Commission, etc. Besides, there are some other institutions and agencies as well, which play a crucial role in formulation of policies in the context of Inter-government Relations (IGRs).

Planning Commission:

The Planning Commission in India has come to stay as an important institution. Every activity of the nation revolves around this organization. Unless funds for a project are made available by the Commission, the work cannot go on. The Planning Commission advises the governments, both central and states, on the strategy, size mobilization and allocation of resources. The Planning Commission performs its desired role by maintaining a close liaison with the Union Cabinet as well as with the states. Contributing to the making of policies, the role of the Commission is important from the obligations undertaken by the Commission which include: assessing of the materials capital and human resources of the country, including the technical, personnel and investigating the possibilities of augmenting those which are found to be deficient in relation to the requirements; formulating a plan for the most effective and balanced utilization of the country's economy; and determining of priorities, defining the stages in which the plan is to be carried out, and proposing the allocation of resources for the due completion of each stage. The role performed by the Commission plays a substantive part in determining issues to be translated into policies both by the Union, as well as, state

governments. The states also have Planning Boards which undertake the planning works within the states. The state planning boards and district planning cells provide the relevant information/data regarding the resources available; human and natural, as well as financial in the states and the districts in order to ascertain the usefulness of the plans. The Planning Commission has to take into view the data provided by these boards while formulating programmes and policies.

National Development Council

In strengthening the inter –governmental relations and the formulation of policies by the Union and state governments, the National Development Council (NDC) has a place of prominence. Though it is an advisory body, yet it has assumed important position because of its composition. It comprises the Prime Minister, the union ministers, the chief ministers of all the states, the lieutenant governors and administrators of the union territories and the Planning Commission members. NDC prescribes guidelines for the formulation of the Five Year Plans including the assessment of resources for questions of social and economic policies affecting national development. The role of the NDC in policy making is of crucial importance. It provides a framework to the union and state governments to make policies on the same.

Finance Commission

The role of the Finance Commission in IGRs is also of crucial importance. Finance is the pivot of all activities. It has great significance and bearing on policy making. No state activity can run without providing for adequate finance. It is for want of finances that regional imbalances are created and some of the states remain underdeveloped & whereas, the others advance in all walks of life. As per Article 280 of the Indian Constitution there is a provision for a Finance Commission. Its duty is to recommend to the President the distribution between the union and the states of the net proceeds of taxes which are to be divided between them and also the principles which govern the grants – in – aids of the revenue of the states out of Consolidated Fund of India. The Planning Commission always keeps in view the suggestions and recommendations made by the Finance Commission. The Finance Commission, on the other hand, does not

ignore plan needs of a state before making recommendations to the President about financial requirements of the states.

J. Role of Bureaucracy in Policy making

Bureaucracy plays its role in policy making in various ways. It helps the executive in identifying major policy areas, preparing major policy proposals, analyzing various alternatives and solutions to societal problems requiring urgent attention, dividing the major policies into sub-policies, determining programmes of action and suggesting modification in the existing policy on the basis of its experience on the implementation front. Their role can be categorized into three broad activities, informative, suggestive and analytical. Let us discuss them briefly.

Informative

A major part of the spade work of public policy making is done by the bureaucracy. For identifying policy issues and giving them a shape of policy proposals requires a systematic analysis of the existing problems. The bureaucracy engages itself in collection of relevant data and information in order to identify the crux of the problem. It has to determine what type of information is required, to what extent the information is substantive and how the information acquired can be put to the best use for framing a policy proposal. For example, for formulation of a policy proposal for agricultural development, it has to collect and filter information regarding total cultivable land available in the country, types and quality of land available, types of crops that can be gainfully sown, agricultural requirements of the country, varieties of fertilizers to be used and their availability, irrigational facilities available, conditions for marketing agricultural produce, level of consumption within the country, possible chances of export, etc. In other words the informative role of the bureaucracy in policy making relates to laying down of an objective base for systematic framing of policy proposals and providing the needed data for substantiating the proposals.

Suggestive

As the bureaucracy is constantly engaged in the task of substantiating

policy proposals and collecting relevant data, it becomes closely acquainted with various problems and issues facing the country. Bureaucracy, specially at the secretariat level, is considered as the ‘think – tank’ of the government. In this context it is always thinking about the various political, social and economic problems. Due to this the bureaucracy plays a very important suggestive role in policy making. It helps the political executive in identifying policy issues by suggesting about the nature of problems and the need for taking up a certain issue for consideration. It tries to frame its ideas in such a manner that they act as suggestions to the political executive. These suggestions are based on the administrative expertise and capability of the bureaucracy. It is not necessary that policy initiative must always come from the political executive, at many occasions, it is the bureaucracy which suggests the policy issues to the political executive. The suggestive role of the bureaucracy is also related to the submission of several alternative solutions to a give problem to the political executive. It is then up to the executive to accept or reject them.

Analytical

As already stated, public policy making is a complex process. Bureaucracy plays a very significant analytical role in policy formulation. After the crucial issues requiring urgent attention are identified, it has to be ascertained whether such issues could make viable policies or not. The bureaucracy engages itself in analyzing the pros and cons of the issue that is taken up for policy formulation, it frames and reframes policy proposals keeping in view its viability, future prospects, resources, availability, acceptability, etc. Moreover, it is the responsibility of the bureaucracy to analyze policy proposals in relation to the provisions of the Constitution, the laws framed by the Parliament, and other existing rules and regulations. In this way the bureaucracy helps in framing sound and effective policies.

