

POLICY ELEMENTS

- How policy problems are identified
 - How they are placed on govt's agenda
 - How solutions are developed
 - How policies are adopted
 - How policies are put in place
 - How policies' effectiveness is assessed
 - How policies are modified over time
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STRUCTURES OF POLICY MAKING

POLICIES IN INDIA ARE MADE THROUGH SPECIFIED STRUCTURES AT DIFFERENT LEVELS

THREE LEVELS :

UNION LEVEL : LEGISLATURE, EXECUTIVE, JUDICIARY
AND OTHER INSTITUTIONS

STATE LEVEL : LEGISLATURE AND EXECUTIVE

LOCAL LEVEL : ELECTED REPRESENTATIVES AND
EXECUTIVE

STRUCTURES AT UNION LEVEL

LEGISLATURE

- AS INDIA HAS PARLIAMENTARY FORM OF GOVERNMENT, LEGISLATIVE AUTHORITY IS VESTED IN PARLIAMENT AND THE CABINET HEADED BY PRIME MINISTER
 - ALL THE ISSUES ON WHICH POLICIES ARE TO BE FRAMED ARE PLACED BEFORE THE PARLIAMENT FOR APPROVAL ISSUES CAN BE BROUGHT BEFORE ANY HOUSE OF PARLIAMENT
 - FINANCIAL BILLS ARE FIRST SUBMITTED TO LOKSABHA
 - PARLIAMENT CAN MAKE LAWS ON THE SUBJECTS SPECIFIED IN THE CONSTITUTION
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STRUCTURES AT UNION LEVEL

LEGISLATURE

- LOKSABHA HAS FINAL SAY OVER PURSE, MONEY, EXPENDITURE, TAXATION ETC
- IN SPITE OF SEPARTION OF LEGISLATIVE POWER AT DIFFERENT LEVELS, THERE IS PREDOMINANCE OF PARLIAMENT IN LEGISLATIVE FIELD

STRUCTURES AT UNION LEVEL

EXECUTIVE

POLITICAL EXECUTIVE :

- CABINET
 - CABINET SECRETARIAT
 - CABINET COMMITTEES
 - PRIME MINISTER AND PM,S SECRETARIAT
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STRUCTURES AT UNION LEVEL

POLITICAL EXECUTIVE

- THE CABINET PLAYS VERY IMPORATNT ROLE IN MAKING PUBLIC POLICY
 - IT DEFINES THE DIRECTIONS AND CONTOURS OF NATIONAL POLICY
 - IT IS RESPONSIBLE FOR ALL TYPES OF LEGISLATION
 - IT GETS THE PROPSALS PREPARED FROM VARIOUS DEPARTMENTS AFTER ITS APPROVAL SAME IS SUBMITTED TO THE PARLIAMENT
 - IN VIEW OF COMPLEXITY AND VASTNESS, ITS SUB – COMMITTES LIKE POLITICAL AFFAIRS COMMITTEE AND ECONOMIC AFFAIRS COMMITTEE CONSTITUTED BY THE CABINET HAS ACQUIRED IPMORTANT ROLE IN PUBLIC POLICY MAKING
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STRUCTURES AT UNION LEVEL

POLITICAL EXECUTIVE

- PM ENJOYS A SPECIAL POSITION IN THE REALM OF POLICY MAKING
- PM IS NOT OFTEN INVOLVED IN THE GERMINATING STAGE OF POLICY
- CABINET IS ASSISTED BY THE CABINET SECRETARY (CS) ; PM BY PM,S SECRETARIAT
- CS IS HEAD OF CIVIL SERVICE AND PRESIDES OVER THE MEETING OF SECRETARIES
- CS REGULARLY ATTENDS MEETING OF THE CABINET
PREPARES THE AGENDA OF CABINET MEETING, REFERS TOPICS AND ISSUES FOR CONSIDERATION OF THE DIFFERENT SUB-COMMITTEES OF THE CABINET

STRUCTURES AT UNION LEVEL

POLITICAL EXECUTIVE

IN 1965 ,DURING LATE SHRI LAL BAHADUR SHASTRI,S TIME A SEPARATE OFFICE OF PM,S SECRETARIAT WAS CREATED

THE CREATION OF PM,S SECRETARIAT HAS PERHAPS BEEN THE SINGLE MOST IMPORTANT INSTITUTIONAL CHANGE IN THE STRUCTURE OF POLICY MAKING APPRATUS IN POST – INDEPENDENCE AREA

