

CHAPTER ONE  
**THEORIZATION**

## 1.1 INTRODUCTION

From the Political Perspective, a policy is a public need assuming importance and as far as possible, appropriately assessed for its actual fulfilment. It involves an identified and definite public problem and the preparation of the State to meet it in a particular style. It conceives a line of action to achieve a certain result negative or positive or disclose a resolve to refrain from acting on a specific issue or matter. "Policy as a rule is the product of extensive study and intensive analysis of available data and information therefore, it is apparently believed to be superior function confined to the top echelons of administration".

Equality of status and of opportunity ..... "the rubric chiselled in the luminous preamble of our vibrating and pulsating constitution radiates one of the arrowed objectives in our Sovereign, Socialist and Secular Democratic Republic. In every free country which has adopted a system of governance through democratic principles, the people have their fundamental inalienable rights and enjoy the recognition of inherent dignity and of equality analogous to the rights proclaimed in the 'Bill of Rights' in U.S.A., the 'Right of Man' in the French Constitution of 1791 and 'Declaration of Human Rights' etc. Our constitution is unquestionably unique in its character and assimilation having its notable aspirations contained in Fundamental Rights ( in part - III ) through which the illumination of constitutional rights comes to us not through an artless

window glass but refracted with the enhanced intensity and beauty by prismatic interpretation of the constitutional provisions dealing with equal distribution of justice in the Social, Political and economic spheres.

## 1.2 WHAT IS PUBLIC POLICY

The size and complexity of modern government make it necessary for citizens to understand what policies in certain areas are, how those policies are made and changed and how to evaluate the effectiveness and morality of the policies. Government is complex and becoming more complex everyday. The institutions of government are also becoming more complicated and numerous. (1) The subject matter of government policy is more complex and technical now than it was years ago. Government must make decisions about the risks of nuclear power plant accidents, the reliability of technologically sophisticated weapons systems and the management of a huge economic system.

The essence of public administration is policy making. Policies are vital for planning a course of action. They supply necessary guidelines which help planning implementing and realising desired objectives and is keeping the activities of the objectives within a prescribed framework of action. Policies thus give meaning and form to objectives. Although public policy has been a major concern of social scientists and the general public for a long time, there is considerable disagreement over what public policy is and what it is not. There are two standard definitions of public policy - one broader and one narrower than the first. The narrower definition of public policy focuses on

the direct impact of specific governmental decisions ..... The more comprehensive definition includes. The governmental and non-governmental factors influencing those decisions.

The term is often confused with rule, customs and decision making. While both rule and policy in being more specific and rigid. A custom can be defined simply as "habitual course of action". A distinction is also made between policy and methods or procedure. While the former is concerned with basic issues, the latter deal with the way of giving effect to the policy. The terms goal, purposes, policies and objectives are often used synonymously. Goals and purposes refer specifically to broad intents for the realisation of which policies and objectives are formulated e.g. removal of poverty is a goal which is sought to be achieved by gearing rural, urban and industrial development policies in that direction i.e. policies are instruments for realising definite goals, the former is the means for realising the end(goals). Objectives are mere concrete ends to be achieved by following specific policies. As public policy studies are now popular everything government does is labelled a part of a study of public policy and adopt a more restrictive definition of public policy, but not too much more restrictive. Stated most simply, public policy is the sum activities of governments whether acting directly or through agents, as it has an influence on the lives of citizens.

### THREE LEVELS :

Within that definition, we can determine three level of

citizens. At the first level, we have policies choices, decisions made politicians, civil servants or others and directed toward using public power to affect the lives of citizens. Presidents, Governors, administrations, and pressure groups, among other make such policy choices. What emerges from all those choices is a policy in action. At the second level, we can speak of Policy outputs - policy choices - being put into action. At this level the government is doing things, spending money, hiring people or promulgating regulations that will affect the economy and society. Outputs may be virtually synonymous with the term, program commonly used in government. Finally, at the third level we have policy impacts - the effects of policy choices and policy outcomes on citizens. (2)

### 1.3 INSTRUMENT OF PUBLIC POLICIES :

Our definition recognizes the complexity and interorganizational Characteristics of public policy. Few policy choices are decided and executed by a single organisation or even a single level of government. Rather, policies interm of their effects emerge from a large number of programs, legislative intentions, and organisations interactions to affect the daily lives of citizens. The question posed many years ago Harold Lasswell ; "who gets what ?" is still useful in understanding public policy.

