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CHAPTER I
INTRODUCTION

1.1 STATEMENT OF THE PROBLEM

The Constitution of India is basically federal but, of course, with striking unitary features. The most prominent of them is the system of dual government despite the fact that all major issues are in the jurisdiction of legislative and administrative powers between the union and the state governments.

Socio-economic emancipation of the poorest sections of society is the central goal of policy makers and Academicians. For this stress has been placed upon change, modernisation, dynamism and ideological commitment to democratic values and institutions. New parameters have been evolved to understand and to estimate the goals and directions of development programmes. Increasing flow and investment of foreign capital, decreasing share of public sector in economy, increasingly important role of private sector in the core-area of economy, heavy flow of foreign technology particularly in the field of vehicles and electronics, professionalised political role of middle class, managerial services, increasing Banking services in rural area, free-loan-melas for rural unemployed etc. have been considered as the main indicators of the development in India. Bureaucracy, political parties and governmental institutions are supposed to undergo similar process of modernisation that would, as
expected, make them responsive, issue oriented, pragmatic and functional in the developmental process. Here I would like to clarify that it is not my purpose to challenge the parameters of development and the instrumentalities of the Indian system but only to indicate the policy making process at the state level in India. What is needed to pay attention towards our model is that we should keep in mind the strength and weakness of our society, polity and institutions. We cannot forget that India became free after a long spell of time from colonial powers who has sucked the real resources of development of this country. They have developed themselves at the cost of India. In return, we got link language, modern technology and nationalistic outlook towards our country. The polity and economy seemed very weak and unstable. Therefore, it seems logical to assume that the Indian developmental model and paradigms based so heavily on western concepts have been challenged.

The decade of 1980 has brought in its wake many events, challenges, problems, tensions and other factors, the nation is bound to change its policies, strategies, structures, process etc. in the light of the global developments.

Keeping in view the issue of "development" as a central theme, the co-ordination between states and central government is must for India. Constitutional provisions provide subjects to states and central government separately namely the state lists and central list. The concurrent list is open for both states and central government for making policy.
In federal system of India, state government plays its vital role in the governance of its people and therefore the state administration and its role and responsibilities become enormous. Because state administration is driven by various policies, which are made for the development and welfare of the citizens and also to retain its power, political master of the administration and government has to look into the needs and problems of the people. Therefore the policies become of utmost importance due to fulfillment of the needs of its constituents, to resolve the problems of the citizens and for the balanced development of the state.

Though the policy making is solely, the responsibility of the chief executive, legitimised by legislature, but there are various forces which influence the politics of policy making.

The success and progress of state administration to a considerable extent depends on the public policies of the state government. With changing political scenario at national level and in states, the government of different political parties in the states and the weakening of the Central Govt, clash between the interests of different states, becomes very hazardous in policy formation and its implementation. Some promises of state leaders which are serious attacks on already existing policies in states, for example, sale of Rs. 2 per kg rice in Andhra Pradesh and total ban on liquor etc. These kinds of issues are a question mark on the policy making system. How these are met out and what are the implication of these manifestos. These are certain basic questions regarding policy making at the state level and for the balanced development of the state.
The rate of success of these policies and the stability of these policies are also two basic questions. Now the question arises whether the process of policy formulation is adopted in its real sense in the states also. Another question regarding some personalities working at state level i.e. the Chief Minister, the Minister, Chief Secretary or Secretaries of the departments influence the policy. What are the factors which make an environment for the evolution of new policies at state level.

In substance, I have tried to give a total picture of the constitutional and administrative legacies together with the modern climate for development assisted by the forces of globalisation and other relevant pressures. The recent models of development and planning also lay down certain conditions in the context of policy making at the state level in consistence with national socio-economic goals and objectives. The state machinery for policy making has to work under certain targets and outlines set by the Planning Commission and National Development Council, alongwith this there are certain types of local and regional pressure-groups which also draw the attention of policy makers at the state level. The financial resources position also influences the decision of the policy makers at the state level. Thus the state has to work under certain constraints of this nature. Such pulls and pressures of the national and regional priorities have always been found to act and counteract with each other in the policy making environment. I have attempted to state the problem of policy making at the state level in the above perspective.
1.2 THE CONCEPT OF PUBLIC POLICY