Minister’s Influence on the Role of Civil Servants in Policy Making

The role of civil servants in the policymaking process is broadly along the lines as discussed above. However, their actual role varies depending on the type of minister who is heading the department/ministry concerned. Broadly there are 3 patterns of

relationship between the civil servants and the politicians and the role of civil servants varies in the policy process according to these 3 patterns. These are:

(i) *Ambassador Minister*

These ministers are ministers only for the name, prestige etc and are mostly busy with their political activities only. Mostly these ministers devote maximum time to their constituency and political work due to a threat posed by some other politician to their popular base. With such ministers, the civil servants become very powerful since they don't find any day-to-day interference in their work from the minister. Hence their role in policymaking is such that the minister signs on the dotted line only and the rest of the things are done by the civil servants.

(ii) **Policy Initiator Minister**

They are very strong ministers who dictate to the civil servant the policy that should be made based on the requirements of their constituency or for their personal gains. They pressurize the civil servant into rationalizing such a policy as dictated by them without bothering about the demerits of the policy. Hence in such a situation, the role of a civil servant is only minimal in the policy process.

(iii) **Policy Maker Minister**

They are mature ministers who guide the civil servant at each and every step based on the experiences of their public life. This is a true and desirable role of the minister and in this situation neither the minister nor the civil servant is strong but both act as companions.

K. **Delegated legislation and Bureaucracy**

Delegated legislation has been defined, "as the exercise of minor legislative power by subordinate authorities and bodies in pursuance of statutory authority given by the Parliament itself." It is, thus, the

law – making power conferred by the Parliament on the executive. The executive does not enjoy any original power of making laws, and the delegated legislation is strictly subordinate to the terms of the statutes under which it is made. The power of the delegated legislation is given to highly responsible authorities and it cannot be further sub – delegated to other subordinates. The delegated legislation is subject to judicial review like any other legislation. It means that it can be declared as void if it is inconsistent with the statute or is in excess of the power granted by the Parliament.

The Need for Delegated Legislation

The practice of delegating legislative power to bureaucracy has been on the increase. There are various factors responsible for this.

Increase in the volume of work:

The legislative work has expanded to such an extent that it has become almost impossible for the legislature to frame laws on each and every aspect of the work it is engaged in. Moreover, the tasks confronting the legislature have become so varied and technical in nature that the legislature does not have the skills and aptitude to carry them on. The need for specialized expertise of bureaucracy is constantly felt.

Lack of Time:

The ever increasing functions of the legislature do not leave enough time for the formulation of laws on varied issues and problems. The enormous volume of the legislative business renders it imperative that the Parliament should enact laws, embodying broad principles, leaving details to be supplied by the executive departments.

Scientific and Technical Character of the Subject Matter:

The political executive comprise laypersons, who do not have the experience to formulate laws in the areas which require technical and scientific knowledge and skill, thus they have to consult the bureaucracy.

Need to Provide for Unforeseen Contingencies:

Delay is something which can be very dangerous in coping with emergencies like war, economic crises, etc. Thus, the political executive needs to take the help of the bureaucracy in order to formulate policies without unnecessary delay.

Types of Delegated Legislation:

The delegated legislation can be classified into three categories contingent, supplementary and interpretative.

Contingent Delegated Legislation:

This type of delegation takes place where the legislature makes the application of the main or the enabling Act dependent on the existence of certain facts or conditions and, accordingly, authorizes the administrative agency, that is, the bureaucracy. It means that the bureaucracy has to formulate policy, keeping in view the facts and conditions laid down by the legislature.

Supplementary Delegated Legislation:

Sometimes the legislature passes laws in only a skeleton form i.e., only lays down certain general principles or standards under which the laws have to be framed, everything else is left to the bureaucracy. The bureaucracy works out the details by collecting relevant information and fills up the skeleton laws. In India, the Municipal Acts, fall into this category.

Interpretative Delegated Legislation:

After the formulation of the laws, the bureaucracy is authorized to explain and clarify the provisions of the law. The bureaucratic power to interpret the law makes legislation clear and explicit.

Thus bureaucracy plays a very important role in the area of delegated legislation. It has to take care of the fact that the rules to be framed under a particular law do not clash with the existing rules made under a different law. Moreover, it has to see that the real spirit of the law is

actually met with while framing the rules. Rules under the delegated legislation have to be precise and comprehensive. The bureaucracy has to ensure that the delegated legislation so framed will stand the test of the time, if challenged in a court of law. Further, the bureaucracy has to review the various provisions contained in the delegated legislation from time to time to bring them in tune with the fast changing socio – economic scenario of the country. The suggestive and analytical role of the bureaucracy is of great relevance in delegated legislation. It is here that the bureaucracy can exercise authority independently with minimal political interference.

Chapter – III

Policy implementation

Importance

It is well established that well formulated plans are necessary for development. But the whole thing will be brought back to square one, if the plan is not implemented properly. Therefore, implementation of a plan is equally as important stage as its formulation. As compared to the formulation, the implementation function forms the largest chunk of the governmental functions, whether measured by the number of people employed or by the funds spent in this function.

A. Implementation Process & Problem Areas

Implementation of the policies takes place along the following lines

1. Division of the adopted policy into manageable units.
2. Allocation of the units to an administrative structure that will be implementing the policy and also the fixing of the administrative responsibility for proper implementation of the policy.
3. Finances are then made available to the responsible administrative units.
4. A political support for the policies is also generated in the public so that positive cooperation from the public is available at the time of implementation. For this, the benefits of the new policy and the policy itself are given wide publicity.
5. Other interest groups and the voluntary agencies too are invited to participate in the implementation.
6. The policy is implemented best if the participation from the beneficiaries takes place.

Problems in the Area of Policy Implementation

Problems in the policy implementation can be classified into two types in any organization. Broadly, these are

- (i) Non implementation
- (ii) Unsuccessful Implementation.