Government have a number of instruments by which they can influence society and the economy and produce changes in the lives of citizens. The choice of which to employ in any particular instance may depend on the probable effectiveness of

the instrument, its political palatability and tradition. And some policy instruments may be effective in certain areas but not in others.

#### Law :

Law is a unique resource of Government. It is not available to private actors who have access to the other instruments of policy we will discuss. Governments have the right to the legitimate power of the state. In most instances, simply issuing the law is sufficient to produce compliance, but at times monitoring and enforcement are crucial to the effectiveness of this instrument. Citizens daily obey many laws without thinking about them, but both the policies and the agencies that monitor environmental control, occupational safety, and product safety are also busy trying to ensure proper enforcement of legislation.

We should make several points about the use of laws as instruments of policy. First laws are used as a means of creating the most important output government for citizens in society. Second the laws to regulate economic and social conditions to the <sup>(3)</sup> much greater extent than most other countries do. Third law can be used to create burdens as well as benefits. In effect any action of government needs a legal hook on which to hang, but the ability of a simple piece of paper to create both rights and obligations is one of the essential features of public society.

#### Services :

Governments also provide a number of services ranging from defence to education to recreation. In terms of employment,

education is by far the longest directly provided public service,  
(4)  
employing.

#### Money :

Government also provide citizens, organisations, and other governments with money. All money collected in taxes to support their actives. Transfers for citizens range from social security and unemployment benefits to payments to farmers to support the prices of certain commodities. The use of money to attempt to promote certain behaviours is in many ways an inefficients means of reaching policy goals. The money paid out in social security benefits, for example, in intended to provide the basics of life for the recipients, but nothing prevents the recipients from buying food for their pets rather than food for themselves. The use of money dispersed to other levels of government in both  
(5)  
restricted and unrestricted.

#### Taxes :

The government giveth and the government taketh away. But the way in which it chooses to take away may be important in changing  
(6)  
the distribution of burdens and benefits in society. The use of the tax system as a policy as well as revenue collection system is perhaps evenless certain in its impact than are expenditures, for the system in essentially providing incentives rather than mandating activities. Citizens have a strong incentive to buy homes of their own, but no program is established to construct housing. Taxes may also be used more directly to implement policy decisions. For examples, there are proposals to substitute taxes

on pollution for direct prohibition and regulation of pollution. Tax incentives are a subset of all incentives available to governments to encourage or discourage certain activities. The argument for their use, as well expressed by Charles Schultze, is that private interests (e.g., avarice) can be used for public purposes. (7) If a system of incentives can be structured effectively, then demands on the public sector can be satisfied in a more efficient and inexpensive fashion than through direct regulation. Clearly, this form of policy instrument is applicable to a rather narrow range of policies, mostly those that are now handled through regulation, but even in that limited range the savings in costs in governments and the costs imposed on society may be significant.

#### Other Economic Instruments :

Government has a number of other economic weapons at its disposal. (8) Governments supply credit for activities such as farmers purchases of land and supplies. When it does not directly lend money, government may guarantee loans, thus making credit available (e.g. for the Chrysler Corporation) when it would otherwise not be. Governments can also ensure certain activities and property.

#### Suasion :

When all other instruments fail, governments can use moral suasion to attempt to influence society. Government as a whole or particular political officials are often in good positions to use such suasion. They have the ability to speak in



the name of public interest and to make those who oppose them appear unpatriotic and selfish. Suasion, however, is often the velvet glove disguising the mailed fist, for governments have formal and informal means of ensuring that their wishes are fulfilled. Suasion is an affective instrument as long as people regard the Government as a legitimate expression of their interests. Governments have a number of instruments with which they try to influence the economy and society. Using these instruments they distribute what they have at their disposal. The most fundamental things that governments distribute are rights. These are largely legal and participatory, but with the growth of large entitlement programs that distribute benefits to citizens, rights may now be said to include a number of cash benefit programs as well. Governments also distribute goods and services. They do this directly by giving money to people who fall into certain categories (e.g. unemployed) or by directly providing public services such as education. They also do this less directly by providing incentives to individuals to behave in certain ways and to make one economic decision rather than another. A huge amount of money flows through the public sector where it is shuffled around and given to different people. Finally, governments distribute burdens as well as benefits. They do this through taxation and through programs such as conscription, which take from individuals physically rather than taking from them financially. Like expenditures, taxes, are distributed broadly, especially state and local taxes. Even the