Public policy, in the modern phase, is gaining ground as an important field of enquiry in the discipline of Public Administration. The increased attention towards this field is focussed with the emergence of the ‘concept of welfare state’ with the adoption of this concept, the activities of the state, and consequently of Public Administration increased enormously. Therefore, now the administration has not to perform the regulatory functions, but at the same time it, has also to undertake the developmental activities. This is particularly true in the case of developing countries like India. However, to discharge all these functions in diverse fields in an effective manner, Public Administration takes the help of Policies which are framed by the legislature. Public Policies are thus instruments of crucial importance in the hands of administration to administer the affairs of the state and the society at large.

Now when Public policies play such an important role in modern democratic nations, it is essential to conduct an indepth study so that they may be developed scientifically and made result-oriented.

1.3 ORIGIN AND DEVELOPMENT

Public Policy is a qualitative statement with an authoritative base which is concretized in the form of rules, laws and regulations etc. Taken in this sense, the emergence of Public policy is co-terminus with the emergence of concept of state and governance. This is because the state has always been having some policies in the form
of objectives which it tried to achieve through the formulation of rules and laws. Historically, however, since the priorities, objectives and impact, the very nature of state has been changing, that’s why the context, nature and scope of Public policy has also been changing. Nonetheless, the scope of Public policy did not change much till the advent of Industrial state as the nature of state till this time had been Laissez-faire. Consequently, the state least interfered in the affairs of its subjects. Most of the times the state had been traditionally found to be engaged in formulating policies regarding collection of revenue, maintenance of law and order and matters of external security.

However, the scope of Public policy experience a tremendous change in the post-industrial revolution

Infact, according to one school of thought, Public policy, in the real sense of the term, could evolve only in the post-industrial revolution era.

The industrial revolution broke the very fabric of society and created wide diversities between haves and have-nots. This created a 'revolution like' situation and the concept of laissez-faire state came in for sharp criticism. This necessitate the governmental action to watch the interests of the labour class whose bargaining capacity in the market has been much lower in comparison to the Industrial giants. Consequently the nature of the state gradually became welfare-oriented and the government started interfering even in private affairs of its citizens. Now this modern welfare state is using public policy as an important instrument of undoing or rectifying the ills of the society created by the industrial process.
1.4 MEANING AND DEFINITIONS

Before proceeding further to study the policy making, it seems worthwhile to have a look at the meanings of 'Policy, of late, the concept of policy science has brought almost a revolution in the fields of public administration and management. The field of policy science is becoming an area of utmost interest to politicians, bureaucrats, academics and the public. Increasing researches and studies in this area speak volumes of attention it is getting all the world over. N. Henry is of the view that basically public policy is an amorphous and developing field like that of public administration itself.\(^1\) Future is likely to witness more research and literature on different aspects of policy science as this field is common to several academic disciplines.

Whenever an attempt is made to define concepts in social sciences, one is confronted with problems. Observation of Paul H. Appleby is worth noting in this regard. He is of the view that in normal fashion the discussion would begin with some definitions. But definition in social science is generally difficult, and often the source of misunderstanding one seeks to reduce. Definition is particularly difficult when it has to do with living, complex process; when achieved, it is often so broad as to have little meaning.\(^2\) Similar views have been expressed by other eminent scholar also. Frohock maintains that defining policy in a neat phrase is probably as difficult and fruitless as looking for single-phrase definition of politics.\(^3\) George A. Steiner too agrees with the views that terminology in the policy field is in a shambles and the holds that this is so because of the non-uniform use of words like policies, purposes, goals, procedures and
rules. Despite these limitations and observations, the definition of the term policy scholar etymologically. The word ‘policy’ has been derived from the Latin word ‘Politia’ which in turn comes from Greek word ‘Politeia’ meaning city or state.