STRUCTURES AT UNION LEVEL

PERMANENT EXECUTIVE

BUREAUCRACY CONSTITUTES PERMANENT EXECUTIVE

BUREAUCRACY IS AN INTEGRATED HIERARCHY OF SPECIALISED OFFICES DEFINED BY SYSTEMATIC RULES, AN IMPERSONAL, ROUTINED STRUCTURE, WHEREIN LEGITIMISED AUTHORITY RESTS IN THE OFFICE AND NOT IN THE PERSON OF INCUMBENT

STRUCTURES AT UNION LEVEL

PERMANENT EXECUTIVE

BUREAUCRACY IS A SYSTEM OF ADMINISTRATION UNDER WHICH ALL THE EMPLOYEES ARE ORGANISED INTO A HIERARCHY OF OFFICES, EACH WITH WELL-DEFINED SPHERES OF DUTIES AND RESPONSIBILITIES

CHARACTERISTICS OF BUREAUCRACY

- HIERARCHY
- PROFESSIONAL QUALITIES
- RULES AND PROCEDURES
- SPECIALISATION
- ORGANISATIONAL RESOURCES

STRUCTURES AT UNION LEVEL

PERMANENT EXECUTIVE

ROLE OF BUREAUCRACY IN POLICY MAKING

- INFORMATIVE
 - SUGGESTIVE
 - ANALYTICAL
 - DELEGATED LEGISLATION
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STRUCTURES AT UNION LEVEL

JUDICIARY

- IT IS THIRD ORGAN OF STATE AND PLAYS A VERY IMPORTANT ROLE IN POLICY MAKING
- AT APEX LEVEL OF JUDICIARY SYSTEM IS SUPREME COURT
- ITS PRONOUNCEMENTS HAVE MOULDED THE THRUST AND CONTENTS OF PUBLIC POLICY
- IT ENSURES THAT ONLY SUCH POLICIES ARE FRAMED WHICH ARE IN ACCORDANCE WITH THE CONSTITUTION
- IT ISSUES DIRECTIONS TO EXECUTIVES AND STATE AND UNION GOVERNMENT FOR FRAMING APPROPRIATE POLICIES

STRUCTURES AT UNION LEVEL

JUDICIARY

SUPREME COURT HAS POWER OF JUDICIAL REVIEW

JUDICIAL REVIEW IS POWER OF THE COURTS TO HOLD UNCONSTITUTIONAL ANY LAW OR ANY OFFICIAL ACTION BASED ON IT AS ILLEGAL OR VOID

STRUCTURES AT UNION LEVEL

OTHER IMPORTANT INSTITUTIONS

1. **PLANNING COMMISSION**

SET UP IN 1950 BY RESOLUTION OF THE GOVERNMENT OF INDIA in to promote a rapid rise in the standard of living of the people by efficient exploitation of the resources of the country, increasing production and offering opportunities to all for employment in the service of the community.

IT WAS MANDATED with the responsibility of making assessment of all resources of the country, augmenting deficient resources, formulating plans for the most effective and balanced utilisation of resources and determining priorities.

STRUCTURES AT UNION LEVEL

PLANNING COMMISSION

IT ADVISES THE CENTRAL AND STATE GOVERNMENTS ON THE STRATEGY, SIZE, MOBILISATION AND ALLOCATION OF RESOURCES

IT DOES :

- ASSESSING MATERIAL, CAPITAL AND HUMAN RESOURCES OF THE COUNTRY
 - FORMULATING A PLAN FOR EFFECTIVE AND BALANCED UTILISATION OF RESOURCES
 - DETERMINING PRIORITIES
 - PROPOSING ALLOCATION OF RESOURCES FOR UNION AND STATES
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STRUCTURES AT UNION LEVEL