poorest citizens must pay a sales tax on what they buy, and the must pay social security taxes as soon as they begin to work. In other words, every one in society benefits from the activities of government, but every one also pays the price.

#### 1.4 THE ENVIRONMENT OF PUBLIC POLICY :

Several characteristics of the political and socio-economic environment influence the nature of the policies adopted and their effects on citizens. Policy is not constructed in a, it is the result of the interaction of all these background factors with the desires and decisions of those who make policies. Neither individual decision makers nor the nature of "the system" appears capable alone of explaining policy outcomes. Instead, policy emerges from the interaction of a large number of forces.<sup>(9)</sup>

##### Conservatism :

American politics is relatively conservative in policy term. The social and economic services usually associated with the mixed economy welfare state are generally less developed than those Europe.

##### Participation :

Another attitudinal characteristic that influences public policy in the United States is the citizens desire to participate in government. A natural part of democratic politics, participation has a long tradition in American politics.

##### Pragmatism :

The reference to ideological desires beliefs another cultural characteristic of American policy making that is

usually, and quite rightly applied. This characteristic is pragmatism, the belief that one shall do whatever works rather than follow a basic ideological or philosophical system.

Wealth :

Another feature of the environment of American public policy is the great wealth of the country. This great wealth is threatened by two factors. First, the U.S. economy is increasingly dependent on the rest of the world. This is true in terms of financial and monetary policy, but it is especially true in terms of raw materials. We are all familiar with this nation's dependence on foreign oil, but the economy is also heavily dependent on other countries for a range of commodities necessary to maintain its high standard of living.

Diversity :

American society and economy are also diverse. This at once provides a great richness and strength to the country and presents policy problems. One of the most fundamental diversities is the uneven distribution of wealth within society. Diversity of racial and linguistic backgrounds is also a significant policy problem in the United States.

World leadership :

Finally, the United States is an economic, political and military world leader.

1.5 FACTORS IN THE MAKING OF PUBLIC POLICY :

Policy making is a function which no government can escape, whether it is democratic, autocratic or monarchical. Policy decisions are necessary because the socio-cultural needs

and environment to society keep on changing, ideologies change, goals and objectives change, and with it a respective change occurs in programmes and policies. Policy is, thus, dynamic and subject to a continuous process. It is subject to the influence of a number of factors like constitutional provisions and limitations ; legislative laws ; influence of public opinion, pressure groups and international law ; concurrence of other agencies etc. Lastly, policy making is a co-operative endeavour involving the efforts of many agencies, e.g. the legislature, the executive, the judiciary, the chief executive, various levels of the hierarchy, political parties, pressure groups etc. E.N. Gladen identifies four different levels of Policy making - Political or general policy framed by Parliament ; executive policy framed by the Cabinet ; administrative policy, the form in which the will of the government is carried out, and technical or operational policy, that the day-to-day policy adopted by officials in the working out of the administrative policy. (10)

The success of the policy depends upon these factors :

- (1) Administrative - The politician who is the source of all decisions has to depend upon administration for efficient guidance and information. Efficiency of the public policy depends upon the efficiency of administrative advice which in turn depends upon the availability of human resources, the quality of administrative ability, capacity of the administrative system to attract and retain competent personnel and upon traditions. (2)
- Organisational - While an organisation owes its shape to the

degree and kind of policy making that goes with it, the actual form of policy making depends upon the nature of the aims and functions of the organisation. (3) Public Opinion - Public opinion is fundamental to the life and death of policy making, for such of the modern administrative effort depends on active co-operation of the citizens.

According to Gladden, much help will be needed from numerous sources and many factors will have to be taken into account in shaping final plans of action. (11) These factors may be classified into four broad categories - party, official, non-official, general or external.