According to New Webster International Encyclopaedia Dictionary of English Language, ‘Policy’ means the art or manner of governing a nation; the line of conduct which rulers of a nation adopt on a particular question; the principle on which any measure or course of action is based. The Oxford English Dictionary tells that policy in its chief living sense, is a course of action adopted and pursued by a government, party, ruler, statesman etc., any course of action adopted as advantageous or expedient. Terry opines that policy is a verbal, written, or implied overall guide setting up boundaries that supply the general limits and direction in which managerial action will take place. Robert Prellhus defines policy as a salient choice made by an individual or group of individuals that explains, justifies, or outlines a certain course of action, real or contemplated. Lasswell and Kaplan define the term policy as a projected programme of goal, values and practices which involves process of the formulation, promulgation, and application of identifications, demands and expectations concerning the future interpersonal relations of the self. This definition offers a wider and systematic thinking on policy which seems to apply to many areas of social sciences. Carl J. Friedrich visualises policy as a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was
proposed to overcome and utilize in an effort to reach a goal, or realise an objective, or a purpose." It is what governments say and do not do and includes their goals, plans and programmes and implementation of intentions of the rulers.\textsuperscript{10}

David Easton views policy as an authoritative allocation of values.\textsuperscript{11} A policy becomes public only when it is authoritatively determined by government institutions. It is, therefore, viewed as authoritative allocation of values for society. Dimock and Dimock are of the view that public policy is governments long range plans and values, and the principles and practices that should be adopted in various fields of national life.\textsuperscript{12}

Preston and Post provide an entirely different definition of public policy. They refer to principles rather that specific rules, programmes, practices or the actions themselves and also emphasises activity behaviour as proposed to passive adherence.\textsuperscript{13} This definition, however, makes the mistake of confusing principals and actions with public policy. Principles may be guide to actions but they themselves need not constitute a policy. Policy refers to a specific cause of action with regard to a problem rather than to the principles that guide action.

Thames R. Dye defines public policy as what ever government chooses to do or not to do. Dye argues that public policy must include all actions of government and not just stated intentions of either Government or Government officials. He also points out that public policy must include what Government chooses not to do, as Government inaction with respect to particular issues can have as great an impact on society as Government action.\textsuperscript{14}
The most convincing definition of Public Policy, however, is offered by Heinz Eulau and Kenneth Prewitt: "Policy is defined as a 'standing decision characterised by behavioural consistency and repetitiveness on the part of both those who made it and those who abide by it'.

This definition leaves us with the problems of judging how long a decision must stand and what constitutes behavioural constancy and repetitiveness, and who actually constitutes the population of policy makers and policy abiders. Yet this definition unquestionably clarifies the meaning and thereby improves our understanding about 'what' constitutes a public policy. We may sum up this discussion with the observation that it seems difficult to offer a single line definition and conceptualise it as an idea covering the diverse viewpoints and contributions made by eminent thinkers, scholars, researchers and practitioners.

1.5 DIFFERENT CONNOTATIONS OF PUBLIC POLICY

The concept of Public policy has a number of connotations which are ordinarily used in its place. Some writers prefer the term "process" in place of public policy. While others have called it as "a specific proposal". But most of authors agree to call it as "a Programme". There are still others who concretely phrase it as "output" as well as "outcome" to prove the effectiveness of the Government. Every word used for public policy by these successive authors reveal gradually its real nature in clear terms. The meaning & the context attached with the above terminology is stated here in a detailed manner.
(a) Public Policy as a process

Public policy seems to be limited to a statement of an objective such as 'Compulsory Primary Education' and its consequent transformation into rules, regulations etc. However, actually it involves a long drawn service to actions behind the curtain. As a matter of fact, it is a process or a series of inter-related steps/activities towards the realisation of some common goals. Right from the visualisation of a Problem up to the implementation of a best possible alternative to resolve that problem, public policy has to undergo through several stages and it is in this sense, that it is considered as a process.

(b) Public Policy as specific proposal

Public policy is also seen as a specific proposal which Government wants to pursue in future. Media quite often provide significant clue about the government’s proposed action in future, for example, the proposal of the Narshimha Rao, Government to gradually withdraw subsidies on Agriculture inputs etc as the policy of the Indian Government. It is a part of the all-round fiscal policy of the Rao Government as suggested by the World Bank and International Monetary Fund (IMF).

(c) Public Policy as a Decision

Public policy is also viewed as a broad and semi-permanent decision of the Government for the accomplishment of which a series of decision are required to be taken by the Government from time to time in a particular field in order to contain some
problem at hand or to achieve certain common objectives. To deal with the problem of terrorism and extremism in Panjab and J & K, which has acquired serious dimensions in the recent past, Government has taken a series of decisions all of which constitute the policy of the Government to combat the problems of extremism in the Indian Context.