(i) ***Non implementation of the Policy***

It means that the projects that are to be implemented are not put into effect as intended by the policymakers in order to implement the policy. This situation may arise due to the following reasons:

- (a) **Conflicting directives** from the headquarter i.e. the person responsible for the implementation receives too many directives but they are either unclear or they give contradictory directives. In other words, the communication system of the organization is at fault resulting in either Duality of Command or Unclear Command gets transmitted.
- (b) **Limited administrative competence/skills:** may also be the case where the administrator who is administering the policy, does not possess the knowledge about how to implement and about what he is required to do. They hence tend to experiment in such situations which results in distortion of the objectives of the organization. (Policy objectives are distorted in this case).
- (c) **Inadequate administrative resources:** Often in the organization it is seen that the authority provided to a person is not commensurate with the responsibilities entrusted to him. Therefore, the job entrusted to that person is not completed very often. Similarly many a times other resources like men, material, finance etc. provided to him are inadequate.

(ii) ***Unsuccessful implementation***

It is a situation which is different from non-implementation. Here, the projects are carried out as intended but they fail to produce the intended results. This can happen due to the

following reasons:

- (a) **Lack of Clarity of Objectives:** This situation may result due to a number of reasons which can be as follows:
 - (i) Communication system of the organization is faulty or is malfunctioning e.g. channels of communication may not be clear or there may not be an environment of mutual trust in the organization leading to some of the information being deliberately suppressed.
 - (ii) Poor initial assessment of the needs and hence `policy goals may be set lower than the desired ones.
 - (iii) Failure to project into future i.e. inability of the policy makers to assess the future needs.
- (b) **Long Time Gap:** between policy formulation and policy implementation e.g. projects are implemented after a long time gap of around 1-2 years after policy formulation. Policy formulation itself consumes a time of six months to one year. It means that the project is initiated after a time gap of at least 2-3 years after the need for such a project was felt. Hence, during this interregnum the environmental changes that take place make the project redundant.
- (c) **Environmental Factors:** The environment changes continuously and hence what is desirable today may become undesirable tomorrow. A simple example is that liberalization of the economy was being considered as something undesirable till 1989; but once the country entered into the 1990s, this is being considered as highly desirable.
- (d) **Lack of staff:** A major impediment in the way of adequate-implementation of policies is that of inadequate staff. Most of the policies are unable to be appropriately carried out because of deficient staff. Invariably, the implementing agencies experience shortage of staff. Lack of adequate strength is a major problem in policy implementation.

- (e) **Lack of help and support from top:** It has been discussed earlier also that the implementation of policies is normally being done at the lower levels. These agencies often look towards their Head Offices for guidance and help on each and every count. The reason for overdependence on the Head Offices is that the lower rungs are not made sufficiently independent to take up the tasks. For doing everything the permission from the higher officials at the Headquarters is required. The staff in these offices does not respond promptly to the queries made by the field offices. Moreover, the implementing agencies are time and again asked to submit such information which has already been supplied to the Headquarters. Such steps affect the functioning of the executing agency thus delaying the process of implementation.

- (f) **Shortage of time:** The time-period fixed for according benefits as per the policy is not pragmatic. Normally, while fixing the time frame, the policy formulators do not take into consideration the conditions prevailing. They become idealistic while setting the time targets and forget the work load at hand with the respective implementing agencies. Consequently, the Head Offices press the agencies for speedy implementation. The implementers under such conditions are unable to perform their duties properly with regard to the said policy as well as other works at hand.

- (g) **Gigantic targets:** The policy makers are the representatives of the people. In order to show what they have done for the public, to establish their own as well as their party's credibility, the policy makers formulate too many policies and tend to give enormous benefits to the public. Already the implementing officials have their hands full of work and hence the work of implementation gets severely affected because of idealistically high targets.

- (h) **Political pressures:** The politicians, both in power or in

the opposition, consider it to be their right to make administration work as per their whims and fancies. The political leaders, being representatives of the people, feel it to be their duty to protect the interests of their constituents by getting them the maximum benefits from the administration. At times, the politicians influence the administration to work for getting undeserving or out of turn favours to a few. In case the implementers work as per the pressures then it gets them a bad name and if they don't work accordingly, they have to face the wrath of the political leaders. The exercise of uncalled for pressures acts on the implementation process as a qualitative setback.

- (i) **Citizens are not cooperative:** Majority of the policies aim at getting direct benefits for the citizens. The implementers face tremendous challenge from citizens on count of lack of cooperation from them and also through citizens becoming more and more demanding and possessive. The citizens are not at all sensitized to the compulsions and constraints of the implementers. Indians by their very nature demand benefits promptly. In a way there is nothing wrong in such thinking. The implementers should endeavour to bring home' the point to the citizens regarding the constraints being faced by the administration. The politicians should also press upon the citizens to extend cooperation to the implementors. Lack of cooperation from citizens affects the process of implementation very badly.
- (j) **Vested interests:** The policy implementers face substantive problems and challenges from the vested interest groups. The aggregated interests of the people are made use of for jeopardizing the implementation activities. Every subsection of the society clamours for the protection of its own interests. For doing so, the collected and mobilized people go to any extent to safeguard their interests. The implementers are influenced, the official working is obstructed, and efforts are made to get the policies implemented in a way which

suits the specific interests. As a result the process of implementation gets a setback. The implementers, as a result of uncooperative attitude of the concerned interests, find it difficult to execute the policies in a desired way.