1. Party : i.e. Political Party :

It is external Non-official body, formed by two or more bodies constitutionally, and contending for power. This is a modern innovation for providing programmes and manpower to the government. Because of the complexity of modern public administration and the need for wide spread acceptance of the policy to be implemented, the political party, as a programme - making body, is essential to effective government.

2. Official :

Numerous administrative and officially conceived outside bodies assist the government in policy making. These are - (a) Permanent Officials : They are professional assistant of the government, organising and running the administrative services. They give advice at all stages of policy-making and also ensure the availability of vital information and research

services. Their other responsibilities includedrafting bills and devining the administrative structure and methods of carrying out of policy. (b) Advisory bodies : Their need always has been felt both for policy making and administration. They usually consist of experts, representatives of the citizens or knowledgeable citizen, depending upon the field of operation. This makes consultation with experts, politicians, citizens etc. possible, irrespective of the fact whether they have any official standing or not. The plannning commission, judiciary, national development council,standing labour committee, central advisory board of education, Indian labour conference, import and export advisory committee etc. are example of such bodies. (c) Inquests and Inquiries : Governments, when faced with a problem, tend to appoint committees or commissions of inquiry. Their reports help the government in taking necessary action.

### 3. Non-Official :

These factors include (a) Publicity - It means dissimination of information vital to the health of the community, and essential for effective policy formulation. It is, therefore, necessary that the press should be free. (b) Pressure groups - Lobbying is a well-known device for effecting policies and pressure groups are groups of citizens sharing common interests and fighting for the protection and realisations of these interests. While political parties from the most important pressure group, there are other also such as trade unions, employees associations, students unions, farmers unions, lawyers'

association etc. (c) Citizens' participation - The success of a policy depends no whether or not it is accepted by the people. This is the assense of democracy.

#### 4. General or external :

It would be suicidal for politicians and administrators to frame policies without taking cognisance of : (a) Traditions and meterial context : History, traditions and the socio-economic environment of the country influence government activities, and cannot be ignored by policy makers. (b) Philosophies - Ideologies have the most profound inflouence of policy-making. The teaching of Marx, and the concepts of democracy, liberalism, and socialism, have tremendous influence on policy-making, (c) External - International relations and world economic trends are important consideration policy making. All favourable and adverse reactions have to be anticipated and considered while formulating a policy.

#### Policy making in India:

The basic policy choice is given by a committee which encourage wide public participation, and commissions specialists, if necessary. The committee is assisted by a secretary and secretriate. At times projects are assigned to outside agencies as well.

The ministry directly concerned with that policy influences policy choice in two ways - formation of the committee, and secretriate assistance to the committee. The minister keeps himself abreast with the development in policy

choice by holding discussions with the committee, and then gives the necessary information to the prime minister.

The Prime Minister intimates as well as reacts to certain suggestions in plans or policies. Prime Minister's notes originate either in private discussion or in points brought forward in cabinet meetings ; in political circles or in discussions with leaders ; or through contact with the public or in discussions with people around him.

#### Evaluation of Policy making in India :

The areas of criticism are : (1) The data available is general and diffused. The committee has to pick and choose, while the committee's report provides valuable data for policy making, no continuity is maintained once the committee completes its task. (2) Vast consultation and participation in policy formulation increases the acceptability of the policy, but does not necessarily help in achieving results intended in the policy because committee's suggestions rather than innovations, no single specialists can study complex policy issues alone, and perspective is segmented because schemes and policies are not examined relatively but in isolation.

#### valuation of Public Policy :

The System of built-in checks is as old as the organisation itself. Earlier organisation, being simple, made use of more direct and informal means of control while modern organisations rely on indirect and formula methods. The advance in science and technology has helped in the development of more



sophisticated mechanism of control mainly in the form of reporting and evaluation. For implementation public policy is broken up into different programmes, projects and activities. The success of a policy, programme, or project depends on an efficient system of reporting, analysis and evaluation. (12)

#### Follow-up-Action :

Much of the value, importance and utility of evaluation is lost for lack of follow-up-action. The number of evaluation studies are piling up. Therefore, vigorous follow-up-action is essential if the efforts at evaluation are not to go waste. Each evaluation report should be submitted to the sponsoring agency. Much time should not be lost between the completion of the study and the submission of the report to the sponsoring agency. Evaluation organisations should submit annual reports to their respective legislatures showing the action taken by them on the recommendations of the evaluation organisation. Results of evaluation should be published in the simple language which a layman can easily understand.