(d) Policy as a Programme

Another way of looking at public policy is to consider it a programme or a set of programmes of the Government which are formulated to provide shape to the intent of the Government manifested in the form of policy, for instance, to provide shape to the policy of child development, a set of multifaceted programmes in various dimensions are launched by the Government.

(e) Public Policy as output

The word public policy is also equated with output which means what the Government actually does in contrast to what it has promised to do. In a short span of about two years, what the Indian Government has actually done in the direction of debureaucratisation and liberalisation of economy is generally regarded as the policy of liberalisation of the Government.

(f) Public Policy as an outcome

It has also been seen in terms of outcome. Public policy is concerned with the performance or effectiveness of the efforts undertaken by the government at the point of delivery.
1.6 PUBLIC POLICY AND OTHER RELATED CONCEPTS

Generally, there are certain concepts which are categorised and used in place of public policy but in natural practice, they are different concepts and cannot take its place. There are some finer distinctions between a public policy and decision-making. Similarly, policies and goals are not the same thing. Policies can be described as the first step in the direction of goals. Policies and planning also differ fundamentally. Customs, rules, and methods or procedure are altogether different concepts. Though in general, some people are in the habit of using these unconsciously as synonyms. Following are some such concepts:

(a) Policy-making and Decision making

Policy-making and decision-making are more often confused with and at used interchangeable which is not a healthy practice. Undoubtedly, policy-making involves decision-making but at the same time, the two are not at all one and the same thing as every decision is not a policy decision. Policy as a matter of fact involves a series of decisions taken at long intervals of time and is thus much more wider concept than a decision. In other words, while policy is a straight line, decision is one point on that line.

(b) Policies and goals

Policies and goals are also viewed as interchangeable terms. However, the two (policies and goals) are distinct from one another in the similar manner as means and ends respectively. In fact, policies are the vehicles/instruments towards the realisation of
goals. Policies are not selected until goals and objectives are made clear. For instance to become 'self-sufficient in defence matters' is an objective while to develop 'indigenous missile technology' is policy designed to realise the goal.

(c) Policy making and Planning

Policy making is also sometime confused with Planning. However planning is not policy making and policy making is not planning. Policy provides a broader framework, within which various plans are formulated whereas planning is the process of fixing targets and allocating resources for the accomplishment of goals laid down within the policy frame for example, Garibi Hatao was Indira government's policy, whereas integrated rural development and Jawahar Rojgar Yojna is a part of planning. Policy determines the principle for action and planning provides the instrument for the application of the policy and its review. Policy decisions are needed in the planning process and in defining its goals and limitations. Thus, although, the two are different from one another yet they are complementary and supplementary to each other.

(d) Policy and the Customs

Policy also needs to be differentiated from customs. Policy, actually is the product of conscious effects whereas the customs grow automatically in the soil of a society. A custom may have negative impact on society such as the impacts of dowary system, Sati-Pratha, Child-marriage etc. on Indian society but the impacts of public policy which is the result of conscious and deliberate actions are calculated to be positive.
Policy is also different from rules in as much as the former is dynamic and flexible. Whereas latter ‘which prescribed the do’s & don’ts are specific and rigid. Moreover, policy is also different from method or procedure because the latter exists to make the policy more effective, systematic and clear.

1.7 TYPES OF POLICY

Public policies may be divided into various categories on the following basis of the origin and values attached with it by the framer. On the basis of origin, these may be categorised into four main types.

(a) Deliberate Policies

Such policies are those which may be formulated by the Government at its own initiative not only direct the routine business of administration but also to accelerate the process of development in various spheres. Thus they are formulated on the initiative of the Govt. itself, to deal with the multifarious problems of the society in an effective manner. For instance, population control policy, environment policy, policies regarding the women-welfare and child development etc.

(b) Appeal policies

Society is a web of interactions among various interest groups, each one of which strive to achieve their respective interests. These groups act as pressure groups
on the Government and those which are dominant over others, influence the thinking of Government on some particular issue. This is done through the process of constant appeals to the Government. Those policies, which are formulated in response to these appeals are known as appealed. For instance, Drug-de-adiction policy, policies regarding the prohibition of the immoral trafficking among women and girls etc.