- (k) **Lack of motivation:** The officials involved in the process of implementation do not find enough scope for their getting motivated. There is little effort made to build the morale of the employees in governmental organizations. De-motivated employees with low morale do not contribute as required in performing the job of implementing the policies. The implementation process gets severely affected because of this.
- (l) **Lack of accountability:** The subordinates are, as per rules, accountable to the seniors who assign the task of policy implementation to them. It is more so in theory than in practice. Contradictory policies, inadequate infrastructure, lack of proper support and guidance from the higher rungs, frequent transfers, etc., are some of the important aspects which provide enough leverage to the grassroots implementers for, not being absolutely accountable to the high-ups. Lack of proper monitoring and evaluation also stands in the way of required accountability. Such, lack of accountability obstructs the overall effective mechanism of implementation.

B. **Some Additional Factors hampering implementation in India**

- i. In India, diligence in respect of each item of expenditure is observed very thoroughly while some other factors which contribute for more to productivity than diligence are neglected. For example, the quality of material and its timely availability are highly neglected in the Indian situation.
- ii. In India, an over cautious approach to delegation and decentralization exists. The result is that the top level executives are still plagued with routine work. Hence, they are not able to devote their maximum time to policy formulation,

which is in accordance with the Parkinson's laws.

- iii. Importance of a climate of trust and acceptance of bonafide mistakes are not accepted as necessary steps of progress in India and the person responsible for such a mistake, even though a bonafide one is punished.
- iv. A fact that social change processes are often multidimensional and unstructured is not appreciated by the Indian policymakers. The policies are hence conceived in isolation, without taking into account its impact on other social subsystems, neglecting the acceptability of the policy from the viewpoint of the target groups. For example, the poverty alleviation programmes do not provide for the backward-forward linkages.
- v. Policies are often Utopian i.e. away from the realities of Indian conditions and are often ahead of their times or over ambitious. This results in a huge gap between the existing administrative capabilities and the capabilities required of the administration. The result is that the targets are underachieved and to save their skin, the bureaucrats show results only in paper.
- vi. Policies declared by the politicians are often populist in nature. However, the will to implement such policies is missing in the administrative quarters for various reasons. The administrators see these policies as waste of precious resources, At times, the politicians themselves are not enthusiastic about the implementation and hence in such a situation both the politician and the civil servant put the blame on each other.

Going by the above discussion about the bottlenecks in the policy implementation, it appears that policy implementation is often the weakest link in the entire policy process. Though it seems very difficult to play the loopholes in the implementation, certain safeguards can be observed to avoid policy failures. It is desirable to make ambitious policies, however, over ambition needs to be curbed. Similarly, if the grass root experience of the administration is included in the policy, the chances of its success increase very rapidly. At the same time, public policy should also include Administrative policy as well as the strategies about overcoming the expected resistance from

some sections of the population. The need of the hour is hence to induce professionalism among the policymakers. For achieving this, certain behavioural reforms along with structural reforms are required.

C. Role of Non-governmental Agencies/Voluntary Organizations in policy implementation

It is a fact that policy implementation is the major obligation of the governmental agencies. Nevertheless, the non-governmental agencies, viz.: voluntary organizations, pressure groups and citizens also contribute in the process of policy implementation. It goes without saying that without the active cooperation of these NGAs the governmental machinery cannot adequately and effectively undertake the task of policy execution:

Voluntary organizations

Voluntary organizations are variously described and defined. Some of these are:

- **Michel Banton** characterized voluntary organization as a group organized for the pursuit of one interest or of several interests held in common.
- **David L. Sills** identified it as a group of persons organized on the basis of voluntary membership, without state control, for the furtherance of some common interest of its members.
- **Norman Johnson** identified four characteristics of voluntary organizations. They are: (i) method of formation - which is voluntary on the part of a group of people; (ii) method of government- with self-governing organization to decide on its constitution, its servicing, its policy and its clients; (iii) method of financing - with at least some of its revenues drawn from voluntary sources, and (iv) motives - with the pursuit of profit excluded.

The Seventh Plan Document mentions the following criteria for the identification of rural voluntary agencies:

- i. The organization should have a legal entity;

- ii. It should be based in a rural area and be working there for a minimum of three years;
- iii. It should have broad based objectives serving the social and economic needs of the community as a whole, and mainly the weaker sections. It must not work for profit, but on a no-profit no-loss basis;
- iv. Its activities should be open to all citizens of India, irrespective of religion, caste, creed, sex or race;
- v. It should have necessary flexibility, professional competence and organizational skills to implement programmes;
- vi. Its office bearers should not be members of any political party;
- vii. It should declare that it will adopt constitutional and nonviolent means for rural development purposes; and
- viii. It should be committed to secular and democratic concepts and methods of functioning.

The above discussion on the meaning of voluntary organizations may help us to identify their important features. The National Institute of Rural Development Study identified certain characteristics as important features of voluntary organizations. These include:

- flexibility in organization;
- personal touch;
- easy accessibility to client groups;
- capacity to experiment with new programmes;
- mobilization of resources of the community;
- sensitivity to field problems; and
- self-help and self-reliance.

Pressure Groups

It is an organized interest group in which members share common views and objectives. They actively carry on programmes to influence government officials and policies. Unlike political parties, which seek to win control of and operate the government, the pressure groups are mainly interested in influencing the determination and implementation of public policies that directly or indirectly affect their members. Such groups vary considerably in size, wealth, power and objectives. The theory of pressure group rests on the

psychological principle of attainment of self-interests and accomplishment of the goals of a particular section of the society. For the protection and up-liftment of their common interests, individuals join hands and form groups for influencing the governmental agencies for achieving their ends.