#### 1.6 MODELS OF PUBLIC POLICY :

There are different ways of looking at public policy. These are of course not mutually exclusive. Each has a distinct focus and each suggests specific things about public policy. (13)  
Following the classificatory scheme of Dye the models can be presented in the following way :-

##### 1. Institutionalism :

According to this views, Public Policies have their origin in government institutions. "Government lends legitimacy to

policies". Also policies assume universalistic character because of their governmental origin. Government politics are thus applicable to everybody in a society.

The institutional approach has been the traditionally accepted way of looking at policy formulation in government. It assumes that institutional arrangements have their impact on public policy. So, structural changes in government are often attempted to bring about policy changes. In India, institutional changes such as the small farmers Development Agency have been introduced to improve the economic condition of small and marginal farmers. Such structural changes may not always produce the desired consequences. Environmental forces may stand in the way institutional functioning the even direct the operations in such a way that the intended policy impact would become negligible.

## 2. Group Theory :

According to the group theorist, public policy at any point of time reflects the equilibrium reached in the group struggle. As different interest groups struggle among themselves to influence public policy, actual policy making in government tend to tilt toward the groups that are gaining in influence. By contrast public policy moves away from the demands of the losing groups. To quote Earl Latham, "what may be called public policy is actually the equilibrium reached in the group struggle at any given moment, and it represents a balance which the contending factions or groups constantly strive to tip in their favour....."

The legislature referees the group struggle retifies the victories of the successful coalition, and records the terms of the surrenders, compromises and conquests in the form of statues." (14)

### 3. Elite Theory :

Another way of looking at public policy is that it reflects the preferences of a governing elite. A policy is sought to be given a public character, as if it is the result of accommodation of people's demands. Actually, the people as a whole do not care such for government policy, nor do they have adequate knowledge about what goes on in government. They are led and manipulated by the elites. Public policies do not therefore, arise out of the demands of the masses. These flow from the top and do not move up from the bottom.

The elite theory has close resemblance with the group theory, as both refer to policy generation through pressure from specific interests in the society. Group theory, however, is basically pluralistic, whereas elite theory is essentially monistic.

### 4. Rational Model :

A policy is rational when it is most efficient. In calculating efficiency, all social, political and economic values achieved or sacrificed by a public policy have to be considered. Maximisation of 'net value achievement' is thus the hall mark of a rational policy. 'Net value achievement' means that in framing a policy all relevant values should be expolietely taken into account and sacrifices of some values must be more than

compensated by the attainment of some other values. As Herbert Simon defines it, "rationality is concerned with the selection of preferred behaviour alternatives in terms of some system of values where by the consequences of behaviour can be evaluated."<sup>(15)</sup> In formulating a rational policy, the processes will be as follows :-

- (i) all the societal value relevant for the policy in question should be identified and weightage should be given to each;
- (ii) all the alternative courses of action (policy alternatives) should be considered ;
- (iii) all the consequences of each alternative course of action should be identified and evaluated which would mean calculating the ratio between the values achieved and those sacrificed in respect of each policy alternative ; and
- (iv) selection of one alternative the probable consequences of which would be preferable in terms of the most valued ends.

(16)

According to Simon, three kinds of activities are involved in a rational policy making process : intelligence activity, design activity, and choice activity. As he describes the process :

" The first phase of decision-making process - searching the environment for conditions calling for decision - I shall call intelligence. The second phase inventing, developing,

and analysing possible courses of action - I shall call design activity. The third phase - selecting a particular course of action from those available - I shall call choice activity".

Prerequisites of rational policy-making are many, Firstly, an adequate understanding of societal values is extremely important. Secondly, data and information regarding the alternative courses of action must be readily available. Thirdly, there must be a definite decision making system in the organisation with adequate capacity to identify relevant data, analyse them properly and predict the consequences of alternative courses of action.