(c) Implied policies

Implied policies are those which evolve not because of the conscious efforts and will of the Government rather they are result / outcome of Governmental policies on some other related aspect. In other words, they emerge from relatively consistent decisions and legislations of the Government on some particular issue over a period of time.

(d) Externally imposed policies

Such policies are the result of the external pressure exercised by some outside agencies like the UNICEF, ILO, IMF, WHO, the World Bank or the Central Government in case of policies framed by states or local Governments. Here the Government has little option but to incorporate the dictates of the external agencies into its own policy framework. For instance, the policy regarding devaluation of Rupee, Human Rights, Economic liberalisation have been dealt with by the Indian Government in the light of pressures from external agencies and are thus the recent examples of the externally imposed policies.
(e) **Value Basis**

On value basis, public policies are value leaden and value free:

(i) **Value leaden policies**

Such policies incorporate a choice of objectives and goals which in turn depends on the values of policy makers. Capitalism has become a basic value of American Society. Likewise Socialism remained an accepted value of USSR for about six decades. Religion dominated society specially in countries in which Catholicism and Muslim fundamentalism is in practice have religious values in their policies. More over ideological values have their great influence on policy objectives. In societies undergoing a transformation phase, development and innovations generally become an accepted value of their policies.16

(ii) **Value-free**

Policies that are based on rational approach, having no room for values, are called value free policies. Such policies are formulated on scientific lines by the application of scientific technique and methods such as cost-benefit analysis, operations research etc. Such an approach has a strong influence in the orthodox economists and the military experts who often regard themselves as ‘Value-free’. However, this is too narrow an approach as it can be applied only to a limited number of problems because all policies can not be ‘Value free’.17
Scope as the basis

By keeping in view the area of operation or scope, public policies may be Mega and Micro, a brief description of which is as below:

(i) Mega Policies

A public policy may cover a major portion of activities which are consistent with various dimensions of development. Such policies have under implications and are applicable to a large section of society. Mega policies are general guidelines to be followed by all specific policies. "Mega policies' from a kind of Master policy, as distinct from concrete discrete policies, and involve the establishment of overall goals to serve as guidelines for large sets of concrete and specific policies."¹⁸ For example social welfare policy is a Mega Policy which pertains to the welfare of the whole society.

(ii) Micro Policies

Such policies are those whose implications are limited and specific. The scope of such a policy is quite narrow and its applicability is limited as it incorporates in its perview only a specific activity. For example, the policy of issuing identity cards to those residents of Punjab who are living in border areas or the policy of rehabilitating the war-victims.

(g) Sectoral Basis

Another way of classifying the public policies is the sectoral basis. The main examples of this type are, the Foreign policy, the food policy, the agricultural policy,
the health policy, the education policy etc. Then there are intersectoral policies such as the personnel policy. Sectoral policies have many dimensions. They are linked up with one another. Thus the foreign policy of a country has strong influence on its defence policy. Similarly the industrial policy is not just a question of industrialisation, this policy is also linked up with the agriculture policy and with educational and health policies of the country.¹⁹

(h) Subject Basis

Yet there is another way of classifying the public policies namely from the standpoint of subjects. Thus, among policies with sociological dimensions are the policies such as population, anti poverty, criminal justice etc. Policies related to economics are the labour, industrial, agriculture income tax policies. Policies with a public science as public administration emphasis are: Foreign Policy, executive legislative and Indicature policies and personnel policy. Similarly, among policies with science emphasis are, science and technology policy, energy, space policy and biochemical policy. With the increase in functions of the government, the various kinds of policies are also increasing in number.²⁰ Accroding to the Dictionary of Public Administration public policies takes four forms which are as below:

i) Regulatory policies

Regulatory policies are formulated to maintain the status-quo and thus rely on deterrents such as fines and incarceration to enforce compliance with prevailing
standards of conduct e.g. the policy of the Haryana Government not to give recognition to the Haryana Police Sangthan, policy of controlling Panchayati Raj institutions by the Deputy Commissioners etc. are the examples of such policies. Because of their watch dog function, such policies suffer from low clientele support.