On the Indian scene there are number of pressure groups operating to safeguard their interests. Some-of the more important ones are:

- a) the business group - (which is most effective), most significant of the business groups are the Federation of Indian Chamber of Commerce and Industry, and the Associated Chamber of Commerce;
- b) another important group is the trade union. The trade unions, when required, can be very vocal and militant in their approach to fulfill their demands. All India Trade Union Congress and the Indian National Trade Union Congress are some of the examples of this group. The trade unions have been able to encourage class consciousness and class solidarity among the workers;
- c) peasant organizations are other important groups who safeguard the interests of the peasants and agriculturists. All India Kisan Congress, All India Kisan Kamgar Sammelan, Akhil Bhartiya Kisan Sangh, Bharatiya Kisan Union, Shetkari Sangathana, etc., are-some of the important types of this kind;
- d) students organizations are also active pressure groups. These groups are active on various crucial aspects. Their activities are not just confined to issues in education. National Students Union of India, Akhil Bhartiya Vidyarthi Union, Radical Students Union, All India Students Federation, Students Federation of India are some of the most active groups of students; and
- e) there are also some caste and community' associations in India which operate to safeguard the interests of their respective' classes and communities. Some of the notables among these are - Scheduled Caste Federation, Backward Caste Federation, Vishwa Hindu Parishad, Northern India Christian Conference, Southern India Christian Conference, etc.

The different pressure groups represent distinct groups in the society

and pressurize the government to function in a manner which is conducive to the best interests of the groups.

Citizens

In a democratic polity, the government is not only of and by the people but also for them. The policy implementers have quite a substantial role to play because it is through them that the clientele group in the form of citizens can get benefits, justice and whatever is due to them at appropriate times. The citizens depend a lot on the policy implementers because it is they who translate into action the policies and programmes formulated and framed by the people's representatives.

Emergence of NGOs on International stage

A new actor, Non Governmental Organizations (NGOs) or Private Voluntary Organizations (PVOs) has emerged on the international stage. A decade ago, NGOs were fairly peripheral to major international diplomacy. Today, however, NGOs participate actively in various political, economical and social matters. NGOs work on their own, in conjunction with individual governments or with international organizations.

NGOs come in all sizes, shapes, ideologies, nationalities, organizing structures and styles. Some focus on nothing but local issues. Others address issues that span whole continents, and some like Amnesty International span the entire globe. Their very diversity reflects the complexity of these organizations. NGOs encompass everything from charities and relief agencies to political parties; think tanks and academic centers to community organizations; cultural associations to continent wide farmers' networks; women's groups to environmental federations; social movements to human rights and religious groups.

NGOs are usually formed among private groups of individuals sharing specialized interests in regards to issues that can be local, national or international. The main characteristics of voluntary agencies would be that they:

- be established by a group of private individuals or NGOs;

- be autonomous;
- be managed by an independent, volunteer board of directors elected periodically by the members;
- have a clearly defined constituency and be accountable to that constituency;
- be financially independent;
- have a formal legal status, permanent headquarters and employ professional or volunteer staff; and
- have humanitarian objectives and programmes.

While a few such organizations had existed from the early beginnings of the nation-state, they were to proliferate in the transnational era and increased even more dramatically after World War II. This change can be attributed to technological developments, industrialization, and urbanization. Further still these factors are likely to continue to make the presence of NGOs felt in global arena.

The industrialized democracies in recent years have accounted for well over half of all memberships in international NGOs, and have been headquarters for almost 90 percent of all these organizations. For example, the term NGOs is used to refer to such organizations as the International Red Cross, Oxfam, Care, Amnesty International, International Chamber of Commerce, International Confederation of Free Trade Unions, International Criminal Police Organization, Salvation Army, World Federation of United Nations Associations, etc. Hundreds of NGOs are permitted direct involvement in the activities of several UN agencies. Their tasks involve sharing information and advancing proposals as part of a web of governmental, intergovernmental, and nongovernmental efforts aimed at global problem solving. NGOs, then, are an indispensable organ of international importance.

India & NGOs

India has a long tradition of social service, social reform and voluntary agencies. NGOs emerged in India soon after Independence when Mahatma Gandhi made a plea for dissolving the Indian National

Congress (the political party which came into power upon Independence), and transforming it into a Lok Sevak Sangh (Public Service Organization). This plea was, however, rejected; nevertheless, it did not halt the formation of non-governmental organizations in India. Many Gandhi followers established voluntary agencies to work closely with the governmental programs on social and economical issues. These agencies organized handicrafts and village industries, rural development programs, credit cooperatives, educational institutions, etc.

The second stage of growth of NGOs in India was around 1960 when many individuals noticed that the governmental programs seemed to be inadequate to deal with the deprived sections of India. These groups formed organizations that worked on behalf of the poor, the landless, the tribals, the bonded labourers, and many other social groups that were being discriminated against by the policies of the state and social structure. These *grass roots* organizations work at the micro-level and work with limited resources and lack of coordination.

Since Independence in 1947 until around 1980 there was little effort on the part of the Indian Government to define the role of a voluntary agency or to recognize its importance. In 1980, however, with the Sixth Five Year Plan (1980-1985), the government identified *new areas* in which NGOs as *new actors* could participate in development. These areas included:

1. Optimal utilization and development of renewable source of energy, including forestry through the formation of renewable energy association at the block level
2. Family welfare, health and nutrition, education and relevant community programs in the field
3. *Health for all* programs
4. Water management and soil conservation
5. Social welfare programs for weaker sections
6. Implementation of minimum needs program
7. Disaster preparedness and management (i.e. for floods, cyclones, etc)
8. Promotion of ecology and tribal development, and
9. Environmental protection and education.