As Meyerson and Banfield concluded in their study of Chicago public housing, "obviously no decision can be perfectly rational choice since no one can ever know all of the alternatives open to him at any moment or all the consequences which would follow from any action. Nevertheless, decisions may be made with more or less knowledge of alternatives, consequences, and relevant ends, and so we may describe some decisions and some decision-making processes as more nearly  
(17)  
rational than other."

"We believe that neither science, nor an 'optional' system in policy formulation could replace the decision maker's wisdom, experience, judgement and sensitivity for the environment like Indis would have to be concerned with both acceptability and optimality. For without a judicious mix of these two, a policy  
(18)  
may fail to have the anticipated impact."

To sum up, rational policy making is more a desired 'thing' than what actually goes on in the government system. In reality, the process of policy making is beset with many problems and pitfalls - institutional, personal, environmental and ethical. To conclude with Martain Rein, "we need a combined standard for judging the desirability of policies able to pass the tests of what is politically fessible, ideologically acceptable, and rationally compelling ; and such a common standard can never be developed."<sup>(19)</sup>

#### 5. Incrementalism :

The incremental model acknowledges the practical difficulties in rational comprehensive policy making and draws attention to several genuine constraints on administration. Such as constraints of time, cost, intelligence and politics. The incrementalist disclames is best represented in the statement of Charles Lindblom, and eminent economist. Commenting on the rational model, Lindblom writes :

"It assumes intellectual capacities and sources of information that men simply do not possess, and it is even more absurd an as approach to policy when the time and money that can be allocated to a policy problem is limited as is always the case of particular importance to public administrators is the fact that public agencies are in effect usually instructed not to practice (this) method. That is to say, their prescribed function and constraints - the politically or legally possible restrict their attention relatively few values and relatively few alternative policies."<sup>(20)</sup>

According to Lindblom, policy makers always start with the accepted programmes and budgets and then try to add new programmes and policies to the existing ones. What actually goes on in government is "incrementalism" in the sense that past activities are virtually continued with certain modifications. Two concepts used by Lindblom (with Braybrooks) are 'marginal incrementalism' and 'portisan mutual adjustment' to explain the actual policy process in government. The first concept explains the limited and fairly conservative change of policy which is feasible in a specific situation. The second underlines the importance of accommodation of divergent viewpoints and interests in a particular decision situation. The emphasis is more on the practice of "adjustments" of opinions and interests than merely rational and comprehensive decision-making as a scientific method. Policy making is looked at realistically as marginal and uncoordinated adjustments in situations of conflicting demands and interests and in the face of unforeseen consequences of decisions. Hence it takes the character of "disjointed incrementalism".<sup>(21)</sup>

Lindblom's incrementalist model is diametrically opposite to the rationalist model of Simon and Dror. Criticising the incrementalist stance, Dror points out that in facing a challenging situation, no historical base exists for a good policy making and the incrementalists is essentially oriented towards stability. To quote Dror, "such models (become) continually less useful for deciding what to do. When the results

of past policies have been unsatisfactory, those results count for little in deciding what to do next. Since incremental changes in them cannot produce significantly better results."

An intermediate model has been suggested by the social scientist, Amital Etzioni that combines the elements of both rational comprehensive model and disjointed incrementalism. Two kinds of decision processes indentified by him are :

(a) fundamental policy making that sets basic directions, and (b) allied incremental process that prepare fundamental decisions and develop them further after these have been arrived at. Etzioni's mixed scanning method provides both by first scanning the entire subject area in question very broadly and not it great detail, and then concertrating on those aspects revealed that call for more detailed, in-depth scrunity.

#### 6. Game Theory :

In situations of conflict, as in international ralations for instance, game theory has been in use as a method for the study of decision making. The individual decision unit in a game situation may be an individual, a group, or a whole nation, which is not in complete control of other decision units with which it has to interect. Each decision unit has its own goals or objectives. Each must consider how to achieve as much as possible, ye~~t~~ each has to take into account that there are others whose goals differ from its own and whose actions have an effect on all other involved in the situation. The decision units or participants in a game are so situated that there may by many



possible outcomes of their actions with different values to them. Decision makers are thus involved in a situation of interdependence. All have to make their independent choices, but the outcome would be conditioned by the choices made by each participant. Game theory is applicable to policy making where there is no independently 'best' choice that one can make where the 'best' outcome depends upon what others do.