j) Distributive policy

Such a policy focuses on Government concern for equal access to resources. This kind of policies provide opportunities, facilities and services to the people without any discrimination or bias. The environment policy, health policy, education policy, facility of drinking water by Municipal Administration are some of the example of such policies. Since distributive public policies directly benefits the individual citizens, it receives considerable mass support. It allows individuals to decide whether to take advantage of particular benefits.

k) Redistributive Policy

According to one school of thought, the equitable distribution of wealth might be effected by way of adopting the redistributive policies i.e. to take from the rich and to give to the poor by taxing the rich heavily and the poor mildly. Through redistributive policies, Government tackles the problem of meeting the minimum physical needs of its citizens e.g. the income tax policy of the Indian Government, the policy to provide hybrids seeds, fertilizers and other agricultural inputs to the poor marginal farmers at subsidized rates. Such policies generally enjoy strong clientele support but are
frequently jeopardized by partisan political considerations.

1) Constituent Policy

Such a policy serves the nation as a whole by protecting national security and by meeting the operating needs of Governmental agencies such as miniting money and hiring personnel. The total of constituent policy are acknowledged as the technical expertise. It does not focus on specific individuals or organisations but uses its power and resources to alter the environment. The impersonal aspect of constituent policy does not encourage clientele support. Which would not be an asset to constituent policy any way. It avoids ties with special interests, and ideally is detached, natural and technical, arising from knowledge rather than response to clientele interests.

1.8 Significance of Public Policy

Public Policy is a simple or general statement or understanding which guide or channelise the actions and thinking of the Government in a particular direction at a particular point of time. In routine the Government has to frame a number of policies in various spheres and their commanding effects shape our lives and future perspective. These policies are not only a helping hand in concretizing the goals, what the Government want to realise, rather they act as the vehicles or instruments to realise, rather those end-results. In fact, they are the photo projections of the Government where upon depends its stability and credibility. Moreover, Public policies are playing a leading role in generating changes in the overall scenerio and they act as a mile-stone
in the process of social engineering and social transformation which ultimately reorient
the future perspective. More concretely, the significance of public policy can be
discussed with the help of following major points:

(i) In a democratic setup, each and every administrative action is subject to public
scrutiny and review. This necessitates that the administrative actions must be
rational, more effective and be performed within the ambiet of prescribed
framework provided by the sovereign. This objective may be achieved with
the concretisation of goals through the public policies.

(ii) As the public policies have force of logic, thus, they reorient or mould the
society in defined direction and hence their role in reshaping the society is
quite crucial. Moreover, they act as a mile-stone in the direction of social
engineering and social transformation.

(iii) Public policies are the important vehicles or instruments in bringing changes
in the overall scenerio, thus their role is quite significant in generating
innovative thinking which ultimately leads to novice.

(iv) Lastly, the study of Public policy may help to given greater knowledge and
understanding of the interactions among social, economic and political
processes, which is of much significance in combatting societal problems.

Moreover, the Dictionary of Public Administration has described the
significance of public policy in a very apt manner which is follows:
"Public policy allows Government to assure a parent’s role in citizen’s lives. It provides opportunities, it guards one’s physical well-being and safety. It provides financial security, and it maintains the security of one’s homeland, citizens take sanctuary in this security while chaffing at the constraints & places on personal, freedom. But unlike the child come of age in the child parent analogy, the individual citizen or the small business cannot go forth into the world, - a world of corporate power-and complete on-an equal footing. Public policy also means, therefore, continuing intervention by Government on behalf of the powerless to allow them to hold their own and to assure balanced participation in Government.

How the negative policies such as auction of liquor vends and running of state lotteries at the cost of public welfare are being referred by the State Govts. in India despite the protesting voice of the people & sometimes of the opposition parties. It is difficult to understand their significance in a democratic set-up. Such Policies are framed by the Bureaucrats at the instance of the Chief Minister and the Party in power just for collecting revenue and for giving an undue patronage to Private Parties for the sake of personal benefits and questionable purposes ignoring the public opinion through the back door. In the present context, the Security Scam of 1992 also provides a glaring example where the public interest was sacrificed by the several Central Ministers of Narsimha Rao Government at the instance of Private-share-brokers voilting all the rules of the Public Institutions and set Government procedures. With the degeneration & decay of Standards of public morality corruption in high places and lack of
accountability to the conduct of Government business, such negative public policies in operation are not very rare. These trends in public policies can not be easily reconciled with the characteristics shown us the significance of public policy. These may be pointed out as excepting to the rule.