2.FINANCE COMMISSION

- FINANCE BEING PIVOT OF ALL ACTIVITIES, ITS ROLE HAS SIGNIFICANT BEARING ON POLICY MAKING. THERE IS PROVISION OF FINANCE COMMISSION IN THE CONSTITUTION
 - IT RECOMMENDS TO THE PRESIDENT THE DISTRIBUTION BETWEEN UNION AND STATES OF THE NET PROCEEDS OF TAXES
 - SUGGESTING PRINCIPLES GOVERNING GRANTS – IN – AIDS TO THE STATES OUT OF CONSOLIDATED FUND OF INDIA
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STRUCTURES AT UNION LEVEL

3. NATIONAL DEVELOPMENT COUNCIL

- IT IS A NODAL AGENCY FOR APPROVING THE STRATEGIES AND POLICIES OF DEVELOPMENT PLANNING
- IT COMPRISES PM, THE UNION MINISTERS, CMs OF ALL STATES, LGs AND ADMINISTRATORS OF UNION TERRITORIES AND MEMBERS OF PLANNING COMMISSION.
- PRESCRIBE GUIDELINES FOR THE FORMULATION OF FIVE YEAR PLANS
- IN SPITE BEING AN ADVISORY BODY ON ACCOUNT OF ITS COMPOSITION, ITS ROLE IS VITAL IN POLICY MAKING

STRUCTURES AT STATE LEVEL

LEGISLATURE

- IT COMPRISES OF ONE HOUSE EXCEPT STATES OF ANDHRA PRADESH, BIHAR, JAMMU & KASHMIR, TAMILNADU AND MAHARASHTRA
- PUBLIC POLICIES NEED APPROVAL OF LEGISLATIVE BODY
- THESE LEGISLATIVE BODIES AT STATE LEVEL MAY FRAME POLICIES ON THE SUBJECTS MENTION UNDER THE STATE LIST AS PRESCRIBED IN THE CONSTITUTION

STRUCTURES AT STATE LEVEL

EXECUTIVE

- CABINETS OF THE STATE GOVERNMENTS APPROVE POLICY PROPOSALS ON THE SUBJECT UNDER THE STATE LIST
- THE PERMANENT EXECUTIVE , i.e. BUREAUCRACY ASSISTS POLITICAL EXECUTIVES IN FORMING THE ISSUES, MAKING ANALYSES, AND DEVELOPING ALTERNATIVES

STRUCTURES AT LOCAL LEVEL

IN MOST OF THE STATES, LOCAL GOVERNMENTS AS PER STATES' LEGISLATIVE STATUTES ARE IN EXISTENCE AT CITY, TOWN, BLOCK AND VILLAGE LEVEL

DEPENDING UPON POPULATION AND REVENUE RESOURCES, THERE ARE MUNICIPAL CORPORATIONS, TOWN AREA COMMITTEES, NOTIFIED AREA COMMITTEES IN TOWNS AND CITIES

IN RURAL AREAS, THERE ARE VILLAGE PANCHATS, PANCHAYAT SAMITIS AT BLOCK LEVEL AND ZILA PARISHAD AT DISTRICT LEVEL

STRUCTURES AT LOCAL LEVEL

THESE COUNCILS AND BODIES TAKING INTO ACCOUNT NEEDS OF LOCAL POPULATION AND BASED UPON GUIDELINES ISSUED BY THE STATE AND CENTRAL GOVERNMENT FRAME APPROPRIATE POLICIES

EXECUTIVE

IN THE LOCAL CONTEXT , BUREAUCRACY OPERATING AT LOCAL AND STATE LEVEL PLAYS AN IMPORATNT ROLE IN DOMAIN OF PUBLIC POLICY

IDENTIFYING POLICY ISSUES

- PUBLIC OPINION
 - INTENTIONS OF THE GOVERNMENT
 - PROVISIONS OF THE CONSTITUTION
 - ACTIVISM OF JUDICIARY
 - MASS MEDIA
 - INTEREST GROUPS
 - CITIZEN INITIATIVES
 - THINK TANKS
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PUBLIC OPINION

- PUBLIC OPINION MEANS THE CONCERN OF THE PUBLIC REGARDING CERTAIN PROBLEMS THEY MIGHT BE FACING
 - A PREFERENCE FOR A COURSE OF ACTION EXPRESSED BY A SECTION OF THE POPULATION WHICH IS CONCERNED AND INVOLVED WITH A PARTICULAR ISSUE
 - HOW FAR PUBLIC OPINION INFLUENCES PUBLIC POLICIES IS MATTER OF DEBATE
 - PUBLIC OPINION IS GENERALLY INCONSISTENT AND UNSTABLE
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AGENDA SETTING