As an analytical tool game theory has been used by social scientists to explain social behaviour in conflict situations. In public policy making its use is not so common, as the conditions of a 'game' are rarely present in public administration.

As Thomers Dye sums up, "Game theory is an abstract and deductive 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 a form of rationalism, but it is applied in competitive situations where the outcome depends on what two or more participants do".<sup>(22)</sup>

#### 7. System Theory :

A very broad 'systems' view of public policy characterises policy decisions as outputs of the political system. According to David Easton,<sup>(23)</sup> the political system stands for those distinctive structures and processes in a society that are "predominantly oriented toward the authoritative allocation of values" for the society. The boundary of the system has to be

delineated with reference to the activities and processes that are identified as 'political'. The system is embedded in an "environment" with which it is in constant interaction. 'Inputs' are received into the political system from the external environment in the form of demands and supports. The demands seek to activate the process of policy making with a view to getting an authoritative decision. These can be directed towards reduction in prices, prohibition, abrogation of a law and similar other public needs. Supports are indicative of acceptance of public policies and results of actions like elections, tax imposition etc.

The authoritative allocations of Easton's formulation are policy decisions. Systems theory thus conceives of public policy as an output of the political system. The systems view has been widely accepted as a useful way of looking at the policy process as it actually works out in government. Policy analysis in terms of both formulation and impact evaluation is greatly facilitated by the systems approach.

Summing up :

The 'goals' or 'end-states' define the objectives of an organisation. The policies are formulated to achieve the goals. The activities that the organisation undertakes and tasks that are assigned to its different parts flow from the policies that are deliberately adopted.

Public Policy analysis has been emerging as an important sub-area of social inquiry, as every society is engaged

in reshaping and regulating itself with the help of board range, imaginative policy interventions. How policies are actually made have therefore attracted attention. The different models discussed in this chapter represent attempts at understanding the reality of policy formulation. These are explanatory devices to find out the causes and consequences of public policy. Hopefully such attempts at models building will eventually lead to the growth of a policy science, as Dror has envisagen it. (24)

#### 1.7 SEVERAL POLICIES AND THEIR ELEMENTS AS :

##### 1. Originated Policies :

These policies owe their origin to objectives defined by the constitution, legislative or cabinet. They are board in scope allowing the administrative officials wide descreation to define them clearly.

##### 2. Implied Policies :

They develop where no clear policy exists. Having no experience or example to work from executive officers adopt their guidelines either by interpreting the action of their superriors or by taking into considerarion the spirit underlying the original policies.

##### 3. Appealed Policies :

Policies stemming from appeals made by subordinates are called appealed policies. As appeals are taken upwards and decisions made, a kind of common law originates setting a precedent which guides future managerial action.

##### 4. Externally imposed Policies :

These policies are the result of external influences on

policy making, e.g. political parties declare their policies through election manifestoes. The party coming to power influences or pressurises the government to implement these policies. Similarly, the opposition parties influence policies by criticising the shortcomings of the present policy and arousing public opinion against certain of its aspects.

ACCORDING TO E.N.GLADDEN, Public policies may also be classified as

1. Political Policy :

When political parties, legislature and the cabinet ministers participate to define the major activities to the government, in the socio-economic field, a political policy is said to have been framed.

2. Administrative Policy :

The framing of administrative policy is generally the work of top management, i.e. ministers heads of the departments and divisions. It seeks to provide a broad framework for action by defining the main objectives, the interdepartmental policies and linkage of departmental policies and programmes with the governmental policies.

3. Programme Policy :

It is a detailed plan for executing programmes in specified departments. Its success depends upon its administrative practicability.

4. Operational Policy :

It is also known as the work policy and is chiefly

concerned with a systematic analysis of an authorised programme, and with working out means of implementing it. This work is mostly done by sectional heads and supervisors who are lectrical experts. By means of an effective suggestions scheme, every members is enabled to contribute his knowledge and experience to policy making.

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