1.9 REVIEW OF LITERATURE

Due to thrust of development in India, the ever expanding diversity and magnitude of people's problems keep adding to the responsibility and functions of the central and state governments. Consequently formulation of public policies and their execution are getting increasing attention from the governments at the centre and in the states. In view of the importance of policy making in our country, researchers, and scholars could not remain unconcerned with this area and as a result, studies have been conducted. It seems appropriate here to have a glimpse of the studies in the field of public policy making in order to have a historical, theoretical and pragmatic perspective of the problem under investigation.

A few studies notably by Charles O Jones, K.N. Vaid, Pradeep Saxena, J.A. Chandler, Steve Leach and John Stewart, R.K. Sapru, Charles E. Lindblom, Yehezkel Dror have attempted to discuss the various aspects of public policy, the policy-making for local government, policy science and administration, approaches in public policy and policy making re-examined, policy making process, the public policy-formulation implementation and evaluation.
There have been studies which tried to examine some particular aspects of a policy like health policy, agriculture policy, labour policy and economic policy.

Charles A. Myers and Subhiah Kannapan discuss in their study the problems being faced by labour, management and government in Industrial development in Indian economy.

J.I. Husband in his study has given an overview of the administrative policy making and development functions involved in labour administration and the emphasis has been on the functions and the structures through which they are performed.

M. Kuttapan in his study has examined the conditions of labour in its historical perspective and role of labour policy administrators in ameliorating their conditions in India.

R.K. Sapru in his study though normative has described theoretical prospective as policy analysis, forces in policy making process, policy implementation evaluation and theme of national health policy: myth and reality.

Charles E. Lindblom deals with normative side of policy making.

Brian W. Hogwood and B. Guy Peters, discussed in policy dynamics regarding growing importance of policy succession, outcomes of the policy cycle, the dynamics of policy change.
M. Kistaiah has edited book on Reservation policy and personnel selection has described the implementation of reservation policy and related problem. Constitutional provisions and formulation of Reservation policy is also discussed in detail.

Harold E. Quinley in his book towards a new public policy argues the illusion of policy and policy of illusion in last article by Franck Churh. Evolution of policy is discussed in detail under the "title call for a new policy".

Arnold J. Meltsner, in his book Policy Analysts in the Bureaucracy, discusses the analysis process in detail from defining analysis to practical problems of analysis while implementing the policy. The three types of analysts are also discussed in detail and these types are the technicians, the politicians, and the entrepreneur. The clients, organisational situation, policy area, analytical processes and policy analysts as political actors, are major issues discussed by Meltsner.

Klaus Von Beyme and Manfred G. Schmidt edited book contains articles regarding the politics of social policy, health policy making, budgetary policy: a comparative perspective on policy outputs and outcomes. Policy making in federal republic of Germany is also discussed systematically. Housing policy, environmental policy and energy policy: the role of political parties are also discussed.

Roger Hilsman in his book The Politics of Policy Making in Defence and Foreign Affairs discussed conceptual models and bureaucratic politics. The inner ring
of power in policy making is also discussed which includes. The President, his staff and Advisers and political Appointees, Congress and Bureaucrats. The second ring of power includes interest groups and media and outer ring is made of Public opinion and electorate. Then the output of power is regarded as policy may be foreign policy or any other policy.

The Indian Journal of Public Administration has published a Special Number on "Administration of Industrial Policy" in vol. XX July-Sept 1974. Various articles regarding Industrial policy and its aspect of administration are given in this number like Industrial policy - prospects and constraints, finances of the State Development Banks, Role and Organisation of the Monopolies Commission in India etc. But not a single article is included on "policy making" in this number.32

R.I. McLaren discusses in his article "The Policy V/S Administration" Argument Revisited various aspects of policy making. He also argues that where there is administration, there is policy making.33

Arie Halachmi's Article, "The use of Policy Evaluation in Policy Making" illuminates some theoretical aspects of policy evaluation. It points out a number of dimensions that evaluation research can add to policy analysis and some of its advantages vis-a-vis other approaches to policy analysis. The paper does not elaborate every methodological aspect of policy evaluation, nor does it touch upon every aspect
of the problematic inter-relationship between the policy maker and the analyst or the role of the latter as "change agent". Rather, the paper presents those prints that should be considered if policy evaluation is to be used in order to improve policy making.