- AGENDA IS LIST OF ITEMS FOR CARRYING OUT DISCUSSIONS AND ARRIVING AT DECISIONS
 - AGENDA SETTING IS DEFINING THE PROBLEMS OF SOCIETY AND SUGGESTING ALTERNATIVE SOLUTIONS
 - IT IS MOST IMPORTANT STAGE OF POLICY MAKING PROCESS
 - THE DEMANDS AND ISSUES PREFERRED BY THE GOVERNMENT MAKE THE POLICY AGENDA
 - DEMANDS OR THE PROBLEMS ARE THE ONES WHICH PEOPLE WANT TO ACHIEVE OR GET RID OF WHEREAS THE AGENDA IS WHICH THE GOVERNMENT DECIDES FOR MAKING POLICIES
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AGENDA SETTING

- WHO DECIDES WHAT WILL BE DECIDED?
 - GOVERNMENT FRAMES THE POLICY AGENDA KEEPING IN VIEW THE WELFARE PROGRAMMES, CERTAIN COMPELLING SITUATIONS, INTEREST OF PARTY IN POWER, AND SOME MAJOR DEMANDS VOICED BY THE PEOPLE
 - NON –INCLUSION OF CERTAIN ITEMS IN THE AGENDA ALSO CONSTITUTES PROCESS OF AGENDA SETTING
 - ORGANISED GROUPS PLAY AN IMPORTANT ROLE IN AGENDA SETTING
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FORMULATING POLICIES

- POLICY FORMULATION IS THE DEVELOPMENT OF POLICY ALTERNATIVES FOR DEALINGS WITH PROBLEMS ON THE PUBLIC AGENDA
 - POLICY FORMULATION OCCURS IN GOVERNMENT BUREAUCRACIES ; OFFICES OF INTEREST GROUPS; MEETING OF SPECIAL COMMISSIONS; AND POLICY PLANNING ORGANISATIONS
 - ALL PROPOSALS RELATED TO AGENDA ARE NOT CONVERTED INTO PUBLIC POLICY
 - CONVERTING A POLICY PROPOSAL INTO POLICY NEEDS A DECISION BY AN INSTITUTION ESTABLISHED UNDER THE LAW
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POLICY LEGITIMATION

IT IS A PROCESS UNDER WHICH FORMULATED
POLICIES NEED TO BE ENDORSED AND ACCEPTED
BY LEGITIMATE AUTHORITIES

IMPLEMENTATION

- IMPLEMENTATION INVOLVES ALL OF THE ACTIVITIES DESIGNED TO CARRY OUT THE FORMULATED POLICIES
 - IMPLEMENTATION IS DONE BY BUREAUCRACY i.e. MINISTRIES/DEPARTMENTS/ORGANISATIONS CREATED BY THE CENTRAL AND STATE GOVERNMENTS
 - THESE ORGANISATIONS TRANSLATE POLICIES AND LAWS INTO OPERATIONAL RULES AND REGULATIONS
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EVALUATION

- EVALUATION IS THE FINAL STAGE IN POLICY MAKING
 - IT BRINGS OUT WHETHER OR NOT POLICIES ARE ACHIEVING THEIR STATED GOALS ; AT WHAT COSTS ; AND WITH WHAT EFFECTS INTENDED OR UNINTENDED , ON SOCIETY
 - EVALUATION IS QUALITATIVE AS WELL AS QUANTITAVE
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EVALUATION

EVALUATION DETERMINES :

- WHETHER THE POLICY IS BENEFICIAL FOR PEOPLE AT LARGE
 - WHETHER THE OBJECTIVES FORMULATED ARE PROPER AND IN CONSONANCE WITH CHANGING SCENARIO
 - WHETHER IT WOULD BE VIABLE IN THE LONG RUN
 - WHETHER IT WOULD BE ABLE TO MEET THE RISING EXPECTATIONS OF THE PEOPLE
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CONSTRAINTS TO POLICY MAKING