This plan, nevertheless, was to become the first of a series. Under the Seventh Five Year Plan (1985-1990) the Indian government envisioned a more active role for voluntary organizations to aid in making communities as self-reliant as possible. These groups were expected to show how village and indigenous resources could be used and how human resources, rural skills and local knowledge, grossly underutilized at present could be used for their own development. NGOs because of their situation and interaction with local people can be very effective in bringing change since they are able to address issues that governments are often not able to comprehend. That is, because these organizations work at the grass roots level they are able to sense the urgency of issues and prioritize into the problem solving mode at a quicker pace.

In the seventh plan document, there is a detailed discussion about the role of voluntary agencies in rural development. The role mentioned comprises:

- a) to supplement Government programmes - to provide choices and alternatives to the rural poor to enable them to improve quality of their life;
- b) to serve as eyes and ears of the villagers;
- c) to devise simple, innovative, flexible and inexpensive strategies and projects of participative types;
- d) to activate and improve responsiveness of the delivery system to meet the felt needs of the poorest of the poor;
- e) to disseminate information about on-going and proposed welfare and development programmes of the Government;
- f) to stimulate local communities to adopt a self-reliant attitude of mind;
- g) to demonstrate more effective utilization of local resources, material and human, to the local people;
- h) to demystify and simplify technology and make it available to the rural poor;
- i) to motivate communities to mobilize local resources for self-reliant development process; and
- j) to create social awareness among the poor to demand better performance of services from concerned public sector agencies and also to impose local accountability on their performance.

The seventh plan document also emphasized the importance of people's participation in development. Development goals may not be fully achieved if there is too much dependence on bureaucracy. The plan document identified the areas for involvement of voluntary organizations in rural areas as:

- i. Integrated Rural Development / Rural Landless Employment Guarantee Programme / TRYSEM;
- ii. Implementation of land ceilings and distribution of surplus land;
- iii. Enforcement of minimum wages to agricultural labourers;
- iv. Identification and rehabilitation of bonded labourers;
- v. Supply of safe drinking water; repair and maintenance of water supply system with community support;
- vi. Afforestation, social forestry, development of bio-gas and alternative energy sources (Solar, Wind energy, smokeless chulas, etc.);
- vii. Promotion of family planning;
- viii. Primary health care; Control of leprosy, T.B., Blindness; and preventive health programmes using village resources;
- ix. Programmes for women and children in rural areas;
- x. Innovative methods and low cost alternatives in elementary, primary and middle school education for children, adult education and non formal and informal education;
- xi. Consumer protection, promotion of cooperatives;
- xii. Promotion of handicrafts and village and cottage industries;
- xiii. Promotion of Science and Technology; xiv) Legal Education;
- xiv. Rural Housing - improvement of rural slums; xvi) Environmental ecological improvement; and
- xv. Promotion and encouragement of traditional media for dissemination of information.

In the Eight Five Year Plan the importance of NGOs is further enhanced, paying particular attention to the role of these agencies as participants in rural appraisal for drawing up development plans at a very low cost and involving the rural community. The plan document states, "A nation-wide network of NGOs will be created. In order to facilitate the working of this network, three schemes relating to the creation, replication, multiplication and consultancy development have been worked out by the Planning Commission."

During the Ninth Five Year Plan, Planning Department allocated for the first time an outlay of Rs. 169.28 crore for voluntary sector against which the expenditure was to the tune of Rs. 91.34 crore at 1996-97 prices.

D. Approach and Strategy for the Tenth Five Year Plan

Recognizing the catalytic role played by the voluntary sector in the socio-economic development of the people living in the un-served areas, one of the major strategies of the Tenth Plan is to promote voluntary action in the far-flung and inaccessible remote areas as they are the only medium to reach the un-reached. The voluntary sector is being encouraged in the field of Education, Vocational training, Health, Diversification of Agriculture, Women and Child Welfare and Employment Generation Programmes during the Tenth Plan and Annual Plan (2004-05).

Approach

The approach for voluntary sector during the Tenth Plan is as given below:

- In development process, increase in the efficiency of public intervention will be kept at the highest priority.
- Voluntary organizations/NGOs will be strengthened in such a way that they would work as a supplement to the governmental e
- To facilitate partnership between the voluntary sector, private sector, panchayat raj institutions and local self govern
- To promote, revive and galvanise the spirit of voluntarism
- To improve the working of Voluntary Organizations by making them transparent and accountable.

Strategy

- Promoting voluntarism in the State through sensitizing government officials about the catalytic role of N.G.Os in development.
- Review of policies and simplification of procedures/guidelines for involvement of voluntary organization.
- Review of Societies Registration Act, 1860 to suit the users department.
- Encouraging voluntary organisation to serve in the unserved remote areas.
- Evolving transparent system for the selection and funding the Voluntary Organization for each department
- Classification and grading of N.G.Os. on the basis of territorial functioning, sources of funding and work expertise and potent
- Identification of Good and Bad N.G.Os. Wide publicity of such information using web site of Planning Department
- Evolving monitoring and evaluation methodology of schemes/programmes being implemented by the Voluntary Organization.
- Government and NGO interface at fixed interval, with the help of NGO Cell, to remove the grievances and improve functionality.
- Identification of Mother NGOs for the capacity building of NGOs. Monitoring the budget for NGOs training in various departments/programme and developing training module.
- Documentation and Dissemination of success stories for replication of best practices used by NGOs through wide publicity using the Planning Department's website.
- Studying the level of coordination between government and N.G.Os in various States.

The proposed outlay for the Tenth Plan (2002-07) is Rs. 536.04 crore.

Areas / Programmes to be implemented through NGOs.