Renu Khator in his article, "Determinants of Policy Performance - An Empirical Examination of the Impact of Environmental Bureaucracy in India." Specifically, focuses on the impact of bureaucratic expansion on policy performance.\textsuperscript{35}

Q.U. Khan's article on "A model of Public Policy Implementation Process" describes process of policy implementation in detail.\textsuperscript{36}

Articles of Rajiv Gandhi, K.C. Pant, P.V. Narasimha Roa, on Education policy are also useful to understand how a policy is changed.\textsuperscript{37}

1.10 SCOPE AND OBJECTIVES OF THE STUDY

The present study focuses attention upon the policy making at the state level with special reference to Haryana. Policy making is in itself a very complex and highly sensitive phenomenon. The patterns, trends, issues and processes are the main thrust of the study. Institutions involved in policy making at the state level is the area of study and no specific single policy has been chosen for analysis, although references of policies have been made at relevant places while analysing policy process.

The present study is exploratory in nature and attempts to find out certain facts rather than testing any given hypothesis. This becomes imperative in view of the severe
paucity of researches on the subject. Therefore, instead of hypothesising, the following broad questions have been attempted to be answered in this study from the scope of this study:

1. Did the individual citizen influence policy making and how?

2. Do the civil servants are influenced by any model or approach in policy making.

3. How much media participates in policy making?

4. Does the legislature fulfils its responsibility of policy making in real sense?

5. Does the lower levels of administrator initiate policy?

1.11 METHODOLOGY

The major reliance in this study is placed on data collected from government records, circulars and from several secondary sources such as books, articles, reports and government documents. Detailed discussions were held with some government officials for obtaining information relating to the structures and personalities which are involved in policy making.

Questionnaires were framed on the basis of which long interview sessions were held with some of the former, Chief Ministers, other senior ministers and senior civil servants of the state, including the present incumbents of these above said posts.
In using government documents, which are of confidential and restricted nature, care has been taken to follow the requirement of 'secrecy'. Even in making references to the interview data, anonymity has been strictly maintained.

Thus I have applied the survey and questionnaire method along with data and content analysis method in this study.

The following representative samples were chosen to whom the questionnaires were administered:

1. Sample No. 1

A sample of 100 citizens was selected and Questionnaire 1 was introduced to them. The sample group was appraised of the research subject giving a feedback about the details of the study.

2. Sample No. 2

A sample of 10 ministers was selected and Questionnaire No. 2 was introduced to them.

3. Sample No. 3

A sample of 5 Ex-Chief Ministers was selected and Questionnaire No. 3 was administered to them.
4. **Sample No. 4**

A sample of 20 Bureaucrats was selected and Questionnaire No. 4 was administered to them.

5. **Sample No. 5**

A sample of 20 media persons was selected and Questionnaire No. 5 was administered to them.

6. **Sample No. 6**

A sample of 50 civil servants working at lower level of administration was selected and Questionnaire No. 6 was administered to them.

1.12 **CHAPTERISATION**

The present study has been divided into six chapters. The present chapter is introductory in nature and identifies the need, scope and methodology of the present study. It deals with the origin and theoretical framework of public policy. Meaning, definitions and types of public policy is discussed in this chapter.

Second chapter "The Policy Process" deals with policy making process, models and approaches to policy making.

Units of Policy Making System are discussed in Third Chapter.
Fourth Chapter "Policy Making in India" includes institutions, forces involved in policy making in the context of India.

Fifth Chapter "Study of Policy Making in Haryana" includes the policy making realities based on data.

The final chapter of the study provides a summary of the present study and offers certain conclusions in this connection on analytical pattern.

A study of this type can not be prescriptive in tone. At best; some broad suggestions can be attempted in order to improve policy making process. It is hoped that the present study will highlight certain questions and issues that can be taken up for further analysis by the subsequent studies.
REFERENCES


17. Ibid.


20. Ibid.