- INADEQUATE EXPERTISE AND SKILLS AVAILABLE WITH PERSONS ENGAGED IN POLICY MAKING
 - LACK OF CLARITY OF GOALS AND EMPHASIS ON SHORT TERM BENEFITS
 - POLITICAL INTERESTS
 - LACK OF PEPOLE'S SUPPORT
 - NON-INVOLVEMENT OF ENLIGHTENED GROUPS
 - INADEQUACY OF FINANCIAL RESOURCES
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CONTEXTUAL SETTING OF PUBLIC POLICY MAKING

- CONTEXTUAL SETTING IS THE SURROUNDING CONDITIONS WITHIN WHICH POLICIES ARE FORMULATED AND IMPLEMENTED
 - IT INCLUDES :
 - HUMAN AND NON HUMAN FACTORS
 - GEOGRAPHICAL FACTORS
 - SOCIAL SYSTEMS, CUSTOMS, VALUES
 - IDEOLOGIES AND INSTITUTIONS
 - CONSTITUTIONAL IMPERATIVES
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CONTEXTUAL SETTING OF PUBLIC POLICY MAKING

MAJOR CHARACTERISTICS OF POLICY MAKING IN DEVELOPING STATES

- INHERITANCE, LEGACY AND WORKING PATTERN OF RULING
- ELITE SHAPE THE FUTURE OF POLICY MAKING
- FEEDBACK SYSTEM AND MECHANISM IS WEAK
- INTENSE SEARCH FOR POLICY ALTERNATIVE IS MADE
- EVALUATION MECHANISM IS WEAK
- VOTERS HAVE INSIGNIFICANT ROLE TO PLAY IN POLICY MAKING
- ROLE OF JUDICIARY IS WEAK
- LACK OF PROFESSIONALS INVOLVED IN POLICY MAKING
- THE OPTIMAL QUALITY OF POLICY MAKING IS LOW
- POLICY MAKING IS OF AN AVERAGE QUALITY AND CAN BE TERMED AS “SURVIVAL QUALITY”

CONTEXTUAL SETTING OF PUBLIC POLICY MAKING

MAJOR CHARACTERISTICS OF POLICY MAKING IN DEVELOPING STATES

- IN WESTERN DEMOCRACIES, THE POLICIES ENACTED ARE REALISTIC, HAVING ECONOMIC AND POLITICAL FEASIBILITY
- POLITICAL PARTIES AND INTEREST GROUPS PLAY A CRUCIAL ROLE IN POLICY MAKING
- SEPARATE INSTITUTIONS AND THINK TANKS EXIST IN SOME OF THE COUNTRIES FOR UNDERTAKING LONG RANGE POLICY ANALYSIS, SURVEYING, RESEARCH AND EVALUATION
- PROFESSIONAL CIVIL SERVICE MAJOR CONTRIBUTOR TO POLICY MAKING

CONTEXTUAL SETTING OF PUBLIC POLICY MAKING IN INDIA

- INDIA IS SOVERIGN, SOCIALIST, SECULAR, DEMOCRATIC REPLUBLIC HAVING PARLIAMENTARY FORM OF GOVERNMENT
- LEGISLATURE, EXECUTIVE, JUDICIARY AND NON-GOVERNMENTAL ORGANISATIONS PLAY IMPORTANT ROLE IN POLICY MAKING
- THE MAJOR THRUST AREAS OF THE SYSTEM ARE :
 - SELF- RELIANCE
 - ECONOMIC GROWTH
 - INDUSTRIALISATION
 - MODERNISATION
 - SOCIAL JUSTICE
- PUBLIC POLICIES COVER THE ABOVE THRUST AREAS

CONTEXTUAL SETTING OF PUBLIC POLICY MAKING IN INDIA

- IN PRACTICE, THE EXECUTIVE PLAY A MAJOR ROLE IN MAKING POLICIES
 - CITIZEN PLAYS AN INDIRECT ROLE
 - THERE IS ROLE OF CULTURE, ETHICS AND VALUES IN POLICY MAKING
 - MAJOR SOCIETAL VALUES INFLUENCING PUBLIC POLICY
 - EQUALITY AMONG INDIVIDUALS
 - INDIVIDUAL FREEDOM
 - ORDER WITHIN SOCIETY
 - JUSTICE FOR INDIVIDUALS
 - LEGITIMATE DECISION MAKING PROCESS
 - EFFICIENCY OF GOVERNMENT OPERATIONS
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