- Creation of Rural Infrastructure for marketing of agriculture and allied produce.
 - Women Welfare and their empowerment.
 - To organize the poor in small groups and taking capacity building measures to enhance self reliance of such group
 - Family Welfare Programmes
 - Rural Sanitation Programme
 - Poverty alleviation and employment generating programme
 - Imparting education in remote areas through innovative measures
 - Environment protection
 - Entrepreneurial Development Training Programmes
 - Programmes relating to the welfare of SC/ST/OBC/Handicapped persons
 - Rural Water Supply Programme
 - Food Security
 - Disaster management
 - Tourism and Cultural Affairs
 - Human rights
 - Resettlement and rehabilitation of oustees by big projects
 - Impact of WTO on State's economy
 - Integrated wasteland development project
 - Capacity building measures to village level institutions.

Strength of Voluntary Organization

- Dissemination of knowledge regarding local conditions and close communication with the local communities enabling them to assess local needs of the people and motivating them and enlisting their ready participation in the development programmes.
- Flexibility of approach, less rule bound no rigid guidelines as in the government departments. This enables them to innovate, do action research and come out with the strategies really related to local needs.
- Less complex administrative structure as compared to government departments.
- Much closer to the poorest section of the society and they interact with the section directly across the table.
- Use of local resources.
- Committed to achieve local self sufficiency.
- Involvement of women in the voluntary agencies programme.
- Access to unpaid or less paid workers.
- They can provide more efficient delivery of services at substantially lower costs and create gainful employment.

Weakness of Voluntary Organization

- Their inability to cooperate with each other.
- Their accountability and transparency is not proved by and large.
- Their operations are small in scale.
- Uncertainty over availability of human and financial resources hampering planning of their activities
- Increasing dependency on governmental funds or donations from external (foreign) donors like the World Bank. This dependent relationship has resulted in a lack of flexibility on the part of NGOs to pick their missions and objectives since many are expected to perform certain tasks in return for funding.

- Has also created structures that have become more bureaucratic in nature and, hence, less effective in development.

In the Tenth Five Year Plan, it has been decided to promote voluntary action in programme identification, planning and implementation. In addition to this, there is a need to improve the working of voluntary organizations by scaling up their operations and by making them transparent and accountable.

The non governmental organizations are expected to play a significant role in the policy implementation. In recent years, voluntary organizations are actively involved in contemporary social issues, like environmental protection, legal aid to poor, consumer protection, human rights protection, Harijan and tribal development, child welfare, etc

E. Role of mass media in influencing policies

Goals and policies are “value loaded terms referring to a distant state of things that are intended to be achieved.” Removal of poverty, for instance, can be considered a goal which the Government of India wants to pursue. Rural development, urban development and industrial development policies are then geared to the attainment of this broad public goal. Policies, in this context, are “major instruments that are carefully formulated to move the society towards the goal.” In a democratic system which recognizes freedom of the press and freedom of thoughts and expressions, mass media exert a tangible influence on the formulation of policies.

There are three types of the role which the mass media can play in influencing policies. These are” information role; orientation role; and suggestive role.

Information Role

Mass media reflect the real life problems, needs and aspirations of various classes and groups of the society. Such information provides valuable inputs to policy formulation. Mass media enlighten the policy – makers with information relating to latest scientific and technological achievements, and also with their coverage of significant events and processes in other countries of the world. Mass

media also present public reactions to government policies. Such information is very useful for the evaluation of policy outcomes. This evaluation may lead to major or minor changes in an existing policy.

Orientation Role

In India, where half of the total population lives below the poverty line, any policy which is not directed towards attacking the problems of poverty is unlikely to have spectacular results. A mass – oriented education policy, for instance, has no meaning if it is not supported by a mass – oriented economic policy. The choice, therefore, lies between elite – oriented policies and mass – oriented policies. Mass media can either assist the former or the later.

In any system of government, the ruling elites, by virtue of their position in the power hierarchy, play a dominate role in the policy – making. It is quite natural that as policy – makers these elites would lean towards elite – oriented policies rather than mass – oriented policies. By lending support to mass – oriented, the mass media can play a significant role in bringing about spectacular change in the attitudes and approaches of the elite.

Suggestive Role

Democratic values are essentially pluralistic. Consequently, the policy – makers in a democratic system are always left with multiplicity of choices, and policy decision involves a rigorous exercise of making a particular choice from multiple options. Mass media not only stimulate discussion of the various choices available but also make specific suggestions in favour of one particular choice or the other. Editorial articles of newspapers, for instance, not only make critical comments on government policies but also suggest alternative policies or measures. Such comments and suggestions make the policy – makers’ tasks easier. It enables them to arrive at a particular policy decision and to amend or reverse wrong policy diagnoses and decisions.

F. Mass media and public opinion

“Public Opinion”, as Charles Steinberg has defined it very aptly, “is

the collective expression of the opinions of many individuals bound into a group by common aims, aspiration, needs and ideals”. According to him, the power of public opinion, in terms of its social efficacy, acts in two directions. First, the opinions of a group or public are formed and influenced to a large degree by those in authority. They use their authority to maintain and solidify these opinions. The press and other mass media are voices of authority to which the public pay heed. On the other hand, these so called authorities are influenced in a democratic society by the power of public opinion. It reveals, therefore, that the use of mass media for the purpose of influencing public opinion is not unilateral but operates on a system of “healthy checks and balances”.

It is against the above background that we shall now discuss the role of mass media in (1) increasing awareness among the people and (2) in mobilization of public opinion in a democratic society as ours which has its consequences on policy – making.

Increasing Awareness among the People

For the facts relevant to the formation of public opinion, everyone has to depend on media. If the literate people depend more on news papers, the illiterate people would obviously depend on cinema, radio or television. Most of these media disseminate news and views of wide variety such as legislative debates, speeches of eminent personalities, announcements of governments, political parties and social action groups, public grievances and current issues and problems. Such news and views help people to increase their political and social awareness. Such awareness, in turn, helps in the formation of public opinion.

Mobilization of Public Opinion

The mass media also play a vital part in mobilization of public opinion. The dissemination of information is not the only function of the mass media. The interpretation and systematization of information into a particular viewpoint are also undertaken by the media.

G. Policy Evaluation

Policy evaluation means determination of the impact of the policy on the society. The nature of the policy evaluation process is very much similar to the performance audit. The evaluation of a policy after it has been implemented is very important to prepare a databank for future requirements. Policy evaluation is done in 3 stages.

1. Policy impact Evaluation

Here the impact of the policy on the environment is evaluated.

2. Policy Strategy Evaluation

Here it is evaluated as to what fails and what succeeds as a policy. It is also evaluated as to which of the strategy succeeds in overcoming the resistance to the policy.

3. Policy Project Appraisal

Under this the actual projects under the policy, their achievements, their failures, their targets achieved etc., are evaluated.

Barriers to Evaluation

The process of evaluation faces the following bottlenecks

1. Uncertainty over policy goals: This uncertainty of goals is a product of policy formulation and the policy adoption process itself. Since most of the world governments are of a coalition nature, a policy needs the support of the majority in the coalition for pushing it through the legislature. In this process, the policy becomes diffused and unclear in order to accommodate a number of sections of opinion. Again officials administrators, legislators may interpret and defy these goals and hence act according to their interpretation. Since the goals are uncertain/unclear the evaluation of the policy against these becomes pretty difficult.
2. Difficulty in determination of casualty i.e., it is very difficult to

establish a cause and effect relationship in case of a social experiment. Since evaluation means establishing these relationships it becomes a very difficult job.

3. Diffused policy impacts are there in the case of Public Policy which is spread over wide sections of the population. Hence, the evaluation process is required to be carried out on a massive scale requiring massive resources, which are often not there with the evaluating agencies.
4. Difficulties in data collection are often encountered in government. An official resistance to provide data probably because of the political consequences of evaluation and the possible resultant threats to the career is always found in practice. In the absence of the required data, the requisite analysis of the policy impacts cannot be carried out.

Public Policy as a Science

The above discussion on the policy process brings out the fact that the Public Policy is an integrated concept which includes policy formulation, policy implementation policy evaluation and estimation and removal of bottlenecks at various stages of the policy process. There is a suggestion hence to make the study of Public policy as a Science. The following arguments have been advanced in this regard:

1. Since the policy process involves systematic analysis of all the social aspects, at all the stages i.e. formulation, implementation and evaluation, it should be considered as a science.
2. Mythology-wise, we apply all the new and latest techniques of science and mathematics e.g. Operations Research, Optimization techniques, Computers, etc. to analyze the policy and its outcome.
3. Selection of the most viable alternative, based on total Cost Benefit Analysis, or techniques etc. provides it a quantitative nature as well as the predictability and the repetitiveness of the results are indicative of the qualities of a science.
4. Policy making over the years has become very rational hence randomness in the course of action is being avoided by having plans and adopting the latest techniques of science.

Hence the need is to make the policy-process into a policy science and

to increase its cooperation with physical and behavioural sciences. However, there has been very inadequate contribution of physical and behavioural sciences to the policymaking process. This is particularly surprising in the case of behavioural sciences as the aim of these i.e. to understand the society and to apply the scientific techniques into practice. Hence, the need now is to have interdisciplinary studies in the area of policy science that can fuse the behavioural and management sciences and at the same time absorb the relevant elements from other disciplines.

Concept of Policy Science

Policy science is composed of two words. The word science carries here with it a sense of universality. However, the word policy has reference to objectives and preferences to goals and designs loaded with value implications in one form or another overt or covert. Hence the words policy science carries heavy connotations of ideology in the sense that they imply a positivistic view of the world i.e. they are reflecting one particular view of the world and how to make it comprehensible and possibly manageable.

The concept of policy sciences was first given by Harold Laoswell in 1951). He emphasized four points

1. Policy science involves a crucial role for enlarged information base i.e. policy science is information intensive.
2. It also involves creation of greater facilities for communication between researchers, policy advisers and decision makers so that a sound policy results.
3. Time orientation is very important in policy science i.e. the past and the future arc to be viewed as segments of single continuum for the purpose of evolution of a fruitful policy.
4. The need is to make the relationship between policies and the values more explicit. The reason for this is that it is being recognized world over that not all the emphasis on values is bad but some value orientation is good for the society.

According to scholars, the study of policy science shall consist of three streams

1. **Policy knowledge** i.e. studies about what actually a policy is in general terms, knowledge about the provisions of the policy.
2. **Policy issue knowledge:** It involves having the knowledge about the issues behind a particular policy i.e. understanding the issue itself rather than the recommendations contained in the policy. Here, the focus is on the disease and not on the medicine.
3. **Policy making knowledge:** This deals with the actual system of policymaking process. It includes policy formulation, bottlenecks in the policy formulation, and policy execution etc.

Critical Evaluation of Policy Science Approach

Policy science approach, though good from the point of view of enlarging the scope of Public policies and providing them with more instruments and rationality for future success has been criticized for the fact that it still continues to be a value-free Weberian discipline armed with a bag of techniques and nothing else. Again the contribution of behavioural sciences to the policy science approach is the barest minimum and this is a point of concern. It has also been criticized for largely avoiding the questions of preferences, objectives and goals. It so far has concentrated mainly on questions of means and efficiency while it avoided the concept of effectiveness of policies. Hence, policy science approach of today needs a lot more improvement along the lines enumerated above.